

CITY OF ARMADALE

AGENDA

OF COMMUNITY SERVICES COMMITTEE TO BE HELD IN THE COMMITTEE ROOM, ADMINISTRATION CENTRE, 7 ORCHARD AVENUE, ARMADALE ON TUESDAY, 6 AUGUST 2024 AT 7:00PM.

A meal will be served at 6:15 p.m.

PRESENT:

APOLOGIES: Cr S Stoneham (Leave of Absence)

OBSERVERS:

IN ATTENDANCE:

PUBLIC:

“For details of Councillor Membership on this Committee, please refer to the City’s website – www.armadale.wa.gov.au/your_council/councillors.”

DISCLAIMER

The Disclaimer for protecting Councillors and staff from liability of information and advice given at Committee meetings to be read.

DECLARATION OF MEMBERS' INTERESTS

QUESTION TIME

Public Question Time is allocated for the asking of and responding to questions raised by members of the public.

Minimum time to be provided – 15 minutes (unless not required)

Policy and Management Practice EM 6 – Public Question Time has been adopted by Council to ensure the orderly conduct of Public Question time and a copy of this procedure can be found at <http://www.armadale.wa.gov.au/PolicyManual>

It is also available in the public gallery.

The public's cooperation in this regard will be appreciated.

DEPUTATION

CONFIRMATION OF MINUTES

RECOMMEND

Minutes of the Community Services Committee Meeting held on 2 July 2024 be confirmed.

ITEMS REFERRED FROM INFORMATION BULLETIN

Report on Outstanding Matters – Community Services Committee

Items referred from the Information Bulletin – Issue 11 – July 2024

If any of the items listed above require clarification or a report for a decision of Council, this item to be raised for discussion at this juncture.

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COMMUNITY SERVICES COMMITTEE

6 AUGUST 2024

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1.1 - NEW DRAFT POLICY: WELCOME TO COUNTRY AND ACKNOWLEDGEMENT OF COUNTRY - CULTURAL PROTOCOLS

WARD : ALL
FILE No. : M/305/24
DATE : 21 May 2024
REF : RM
RESPONSIBLE MANAGER : Executive Director
Community Services

In Brief:

- This report presents the new draft Policy: *Welcome to Country and Acknowledgement of Country - Cultural Protocols*
- Recommend that Council:
 - Endorse the new draft Policy: *Welcome to Country and Acknowledgement of Country - Cultural Protocols*

Tabled Items

Nil

Decision Type

- Legislative** The decision relates to general local government legislative functions such as adopting/changing local laws, town planning schemes, rates exemptions, City policies and delegations etc.
- Executive** The decision relates to the direction setting and oversight role of Council.
- Quasi-judicial** The decision directly affects a person's rights or interests and requires Councillors at the time of making the decision to adhere to the principles of natural justice.

Officer Interest Declaration

Nil

Strategic Implications

Strategic Community Plan

Community

1.4 *An Inclusive and Engaged Community*

1.4.3 Ensure the provision of culturally appropriate services and programs in the City

4.1 *Strategic Leadership and Effective Management*

4.1.5 Establish comprehensive governance policies and processes

Reconciliation Action Plan

Respect

Action 3: Demonstrate respect to Aboriginal and Torres Strait Islander peoples by observing cultural protocols.

- Develop, implement and communicate a cultural protocol document, including protocols for Welcome to Country and Acknowledgment of Country.

Legal Implications

Local Government Act 1995: s2.7 – The role of the Council – “(2) (b) determine the local government’s policies.

Council Policy/Local Law Implications

This Policy: *Welcome to Country and Acknowledgement of Country - Cultural Protocols* will be added to the City’s Policy Manual as a new policy.

Budget/Financial Implications

Welcome to Country performances cost approximately \$600 each.

Consultation

1. Local Aboriginal Elders (13 Elders reviewed the draft Policy and provided guidance on specific elements)
2. Reconciliation Action Plan Working Group
3. Executive Leadership Team
4. Standing Order House Advisory Group (SOHAG)
5. City Legal

BACKGROUND

Council policies are an essential part of Council’s governance framework. They guide Council and Officers in the context of Council’s decision making. Policies can be developed to respond to legislative requirements, discretionary legislated powers and/or non-legislated functions/activities of Council.

