

Conclusions

Key findings regarding heritage places and objects as part of State of Environment reporting 1995–2000

1 Data sources

There is a vast amount of information gathered by State, Territory and Commonwealth Government agencies that would be relevant to State of the Environment reporting if it were better maintained and coordinated. However, in the case of the Commonwealth, the funding of data gathering and maintenance, the monitoring of outcomes, and State of the Environment reporting, do not appear to be wholeheartedly supported. This means that the data that is collected (often at some expense) is often not accessible, analysed, or kept up-to-date. A process of ongoing data collection for key indicators is necessary for cost-effective and transparent State of the Environment reporting.

2 Knowledge of heritage places and objects

National overview

There was a 16% increase in the number of places registered in the Register of the National Estate over the five-year period 1995–2000. This is a similar increase to that in the previous period, so that the growth of the Register of the National Estate can be interpreted as being relatively steady over the last decade. However, the rate of additions varied between the three heritage fields. Historic place additions to the Register of the National Estate remained comparable at approximately 16%, while natural place registration increased by 2% to 21%, and the Indigenous places rate of registration declined by 7.5% to 7%.

2.1 Natural heritage places

- In the reporting period, the number of natural places in the Register of the National Estate increased by 21% to total 2313 places, and there was also a significant increase in the number of smaller places listed, 69% being under 1000 ha.
- Three new World Heritage properties were listed for their outstanding universal values which met the World Heritage Convention's natural criteria—Heard and McDonald Islands; Macquarie Island; and The Greater Blue Mountains Area, NSW.
- The National Reserve System Program committed \$85 million to a series of cooperative programs aimed at developing the National Reserve System, and in part the areas identified and purchased for reservation in high priority IBRA regions can be assumed to have heritage values, especially those in IUCN categories I and III.
- Data about Natural Heritage Trust funding of the identification of local natural heritage places and their conservation is not being collected in such a way as to provide information about the distribution and condition of the natural heritage.

2.2 Indigenous heritage places

- Not all Indigenous people wish to have knowledge of their cultural heritage widely disseminated or recorded in government registers, and this is particularly important in the case of sacred sites and sites such as burial sites. In many cases knowledge of cultural heritage may be culturally restricted to a few people, and maintaining these restrictions is part of the process of conserving heritage value.
- During the reporting period the Australian Heritage Commission established a policy of consulting with Indigenous peoples that ensures their involvement in, and informed consent to, the listing of sites. This has led to a 7% increase in the number of Indigenous places added to the Register of the National Estate. This is half the rate of listings from previous periods, but it reflects the new policy for consultation.
- The health of heritage is also measured by the demonstrated concern which the community has for heritage, which is not always expressed through registers. In fact this growing concern by communities to look after their own heritage could make centralised registers less relevant and less necessary as enforcement tools, although they will continue to have other uses. (This comment applies to all types of heritage, not just Indigenous heritage.)

2.3 Historic heritage places

- There was a 28% increase in places listed across all government registers, but the amount of double counting (resulting from the addition of Register of the National Estate listings to new registers) has not been assessed and is likely to be substantial.
- There was a 16% increase in the number of historic heritage places listed in the Register of the National Estate totalling 9875 places during the reporting period. However, the number of places in local government heritage lists (at least 37 000 places by 2000) now considerably exceeds the Register of the National Estate and may provide a basis for future State of the Environment reporting.
- The knowledge gap that exists in the heritage registers means that the nature and extent of historic heritage places across much of non-urban Australia away from the eastern and south-western coastal fringe is not identified. The coverage of heritage surveys in Australia has not been analysed to reveal gaps in spatial distribution by thematic types. A 'cultural landscapes' approach, on a catchment basis, to the listing process or planning systems might fill these gaps.
- The recognition of heritage landscapes by the heritage profession over the last decade is not reflected in community understanding or government administration, which largely continue to separate heritage into Indigenous, historic and natural components. There is a growing understanding that every part of life is part of a larger system, and each component interacts and changes accordingly. The only practical way to protect those linkages is by identifying significant landscapes, be they natural or cultural, rural or urban. The approach of listing individual places versus recognising those places in their broader context is yet to be widely advanced as an alternative approach. The closest approach has been the Regional Forest Agreement process and some regional assessments, such as those for the Murray Mallee and the Paroo catchment. The proposed National List approach may address this methodology in its selection of places of national significance.
- As Australians we value our diversity, but no up-to-date analysis exists of the diversity of cultural heritage represented on heritage registers and the adequacy of surveys of the heritage of various cultures or thematic studies. Heritage organisations tend to be dominated by the dominant cultural group rather than representing all cultural interests. The Australian Heritage Commission released *Migrant Heritage Places in Australia - How to Find Your Heritage Places - a draft guide* in 1995 and, based on experience in using it, published a final guide in 2000. The identification of more places of significance to contemporary migrants, like the Bonegilla migrant reception centre, as distinct from places associated with 19th century migrants, could be reported on in the future.
- The absence of any World Heritage historic environment nomination is a noticeable gap in the representation of Australia's heritage places of outstanding universal significance.

2.4 Objects

- The proportion of collections catalogued across all heritage sectors appears to be expanding, but small and large museums generally have documentation systems that are idiosyncratic and inadequate to meet current demands of scholarly and public access.
- Only 42% of small museums surveyed have 90% or more of their collections catalogued.
- There is no coherent, agreed, national definition or shared view of what might constitute cultural heritage or cultural heritage collections as they relate to State of the Environment reporting. Neither are there agreed national approaches to the management of collections across the major organisations with responsibilities in this area, despite the release of *The National Conservation and Preservation Policy and Strategy for Australia's Heritage Collections*.
- When dealing with collections, documentary and archival records have not been considered in the brief for this report yet they are fundamental tools in understanding the cultural significance of places. The link between archival storage, accessibility of records and heritage places needs to be examined further and a method found to ensure those records are not lost.

2.5 Intangible heritage

- Although intangible heritage, like Indigenous languages, is often marginalised in heritage place/environment administration, it is worth noting that other kinds of intangible heritage (like stories, song and dance) are often conceptualised as central to the 'arts' arena. This traditional administrative demarcation merits careful reconsideration in heritage identification and conservation practice, and in the design of heritage conservation funding programs that integrate 'arts' and environment issues.

3 Condition of heritage places and objects

3.1 Natural heritage places

Despite various attempts, suitable data that could be extrapolated at the national scale could not be found for assessing condition of natural heritage places. A continuing very high rate of land clearance suggests that at least some aspects of natural heritage are under threat.

3.2 Indigenous heritage places

- There are no reliable data on condition of Indigenous places that can be extrapolated at the national scale. The systems of Indigenous place protection used in many jurisdictions are inadequate, or the reporting methods used are such that adequacy cannot be monitored. The low number of known or recorded/listed Indigenous heritage sites that have been destroyed in 1999–2000 reflects the reporting procedures rather than being an indicator of rate of loss and hence the threatened condition of such places.
- Information received from Indigenous organisations suggests that government and commercial interests' lack of respect for protocols established by Indigenous organisations leads to the destruction of sites on a daily basis.
- The mechanisms to ensure the involvement of Indigenous communities in decision making and protection of Indigenous places appear to fail in a number of situations, and might be improved with better integration of such mechanisms into updated legislation.
- The Commonwealth Government has yet to pass legislation based on the recommendations of the Evatt Report. As a consequence, there remains a lack of minimum national standards for Indigenous heritage legislation.
- With the exception of Indigenous sites of recent origin which relate to the contact period, Indigenous heritage places can only be conserved effectively *in situ* and as part of the natural environment of which they are an integral component. As a general rule, the best levels of conservation of the sites will be found in the least disturbed areas. There is therefore a close correlation between the nature conservation status of land and the condition of Indigenous heritage places.

3.3 Historic heritage places

- There is still no ongoing national program to monitor the physical condition of heritage places. However, the overall condition of Australia's historic heritage places, judged by surveying 12% of the Register of the National Estate listed places, is fair to good (95% of places being in fair condition or better).
- Nearly 6% of historic heritage buildings surveyed were not occupied, and many are deteriorating as a result. This includes a small but significant number of former government buildings such as post offices and railway stations.
- There is no appreciable difference in the condition of heritage buildings in private and public ownership, but publicly owned buildings have a significantly higher level of integrity than those in private ownership. The implication of this is that governments should take considerable care to ensure that there is ongoing conservation of their own buildings, and that adequate protection is guaranteed for disposed property. That vacant government buildings continue to deteriorate emphasises the need for governments to take more seriously their duty of care for the community's heritage that they control. The recommendations of the *Committee of Review - Commonwealth Owned Heritage Property* regarding this issue should be adopted by the Commonwealth Government. Incentives for maintaining the integrity of heritage values of buildings in private ownership are needed.

- While churches are in generally fair to good condition, the cost of maintaining them will pose major conservation funding problems over the next decade.
- The low but steady rate of damage done to heritage buildings by inappropriate work (such as the 'modernising' of shop fronts and interiors, insertion of windows, and additions on residential buildings, and the painting of masonry) is a continuing concern. An implication may be the need for an expanded program of targeted information, perhaps linked to local government information packages to owners and an increase in the number of heritage advisors as part of the local government planning system.

3.4 Heritage objects – heritage collections

- Environmental conditions in the major collecting organisations appear to be reasonable in all sectors. Storage capacity is an issue highlighted by many organisations, however, and appears to be a priority issue for national attention.
- Conservation and preservation programs are driven by a wide range of organisational needs, and there appear to be limited resources available for the systematic treatment of collections.

3.5 Population change affecting heritage places

- Although the rural proportion of Australia's population declined by 10% (over half a million people) in the decade from 1986 to 1996, the small town populations varied. Losses were mainly in the inland wheat-sheep belts, dryland grazing regions and mining regions, while towns that grew were mostly coastal, located around metropolitan capital cities, or associated with the growth of particular industries such as wine-growing, tourism or mining.
- In rural towns and properties where population is declining, there is evidence of damage to heritage places through abandonment, and through administrative action in some areas. This pressure is inadequately monitored and reported.
- In urban areas and urban fringe areas, where population is increasing, there is evidence of pressure on cultural landscapes generally, and on specific elements in the former rural landscape. This pressure is inadequately monitored and reported.

3.6 Technological change, economic restructuring, and development affecting heritage places

- There are no statistical data on the impact of technological change and economic restructuring affecting heritage places, but much evidence. The major areas affected include:
 - loss of values through inappropriate redevelopment of historic heritage places,
 - threats in regional town growth on historic streetscapes and buildings, open spaces and layouts,
 - rural property restructuring, and
 - redundant structures due to technological change in operations previously carried out in wharves, grain handling, postal and communication services, and banking.
- Many of the pressures identified above cannot be reversed, so the challenge is to lessen their potential impact on heritage places. Where places cannot be conserved, the loss of heritage through change, restructuring, etc. needs to be addressed through a recording program for significant places that will be destroyed or abandoned.
- Impacts on heritage places might be avoided or ameliorated if there was adequate knowledge, as it is not recognised that the places involved are of heritage importance. Other places are damaged or destroyed because the government planning and decision-making processes, both state/territory and local, are not sensitive enough to the actual impact of such changes or development proposals. There seems to be too little will to find conservation solutions, and too few alternative response-models available for the decision makers to draw upon.
- There is an ongoing issue of heritage assessments being left to the end of the development process rather than being incorporated into the initial survey of an area prior to designing the development. Heritage could be incorporated into the development design at the earliest stages, but it usually becomes an impediment if it is

not identified early enough. This is the cause of much of the negative reaction to heritage places, and the planning systems need to be changed to address it.

- A limited heritage understanding in some development approval processes, and limited heritage understanding by developers and their design architects, is having a negative effect on the heritage values of places.

3.7 The effect of tourism on heritage

- There are no statistical data currently available that can be analysed at the continental scale for assessing the impacts of tourism on the condition of heritage places, and no conclusive trends can be determined. However, there is evidence of effects.
- Tourism is one of Australia's main income producing industries, and visits to World Heritage properties are key activities. Insufficient effort is made by land management and heritage authorities to gather and analyse information about the negative (and positive) effects of tourism, and about the nature and effect of tourism-stimulated remediation and protective works and visitor facilities development.

