

Assessment for the Proposed Airport Link

Report to
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Introduction

The proposed Airport Link is being constructed as part of the Brisbane City Council's Transport Plan and the Queensland Government's Southeast Queensland Infrastructure Plan. Airport Link will connect The Inner City Bypass to the East-West Arterial Road with driven and cut and cover tunnels. Portals for the tunnels will be located at Bowen Bridge Road, Bowen Hills, Kedron Park Road, Kedron and Sandgate Road, Toombul.

To meet its cultural heritage duty of care, the Brisbane City Council (BCC) endorsed both Native Title claimants, Jagera Daran Pty Ltd and Turrbal Association Inc as Aboriginal Parties to undertake cultural heritage surveys in preparation for the development of a Cultural Heritage Management Plan under Part 7 of the *Aboriginal Cultural Heritage Act 2003*. Sinclair Knight Merz (SKM) acting for BCC appointed Dr Jon Prangnell, of the University of Queensland Archaeological Services Unit (UQASU) to produce a report a single compliance report, based on the reports of the cultural heritage surveys provided by Jagera Daran Pty Ltd and Turrbal Association Inc. The two reports are:

Jagera Daran Pty Ltd 2006 *Cultural Heritage Survey and Assessment for the Proposed Airport Link*. Report to Brisbane City Council, SKM and Connell Wagner; and

Turrbal Association Inc 2006 *Cultural Heritage Report (Indigenous Historical & Cultural Analysis) for the Proposed Airport Link Project*. Report to Brisbane City Council (MIPO).

The aims of this compliance report are to provide BCC and with an assessment of the cultural heritage risks, and strategies for their on-going management in regard to the proposed Airport Link project.

With the approval of both Aboriginal Parties, SKM supplied the reports they produced to Dr Prangnell. Dr Prangnell independently identified the methods each Aboriginal Party used to produce its report, the issues raised by both groups, the levels of significance they ascribed to areas and the strategies they proposed to manage the cultural heritage aspects of the proposed project. The results of this analysis were then combined to form this document.

Dr Prangnell does not in any way speak for the respective Native Title claimants; nor should he be perceived to do so. His role is only to integrate two separate reports, produced using different methodologies and providing different results into one concise and cohesive report that gives BCC and SKM direction to proceed with heritage planning for the proposed Airport Link project.

Turrbal Approach

The Turrbal Association Inc. entered into a contractual arrangement with the 'Airport Link Project Team' to undertake a cultural heritage study of the proposed Airport Link route (Turrbal 2006:4).

The Turrbal Association Inc states clearly that Turrbal cultural heritage is an integral part of Turrbal traditional laws and customs (Turrbal 2006:10-12) and their 'spirit' (Turrbal 2006:48). Spirit is intertwined in all aspects of life (including the physical world) and 'gives meaning and coherence to Aboriginal life' (Turrbal 2006:48). The method used by the Turrbal Association Inc. to develop their report was to analyse ethnohistorical accounts of the broader region around the project area and to hold discussions with a Turrbal elder and a Turrbal songwoman. The results of these discussions revealed that:

- Cultural heritage has a strong spiritual component and it is this spirit that provides the 'continued and unbroken relationship of the Turrbal people with places such as those affected by the proposed project' (Turrbal 2006:49)
- The Study Area is part of an interconnected series of pathways. In particular the project area follows a pathway that began near the present site of the Roma street Railway Station and follows the route of Bowen bridge Road and Herston road, with branches to various campsites (Turrbal 2006:55).

Jagera Approach

Jagera Daran Pty Ltd Environmental and Cultural Heritage Services entered into a contractual arrangement with the Airport Link alliance to undertake study of the cultural heritage of the proposed Airport Link project. Jagera Daran Pty Ltd Environmental and Cultural Heritage Services used a two-fold approach to the cultural heritage of the proposed Airport Link project. They undertook a field survey of the three proposed portal sites in March 2006 and also interviewed Jagera elders. No archaeological materials were identified during the surveys, however this does not mean that the areas hold no cultural heritage value. The interviews with the elders indicated that the area around all three proposed portals would have been important resource places. They also noted the previous work that had been conducted at the general location of the Bowen Bridge Road portal for the previous NSBT study.

Risks and Risk Management

Eleven risks that relate to the conduct of the proposed Airport Link project have been identified from the reports of the cultural heritage surveys produced by the Aboriginal Parties. Four of these risks generally apply to the conduct of the entire project whereas seven apply to specific parts of the project area. Each of the following tables presents the identified risk, the management strategies proposed by the Aboriginal Parties and the combined management strategies that the project proponents should adopt to precede with its cultural heritage planning for the proposed Airport Link project.