On 22 June 2020, Council adopted a schedule (CS26/6/20) of Standing Order House Advisory Group (SOHAG) meetings as part of the process of a comprehensive review of Council’s policies and delegations. The new draft Policy: *Welcome to Country and Acknowledgement of Country - Cultural Protocols* has been considered by SOHAG as a prerequisite to its presentation to Council.

The objective of the new draft Policy: *Welcome to Country and Acknowledgement of Country - Cultural Protocols* is ‘to define how the City of Armadale adheres to the correct protocols for Welcome to Country performances and Acknowledgement of Country statements to demonstrate authentic and heartfelt respect for the Aboriginal community as the Traditional Custodians of the land on which the City of Armadale (the City) is located’.

This new draft Policy is responding to an action in the City’s Reconciliation Action Plan (RAP) comprising the development and implementation of a cultural protocols document. The RAP was endorsed by Council on 16 October 2023, as per the following resolution (C25/10/23):

That Council endorse the proposed draft Reconciliation Action Plan 2023 – 2025.

DETAILS OF PROPOSAL

It is proposed that Council adopt the new draft Policy: *Welcome to Country and Acknowledgement of Country – Cultural Protocols*. This draft policy has a focus on how the City will adhere to the Welcome to Country and Acknowledgement of Country protocols based on a foundation of respect, authenticity, and a spirit of seeking to understand.

The policy provides definitions and terms relating to the Aboriginal community, a brief history of the Noongar people and the meaning behind Welcome to Country, Acknowledgement of Country and Smoking Ceremonies.

It provides suggestions on the wording of the Acknowledgement of Country and contains a table outlining the meetings, events and functions held by the City at which these protocols apply.

ANALYSIS

The new draft Policy: *Welcome to Country and Acknowledgement of Country – Cultural Protocols* provides relevant information and direction on how the City can authentically demonstrate respect to the local Aboriginal community by adhering to culturally appropriate protocols.

The policy is a mechanism to enact the City's position publicly and formally, and as such, is conducive to sustaining the City's positive relationship with the local Aboriginal community. This is integral as the City will be seeking guidance from the Aboriginal Elders and community members as the City progresses the implementation of actions contained in the RAP.

OPTIONS

Council has the following options:

1. Endorse the draft new Policy: *Welcome to Country and Acknowledgement of Country – Cultural Protocols*
2. Do not endorse the draft new Policy: *Welcome to Country and Acknowledgement of Country – Cultural Protocols*

Option 1 is recommended.

CONCLUSION

The draft new Policy: *Welcome to Country and Acknowledgement of Country – Cultural Protocols* responds to an action in the RAP and provides direction on how the City can respectfully follow cultural protocols.

Having a policy in place is important to indicate the City's formal stance on the Welcome to Country and Acknowledgement of Country Cultural Protocols and is conducive to a continued positive relationship with the local Aboriginal community as the City progresses the implementation of the RAP.

RECOMMEND

That Council endorse the draft new Policy: Welcome to Country and Acknowledgement of Country – Cultural Protocols.

ATTACHMENTS

1. [↓](#) Draft Policy - Welcome to Country and Acknowledgement of Country - Cultural Protocols

**2.1 - FIREWORKS EVENT NOTICE APPLICATION - 2024 KELMSCOTT
AGRICULTURAL SHOW**

WARD : RIVER
FILE No. : M/440/24
DATE : 18 July 2024
REF : RP
RESPONSIBLE : Executive Director
MANAGER : Community Services

In Brief:

- A *Fireworks Event Notice* application has been received from Cardile International Fireworks Pty Ltd for the purpose of a fireworks display at the 2024 Kelmscott Agricultural Show.
- This report recommends that Council approve the Department of Mines, Industry Regulation and Safety *Fireworks Event Notice* application for the firework display on 18 October 2024 and authorise the CEO to sign and issue the Notice accordingly.

Tabled Items

Nil

Decision Type

- Legislative** The decision relates to general local government legislative functions such as adopting/changing local laws, town planning schemes, rates exemptions, City policies and delegations etc.
- Executive** The decision relates to the direction setting and oversight role of Council.
- Quasi-judicial** The decision directly affects a person's rights or interests and requires Councillors at the time of making the decision to adhere to the principles of natural justice.