4 State of government protection and funding of heritage places

4.1 Protection

4.1.1 Natural heritage places

Although the current Natural Heritage Trust program is a significant and substantial contribution towards improving the adequacy and representativeness of the reserve system, it does not provide sufficient funding to carry through that objective to the target percentage of reserved environmental types. This responsibility is shared by the States and Territories and the Commonwealth, but as yet there has not been a commensurate funding commitment from the States. A proactive and systematic targeting of IBRA regions where there are high threats (such as land clearing and intensive agricultural development) is required. The declaration of protected area reservations arising from RFAs and other regional assessments needs to be followed through. A number of initiatives at Commonwealth and State/Territory levels are attempting to address the issue of 'proactive and systematic targeting of IBRA regions where there are high threats'; for example, NSW NPWS regional assessments under Biodiversity Strategy, National Reserve System program, Western Reserves 2006 Program, and the Commonwealth National Biodiversity Audit.

Twelve Indigenous Protected Areas had been declared by the end of 2000 over Indigenous land, covering almost 2.6 million hectares and adding significantly to the National Reserve System.

4.1.2 Indigenous places

It proved difficult to differentiate between funding for site works and research, and for other aspects of Indigenous heritage relating to the needs of Indigenous communities. The adequacy of government protection for identified Indigenous heritage places is unknown, although all States and Territories have legislation.

4.1.3 Historic heritage places

Protection for historic heritage places is generally through the use of heritage legislation provisions affecting protection of values or planning provisions for freehold properties and through lease/use arrangements for publicly owned places.

4.2 Government funding of heritage research and conservation

It is difficult, given the different and often non-specific reporting formats for government funding, to consistently separate the funds provided specifically for maintaining heritage values from the broader funding that is provided for operating heritage and land-management agencies.

In contrast to the Natural Heritage Trust's assistance for natural heritage places, there are currently no national strategies or long-term national funding programs of similar magnitude specifically for Indigenous or historic heritage places

4.2.1 Natural heritage places

The Natural Heritage Trust has been the major funding initiative in the natural environmental field during the review period. The Natural Heritage Trust is a six-year

program, beginning in 1996 and utilising \$1.5 billion, with a focus on five key environmental themes: land, vegetation, rivers, coasts and marine, and biodiversity. However it is impossible to categorise the proportion spent on listed natural heritage places in comparison to general environmental protection.

The National Reserve System Program committed \$85 million in a series of cooperative programs aimed at developing the National Reserve System.

Environment Australia funding of about \$27 million annually for World Heritage property management and protection has been for significantly increased funding for most properties, but with a substantial drop in funding for the Wet Tropics (from over \$6m to less than \$4m).

4.2.2 Indigenous heritage places

Although these data are incomplete, they suggest that there was a substantial drop in funding for Indigenous heritage research in the financial year 1996–97. In the financial year 1999–2000 there was a major increase in funding but this does not necessarily mark a percentage increase in real terms for the five-year reporting period.

While there has been some funding for community-directed research in order to establish land rights and Native Title claims, this funding was very low in comparison with other heritage categories, especially Natural Heritage Trust funding for natural heritage places. These findings show that the biggest and most extensive category of our heritage sites is the most neglected in terms of financial resources for their preservation and protection.

4.2.3 Historic heritage places

During the reporting period 1995–2000, the Commonwealth provided over \$132 million for programs which in whole or part were aimed at historic heritage place conservation (although some programs, such as the National Estate Grants Program, also included natural and Indigenous heritage funding).

By far the largest of these funding programs, the Centenary of Federation Fund (74% of the total expenditure), was a one-off budget allocation, and only a proportion of the funding was for direct heritage conservation (as it included substantial funding for infrastructure and public presentation development).

Funding programs in the States and Territories varied considerably in their size, and totalled \$147 million during the reporting period.

4.3 Government rationalisation and organisational change

Government rationalisation programs are having a significant impact on heritage conservation: railways, hospitals, education facilities, fire stations, health centres, and other identified and potential heritage places throughout Australia. This is reflected in the following actions:

- changes in government infrastructure, such as railway closures, privatisation of assets,
- Commonwealth property disposals at an unrecorded rate, and
- changes in government organisation through downsizing and contracting out of services.

4.4 Availability of trained conservation practitioners

Practising material conservators are few, although membership of their organisation AICCM numbers about 500 people, and about 350 heritage practitioners are members of Australia ICOMOS. The latter number includes conservation architects, historians, archaeologists, town planners and conservation administrators.

The proliferation of tertiary training courses in cultural heritage management (as distinct from conservation of cultural materials, for which there has been only one new course in the last 20 years) has been a feature of the reporting period. However, there is still a need for site management training, but often not to tertiary level in all subjects.

5 State of community awareness and action

Community attitude surveys illustrate a continuing concern for environmental issues, as well as the broadening of the concept of heritage to include local places in addition to international icons like Kakadu. They also illustrate the increasing concern of young people about broad environmental issues.

Competitions conducted by the Australian Heritage Commission illustrate how many Australians are quite passionate about all types of heritage and places.

Membership of peak heritage organisations shows that while there has been a 50% increase in the numbers in one national natural heritage advocacy body, a host of community organisations and pressure groups aimed at protection of particular places or classes of place have emerged. Groups in the capital cities such as the Save Our Suburbs groups are resisting urban redevelopment pressures from altering the existing heritage values of their areas. The numbers and attitudes of these groups need to be captured during the next state of the environment reporting period. Partnerships between community and government need to be strengthened to bring about adequate conservation outcomes.

Major public events, cultural activities especially popular Indigenous songs, dance and art, and media coverage, are contributing to an increasing public awareness of Indigenous culture and heritage.

There has been an increase in use of Indigenous languages in place names and associated signage, in popular music, and on the Internet in the last 10 years. This is not necessarily always with the agreement of Indigenous people, or to their benefit. In fact in the recent period Indigenous people have increasingly contested the right of others to appropriate their cultural and intellectual property.

The issue of promotion of Indigenous cultural heritage awareness through the provision of cultural heritage facilities is heavily dependent upon the funding which an organisation or community has available to undertake the work to create the facility. ATSIC funded 25 such facilities during the reporting period.

There is significant work being carried out by people working on Indigenous languages, including in particular in recent years Indigenous researchers on Indigenous knowledge systems related to heritage and the environment.

Indigenous people have highlighted concerns about the perception that Australian society undervalues Indigenous cultural heritage, and how poorly Indigenous people regard the level of attention the government is giving to Indigenous site management and heritage funding.

6 State of Indigenous control of Indigenous heritage

From a State of the Environment reporting perspective, there is still insufficient reliable quantitative information with continental coverage to make clear statements about the scale of change over time, but the incomplete information that is available does suggest:

- Increasing numbers of Indigenous people live in urban areas thus risk losing their regular physical connection to their country.
- The number of heritage places and landscapes Indigenous people own and manage continue to increase above the 15.1% level which they held in 1996. The 1996 figure was an increase from 9.6% in 1983.
- The numbers of Indigenous people employed by government agencies who are using their knowledge of their cultural heritage stood at more than 293 in 1999–2000.
- There were increased efforts for the repatriation of Indigenous materials by Australian museums within the reporting period, especially for human remains and secret, sacred objects.

Information provided by Indigenous organisations suggests that:

- The ideal way for Indigenous communities to maintain control over their heritage is to have ownership of their lands.
- The distribution and availability of tangible resources for cultural heritage varies greatly across the nation.
- Protocols for working with Indigenous cultural heritage are not always observed by outside instrumentalities, including government departments. This suggests that the strategy of developing protocols, as an assurance that Indigenous cultural heritage will

be protected in culturally appropriate ways, is not necessarily an adequate response to the pressures confronting maintenance of Indigenous cultural heritage.

- One way in which Indigenous communities can reassert some control over their cultural heritage is through gaining possession of cultural heritage materials, including human remains and Indigenous artefacts, that are held by museums. The return of these items to a community can enhance the young people's knowledge of their culture.
- Not all Indigenous communities wish to have cultural heritage knowledge widely disseminated, particularly in the cases of sacred and burial sites. In many cases knowledge of cultural heritage may be culturally restricted to a few people. Some communities do not tell government agencies when they find sites because they are concerned about how the information will be used. One of the central issues is security of information, and in these cases an Indigenous organisation, or respected individuals, may be entrusted with the information for safe-keeping.
- Some communities do see increasing academic knowledge of their cultural heritage as crucial to their survival. These communities may use the knowledge acquired from academic studies in 'connection reports' for Native Title claims and other processes entered into for gaining control over land. The information may also be used in the education of the young and in order to increase non-Indigenous Australia's cultural awareness. In addition, it may be used in heritage tours or guided walks for tourists. In all these cases, encouraging academic involvement in research is a tool used by a community to strengthen the presentation of its identity, usually to the outside world.
- Funding for Indigenous heritage projects is an issue. Many Indigenous organisations run these facilities with limited resources and under very difficult circumstances. While initial funding may be available for the establishment of facilities, there is rarely any reliable funding available for the long-term maintenance of these projects. They often rely on voluntary labour for their survival. This means that if a volunteer is sick, moves or dies, the whole project may no longer be viable.

7 State of Indigenous languages

Positive steps have been taken in the last decade to recognise Indigenous languages and give them a place in our society instead of destroying them, as has happened all too often in our history. Yet the pressures working against the languages at the beginning of the 21st century remain as strong as ever, presenting a bleak picture of language endangerment which could all too easily lead to the loss of all Indigenous languages in this century.

The number of Indigenous languages and the percentage of people speaking these languages has continued to fall in the period 1986–1996, and the trend has accelerated over the 10 years. Language revival has had an appreciable effect on increasing the number of people identifying as speakers of an Indigenous language in at least one region around Adelaide.

Under-counting of Indigenous people in the 1996 Census, together with an 8% greater number of respondents saying they know an Indigenous language than saying they speak it at home, suggests that there may actually be in the order of 55 000 speakers of Indigenous languages in Australia.

Of the 20 languages categorised in 1991 as 'strong,' three should now be regarded as 'endangered'.

The decline in numbers of speakers of Indigenous languages is also spread across the urban/rural divide.

In some regions there has been a decrease in speaker numbers in the 30–39 age group, but more people under 30 are now identifying as speakers, possibly heralding a revitalisation of languages. There is a trend in most Indigenous languages for knowledge of language to be inversely proportional to age; that is, the younger people are, the less likely they are to speak an Indigenous language. This is considered to be a symptom of language shift, and of the language being endangered.

There has been an increase in the amount of recording and documentation of Indigenous languages in the past ten years and 141 of the 764 named Indigenous languages have wordlists or dictionaries.

Particularly significant and productive has been the establishment of Regional Aboriginal Language Centres and language management committees under Indigenous control from the mid-1980s onwards; there are few parallels to this development elsewhere in the world.

There have been significant new initiatives developing curriculum and programs related to Indigenous languages in the last ten years for primary and high schools. Major new networks of Indigenous language programs have been set up in South Australia and Western Australia, although the reversion from Bilingual to English-only education in the Anangu lands in South Australia in the 1980s must be weighed on the other side of the balance. There is some evidence of a tailing off of support for Indigenous languages in other parts of Australia in the late 1990s. Particularly detrimental has been the dismantling of the Bilingual Education programs in Aboriginal schools in the Northern Territory, where Indigenous people make up 29% of the population.

Sustainability of Australia's heritage

We are still reinventing ourselves as a continent and a people. We redefine ourselves both positively and negatively against a primarily European past.

—George Seddon (2001)

... we need to keep in mind...the extent to which Aboriginal notions of inclusiveness, of re-imagining the world to take in all that is now in it, has worked to include us.

—David Malouf, *A Spirit of Play: The making of the Australian consciousness* (1998, p. 59)

In order to assess the sustainability of our heritage places and collections, adequate tools are necessary. But as we have shown consistently throughout this report, there are huge gaps in the type of data, and the collection methods used to gather data, to inform this assessment.

There has been a failure of governments, to date, to establish a set of minimum standards for the identification, listing and conservation of heritage places, despite efforts during the reporting period and the agreement at the National Heritage Convention in August 1998 on a set of National Heritage Principles, as outlined in Appendix 2. Both major efforts—the heritage coordination project and the revision of the *Aboriginal and Torres Strait Islander Heritage Protection Act 1984*—have so far failed to produce a set of standards on which all jurisdictions agree, other than the Burra Charter and the Natural Heritage Charter. Related to this is the adoption by the State of the Environment Reporting program of the 1998 indicators for natural and cultural heritage which have been tested in this report, but there is no nation-wide agreement on their relevance and consistent application.

On the other hand, moves towards a national database for heritage places, and the establishment of a national list of significant places and a list of Commonwealth heritage places can be seen as an administrative refinement, but which could lead to gaps in the identification and conservation of heritage places if implemented before State, Territory and local systems are developed to fill the gaps left by the demise of the Register of the National Estate. Many databases have been started but have not been maintained—this seems to be a systemic problem that needs addressing.