Project-wide Risks

Risk	Jagera Risk Management	Turrbal Risk Management	Recommended Actions
Under Section 23(1) of the <i>Aboriginal Cultural Heritage Act</i> 2003 (Qld), a person who carries out an activity must take all reasonable and practicable measures to ensure the activity does not harm Aboriginal cultural heritage.	<ul style="list-style-type: none"> ▪ Incorporate ongoing consultation with the Jagera people throughout future planning and development stages of the project ▪ Inclusion of cultural heritage inductions as part of standard on-site induction package 	<ul style="list-style-type: none"> ▪ BCC continue discussions and negotiations with Turrbal representatives regarding cultural heritage management, particularly related to: <ul style="list-style-type: none"> • Cultural awareness training; • Ground breaking; • Management of any artefacts; and • Removal of vegetation 	<ul style="list-style-type: none"> ▪ All reasonable and practicable measures must be taken to ensure that no activity that occurs during this development harms Aboriginal cultural heritage ▪ On-going contact is maintained between BCC and both Aboriginal Parties about the progress of the project ▪ Monitoring of specified areas be included in the discussions for the establishment of the CHMP— see below ▪ A cultural heritage induction/awareness program for all on-site project staff be organised
Under Section 13 of the <i>Aboriginal Cultural Heritage Act</i> 2003 (Qld) no		<ul style="list-style-type: none"> ▪ BCC opens discussions and negotiations with Turrbal representatives regarding native title matters 	<ul style="list-style-type: none"> ▪ Project proponents to be aware of the native title implications of the project ▪ Undertake all work in accordance with the <i>Native Title Act</i> 1993 (Cth), and any

<p>provision of the Act will operate to prejudice native title rights or interests</p>	<p>On-going management</p> <ul style="list-style-type: none"> ▪ Development of a CHMP 	<ul style="list-style-type: none"> ▪ Turbal representatives to be involved in monitoring various activities, delivering cultural awareness training ▪ Any Aboriginal artefacts identified during the project be kept in a neutral keeping place 	<ul style="list-style-type: none"> ▪ Consultation on the revegetation plan be included in discussions for the establishment of the CHMP 	<p>notifications required by that Act</p> <ul style="list-style-type: none"> ▪ BCC to continue any Native Title discussions 	<ul style="list-style-type: none"> ▪ Although no archaeological places were identified during the surveys, the area has identified cultural significance to both Aboriginal Parties as well as the some potential for artefacts to be identified. Therefore a CHMP should be developed for the project that encompasses these recommended actions and is flexible enough to allow that additional cultural heritage information may become available as the project progresses
<p>Revegetation of the portal areas</p>		<ul style="list-style-type: none"> ▪ Native species should be used for revegetation purposes 			

Project Specific Risk:

Category 4 – Areas previously subject to Significant Ground Disturbance (i.e. Bowen Bridge Road portal and Kedron Park Road portal)

Risk	Jagera Risk Management	Turrbal Risk Management	BCC Recommended Actions
<ul style="list-style-type: none"> ▪ Groundbreaking 		<ul style="list-style-type: none"> ▪ Turrbal personnel to monitor all ground breaking activities at any stage of the project 	<ul style="list-style-type: none"> ▪ Monitoring of earthworks be included in discussions for the establishment of the CHMP
<ul style="list-style-type: none"> ▪ Removal of vegetation 		<ul style="list-style-type: none"> ▪ Turrbal personnel to monitor all vegetation removal activities at any stage of the project 	<ul style="list-style-type: none"> ▪ Monitoring of vegetation removal be included in discussions for the establishment of the CHMP

Category 5 – Activities causing additional surface disturbance (i.e. Sandgate Road portal)

Risk	Jagera Risk Management	Turrbal Risk Management	BCC Recommended Actions
Groundbreaking	<ul style="list-style-type: none"> ▪ Jagera personnel to monitor the removal of the top 30cm of sediment 	<ul style="list-style-type: none"> ▪ Turrbal personnel to monitor all earthworks 	<ul style="list-style-type: none"> ▪ Monitoring of the removal of the topsoil be included in discussions for the establishment of the CHMP
Removal of vegetation		<ul style="list-style-type: none"> ▪ Turrbal personnel to monitor the removal of any vegetation at any stage of the project 	<ul style="list-style-type: none"> ▪ Monitoring of vegetation removal be included in discussions for the establishment of the CHMP
Impact on Kedron Brook	<ul style="list-style-type: none"> ▪ Disturbance of the Creek should be kept to a minimum 		<ul style="list-style-type: none"> ▪ Monitoring of any activities associated with disturbance to the creeks be included in discussions for the establishment of the CHMP
Artefact potential at Sandgate Road portal	<ul style="list-style-type: none"> ▪ Jagera personnel to monitor the removal of the top 30cm of sediment 	<ul style="list-style-type: none"> ▪ Turrbal personnel to monitor all ground breaking activities that may impact on Turrbal cultural heritage values 	<ul style="list-style-type: none"> ▪ Monitoring of earthworks at the portals be included in discussions for the establishment of the CHMP ▪ The location an management of a neutral

		<ul style="list-style-type: none"> ▪ Any Aboriginal artefacts identified during the project be kept in a neutral keeping place 	<p>keeping place be included in the CHMP</p>
<p>Cultural significance of the area around the Sandgate Road portal</p>	<ul style="list-style-type: none"> ▪ Kedron Brook contains numerous culturally important resources 	<ul style="list-style-type: none"> ▪ Turrbal personnel to monitor all ground breaking activities that may impact on Turrbal cultural heritage values 	<ul style="list-style-type: none"> ▪ On-going consultation with Jagera and Turrbal