Officer Interest Declaration

Nil

Strategic Implications

- 1.1 Foster and Strengthen Community Spirit
- 1.1.1 Facilitate a dynamic calendar of events, festivals and cultural activities that activate suburbs, foster community connections, celebrate the diversity of the community and encourage a sense of place for residents.
- 4.1 Strategic Leadership and Effective Management
- 4.1.3 Develop organisational frameworks to achieve consistency, transparency and clarity of decision-making processes.

Legal Implications

Assessment of legislation indicates that the following is applicable:

- *Local Government Act 1995*
- *Dangerous Goods Safety Act 2004*
- *Dangerous Goods Safety (Explosives) Regulations 2007*

Council Policy/Local Law Implications

General assessment indicates Policy ENG 8 – Fireworks is applicable.

Budget/Financial Implications

The adoption of the recommendation contained in this report has no financial implication.

Consultation

- Inter Directorate
- Kott Gunning Lawyers

BACKGROUND

Correspondence was received from Cardile International Fireworks Pty Ltd on 19 June 2024 seeking endorsement of a Department of Mines, Industry Regulation and Safety '*Fireworks Event Notice*' for a fireworks display at the 2024 Kelmscott Agricultural Show on the 18 October 2024.

The City is familiar with the applicant and their business, having previously approved multiple applications to allow the applicant to carry out fireworks displays for the annual Kelmscott Agricultural Show and Australia Day Celebration events.

COMMENT

Previous legal advice has confirmed that there is no power for the Local Government to delegate approval of fireworks applications from Council to the Chief Executive Officer under the *Dangerous Goods Safety Act 2004*.

CONCLUSION

It is recommended that Council approve the *Fireworks Event Notice* application and authorise the CEO to sign the permit to be issued to the applicant accordingly.

RECOMMEND

That Council:

- 1. Approve the Department of Mines, Industry Regulation and Safety '*Fireworks Event Notice*' application as per the confidential attachment.**
- 2. Authorise the CEO to sign and issue the Notice as attached.**

ATTACHMENTS

1. DMIRS - Fireworks Event Notice - Kelmscott Agricultural Show 2024 - *This matter is considered to be confidential under Section 5.23(2) (b) of the Local Government Act, as the matter relates to the personal affairs of a person*

3.1 - RSL PARADE EVENTS (REFERRAL MATTER)

At the Council meeting held on 22 April 2024, Cr Keogh referred the following matter to the Community Services Committee.

That the matter of RSL Parade events be referred to the Community Services Committee.

Comment from Cr Keogh

I would like Council to consider putting aside some money during budget deliberations towards some improved lighting for the Kelmscott Cenotaph and also consider putting aside some money during budget deliberations, or at least work with community groups for grants that go towards an appropriate sound system, for both the Kelmscott and Armadale dawn services. These attract thousands of people at both sites and require appropriate PA systems that dignify the event.

Cr Keogh's further comments have been forwarded under separate cover.

Officer Comment

Officers met recently with the Kelmscott Scouts to discuss their requirements for the ANZAC Day Dawn Service at Rushton Park. The service currently attracts approximately 1,000 people and is coordinated by the Scouts at the request of the Kelmscott RSL.

The Scouts are happy with the current lighting at the Cenotaph. The Scouts did suggest it may be useful to have a light from the Kelmscott Hall, facing River Road, to increase visibility of the walkway to the Cenotaph. This would be angled in a way to minimise impact on nearby residential properties. The Scouts noted that as a Dawn Service, too much lighting would detract from the atmosphere.

With regards to a sound system, the City have loaned our PA system to them. The Scouts suggested that a better sound system would be beneficial given the increased number of attendees. Funding options for ANZAC services are available through RSLWA, however, needs exploration given it is not an RSL Club running the service. As a related issue, the power box on the oval is a long way from the Cenotaph, so the City could consider more proximate options for access to power.

In relation to a sound system in Memorial Park, the Armadale RSL have hired a private sound company at their cost, for years to provide sound in Memorial Park. They have never mentioned the City getting a sound system for the service.

The Armadale RSL have traditionally requested we turn off lighting in the park except around the Cenotaph, which we accommodated. In 2024 the Armadale RSL requested us to keep the lighting on in the park, which we did.

The City has been providing assistance to both the Armadale RSL and Kelmscott RSL and Scouts for many years. Support has included PA systems, electricians, parks and gardens support, advertising, and event infrastructure. Support was also given in the successful grant application and Cenotaph upgrades in 2019 for both RSLs. The City remains committed to supporting these significant events, while allowing for the RSLs to maintain ownership for memorials in line with their members' interests.