Another key issue is that of integration of natural, Indigenous and historic values that are identified and assessed under different criteria and often under different jurisdictions but for the same place. Apart from the fact that the conservation of Indigenous sites in large areas of the National Reserve System needs integrated conservation planning, one of the other issues which needs national leadership is recognition of the necessity for integrated identification and conservation of all heritage values on any particular piece of land. The Regional Forest Agreement process, the regional identification studies like the Murray Mallee and the Paroo projects are important developments during the last reporting period. However there is no agreement at a State, Territory or Commonwealth level to give priority to such work and such assessments.

Integration of heritage values in any place is increasingly the way the community considers and treats heritage but still not the way government proceeds—a good example is the nationwide Natural Heritage Trust effort which mostly excludes historic and most Indigenous heritage. There is a growing understanding that every part of life is part of a larger system, each component interacts and changes accordingly. A practical way to protect those linkages is through identification of significant landscapes be they natural or cultural, rural or urban. The approach of listing individual places versus the recognition of those places in their broader context is yet to be widely advanced as an alternative approach.

As there is no part of Australia (except its external territories) which has not been lived in by Indigenous people over a long period of time, there is a close correlation between the nature conservation status of land and the conservation of Indigenous heritage places. Indigenous heritage sites exist throughout Australia. With the exception of Indigenous sites of recent origin which relate to the contact period, Indigenous heritage places can only be conserved effectively *in situ* and as part of the natural environment of which they are an integral component. As a general rule the best levels of conservation of the sites will be found in the least disturbed areas. There is therefore a close correlation between the nature conservation status of land and the conservation of Indigenous heritage places. One indicator of the level of destruction or damage to Indigenous sites would be, the amount of development of previously undeveloped land, and conversely, any increase in the nature reserve system of Australia would provide some insurance for at least a basic level of conservation greater than that for land of other tenures.

Land handed back to Indigenous people under various land claim regimes, would, if it remained in its natural state, provide the same level of passive protection. Therefore, the increase in the reserve system in Australia and in the number of successful land claims over the reporting period can be seen as one indicator of improvement in the percentage of sites being preserved from destruction by development or land disturbance. For the conservation of Indigenous sites to be fully effective within the reserve system, integrated conservation planning which provides for the protection of Indigenous values as well as natural values is essential. An examination of the extent to which conservation/management plans on reserves and Indigenous land provide for the protection of Indigenous and historic heritage as well as natural heritage might be a useful indicator for the future. Indigenous concepts of care include (except for sacred/dangerous sites) visiting and use (including hunting/foraging/burning) not the 'hands off' approach of conservationists.

Even within the cultural heritage field there is a lack of integration. We pay lip service to such in tourism programs for example, but there is not a genuine understanding of the inter-relationship of all heritage elements in any one place.

How sustainable is our heritage? Despite all the research in the natural environment on sustainability, there has been no development or testing of models applicable to heritage places. In natural heritage places there has been a declining expenditure on the conservation management of protected areas and a consequent lack of monitoring of environmental changes. There is much evidence of the pressures affecting sustainability of historic heritage especially in urban areas. We know from experience that there is a point where the heritage value overrides economic potential; however such places are only sustainable as heritage sites if adequately funded and protected so that their values are known and respected. Funding by government, particularly local government, is being seen as part of the sustainability of places in the Heritage Trails program in Queensland for instance. It is sustainable because the community values it enough to adequately fund it.

State of the Environment reporting is an opportunity to reflect on and measure performance in heritage conservation and use the results as a promotional tool or at least as evidence of the need for new directions in policy and funding for sustainability of our heritage. Australia is a fragile continent with an ancient culture that has been subject to rapid changes over the last 200 years. Our knowledge of its significant heritage places and our appreciation of the nature and distribution of human induced impacts on those places is increasing but is still inadequate for effective management.

We could end the first century of Federation counting the losses, the cleared forests and woodlands, the extinct marsupials, the threatened birds, fish and amphibians, the lost topsoil, the salinated paddocks, the lost and forgotten places.

But we could also enter our second century of Federation rejoicing in our unique landscape, determined to understand it. So much that we cherish about ourselves...can be traced back to our land.

—Asa Wahlquist, *The Australian Century*, *The Weekend Australian* (February 24–25, 2001, p. 3)

Bennelong ... had behind him the strength of a culture that in being old had developed, in its long view of things, an extraordinary capacity to accept change and take in what was new and must be adapted to. It is in terms of that long view that what we have made here will be judged ...

—David Malouf, *A Spirit of Play: The making of the Australian consciousness* (1998, p. 60)

I hope to show you something less simple about the country we are in, something outside the categories you know ... I plan to stand by and wait until this land, which is so near you and so unseen, enters your heart too.

—Rodney Hall, *The Second Bridegroom*, (1991, p. 193)

Comparison of findings between the 1996 and 2001 SoE Reports—natural and cultural heritage

Issue	Condition			Pressure			Response		
	1996 SoE Report	2001 SoE Report	1996 SoE Report	2001 SoE Report	1996 SoE Report	2001 SoE Report	1996 SoE Report	2001 SoE Report	
Natural heritage places	Seven properties listed on the World Heritage List for natural values, (including four for both natural and cultural values). National data lacking on magnitude of pressures; impact on heritage registers and condition of places. Many places not managed appropriately for their values.	Three new World Heritage properties listed. The RFA processes identified many heritage places. There was a 21% increase—to 2313 places—in natural heritage places listed in the Register of the National Estate. Despite various attempts there are no suitable data available for assessing condition of natural heritage places. OVERALL TREND: Improving knowledge. Static condition.	Pressures from conflicting land uses, resource use in heritage areas and urban growth. Focus on World Heritage properties with natural heritage values: continuing growth of tourism—especially in Indigenous connection to the landscape. Land clearing remains major pressure on natural heritage places outside National Parks or other reserved lands. OVERALL TREND: Increasing pressure.	Focus continues to be on World Heritage properties with natural heritage values: continuing growth of tourism—especially in Indigenous connection to the landscape. Land clearing remains major pressure on natural heritage places outside National Parks or other reserved lands. OVERALL TREND: Increasing pressure.	New Commonwealth legislation to protect World Heritage properties; IGAE used as framework for nominations and management. Uluru-kata Tjuta inscribed as cultural landscape; some nominations and management arrangements still being negotiated. Targeted heritage studies; community protests for threatened places; many natural heritage places are not conserved.	Some opportunities for World Heritage nominations exist. Management arrangements still to be negotiated for the new Greater Blue Mountains World Heritage Area. The Natural Heritage Trust has provided a strategic framework, and funding, for natural heritage places. Conclusion of a number of RFAs but declaration of protected area reservations arising from RFAs and other regional assessments needs to be followed through. The Australian Natural Heritage Charter finalised in 1996. Amendments to Commonwealth legislation were introduced in late 2000 but it is too early to judge their effectiveness. OVERALL TREND: Adequate response in some respects.			
Indigenous heritage places	Knowledge is often poor but variable. Management of many places inappropriate; cultural values of places adversely affected; loss of traditional knowledge about places.	In many cases knowledge of cultural heritage may be culturally restricted to a few people and maintaining these restrictions is part of the process of conserving heritage value. With approval of Indigenous owners, there was a 7%—to 913 places—in Indigenous heritage places listed in the Register of the National Estate. Over 110,000 Indigenous places are listed in State and Territory inventories. However no reliable data available on a nation scale about their condition. OVERALL TREND: Improving knowledge. Insufficient data about condition.	Insufficient management and administrative role for Indigenous people; legislative focus on archaeological sites; cultural insensitivity.	Protocols for working with Indigenous cultural heritage are not always observed by outside organisations, resulting in impacts on Indigenous heritage sites. The extent of damage to, or destruction of, Indigenous heritage places is not known on a national scale, but the pressures are occurring on a daily basis. OVERALL TREND: Increasing pressure.	Increased legislative protection; increased numbers of Indigenous people in relevant government agencies and on boards but employment levels of Indigenous people still low; change in community attitudes. Not all types of places protected in some States. With the exception of Indigenous sites of recent origin which relate to the contact period, Indigenous heritage places can only be conserved effectively in situ and as part of the natural environment of which they are an integral component.	Twelve Indigenous Protected Areas have been declared over Indigenous land. Amendments to Commonwealth Indigenous heritage places legislation introduced in late 2000 but it is too early to judge their effectiveness. The Ewatt Report has been released but not yet acted upon. Protocols for managing Indigenous heritage have been established, but are not always adhered to. Although all States and Territories have legislation, the systems of Indigenous places protection used in many jurisdictions are inadequate, or the reporting methods used are such that effectiveness cannot be monitored. OVERALL TREND: Adequate response in some respects.			

Comparison of findings between the 1996 and 2001 SoE Reports—natural and cultural heritage

Issue	Condition			Pressure			Response
	1996 SoE Report	2001 SoE Report	1996 SoE Report	2001 SoE Report	1996 SoE Report	2001 SoE Report	2001 SoE Report
Historic heritage places	Large numbers of places recognised but major imbalances in heritage registers; effects on physical condition can be positive or negative. No national information on condition of historic heritage places.	There was a 16%—to 9875 places—in Indigenous heritage places listed in the Register of the National Estate. Over 13 000 historic heritage places are listed in State and Territory registers. Major imbalances still exist in heritage registers. Large sample of terrestrial historic heritage places inspected. Most places (95%) in the sample are in a fair to good condition. In 2000 the National Shipwrecks Database listed 6500 shipwrecks. OVERALL TREND: Improving knowledge. Static condition.	Increased demolition, reuse, loss of context through development, rezoning etc. Neglect through lack of identification or reduced rural economies. No national data on magnitude and effect of pressures.	Pressures continue to be caused by, urban development, expansion and rezoning; technological change; abandonment; rationalisation; disposals; and administrative actions. No national data on magnitude and effect of pressures. OVERALL TREND: Increasing pressure.	Heritage legislation enacted now in all except one State; community protests to conserve places; targeted studies to address gaps; special assistance programs for conservation. Too early to assess effectiveness of legislative protection; condition of places receiving assistance improved; many places still require conservation.	Amendments to Commonwealth legislation were introduced in late 2000 but it is too early to judge their effectiveness. The Schofield Report has been released but not yet acted upon. New or revised legislation in all States and Territories. Burra Charter updated in 1999 to include intangible aspects of heritage. Blanket legislative protection exists for shipwrecks over 50 years old. Cooperative national management program is in place. OVERALL TREND: Adequate response in some respects.	
Heritage objects (in natural, Indigenous and cultural collections)	In 1996 there were about 4.4 million objects and artefacts in cultural collections and about 38 million objects in biological collections. Collections are gradually being documented; there are still some major gaps in some themes. Physical condition of many collections is thought to be generally deteriorating. Returned Indigenous objects located in appropriate cultural context but physical condition often at risk.	In 2000 the National Shipwrecks Relics database lists 25 000 objects. Most collections examined in a survey are in a fair to good state. The proportion of collections catalogued across all heritage sectors appears to be expanding, but small and large museums generally use a variety of incompatible documentation systems. Environmental conditions in the major collecting organisations appear to be reasonable across all sectors. OVERALL TREND: Improving knowledge. Static condition.	Inadequate national co-ordination; biases in collecting policies of institutions; inadequate conservation facilities and expertise; inadequate documentation. Poor national, quantifiable data on magnitude of pressures. Indigenous communities requesting relevant items to be returned to custodians. Many Indigenous communities lack conservation facilities, expertise and access to management advice.	Conservation and preservation programs are driven by a wide range of organisational needs, and there appears to be limited resources available for the systematic treatment of collections. Storage capacity is an issue highlighted by many organisations. Specific legislative protection for some types of heritage objects is lacking in some states. Storage capacity and storage conditions are an issue for some Indigenous communities OVERALL TREND: Constant pressure.	Reviews of collections; legislation to control export of objects; national co-ordinating bodies established; government policies established but often lack specific funding for implementation. Some major pressures identified in 1974 still apply; too early to assess effectiveness of recent responses. Government policies and funding programs to assist return of items and establishment of keeping places; changed museum policies; museums employing more Indigenous people in relevant areas.	University collections surveyed. New National Museum of Australia built; Museum of Victoria re-opened. Australian Museums & Galleries Online database (AMOL) established. There is no coherent, agreed, national definition or shared view of what might constitute cultural heritage collections. Establishment of keeping places/cultural centres and ATSC funded 25 such facilities in the year 1999–2000. For the first time, a coordinated approach is being taken by the two levels of government to the repatriation of human remains and cultural materials. OVERALL TREND: Adequate response in some respects.	