RECOMMEND

That Council:

To be considered.

ATTACHMENTS

There are no attachments for this report.

COUNCILLORS' ITEMS

Nil

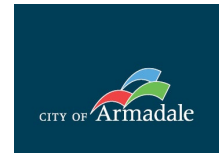
This refers to any brief updates from Councillors from their attendance at Working Group or Advisory Group meetings on which they represent Council.

EXECUTIVE DIRECTOR COMMUNITY SERVICES REPORT

Nil

MEETING DECLARED CLOSED AT _____

COMMUNITY SERVICES COMMITTEE		
SUMMARY OF ATTACHMENTS		
6 AUGUST 2024		
ATT NO.	SUBJECT	PAGE
1.1	NEW DRAFT POLICY: WELCOME TO COUNTRY AND ACKNOWLEDGEMENT OF COUNTRY - CULTURAL PROTOCOLS	
1.1.1	Draft Policy - Welcome to Country and Acknowledgement of Country - Cultural Protocols	15



DRAFT POLICY WELCOME TO COUNTRY AND ACKNOWLEDGEMENT OF COUNTRY – CULTURAL PROTOCOLS

ASPIRATION	Community
RESPONSIBLE DIRECTORATE	Community Services
RESPONSIBLE BUSINESS UNIT	Community Development
RELEVANT LEGISLATION	<i>Local Government Act 1995 (WA), section 3.1(1A)</i>

Objective

This policy defines how the City of Armadale adheres to the correct protocols for Welcome to Country performances and Acknowledgement of Country statements to demonstrate authentic and heartfelt respect for the Aboriginal community as the Traditional Custodians of the land on which the City of Armadale (the City) is located.

Policy

Introduction

In Noongar country there are 14 different language groups, each with their own identity and history. Noongar people will identify with one or two different language groups, depending on where they were born and where their parents are from. Some people may also identify with another cultural group that is outside Noongar country such as neighbouring Yamatji country. Understanding this diversity is essential to understanding almost all other Aboriginal and Torres Strait Islander cultural protocols because it is this connection to country and cultural identity that dictates the behaviour of all Aboriginal and Torres Strait Islander people (Johnston and Forrest, 2020; South West Aboriginal Land and Sea Council, n.d.).

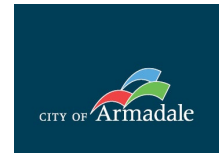
Local Aboriginal History

The area now known as the City of Armadale is Wadjuk country originally occupied by the Noongar people many thousands of years before European settlement. The territory of the Noongar people was the triangle of Western Australia's southwest extending from the Geraldton district south to Cape Leeuwin, continuing southeast almost to Esperance and then in a line northwest to re-join the coast at Geraldton (City of Armadale, 2023).

The Noongar people were very connected to the land. Their survival depended on a thorough understanding of the environment and the plants and creatures in it. This knowledge came from the mythical Dreaming, a period when:

- All things began
- The laws of Aboriginal society were established
- The people learned the foods they could eat and the things that must not be touched
- The people discovered an interdependence with their surroundings - an invisible chain that linked people and the environment.

This belief system made the Noongar inseparable from the land. Any change in the environment meant a change in the lifestyle of the people (City of Armadale, 2023).



Approach

The City will adhere to the protocols outlined as follows, based on a foundation of respect, authenticity and a spirit of seeking to understand.

Welcome to Country

Only a local Aboriginal Elder or a respected Aboriginal community member recommended by the Elders may provide a Welcome to Country. A Welcome to Country will always occur as the first item on the agenda or run sheet of an event or ceremony*. The format for the Welcome to Country may comprise either a speech, dance, music and/or another cultural performance. The Community Development Department retains a list of the names of the local Aboriginal Elders who may be available to provide a Welcome to Country or recommend another respected Aboriginal community member. Each individual City of Armadale Department will be required to fund the remuneration fee for the Elder. If required, the Community Development Department can assist with the remuneration negotiation process.

Acknowledgement of Country

A non-Aboriginal person may provide an Acknowledgement of Country. An Acknowledgement of Country will always occur as the first item on the agenda (or the second if following a Welcome to Country if a Welcome occurs) or run sheet of an event, ceremony, at Council meetings and at any other significant meetings. It is also necessary for the speaker who follows immediately after a 'Welcome to Country' performance to provide an Acknowledgement of Country. Part of the response should acknowledge the person who delivered the 'Welcome to Country'. The following is a recommended response: "I/the City respectfully acknowledge the past and present traditional owners of this land on which we are meeting, the Wadjuk people of the Noongar nation. I/the City pay my/its respects to the Aboriginal Elders past, present and always, and to extend that respect to any Aboriginal people in the room".

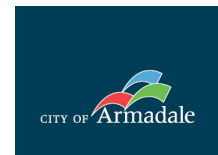
It is not necessary for every subsequent speaker to provide an Acknowledgement.

An elected member can choose not to give an Acknowledgement of Country, however the Acknowledgement of Country must be displayed on the screen or the opportunity given to others present to give the Acknowledgement.

A Chair of a meeting who inadvertently forgets to say an Acknowledgment of Country, does not commit a breach of this Policy. An Acknowledgment of Country can also be made by display on the screen at a meeting.

The wording for the Acknowledgement can vary but the underpinning principle is reflected in the content above. Further examples of wording for an Acknowledgement of Country can be provided by the Community Development Department.

*This refers to the Welcome coming first during the formal proceedings of the event. It is acknowledged that activities related to the event may occur prior to the formal proceedings commencing. Further, where possible, the formal proceedings will not commence until a representative from the Aboriginal community arrives to conduct a Welcome to Country, however, the proceedings cannot be delayed indefinitely and it is acknowledged there will be a point at which the event will need to proceed.

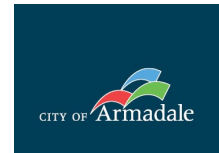


Smoking Ceremonies

Only a local Aboriginal Elder or a respected Aboriginal community member recommended by the Elders may conduct a Smoking Ceremony. A Smoking Ceremony may be conducted at major Citizenship Ceremonies and at selected events.

Table of meetings, events, and functions where the Protocols apply.

Meeting	Acknowledgement	Welcome to Country	Smoking Ceremony
Ordinary Council Meeting	Yes		
Swearing in Ceremony for new Councillors every second October	Yes	Yes – local Elders will be invited	
Council Committee Meetings – Community Services, Corporate Services, Technical Services, Development Services.	Yes		
Councillor workshops and briefings	Yes		
Standing Order & House Advisory Group (SOHAG)	Yes		
Local Emergency Management Committee	Yes		
Annual General Meeting of Electors	Yes	Yes	
Occasional Advisory, Reference and Working Groups established by Council	Yes		
Major scheduled Citizenship Ceremonies	Yes	Yes	
Australia Day Citizenship Ceremony	Yes	Yes	Yes - – contingent on logistics and format of event
All other Citizenship Ceremonies	Yes		
Major events: Australia Day Highland Gathering and Perth Kilt Run Carols by Candlelight Minnawarra Art Award Opening Night Selected events in the Armadale Arts Festival Selected events held at the Champion Centre NAIDOC Other events as approved by the Mayor in consultation with the CEO	Yes	Yes	Yes – contingent on logistics and format of event
Opening of new significant buildings	Yes	Yes	Yes – contingent on logistics and format of event



Influencing Strategies or Plans

The Reconciliation Action Plan October 2023 – October 2025

Applicable Legislation

State Constitution Act 1889 (WA)

Local Government Act 1995 (WA)

Policy: Engagement with Aboriginal Elders

Definitions

The terms 'Aboriginal', 'Torres Strait Islander' and 'Indigenous'

In Australia, there are two identified cultural groups who are Australia's first peoples to the land; Aboriginal and Torres Strait Islander people (Australian Institute of Aboriginal and Torres Strait Islander Studies, 2020).

This document uses the term 'Aboriginal' instead of 'Indigenous' or 'Aboriginal and Torres Strait Islander' in recognition that Aboriginal people are the original inhabitants of the City of Armadale (Aboriginal cultures vary from place to place). Traditional owners/Custodians

The original Aboriginal and Torres Strait Islander people who inhabited an area are identified as Traditional Owners and Custodians. Traditional Custodians today are descendants of original inhabitants. They have continuing cultural, spiritual and physical connection with particular land where their ancestors lived. The Traditional Owners and Custodians of the City of Armadale as part of the land in the southeast of Western Australia are the Noongar people (Johnston and Forrest, 2020).