Comparison of findings between the 1996 and 2001 SoE Reports—natural and cultural heritage

Issue	Condition			Pressure		Response
	1996 SoE Report	2001 SoE Report	1996 SoE Report	2001 SoE Report	1996 SoE Report	2001 SoE Report
Indigenous languages	<p>Significant research on Indigenous languages, including Indigenous knowledge systems related to heritage and the environment.</p> <p>Since European settlement, most of the original 250 languages have become extinct, are declining or are no longer the primary means of communication; only 20 or so are considered strong.</p>	<p>Positive steps have been taken in the last decade to recognise Indigenous languages and give them a place in our society.</p> <p>The number of Indigenous languages and the percentage of people speaking these languages has continued to fall in the period 1986-1996, this trend accelerating over the ten years. Of the 20 languages categorised in 1996 as 'strong', 3 should now be regarded as 'endangered'.</p> <p>OVERALL TREND: Deteriorating condition.</p>	<p>Despite language maintenance programs, even the strong languages may soon be lost.</p>	<p>The pressures working against Indigenous languages remain as strong as ever, presenting a bleak picture of language endangerment, which could all too easily lead to the loss of all Indigenous languages during this century.</p> <p>OVERALL TREND: Increasing pressure.</p>	<p>1996 SoE Report</p>	<p>2001 SoE Report</p> <p>Particularly significant has been the establishment of Regional Aboriginal Language Centres and language management committees under Indigenous control from the mid-1980s onwards. There have been significant new initiatives developing curriculum and programs related to Indigenous languages in the last ten years for primary and high schools. However there is some evidence of a tailing-off of support for Indigenous languages in parts of Australia in the late 1990s.</p> <p>OVERALL TREND: Adequate response in some respects.</p>
Community involvement	<p>The community is not adequately involved in the identification and/or conservation of their heritage. In particular, culturally appropriate conservation and management practices need developing for Indigenous heritage places and objects.</p>	<p>There has been a significant community involvement in natural heritage issues. There has also been an increasing involvement of Indigenous communities to control their own heritage. However involvement in historic heritage has been static over the reporting period.</p> <p>Community attitude surveys illustrate a continuing concern for environmental issues as well as the broadening of the concept of heritage to include local places as well as international icons like Kakadu.</p> <p>OVERALL TREND: Improving condition.</p>	<p>Inadequate community involvement in heritage studies.</p>	<p>Social and economic issues predominated over heritage issues. Communities have conflicting demands for their time and discretionary resources.</p> <p>OVERALL TREND: Constant pressure.</p>	<p>1996 SoE Report</p> <p>Community protests for threatened places.</p>	<p>2001 SoE Report</p> <p>The Natural Heritage Trust has stimulated community involvement in natural heritage issues. However it excludes historic and most Indigenous heritage. Membership of peak environment organisations has significantly increased but membership of the peak historic heritage advocacy body—the National Trusts—has remained constant. A host of community organisations and pressure groups aimed at protection of particular places or classes of place have emerged. Heritage advocacy sits uncomfortably between the community and the heritage professionals.</p> <p>OVERALL TREND: Adequate response in some respects.</p>

Comparison of findings between the 1996 and 2001 SoE Reports—natural and cultural heritage

Issue	Condition		Pressure		Response
	1996 SoE Report	2001 SoE Report	1996 SoE Report	2001 SoE Report	
Resources for heritage	<p>Heritage assistance programs are still inadequate, despite improvements.</p>	<p>Funds for grants given in all jurisdictions but variable and inconsistent programs makes planning, retention of skills and implementation difficult and sporadic.</p> <p>OVERALL TREND: Static condition.</p>	<p>In natural heritage places there has been declining expenditure on the conservation management of protected areas and a consequent lack of monitoring of environmental changes and processes. Lack of funding is affecting the sustainability of historic heritage, especially in urban areas.</p> <p>OVERALL TREND: Constant pressure.</p>	<p>1996 SoE Report</p>	<p>2001 SoE Report</p> <p>While the current Natural Heritage Trust program committed \$85 million to a series of cooperative programs aimed at developing and expanding the NRS, it does not provide sufficient funding to achieve the target percentage of reserved environmental types.</p> <p>Over the 5-year reporting period, funding for Indigenous heritage research has been stagnant in real terms. During the reporting period, the Commonwealth provided over \$132 million for programs which in whole or part were aimed at historic heritage place conservation. Funding by the States and Territories for historic heritage varied and totalled \$147 million over the reporting period.</p> <p>Funding for World Heritage management and protection has increased for most properties except for the Wet Tropics of Queensland.</p> <p>The largest funding program, the Centenary of Federation Fund, (74% of the total expenditure) was a one-off Budget allocation, and only a proportion of the funding was for direct heritage conservation (as it included substantial infrastructure funding).</p> <p>Indigenous heritage—the most extensive category of heritage in Australia—is the most neglected for funding.</p> <p>OVERALL TREND: Adequate response in some respects.</p>
The Big Picture: Overall sustainability of Australia's natural and cultural heritage	<p>Although the situation is improving, components of Australia's distinctive heritage are still being lost due to the inadequate identification and protection of heritage places and objects.</p>	<p>Although conservation of heritage improved during the reporting period, components of Australia's distinctive natural and cultural heritage are still being lost due to the inadequate identification and protection of heritage places and associated objects or collections and Indigenous languages. The knowledge gap that exists in the heritage registers means that the nature and extent of heritage places across much of non-urban Australia away from the eastern and south-western coastal fringe is not identified and is thus not monitored.</p> <p>OVERALL TREND: Static condition.</p>	<p>Significant threats to the sustainability of Australia's heritage. Technological change, organisational change, government rationalisation, economic restructuring, and development continue to affect heritage places. Many of these pressures have no solution and are unlikely to be reversed.</p> <p>OVERALL TREND: Increasing pressure.</p>	<p>1996 SoE Report</p> <p>No national heritage strategy exists; no national monitoring system exists; heritage values are often poorly integrated into environmental and socio-economic decision making.</p>	<p>2001 SoE Report</p> <p>Neither Indigenous nor historic heritage have any national strategic plans. No national monitoring system exists; there are uncertainties about future heritage management arrangements and how these will impact on current management regimes. Heritage values are often poorly integrated into environmental and socio-economic decision making. Integration of heritage values is increasingly the way the community treats heritage but is still not the way government proceeds—an example is the nationwide Natural Heritage Trust effort which excludes historic and most Indigenous heritage.</p> <p>OVERALL TREND: Adequate response in only some respects.</p>

Appendix 1

Heritage Legislation

Commonwealth Heritage Legislation

Aboriginal and Torres Strait Islander Heritage Protection Act 1984 and related Bills

The *Aboriginal and Torres Strait Islander Heritage Protection Act 1984* provides protection for Indigenous heritage sites. The Commonwealth Minister can make a declaration protecting significant Indigenous areas or objects from ‘threat of injury or desecration’ but only after consulting with the relevant State or Territory to determine whether effective protection is available under State or Territory legislation.

The Aboriginal and Torres Strait Islander Heritage Protection Bill was introduced into Parliament in April 1999. Unlike the Act above, the Commonwealth can only make a protective declaration relating to an Indigenous place or object in a State or Territory accredited for Indigenous heritage by the Commonwealth if the Minister considers that the intervention is in the national interest.

Environment Protection and Biodiversity Conservation Act 1999 and related Bills

The *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) provides for the protection of World Heritage properties as a matter of national environmental significance. No action may be taken on a declared World Heritage property without the approval of the Minister for the Environment and Heritage if the action has, will have or is likely to have a significant impact on the World Heritage values of that property. There are several other national environmental significance matters which are provided for under the EPBC Act (Ramsar wetlands, listed threatened species and communities, listed migratory species, Commonwealth marine areas and protection of the environment from nuclear matters).

There are prohibitions in the EPBC Act relating to damaging heritage in Commonwealth reserves.

The definition of ‘environment’ in the EPBC Act includes the ‘social, economic and cultural aspects’ of ecosystems, people, communities, natural and physical resources and qualities and characteristics of locations, places and areas. As such, protection measures for the environment, in general, under the EPBC Act are also applicable to heritage.

The Environment and Heritage Legislation Amendment Bill (No.2) 2000 was introduced into Parliament on 7 December 2000. It amends the EPBC Act to provide for the protection of places of national heritage significance and Commonwealth responsibility. These places will be inscribed on a National Heritage List and/or a Commonwealth Heritage List respectively.

The Australian Heritage Council Bill 2000 was introduced into Parliament on 7 December 2000. It provides for the establishment of an expert advisory body which primarily makes assessments requested by the Minister for the Environment and Heritage in relation to listing places on the National Heritage List and the Commonwealth Heritage List.

The Australian Heritage Council (Consequential and Transitional Provisions) Bill 2000 was introduced into Parliament on 7 December 2000. It provides for the repeal of the Australian Heritage Commission Act 1975 and provides for matters of a transitional nature arising from the repeal of that Act and amendments to the EPBC Act.

Australian Heritage Commission Act 1975

The *Australian Heritage Commission Act 1975* establishes the Australian Heritage Commission as an independent statutory authority. The Act also prohibits the Commonwealth from undertaking any action which adversely affects a place in the Register of the National Estate unless the Minister or authority responsible for the action is satisfied that there is no prudent or feasible alternative to taking the action. The Act also obliges the Minister or authority, undertaking an action which may affect a place in the Register of the National Estate to a significant extent, to inform the Commission and give it a reasonable opportunity to consider and comment on the action.

Historic Shipwrecks Act 1976

The *Historic Shipwrecks Act 1976* provides for the protection of historic wrecks and relics in Commonwealth waters. All wrecks more than 75 years old are protected together with their associated relics. The Minister for the Environment and Heritage can also make a declaration to protect any historically significant wreck or relics which are less than 75 years old.

Wet Tropics of Queensland World Heritage Area Conservation Act 1994

The object of the *Wet Tropics of Queensland World Heritage Area Conservation Act 1994* is to give effect to an agreement made between the Commonwealth and Queensland to facilitate the implementation of Australia's World Heritage obligations in the Wet Tropics of Queensland World Heritage Area, including the Minister:

- nominating as members of the Wet Tropics Management Authority Board of Directors, or any other advisory committee, one or more Aboriginal representatives who have appropriate knowledge of, and experience in, the protection of cultural and natural heritage, and
- causing a copy of an annual report to be laid before each House of the Parliament.

Protection of Movable Cultural Heritage Act 1986

The *Protection of Movable Cultural Heritage Act 1986* prohibits the permanent or temporary export of objects important to Australia (for ethnological, archaeological, historical, literary, artistic, scientific or technological reasons) without a permit. Some objects cannot be exported at all. The Act also allows Australia to return protected objects to other nations if they have been illegally imported.

Natural Heritage Trust of Australia Act 1997

Establishes the Natural Heritage Trust of Australia Reserve which provides for the following purposes:

- the National Vegetation Initiative;
- the Murray–Darling 2001 Project;
- the National Land and Water Resources Audit;
- the National Reserve System;
- the Coasts and Clean Seas Initiative;
- environmental protection;
- supporting sustainable agriculture;
- natural resources management;
- a purpose incidental or ancillary to any of the above purposes; and
- the making of grants of financial assistance for any of the above purposes.

Acts relating to heritage collections

National Gallery Act 1975

National Library Act 1960

National Museum of Australia Act 1980 (and National Museum of Australia Amendment Bill 2000)

Archives Act 1983

National Maritime Museum Act 1990 (as amended)

State and Territory legislation

There are many other Acts that also apply to a lesser degree to heritage places and objects that are not listed here.

State or territory	Natural	Indigenous	Historic
ACT	<p>ACT <i>Nature Conservation Act 1980 Parts 3 and 4</i>, provides protection for wildlife and certain plants.</p> <p>Under the <i>Land (Planning and Environment) Act 1991 (ACT)</i> (the Land Act) heritage encompasses natural or manufactured, including Aboriginal, objects and places of heritage significance (s 52). A Heritage Places Register identifies heritage places and its features and specifies requirements for conservation (s 54). The Heritage Council must consider the need to take measures which are prudent and feasible to conserve the heritage significance of each heritage place (s 56).</p>	<p>Under the <i>Land (Planning and Environment) Act 1991 (ACT)</i> (the Land Act) heritage encompasses natural or manufactured, including Aboriginal, objects and places of heritage significance (s 52). A Heritage Places Register identifies heritage places and its features and specifies requirements for conservation (s 54). The Heritage Council must consider the need to take measures which are prudent and feasible to conserve the heritage significance of each heritage place (s 56).</p>	see under Natural.
NSW	<p><i>Native Vegetation Management Act 1997</i> <i>National Parks and Wildlife Act 1974</i> protects Native Wildlife.</p> <ul style="list-style-type: none"> Threatened species, populations or ecological communities, listed in schedules to the <i>Threatened Species Conservation Act</i>, or critical habitat of an endangered species determined by the Director-General of National Parks & Wildlife Service attract protection processes through the <i>Threatened Species Conservation Act</i>. Processes under the <i>Native Vegetation Conservation Act</i> are required before native vegetation can be cleared. Environmental Planning Instruments (State Environment Protection Policies such as those covering Koalas and wetlands). 	<p>Indigenous places on the Register of the National Estate will be protected by <i>National Parks and Wildlife Act 1974</i> provided that there are physical "relics" present. If no physical "relics" present the Commonwealth would need to ask the State Minister to declare an Aboriginal place [s 84] in order for them to have blanket protection.</p>	<p><i>Heritage Act 1977</i> gives blanket protection to Non-Aboriginal archaeological relics (including relics underwater such as shipwrecks) under s140. This means that a s140 permit is required before any works that will disturb or destroy relics. Shipwrecks older than 75 years are protected in Commonwealth waters under the <i>Historic Shipwrecks Act 1976</i>.</p>
Northern Territory	<p><i>Territory Parks and Wildlife Conservation Act 1976</i> provides general protection for Native Wildlife.</p>	<p>Sites relating to tradition protected by NT <i>Aboriginal Sacred Sites Act 1989</i> Aboriginal and Maccassan archaeological sites are given blanket protection under the NT <i>Heritage Conservation Act 1991</i>—Regulation 3 These sites are treated as though there is a permanent interim protection order over them.</p>	<p>Heritage places must be declared under the NT <i>Heritage Conservation Act 1991</i> to be protected. The declaration process uses the Register of the National Estate criteria and bestows management requirements and incentives.</p>
Queensland	<p><i>Nature Conservation Act 1992</i> provides protection for wildlife, threatened species and habitats etc.</p>	<p>All Indigenous sites are protected under Section 33 of Qld. <i>Cultural Records (Landscapes Queensland and Queensland Estate) Act 1987</i> and ownership of all Indigenous relics usually vest in the Crown (s 56).</p>	<p>Places may be registered under the <i>Queensland Heritage Act 1992</i>. Registration imposes development consent conditions under Part 5. Development in Registered Places. The Queensland Heritage Register developed on the same basis as the Register of the National Estate. Development controls [not maintenance requirements] come into force when a property is placed on the register.</p>
South Australia	<p><i>National Parks Act 1972</i> provides protection to Native Wildlife. <i>Native Vegetation Management Act 1991</i> places constraints upon clearing native vegetation. Natural Heritage places may be included on the State Heritage Register established under the provisions of the <i>Heritage Act 1993</i>. If the State Heritage Authority is of the opinion that a place should be protected while an assessment of its value is carried out, it may provisionally enter a place in the Register.</p>	<p>The SA <i>Aboriginal Heritage Act, 1988</i> affords protection to any Aboriginal site regardless of whether it is on the register, Ministerial authority is required for development to proceed if sites are threatened. ss 21, 23.</p>	<p>Places of state heritage value are protected under the SA <i>Heritage Act 1993</i> Places of local heritage value can be protected through a Development Plan under the <i>Development Act 1993</i> if Councils take action.</p>

State or territory	Natural	Indigenous	Historic
Tasmania	The <i>National Parks and Wildlife Act 1970</i> provides protection for native wildlife, and the <i>Threatened Species Protection Act 1994</i> provides protection of threatened species.	<i>Aboriginal Relics Act 1975</i> protects "relics" created before 1876. It is an offence to damage, destroy, interfere with, disturb or conceal without a Ministerial permit. <i>The State Policies and Projects Act 1993</i> allows development of a State Policy on Aboriginal heritage.	Places may be registered under the <i>Historic Cultural Heritage Act 1995</i> . Application for Development consent to the Heritage Council. This does not appear to cover Aboriginal sites after 1876.
Victoria	Habitats identified as critical to any species of flora or fauna may be protected under the <i>Flora and Fauna Guarantee Act 1988</i> .	All Aboriginal sites are protected under a combination of State and Commonwealth legislation: <i>Victoria Archaeological and Aboriginal Relics Preservation Act 1972</i> and the Commonwealth <i>Aboriginal and Torres Strait Islander Heritage Protection Act 1984</i> Part 11 A: Victorian Aboriginal Cultural Heritage ('Part 11A'). Blanket protection is provided under s.21U of Part 11A and under ss 21 and 22 of the <i>Relics Preservation Act</i>	<i>The Heritage Act 1995</i> provides for Registration of items of State significance. Registration means that development consent is required from The Heritage Council. Properties of local significance may be listed on schedules under the <i>Planning and Environment Act 1989</i> or considered in schemes under the <i>Planning Schemes Act 1996</i> .
Western Australia	<i>Wildlife Conservation Act 1950</i> , provides general protection to native wildlife. <i>Conservation and Land Management Act 1984</i> controls development.	Under s 17 the <i>WA Aboriginal Heritage Act 1972</i> it is illegal to destroy, damage, or alter a site [regardless of whether it has been registered] without authorisation in WA. The Act affects archaeological sites and sacred, ritual and ceremonial sites of importance.	<i>Heritage of Western Australia Act 1990</i> , allows for registration of a place of cultural heritage significance. The Council must have regard to information emanating from the Australian Heritage Commission, National Trust, local councils and other sources (ss 43, 47 (3)). Entry on the register is noted on the title.

Appendix 2

Australian Heritage Places Principles

Preamble

Australia's heritage, shaped by nature and history, is an inheritance passed from one generation to the next. It encompasses many things, the way we live, the traditions we hold dear, our histories, stories, myths, values and places. The diversity of our natural and cultural places helps us to understand our past and our relationship with the Australian landscape. Heritage recognises the indivisible association of culture, nature, country, place, religion for Aboriginal and Torres Strait Islander peoples.

Vision

Recognising the diversity of country and cultures in Australia and the unique relationship of Aboriginal and Torres Strait Islander peoples with country, Australia should act as a community that respects, sustains and celebrates its diverse heritage, which connects us to the past, present and country for all generations.

Principles

Principle 1

Recognising our responsibilities to past and future generations, the Australian community will conserve its heritage through cooperation and respect between all communities and governments.

Principle 2

All levels of government and government agencies must demonstrate leadership in protecting, conserving, promoting and managing heritage values.

Principle 3

Recognising that Indigenous peoples are owners and custodians of their heritage and have consequent obligations, the heritage of all Australians should be managed in accordance with evolving traditions, customs and laws.

Principle 4

Communities should be actively involved in all processes of identification, protection and use of heritage places, other than where this would be inconsistent with the conservation of heritage values.

Principle 5

There should be a comprehensive inventory of heritage places accessible to the general public, subject to confidentiality to protect heritage values or customary rights.

Principle 6

Identification and assessment should be based on the full range and diversity of heritage values.

Principle 7

Determination of significance should be based solely on heritage values and be separate from management decisions.

Principle 8

The fundamental aim of conservation is to sustain heritage value with the least possible intervention. Where the use of a place involves a risk of significant irreversible damage to heritage values, lack of scientific certainty should not be used as a reason for allowing that use.

Principle 9

The uses of heritage places should, as far as practicable, be limited to those which are compatible with the heritage values of the place. Where there is a conflict between heritage and other values, prudent and feasible management options must be sought and considered.

Principle 10

The effective identification and conservation of heritage places is dependent upon relevant research, education and presentation which respects the heritage values of the place and the sensitivities of communities.

Principle 11

Conservation of heritage should be adequately resourced, recognising the rights, responsibilities and capabilities of governments, owners, custodians, communities and interested parties, and respecting cultural and gender requirements.

Principle 12

Planning processes and decisions must include conservation management planning for heritage.

Agreed at the 1998 National Heritage Convention.

Appendix 3

Outline of key aspects of the Commonwealth's new heritage regime

It is envisaged that the Commonwealth's new heritage regime will be implemented through legislation which will:

- amend the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) to protect and manage places of national heritage significance (new Part 3 trigger);
- establish the Australian Heritage Council; and
- respond to the Schofield Report (1996) by including provisions to protect Commonwealth heritage places through the EPBC Act.

Legislation will provide for a list of places of outstanding significance to the Australian community in that they are symbolic, exemplary and/or unique examples, of the highest order, representing or demonstrating designated themes of national importance. This will be known as the National Heritage List. Places on the List will have natural, Indigenous or historic heritage values of national significance.

The legislation will also provide for a list of places in Commonwealth ownership or control. This will be known as the Commonwealth Heritage List. The proposed Australian Heritage Council will provide advice to the Minister for the Environment and Heritage on listing and protecting places on the National Heritage List and the Commonwealth Heritage List.

National heritage places will be protected consistent with Commonwealth constitutional powers. Plans accredited by the Minister for the Environment and Heritage will provide protection and management arrangements for a national heritage place which is partly or wholly on State land. Conservation agreements may be arranged between the Minister and landowners for national heritage places on privately owned land. Management plans will be required by the new legislation to be in accordance with national heritage management principles as set out in Regulations to the Act.

Technical or financial assistance for the protection or conservation of national heritage places may be available.

The Minister will be obliged to table in Parliament a review and report of the National Heritage List every 10 years. The report will cover:

- the number of places on the National Heritage List;
- any significant damage or threat to the national heritage values of those places;
- how many management plans have been made or are being prepared, how effectively the plans have been operating; and
- the operation of any conservation agreements that affect national heritage places.

Monitoring and reporting are to be included in management plans and made a condition of any accreditation agreement.

Commonwealth Heritage List places will be protected under Part 3, Division 2 of the EPBC Act which:

- prohibits a person from taking an action that has, will have or is likely to have a significant impact on the environment, including heritage value(s), on Commonwealth land; and
- prohibits the Commonwealth from taking an action that has, will have or is likely to have a significant impact on the environment, including heritage value(s), anywhere in the world.

The Register of the National Estate may be used to indicate whether a place has heritage significance for the purposes of the EPBC Act. The Register will also remain as an information resource on the Australian Heritage Places Inventory.

After many years of circulating discussion papers for general comment, the release of the Schofield Report (1996) into Commonwealth owned heritage property management, meetings of State and Commonwealth heritage officials and specific issue meetings, the framework for this new regime for heritage protection has been released. It represents the

greatest overhaul of heritage protection since the advent of the *Australian Heritage Commission Act 1975*.

The recent report of the Senate Committee's inquiry into the three Bills (Parliament of Australia, Senate Environment, Communications, Information Technology and the Arts References Committee, 2001, see http://www.aph.gov.au/senate/committee/ecita_ctte/hert2000/) is currently being considered by the government.

Appendix 4

Natural and cultural heritage indicators, 1998

These natural and cultural heritage indicators were recommended in Pearson et al. (1998).