Aboriginal Elders

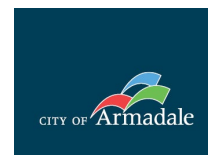
Elders within traditional Aboriginal and Torres Strait Islander cultures are custodians of traditional knowledge and customs. Elders are also responsible for providing guidance to the community on cultural matters and cultural protocols. Governing the community, knowing the culture and holding the history are also duties for the Elders.

The term 'Elder' is not necessarily referring to an older person – they are people that must have the respect, trust of the local community and be recognised as cultural knowledge keepers by their families and the local community (South West Aboriginal Land and Sea Council, n.d.).

Protocols

Welcome to Country

Welcome to Country, a protocol that has become widely practiced all over Australia, is usually performed by an Elder of the host language group and is a formal welcome to visitors that acknowledges traditional owners and pays respect to ancestors. Welcome to Country can take many different forms and may include song and dance, or a smoking ceremony.



Acknowledgement of Country

An Acknowledgment of Country is a way that non-Aboriginal people can show respect for the respective heritage, in the case of Armadale area – the Noongar people, and the ongoing relationship of traditional owners with the land. The Chair of the meeting, or the principal speaker begins the meeting by acknowledging that the meeting is taking place in the country of the traditional owners. Those who acknowledge the country, can 'acknowledge all the traditional owners of the land' or can 'acknowledge the traditional owners of this land' without necessarily naming those people (South West Aboriginal Land and Sea Council, n.d.).

Smoking Ceremonies

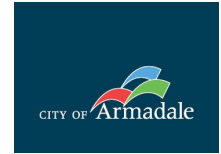
A Smoking is an important part of any ceremony and can also be performed as its own ceremony. Usually at the beginning of a ceremony it accompanies a Welcome and assists in cleansing the area and the people of bad spirits and to promote the protection and well-being of visitors.

Smoking ceremonies hold multifaceted significance within Aboriginal cultures, serving as integral rituals that span various occasions and purposes. Beyond their role in welcoming guests and fostering goodwill, these ceremonies are deeply rooted in spiritual traditions and customs. They are conducted during significant life events such as burials, marking a solemn yet reverential farewell to loved ones and facilitating their transition to the spirit world.

Smoking ceremonies are also emblematic of celebration, serving as joyous expressions of communal unity and cultural pride during festivals, weddings, and other festive gatherings. Moreover, the ceremonial use of smoke carries symbolic meanings of healing and purification, both for individuals and the land itself. In times of illness or distress, the smoke is believed to possess spiritual powers that aid in physical and emotional recovery, promoting holistic well-being.

References

- Australian Institute of Aboriginal and Torres Strait Islander Studies. 2020. "Indigenous Australians: Aboriginal and Torres Strait Islander people." AIATSIS. <https://aiatsis.gov.au/explore/indigenous-australians-aboriginal-and-torres-strait-islander-people>
- City of Armadale. 2023. *Reconciliation Action Plan*. Armadale, Perth: City of Armadale. [https://www.armadale.wa.gov.au/sites/default/files/assets/documents/publications/Reconciliation Action Plan Landscape.pdf](https://www.armadale.wa.gov.au/sites/default/files/assets/documents/publications/Reconciliation%20Action%20Plan%20Landscape.pdf)
- Johnston, Michelle, and Simon Forrest. 2020. "Working Two Way: Stories of Cross-Cultural Collaboration from Nyoongar Country". Singapore: Springer. <https://web.p.ebscohost.com/ehost/ebookviewer/ebook/bmxlYmtfXzI1MDAyMTJfX0FO0?sid=320a1123-e778-4574-ba02-3df853f2f3ec@redis&vid=0&format=EB&rid=1>
- South West Aboriginal Land and Sea Council. n.d. *Living Culture – Living Land and its people*. South West Aboriginal Land and Sea Council. <https://www.noongar.org.au/>



VERSION CONTROL			
RELEVANT DELEGATIONS			
INITIAL COUNCIL ADOPTION	Click or tap to enter a date.	REFERENCE	
LAST REVIEWED	Click or tap to enter a date.	REFERENCE	
NEXT REVIEW DUE	Click or tap to enter a date.		