Issue or element	Indicator	Comment
General indicators		
Knowledge of the heritage resource	<u>G.1</u> Number and distribution of identified heritage items (places and objects).	Used in Chapter 2 Tables 1, 5, 6, 7 and 8 Figures 2, 3, 4, 5, 8 and 9
	<u>G.2</u> Number of heritage places assessed using best practice assessment standards.	Discussed in Chapter 2
Condition of heritage	<u>G.3</u> Number of places destroyed or whose values have been severely diminished.	Used in Chapter 3 (Table 11)
	<u>G.4</u> Number of places reserved for conservation purposes where heritage values have been seriously impaired by visitor use.	Not used—no systematic data available; Chapter 3 discusses tourism and heritage issue
Resources and training	<u>G.5</u> Funds provided for maintaining heritage values.	Used in Chapter 4 Tables 23, 25, 26 and 27 (data in tables combined with G.6)
	<u>G.6</u> Amount of funding provided to heritage agencies responsible for heritage places and objects.	Used in Chapter 4 Table 23, 25, 26 and 27 (data in tables combined with G.5)
	<u>G.7</u> Number of conservation practitioners and training courses.	Used in Chapter 4 Table 31
Community awareness and action	<u>G.8</u> Community awareness of and attitudes towards heritage places and objects and their conservation.	Addressed in Chapter 5
Specific natural heritage indicators		
	G.1 to G.8	
Issue 1 Knowledge of natural heritage places	<u>N.1</u> Proportion of natural heritage places with a condition statement; proportion with recent condition statements; and age distribution of condition statements.	Not used—no systematic data available; Chapter 3 discusses issue
Issue 2 Protection by Government	<u>N.2</u> Proportion of natural heritage places with protected area status.	Used in Chapter 4
	<u>N.3</u> Proportion of natural heritage places with a management plan.	Used in Chapter 4 Table 22
Specific Indigenous (archaeological) indicators		
	G.1 to G.8	
Issue 1 Knowledge of indigenous (archaeological) heritage places	<u>IA1.1</u> Number of, and level of funding for, programs initiated or continuing focussed on recording scientific and social values of places involving collaborative research.	Addressed in Chapters 4 and 6, Table 24 (combined with IA1.2)
	<u>IA1.2</u> Level and distribution of funding or other resources provided to support systematic studies of Indigenous heritage places of archaeological significance.	Addressed in Chapters 4 and 6, Table 24 (combined with IA1.1)
	<u>IA1.3</u> Net population movement of local (Indigenous and non-Indigenous) people away from rural lands and townships.	Issue discussed in Chapters 3 and 6 Table 18
Issue 2 Impact of development (humanly initiated actions including tourism)	<u>IA2.1</u> Number and proportion of archaeological assessment studies initiated prior to development that include assessment of Indigenous archaeological places and values.	Not used—no systematic data available
	<u>IA2.2</u> Extent of land area (per region or catchment) under cultivation, cleared, clear-felled forests, open mine site bare ground, or lands recorded as under stocking pressure in the Rangelands or arid zones.	Not reported here, however see discussion of the accelerated erosion and loss of surface soil issue (Issue 1 in Land Theme Report (Land Indicator 1.1 and related component indicators) and the clearing, fragmentation, and degradation of native vegetation issue (Biodiversity Theme Report Indicators 2.1 and 2.2)

Issue or element	Indicator	Comment
Issue 3 Impact of natural processes and humanly accelerated or initiated natural processes	<u>IA3.1</u> Number of Indigenous archaeological heritage places on reserved lands reported as destroyed or damaged by natural agencies such as flood, fire, storm (wind/wave).	Not used—no systematic data available
Issue 4 Statutory protection, management regimes and resources	<u>IA4.1</u> Areal extent of lands reserved for conservation purposes under all jurisdictions including: (a) proportion which is 'unmodified' plant or animal habitat, or landscape, (b) proportion preserved for their Indigenous heritage values, and (c) proportion in category (b) with provisions for management and its implementation.	Not used—no systematic data available
	<u>IA4.2</u> Number and total area of protected areas or individual indigenous places under: (a) the primary control of local communities, (b) the control of traditional owners, (c) joint management regimes, or (d) designated as Aboriginal lands managed by resident communities according to traditional canons of practice in caring for country.	Addressed in Chapter 6 Tables 20 and 36
Specific Indigenous (contemporary) heritage Indicators		
G.2 to G.8		
Issue 1 'Culturally appropriate' directions in conservation and management of heritage places of significance to Indigenous custodians/communities	<u>IC.1</u> Number of places (sample) where Indigenous people are involved in heritage management decision making by virtue of: (a) Indigenous land ownership (b) joint management (c) recognised custodianship (d) direct consultation.	Discussed in Chapter 6
	<u>IC.2</u> Number of government heritage agencies, including those agencies providing heritage research and funding programs that incorporate procedures of consultation or referral to Indigenous custodial/community groups on: (a) priority setting (b) individual projects (c) annual programs (d) policy formulation on Indigenous issues.	Not used—no systematic data available
	<u>IC.3</u> Number of trained Indigenous heritage professionals or custodial representatives employed by government heritage agencies, or Indigenous people serving on councils or boards of such agencies, who are actively involved in the management and/or administration of Indigenous heritage places.	Used in Chapter 6 Table 37
	<u>IC.4</u> Number of Indigenous community-based funding applications for government heritage funding: (a) that are successful (b) are not successful (c) as a percentage of total government heritage funding provided (d) as a percentage of total government heritage funding applications.	Not used—no systematic data available
	<u>IC.5</u> Number of programs and funds allocated for repatriation of Indigenous artefactual material and/or human remains.	Used in Chapter 6 Table 38
Issue 2 Questions of Indigenous community cultural heritage maintenance (places being one part)	<u>IC.6</u> Number of Indigenous communities/organisations establishing: (a) 'keeping places' (b) cultural centres (c) site/place databases (d) heritage tours, trails/walks.	Addressed in Chapter 6
Specific Indigenous languages indicators		
Issue 1 Condition of Indigenous languages	<u>IL.1</u> Number of people who identify as knowing each Indigenous language.	Used in Chapter 7 Table 39 and Figure 10
	<u>IL.2</u> Number of people in age group who identify as knowing each Indigenous language: proportion of total identifying as Indigenous.	Used in Chapter 7 Figure 11
	<u>IL.3</u> Number of traditional languages at each recognised stage of inter-generational dislocation.	Addressed in Chapter 7

Issue or element	Indicator	Comment
Issue 2 State of documentation of languages	<u>IL.4</u> The number of Indigenous languages for which (a) documentation is: (i) good (ii) adequate (iii) inadequate (b) documentation is close to complete (given the state of the language).	Addressed in Chapter 7
Issue 3 The wider use of Indigenous languages	<u>IL.5</u> The number of/proportion of traditional language used in: (a) broadcast media: radio, TV, published books, magazines, cinema, WWW, distinguishing: (i) programs aimed at speakers; (ii) programs aimed at a general audience; (b) signage in public places (streets, parks), advertisements.	Discussed in Chapter 5
	<u>IL.6</u> Number of approvals of geographic names, including map sheet names, using Indigenous place names.	Discussed in Chapter 5
Issue 4 Funding, research and education	<u>IL.7</u> Amount (in \$) of funding provided for language programs through government departments and agencies, including ATSIC, DEETYA, ARC and AIATSIS; distinguishing allocations to: (a) research; (b) language maintenance; (c) education and training; and (d) information dissemination and public education (e.g. translation of notices of government programs).	Not used—no systematic data available
	<u>IL.8</u> The number of projects which document knowledge of traditional languages, by type of project.	Addressed in Chapter 7
	<u>IL.9</u> The number and type of Indigenous language programs undertaken in language centres, schools, and other institutions.	Used in Chapter 7 Tables 42 and 44
Specific historic heritage indicators		
	G.1 to G.8	
Issue 1 Condition of heritage places	<u>H.1</u> The number of heritage places assessed (by sampling) as being in (a) good, (b) average and (c) poor condition.	Used in Chapter 3 Table 10
Issue 2 Protection by government	<u>H.2</u> Number of statutory mechanisms actively used to protect historic places.	Used in Chapter 4 Appendix 6
Specific objects indicators		
	G.1 and G.5 to G.8	
Issue 1 Knowledge of Heritage Collections	<u>O.1</u> The number of objects/collections adequately catalogued.	Used in Chapter 2 Tables 7 and 8
Issue 2 Knowledge of Condition of Heritage Collections	<u>O.2</u> The proportion of collections surveyed for preservation treatment by a trained curator/conservator.	Used in Chapter 3 Tables 12 and 13
	<u>O.3</u> The proportion of collections requiring preservation subsequently treated.	Used in Chapter 3 Table 14
	<u>O.4</u> The proportion of collections stored in appropriate environmental conditions.	Used in Chapter 3 Tables 15 and 17
Issue 3 Condition of Heritage Collections	<u>O.5</u> Number of heritage collections with statutory protection for that heritage type/category outside museum collections.	Not used—no systematic data available
	<u>O.6</u> Number of reported applications of provisions of existing legislation to protect heritage objects in museums and <i>in situ</i> .	Not used—no systematic data available, although use of <i>Protection of Moveable Cultural Heritage Act 1986</i> is reported upon in Chapter 2
Issue 4 Societal responses to heritage collections	<u>O.7</u> Number of users of object collections for scholarly study, and the number of programs for the public use of collections.	Not used—no systematic data available

Appendix 5

1996 Key findings for natural and cultural heritage

Status

Although the situation is improving, components of Australia's distinctive heritage are still being lost due to the inadequate identification and protection of heritage places and objects.

Key findings/issues

Heritage — people have lived in Australia for at least 50 000 years; heritage places and objects provide cultural and physical links with the past, with the history of human habitation, and with the evolution of plants, animals and the physical landscape—heritage defines our 'sense of place'.

Heritage places — in 1996 there were 11 World Heritage Areas listed for Australia, and the Register of the National Estate listed about 11 000 places.

Heritage objects — in 1991 there were about 4.4 million objects and artefacts in cultural collections (e.g. in museums) and about 38 million objects in biological collections (e.g. in zoos, botanic gardens, herbariums and museums).

Knowledge — we don't know the full extent of Australia's heritage places and objects but they are gradually being documented; there are still major gaps in some themes and regions.

Conservation — the physical condition of many heritage places and objects is thought to be generally deteriorating, although information is scarce; no national monitoring system is in place.

Protective laws — Indigenous archaeological places are protected in all States and Territories, as are historic places, however specific protection for some types of heritage objects is lacking in some States.

Human settlements — many heritage places are under considerable pressure from urban development, expansion and rezoning in metropolitan areas, and from neglect in declining rural areas.

Indigenous languages — Indigenous languages are the most significant medium by which cultural information, knowledge and traditions are transmitted across the generations; since European settlement most of the original 250 languages have become extinct, are declining or are no longer the primary means of communication; only 20 or so are considered strong today and despite maintenance programs, these too may soon be lost.

Tourism — can both stimulate improved conservation for heritage places and objects, and lead to their deterioration due to increasing visitor numbers, overuse and unintended impacts.

Community involvement — the community is not adequately involved in the identification and/or conservation of their heritage; this involvement is slowly improving. In particular, culturally appropriate conservation and management practices need developing for Indigenous heritage places and objects.

Management — no national heritage strategy exists; heritage values are often poorly integrated into environmental and socio-economic decision making.

Source: Department of the Environment and Heritage (1997).

Appendix 6

Summary of the operation of historic heritage legislation.

Relevant Act	Section that provides means of protection		Provision used since 1 July 1996?	Estimated number of uses since 1 July 1996
<i>Australian Heritage Commission Act 1975</i>	s 30	Obligation on Commonwealth agencies: 1) not to adversely affect an Register of the National Estate place, unless there is no prudent and feasible alternative, 2) where there is no alternative, to minimise impacts, and 3) to consult the Australian Heritage Commission if an action might significantly affect a listed place.	yes	Year: C'wlth + non-C'wlth referrals = Total 1996–97: 1091 + 284 = 1375 [70% (963) were historic referrals] 1997–98: 594 + 172 = 766 [56% (429) were historic referrals] 1998–99: 1100 + 169 = 1269 [79% (1003) were historic referrals] 1999–2000: 1432 + 154 = 1586 [74% (1174) were historic referrals] Rest of referrals were about Indigenous or natural heritage places.
<i>NSW Heritage Act 1977</i>	s 57/s 161	Penalty: Prohibited work/development/ disturbance, etc. at listed heritage place without a permit.		
	s 161	Penalty: Failure to comply with permit conditions for work etc. at a listed heritage place.	yes	1 (2000). Owner being prosecuted for doing work beyond the scope of approved work.
	ss 139/161	Penalty: Excavation/disturbance of a generally protected class of historic place or <i>in situ</i> relic, without permit.		
	s 130	'Stop orders' to prevent harm.	yes	17
	s 120	Orders to require standard maintenance or repair of a listed heritage property.	yes	1 (1997). Owner required to construct roof and weatherproof building, following fire damage.
	s 136	Orders, including 'stop orders', for interim heritage protection of historic places.		
	s 39	Heritage/conservation agreements to protect historic heritage values.		
	s 44	Penalty/order/other remedy for failure to comply with an order or the terms of a heritage agreement.		
	ss 170, 170A	Special requirements on government agencies for protection of their heritage assets .		Act amendments in 1999 strengthened the provisions requiring government agencies to appropriately manage their heritage items.
<i>Tasmanian Historic Cultural Heritage Act 1995</i>	s 30	Penalty: non-approved works carried out on place in heritage area.	no	
	s 32	Penalty: non-approved works carried out on registered place.	no	
	s 45	Penalty: failure to comply with supervision / standards set by Heritage Council.	no	
	s 53	Heritage Agreement—enforcement order.	no	
	s .57	Stopwork order.	yes	2
	s 60	Notice to take or stop action.	no	
	s 66	Penalty: activity disturbing shipwrecks.	no	
	s 69	Penalty: non-approved entry to shipwreck protected zone.	no	
	s 72	Penalty: failure to report finding shipwreck.	no	
	s 73	Court order to repair damage.	no	
	s 74	Order prohibiting works.	no	

Relevant Act	Section that provides means of protection	Provision used since 1 July 1996?	Estimated number of uses since 1 July 1996
	s 77	Penalty: failure to comply with order.	no
	s 95	Penalty: false and misleading statements.	no
<i>Heritage Act 1995 (Victoria)</i>	s 64	Penalty: Prohibited work/development/disturbance, etc. at listed heritage place without a permit; Penalty: Prohibited removal/damage/alteration to a registered object.	yes 2. The penalties have not been imposed, however in this period approx 1700 permits have been issued. There are also 2 cases currently being pursued in the Victorian Supreme Court
	ss 107, 108, 109	Penalty: prohibited possession of a shipwreck or historic shipwreck relic without notification.	no
	s 110	Penalty: prohibited removal of a historic shipwreck or a historic shipwreck relic without a permit.	no
	s 111	Penalty: prohibited destruction/damage/removal/disturbance/interference/buy, barter or exchange/possess/dispose of a shipwreck or historic shipwreck relic without lawful authority.	no
	s 112	Penalty: prohibited to be near a historic shipwreck with certain equipment without authority.	no
	s 115	Penalty: Failure to notify discovery of shipwreck or historic shipwreck relic.	no
	s 124	Penalty: For damage to notices notifying existence of archaeological place.	no
	s 127	(a) Penalty: For damaging an archaeological consent site without consent.	
	s128	(a) Penalty: For failing to adequately safeguard an archaeological relic.	
	s129	(a) Penalty: Failure to comply with conditions of a consent for an archaeological site.	
	ss 131, 132	(a) Penalty: Failure to notify Executive Director of undertaking an archaeological investigation or survey or discovery of relics.	
	s 134	(a) Penalty: Failure to obtain consent prior to buying or selling archaeological relic.	
	ss 149, 151, 153	(a) Penalty: Failure to comply with requests for information from an inspector appointed under the Act.	
	ss 161, 162	(a)Penalty: Failure to comply with orders to carry out works to prevent a place falling into disrepair.	
<i>Heritage of Western Australia Act 1990</i>	ss 29–32	Heritage/conservation agreements to protect historic heritage values. Penalty/order/other remedy for failure to comply with an order or the terms of a heritage agreement.	yes 30
	ss 46–58	Registration of places to allow for control through Sections 78 to 81 for works approval and penalties for contravention of the provisions of the Act.	yes 377
	ss 59–72	Orders, including 'stop orders', for interim heritage protection of historic places. Orders for protection/restoration following work etc at heritage place without a permit or not compliant with conditions. Other enforcement, prosecutions, actions or remedies to protect historic heritage.	yes 15

Relevant Act	Section that provides means of protection	Provision used since 1 July 1996?	Estimated number of uses since 1 July 1996
	ss 78–81	Penalty: Prohibited work/development/disturbance etc at listed heritage place without a permit. Penalty: Failure to comply with permit conditions for work etc. at a listed heritage place.	yes 2
South Australia <i>Heritage Act 1993</i>	ss 25–29	Penalties for disturbing designated sites and disposing of artefacts from them without permits.	no
	s 31	Contravention of stop orders.	no
	s 32	Heritage Agreements.	yes 1
	s 35	Enforcement of Heritage Agreements.	no
	s 36	Penalty for intentional damage of registered places.	no
	s 37	Restoration orders.	no
	s 38	No development orders.	no
<i>Queensland Heritage Act 1992</i>	Part 4	Entry of places in a Heritage Register which makes it subject to development provisions of the Act under Part 5.	yes 1996–97—40 1997–98—43 1998–99—83 1999–2000—106
	Part 5	Development provisions requiring an application for development to be approved by the Queensland Heritage Council—for private development. For Crown proposals, role of QHC is to make recommendations.	yes Approx 140–150 applications per year.
	Part 8 s.58	Stop order.	yes 5
	Part 9 s.54	Appointment of authorised person.	yes 1
	Part 9 s.64	Proceedings.	yes 1. Did not result in Court Action. Unauthorised works removed when lease changed.
	Part 7	Protection of cultural relics.	no
<i>ACT Land (Planning and Environment) Act 1991</i>	ss 52–64 ss 255–274	1) Preparation of an interim Heritage Places Register. Establishment of controlled activities in relation to each Entry, requirement for a Development Application. 2) activities subject to orders and approvals.	yes s 256 has been used once. The Executive Order was used to repair damage to a place nominated to an interim Heritage Places Register.
	<i>Historic Shipwreck Act 1976</i>	s 7	Protected zones declared by Minister.
	s 15	Permits for exploration or recovery of shipwrecks or relics.	yes 115
	s 25	Seizure and forfeiture. Inspector may seize ship, Court may order forfeiture.	
<i>Historic Shipwrecks Acts (SA, Tas., NSW, Vic., WA)</i>		Generally parallel Commonwealth legislation for State waters.	

Glossary

This glossary builds upon that at the Australian Heritage Commission website at: <http://www.ea.gov.au/heritage/information/glossary.html>

Aboriginal and Torres Strait Islander places *see* Indigenous places.

Adaptation Modifying a place to suit proposed compatible uses.

Aesthetic value This term includes aspects of sensory perception (sight, touch, sound, taste, smell) for which criteria can be stated. These criteria may include consideration of form, scale, colour, texture and material of the fabric or landscape, the smells and sounds associated with the place and its use.

Australian Heritage Places Inventory Heritage places database, now publicly accessible on the Internet, *see also* Register of the National Estate, heritage registers.

Australian Natural Heritage Charter A document which sets out principles, processes and standards for the conservation of natural heritage places. Also known as the 'Australian Natural Heritage Charter for the conservation of places of natural heritage significance: standards and principles'. It is administered by the Australian Committee for IUCN, *see also* Burra Charter.

Benchmark Values (or ranges) of measurable parameters that have an agreed significance for scientists or managers, *see also* Targets.

Biodiversity The variety of all life-forms: the different plants, animals and micro-organisms, the genes they contain and the ecosystems they form; often considered at three levels: genetic diversity, species diversity and ecosystem diversity, *see also* Geodiversity.

Biogeographic region An extensive region distinguished from adjacent regions by its broad physical and biological characteristics.

Biological diversity *see* Biodiversity.

Burra Charter A document which sets out the principles, processes and standards for the conservation of the cultural environment. Also known as The Australia ICOMOS Charter for Places of Cultural Significance following the 1999 revision which was published by Australia ICOMOS Inc. in 2000, *see also* Australian Natural Heritage Charter.

Compatible use A use which involves no change to the culturally significant fabric, changes which are substantially reversible, or changes which have minimal impact.

Comprehensiveness Extent to which heritage registers or collections include all significant places or objects of a particular type.

Condition assessment A record of the state of the critical aspects of the place at a given time. This should be suitable for developing options for future action and, as a record against which to judge change.

Condition indicator (otherwise referred to as an indicator of state) An indicator that describes the quality of the environment and the quality and quantity of natural resources; highlights changes in environmental conditions over time.

Conservation Conservation implies keeping in safety or preserving the existing state of a heritage resource from destruction or change, i.e., the action taken to prevent decay and to prolong life. Another definition of conservation is broader. This is the Burra Charter definition, which is 'all the processes of looking after a place so as to retain its cultural significance'.

The general concept of conservation implies various types of treatments aimed at safeguarding buildings, sites or historic towns; these include management, maintenance, repair, consolidation, reinforcement. Preventive Conservation consists of indirect action to retard deterioration and prevent damage by creating optimal conservation conditions as far as is compatible with its social use. Remedial (or Physical) Conservation consist mainly of direct action carried out on the cultural property with the aim of retarding further deterioration, *see also* Preservation.

Conservation advice The Australian Heritage Commission has a statutory obligation to furnish advice on the protection of the National Estate. The advice is based on conservation principles which are aimed at protecting and maintaining National Estate places.

Conservation Plan This documents the sequence of steps undertaken in the conservation process. It sets out what is significant in a place, and, consequently, what policies are appropriate to enable the significance to be retained in its future use and development.

Consultation Consultation is a process of discussion between those proposing a course of action and those likely to be affected by those actions.

Continued use The continued use of a place may not be consciously motivated by a desire to conserve cultural significance but may actually do this. Activities which fit this category would include making new deposits at living sites, and rearranging, or adding to stone arrangements.

Creole A language developed when a new generation takes a pidgin for its first language, and extends and develops it so that it is capable of a full range of expression, sometimes spelt as “kriol”, *see also* Pidgin.

Cultural centre Place showcasing Indigenous culture, *see also* Keeping place.

Cultural landscape The way in which perceptions, beliefs, stories, experiences and practices give shape, form and meaning to the landscape. Another definition is used internationally in relation to World Heritage properties. A cultural landscape embraces a diversity of manifestations of the interaction between humankind and its natural environment.

Cultural landscapes fall into three main categories:

- the clearly defined landscape designed and created intentionally by humans,
- the organically evolved landscape which reflect that process of evolution in their form and component features such as a relict (or fossil) landscape is one in which an evolutionary process came to an end at some time in the past or a continuing landscape is one which retains an active social role in contemporary society,
- the associative cultural landscape justifiable by virtue of the powerful religious, artistic or cultural associations of the natural element, rather than material cultural evidence.

Cultural mapping Identification and recording of the cultural resources and activities of a community or region.

Cultural tourism Travel for essentially cultural motivations, which may include travel for specific purposes, for example, to attend festivals or to visit sites or monuments, or may be more broadly motivated by the desire to experience cultural diversity or to immerse oneself in the culture of a region.

Cultural Significance Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects. Places may have a range of values for different individuals or groups.

Custodian A custodian is someone who looks after a place and or the stories and ceremonies which might go with a place. In some parts of Australia, an ‘Aboriginal custodian’ is the person who has the responsibility to look after the stories and ceremonies which belong to a particular area of country. In other places custodians means people who look out for a place, on behalf of other people, and they may or may not also look after ceremony and stories.

Distributed National Collection The aggregate of collections of objects located in major Commonwealth, State and Territory collecting institutions, as well as those held in community, regional and specialist museums, libraries, schools and private collections.

Documentation is the written, visual, audio and electronic information about a place or an object.

Ecologically sustainable development Using, conserving and enhancing the community’s resources so that ecological processes, on which life depends, are maintained and the total quality of life—now and in the future—can be increased (for the ESD core objectives and guiding principles, see Council of Australian Governments (1992) *National Strategy for Ecologically Sustainable Development*, AGPS, Canberra).

Ecotourism Nature-based tourism which involves education and interpretation of the natural environment and is managed to be ecologically sustainable.

Environment The Commonwealth *Environment Protection and Biodiversity Conservation Act 1999* defines environment to include:

- (a) ecosystems and their constituent parts, including people and communities; and
- (b) natural and physical resources; and
- (c) the qualities and characteristics of locations, places and areas; and
- (d) the social, economic and cultural aspects of a thing mentioned in paragraph (a), (b) or (c).

ESD *see* Ecologically sustainable development.

Externalities (external costs) Costs (or benefits) arising from the decisions of an individual which impact on people other than that individual; for example, the costs of damage to historic buildings that may arise down-wind as a result of air pollution emissions up-wind, *see also* Off-site impacts.

Fabric The physical material of the place, including components, fixtures, contents, and objects; for example, the fabric of cultural places may be an artefact scatter or a hut.

Folklore The expression in a variety of art forms of a body of custom and tradition built up by a community or ethnic group. It is the traditional, non-institutional part of culture.

Geodiversity The range of earth features including geological, geomorphological, palaeontological, soil, hydrological and atmospheric features, systems and earth processes. Geodiversity is the inanimate equivalent to the living world of biodiversity and ecological processes, *see also* Biodiversity.

Globalisation The economic and social process whereby local markets and cultures are increasingly dominated by global markets and culture.

Heritage Those places, objects and Indigenous languages that have aesthetic, historic, scientific or social significance or other special value for future generations as well as for the community today.

Heritage objects those objects are those which provide material evidence of Australia's natural and cultural environments or its historical and cultural life and biophysical evolution.

Heritage place A site, area, region, building or other structure (together with associated contents and surroundings) that has heritage value.

Heritage protection The means of taking care of natural and cultural heritage values of a place; includes legislation, policies and management frameworks.

Heritage registers Registers of places maintained by State and Territory heritage agencies administering laws designed to protect Australia's natural and cultural heritage.

Heritage values Natural and cultural heritage values are the qualities which make a specific and definable place or area important to the community. Heritage values are a cultural construct—people identify and value their existence—so different people may hold differing values, leading to dynamism and diversity in heritage issues and management. These values are often separated into natural, historic and Indigenous categories. However the three categories can overlap at a site and responsible management demands that, where they exist, these values be catered for simultaneously.

Cultural heritage is the term used to refer to qualities and attributes possessed by places and objects that have aesthetic, historic, scientific or social value for past, present or future generations, and it relates to both Indigenous and non-Indigenous (historic) heritage. These values may be seen in a place's physical features, but can also be associated with intangible qualities such as people's associations with or feelings for a place.

Natural heritage incorporates a spectrum of values, ranging from existence values at one end through to culturally-based values at the other. The fundamental concept of natural heritage which most clearly differentiates it from cultural heritage is that of dynamic ecological processes, including ongoing evolution and the ability of ecosystems to be self-perpetuating. It also includes geodiversity—the geological and physical processes that shape the land.

Historic places Those sites, areas or regions of heritage significance demonstrating physical characteristics or other associations with important events, developments or cultural phases in Australia's history since the arrival of non-indigenous people; individual structures such as buildings, archaeological sites and cultural landscapes, *see also* Indigenous places, Natural places.

Historic value This encompasses the history of aesthetics, science and society, and therefore could be used to encompass a range of values. A place may have historic value because it has influenced, or has been influenced by, an historic figure, event, phase, or activity. It may be the site of an important event. History can describe the 'story' of a place or its people and can apply to any period, though not usually the current period.

ICOMOS The International Council on Monuments and Sites (ICOMOS) is a professional non-government conservation organisation concerned with the care of places of cultural significance. ICOMOS (International) is affiliated to UNESCO, and advises on World Heritage matters. Australia ICOMOS has produced the Burra Charter and associated guidelines.

Identified place The Australian Heritage Commission has formally considered the values of this place and decided that it should be publicly proposed for entry in the Register of the National Estate (i.e. that it should be entered in the Interim List of the Register). The place is awaiting publication in the Gazette and the press to give effect to this decision.

Indicative place A place entered into the database and which is at some stage in the assessment process. The Australian Heritage Commission has not made a decision on whether the place should be formally entered in the Register of the National Estate.

Indicators Parameters that represent key aspects of complex systems (eg. physical, chemical, biological, social, cultural, heritage or economic variables).

Indigenous heritage The heritage of Aboriginal and Torres Strait Islander peoples.

Indigenous peoples The Aboriginal and Torres Strait Islander peoples of Australia.

Indigenous places Sites, areas or regions of significance to Indigenous peoples including places with archaeological traces, ceremonial, story and other places with particular traditional or contemporary associations; places reflecting the historic interaction of Indigenous peoples with non-Indigenous peoples; may be single sites, site complexes or landscapes, *see also* Historic places, Natural places.

in situ Location of biological, physical or material culture objects in their original physical and cultural context.

Interim List The place has been publicly proposed for entry in the Register of the National Estate and the Australian Heritage Commission may be awaiting any objections, considering objections or seeking other data before making a decision on whether the place should be entered in the Register proper.

Interpretation Interpretation is a means of communicating ideas and feelings which help people enrich their understanding and appreciation of their world and their role within it.

IUCN International Union for Conservation of Nature and Natural Resources (World Conservation Union) is an international body concerned with the conservation of natural environments. The Australian Committee for IUCN administers the Australian Natural Heritage Charter.

Keeping place Special place or structure used by Aboriginal and Torres Strait Islander communities to house important cultural items, for example ceremonial objects; it may also house significant materials returned to traditional owners from museum and other collections, including in some cases human remains, *see also* Cultural centre.

Landscape A place containing cultural and natural features and values which extend over a large area. Sometimes used to refer to rural landscapes, but may also include extensive places within urban areas such as parks, gardens or streetscapes.

Language shift Language shift is said to be occurring when a group moves from speaking their old language to speaking a new language. It is a symptom of language endangerment.

Laser levelling Use of a rotating laser beam to control land levelling to achieve a land surface of uniform slope.

Maintenance The continuous protective care of the fabric, contents or setting of a place. In technical terms maintenance consists of regular inspections of a monument or site and may involve small-scale treatments (e.g. surface cleaning, renewal of protective coatings). Preventative maintenance is a powerful tool to prevent decay and avoid large-scale conservation–restoration treatments. A suitable maintenance program implemented after the conservation treatment aims at preserving its improved conditions.

Management Management of a place involves making conscious choices about what happens to the place and taking action to make those things happen. In the context of this document, it is undertaken in order to, amongst other things, ensure that the cultural significance of a place is retained. Management includes the widest possible range of actions and decisions, for example:

- establishing the appropriate decision-making group and processes;
- assessing significance;
- deciding to open or not open a site to visitor management;
- approving site works and physical conservation;
- setting up decision-making structures to implement strategies;
- arranging access rights or means to achieve access (such as transport); and
- deciding to take no action.

Management Plan A document which details how to look after the heritage and non-heritage features of a place. It may contain a conservation plan and/or its components.

They go further than conservation plans in their consideration of the practical circumstances, including the economic and political context which affect the use of places.

Material culture Objects of natural or cultural significance.

Material culture collections Collections of objects of cultural significance housed in museums and other collecting institutions.

Materials conservation The processes involved in the conservation and preservation of the physical material of objects and the physical fabric of structures or places.

Monitoring Routine counting, testing or measuring of heritage factors to determine their status or condition.

Movable cultural heritage Objects that are of importance to Australia, or to a particular part of Australia, for ethnological, archaeological, historical, literary, artistic, scientific or technological reasons.

Multiple use Managing an area to achieve multiple goals or multiple outputs; for example timber production, water and recreational opportunities.

National Estate The National Estate, as defined in the *Australian Heritage Commission Act 1975*, 'consists of those places, being components of the natural environment of Australia or the cultural environment of Australia, that have aesthetic, historic, scientific or social significance or other special value for future generations as well as for the present community'.

National Estate Grants Program The Commonwealth Government's major program until 2000 to assist the identification, conservation and presentation of National Estate (heritage) places across Australia.

Natural Heritage Trust The *Natural Heritage Trust of Australia Act 1997* established the Natural Heritage Trust to stimulate activities in the national interest to achieve the conservation, sustainable use and repair of Australia's natural environment. The Trust focussed on five major areas: land; vegetation; rivers; biodiversity; and coasts and marine.

Natural places Those sites, areas or regions for which the heritage significance is based on their natural biological and physical features; may also have cultural heritage values, *see also* Indigenous places, Historic places.

Natural significance The importance of ecosystems, biodiversity and geodiversity for their existence or intrinsic value, or for present and future generations in terms of their scientific/research, social, aesthetic and life support value.

Nomination A written suggestion for a place to be added to a register or other lists of heritage places.

Objectives Broad policy goals, which are not precisely quantified (eg. sustainable resource management).

Off-site impacts Consequences of an action or decision that occur beyond the area (for example, the farm or catchment or landscape) under consideration, *see also* Externalities.

Old-growth forests Forests dominated by mature trees and with little or no evidence of any disturbance such as logging, road building or clearing.

Oral history Information about the past that is transmitted by word of mouth rather than in written form, usually on tape, as the result of a planned interview.

Orphan country Country originally owned by a particular Indigenous group whose Traditional owners have died or lost their traditional links by the processes of European settlement, or whose Traditional owners have since moved away or have been compulsorily relocated.

Performance indicators Selected and/or aggregated indicators for evaluating specified outcomes and objectives.

Pidgin A restricted form of language which has relatively limited vocabulary and grammatical devices and which is not anyone's first language; generally developed as a means of communication between peoples of different language backgrounds, *see also* Creole.

Place May be a landscape, seascape, feature, area, site, building or other work, group of buildings, or other works or landscapes, together with associated contents and surrounds, *see also* Natural places, Historic places, Indigenous places, World Heritage.

Precautionary principle Where there are threats of serious or irreversible environmental damage, lack of full scientific certainty should not be used as a reason for postponing measures to prevent degradation.

- Preservation** Maintaining the physical material of places or objects in their existing state and retarding deterioration. This is often used as a synonym of conservation; many people use the word in an all encompassing sense, including also issues related to the broader administrative, economic, legal, political and social context in which conservation takes place (e.g. legal protection, policies, public awareness), *see also* Conservation.
- Pressure indicator** An indicator that describes both positive and negative pressures on the environment and heritage, including the quality and quantity of natural resources; such pressures can be caused by human inaction as well as action.
- Protection** In legal terms, preservation is the action required to ensure the conditions for a monument, site or historic area survive. The term is also related to the physical protection of historic sites to ensure their security against theft or vandalism, as well as environmental attack and visual intrusions. Buffer zones also provide protection to historic areas. Legal protection, which is based on legislation and planning norms, aims to guarantee defence against any harmful treatment, provide guidelines for proper action, and institute corresponding punitive sanctions. Physical protection includes the addition of roofs, shelters, coverings, etc., or even removing an endangered object to safety.
- Rangelands** Areas of native grasslands, shrublands and woodlands that cover a large proportion of the arid and semi-arid regions, of Australia and also include tropical savanna woodlands; regular cropping is not practised and the predominant agricultural use, if any, is grazing of sheep and cattle on native vegetation.
- Reconstruction** This is returning a place as nearly as possible to a known earlier state and is distinguished by the introduction of material (new or old) into the fabric, *see also* Conservation, Preservation.
- Register of the National Estate** The national inventory of places of natural, historic and Indigenous heritage significance, which have been assessed by the Australian Heritage Commission and deemed to be worth conserving for present and future generations. It serves to notify all Australians, and particularly planners and decision-makers, of places of national estate significance, *see also* National Estate, Australian Heritage Places Inventory, Heritage registers.
- Registered place** A place that has been formally entered into the Register of the National Estate. Although some places may be legally registered because they are within a larger registered area they may not necessarily possess intrinsic significance.
- Renewal** Any action which renews, or revitalises, the cultural significance of the place. Sometimes these actions may affect the fabric or the physical aspects of the place. Renewal may simply be 'continued use', which may or may not result in 'protective care'. Renewal or revitalisation can occur as a result of activities which do not alter the fabric; for example, by the telling of new stories, or by the use of the site for new ceremonies.
- Representativeness** The extent to which every significant type of place or object is represented in heritage registers or collections.
- Response indicator** An indicator that shows the extent to which society is responding to environment and heritage changes and concerns; includes changes in attitude and individual and collective actions aimed at mitigating, adapting to or reversing negative impacts on the environment and reversing environmental damage already caused; also includes actions to improve the preservation and conservation of the environment.
- Restoration** The aim of restoration is not only to conserve the integrity of the resource, but also to reveal its cultural values and to improve the legibility of its original design. Restoration is a highly specialised operation based on a critical-historical process of evaluation, and must not be based on conjecture. The aim of modern restoration—to reveal the original state within the limits of still existing material—thus differs from the past aim of bringing back the original by rebuilding a lost form. Restoration means returning the existing fabric of a place or object to a known earlier state by removing accretions or by reassembling components without the introduction of new material, *see also* Preservation, Conservation.
- Sense of place** 'Sense of place' is a component of 'cultural identity'. Sense of place is an intensely personal response to the environment, social and natural, which the individual experiences in daily life, and at a broader level it can be the individual's perception of the whole region, state or nation.

- Social value** This term embraces a range of qualities for a place such as spiritual, traditional, economic, political, or national qualities which are valued by the majority or minority group of that place. Social values include contemporary cultural values.
- Stabilisation** Maintaining the fabric of a place in its existing state and retarding or slowing deterioration.
- State of the Environment reporting** A process that provides a scientific assessment of environmental and heritage conditions, focusing on the impacts of human activities, their significance for environment and heritage and the societal responses to the identified trends.
- Sustainable development** Use of an area within its capacity to sustain its cultural or natural significance, and ensure that the benefits of the use to present generations do not diminish the potential to meet the needs and aspirations of future generations. Means that the nation's heritage is respected and appreciated by Australians and international visitors and use of, and visits to, heritage places and objects contribute to the social and economic well-being of the nation and its constituents without detriment to the heritage resources; and the integrity of the heritage resources is never jeopardised.
- Targets** Values (or ranges) of measurable parameters that decision-makers have agreed they will try to achieve, *see also* Benchmark.
- Taxonomy** The categorisation and naming of animals and plants, animal and plant groups and the relationships between them; a group of organisms so named (for example, a species, a family, etc.) is called a taxon (plural taxa).
- Trend** A general direction or tendency; an indication of change (or its absence) in a property or condition, for example in state of the environment reporting indicators.
- Type Specimen** A specimen of a plant or animal species which is the designated representative of a taxon, *see also* Taxonomy.
- Wilderness** Remote areas that are substantially undisturbed by colonial and modern technological society and that are large enough to enable the long-term protection and integrity of their natural systems and biodiversity.
- World Heritage** Sites of outstanding universal natural or cultural significance which are included on the World Heritage List, *see also* Natural places, Historic places, Indigenous places.

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