Making a Difference

ABORIGINAL TOURISM STRATEGY FOR WESTERN AUSTRALIA 2011 - 2015
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Message from the MINISTER for Tourism

Western Australia offers many extraordinary experiences for its visitors, and Aboriginal tourism is proving to be a major attraction due to its unique culture and history.

Visitors are taking up the opportunity to engage in a range of authentic experiences involving heritage, arts and crafts and nature, which provides them with a greater understanding of the unique spiritual connection the Aboriginal people have with their country.

The State Government, together with the Western Australian Indigenous Tourism Operators Council, is committed to ensuring that the State continues to offer these high quality Aboriginal tourism experiences. To enable this the Making a Difference: Aboriginal Tourism Strategy for Western Australia 2011-2015 has been developed in collaboration with the Aboriginal tourism sector and the wider tourism industry.

The strategy will play a key role in providing opportunities for the continued development of Aboriginal tourism and position it as an iconic experience in Western Australia. It will also help to facilitate social and economic benefits through increased employment, development opportunities and visitation to the State.

This is a significant initiative and reflects an integrated approach to this important issue. I would like to acknowledge everyone involved in developing the strategy and I look forward to seeing and experiencing the continued growth of Aboriginal tourism and everything it has to offer.

Dr Kim Hames MLA
DEPUTY PREMIER
MINISTER FOR TOURISM
Today, Western Australia is fortunate to have inherited a rich array of diverse landscapes and peoples. Both have ancient origins and Indigenous traditions, both are inextricably entwined and share a symbiotic relationship. Together they give Western Australia its distinct and unique identity and set it apart from other global destinations.

Ancient origins do not mean a guaranteed future. The sustainability of landscapes and peoples remain at risk and future opportunities are lost, often as a consequence of uninformed decisions made in isolation.

We have a collective obligation to our future generations to inform ourselves and to understand the potential for beneficial and detrimental impacts of our decisions on both landscapes and peoples.

With knowledge comes understanding. With understanding comes mutual respect and appreciation of both our differences and our common aspirations. Indigenous tourism is about engagement and mutual respect.

This Indigenous tourism strategy provides a very suitable vehicle to enable Indigenous tourism, government and the industry to come together, to make a difference, and to achieve results well beyond which we might individually attain.

Mr Neville Poelina
Chairperson
Western Australian Indigenous Tourism Operators Council
Aboriginal culture is often the main focus of Aboriginal tourism and features a wide range of activities such as heritage tours, arts and crafts, performing arts and nature-based experiences. These experiences enable visitors to develop an understanding of the unique spiritual relationship that Aboriginal peoples have with their natural environment.

However, Aboriginal involvement in tourism is not just confined to cultural tourism. Aboriginal organisations are also co-investors with other mainstream tourism providers in accommodation and tours. Aboriginal people are also employed by mainstream tourism and hospitality businesses.

Over the past 10 years there has been significant development of the Aboriginal tourism industry in Western Australia. In particular, work undertaken by the Western Australian Indigenous Tourism Operators Council (WAITOC), Tourism Western Australia (Tourism WA) and a range of other agencies and organisations, has resulted in WA having a strong and vibrant Aboriginal tourism industry.

Significantly, the continued commitment of a range of government agencies and organisations ensures there is support for the development of this industry and the promotion of WA’s unique cultures and experiences.

With the recent launch of Tourism WA’s ‘Experience Extraordinary’ brand, the opportunity now exists to build on this solid foundation. The brand highlights that WA is full of extraordinary things, which you can only experience in Western Australia.

It is important that Aboriginal experiences are woven into the development and promotion of the State to ensure it becomes an integral part of what makes Western Australia special. This includes opportunities to integrate Aboriginal culture and product into events. This approach will ensure the ongoing success and sustainability of Aboriginal tourism businesses and enhancement of the Western Australian tourism industry.
In 2006, Listening, Looking, Learning: An Aboriginal Tourism Strategy for Western Australia 2006-2010 was launched by Tourism WA.

The vision for this strategy was:

Western Australia would be the premier destination for authentic Aboriginal tourism experiences.

The strategy had two goals:

- To ensure sustainable Aboriginal participation in the tourism industry
- To see Aboriginal people having ongoing opportunities to add cultural and commercial value to the WA tourism industry, for mutual benefits.

A summary of the key outcomes and achievements of this strategy is provided in Appendix One.
In 2006, there were 65 Aboriginal organisations operating a tourism business. In 2008/09, 44 of these businesses were still operating and the total number of Aboriginal organisations had increased to 109 (14 export ready, 41 market ready and 54 emerging).

In 2010/11 there are 113 Aboriginal tourism businesses in operation (18 export ready, 41 market ready and 54 emerging). This represents a 28 per cent increase in export ready product from 2006, noting that the original strategy set a key performance indicator of a 20 per cent increase for this period.

Despite the significant impact that has been made over the past five years, it is important that support for this industry continues. While the Global Financial Crisis has affected the climate for tourism development over recent years, Aboriginal tourism experiences are still highly sought after with 66 per cent of overall visitors and 83 per cent of international visitors seeking to participate in these activities in Western Australia.¹

A particular challenge is that visitors may think that all Aboriginal tourism experiences are the same and if they have already undertaken an Aboriginal tourism activity they may not seek another.

Consequently, there continues to be a need to assist Aboriginal tourism businesses in their business planning, marketing, access to funding and other support, including employment and training. Provision of leadership, advocacy, marketing and networking support for Aboriginal businesses to enable them to become a part of the mainstream tourism product offered by Western Australia is also important. Opportunities also exist to integrate Aboriginal culture within tourism events and activities.

To ensure this is achieved, the following strategy has been developed to provide a cohesive and coordinated approach to Aboriginal tourism in Western Australia.

Definitions

For the purposes of this strategy:

- **Tourism** is defined as: “The temporary movement of people from where they normally live or work, the activities they do while they are away and the facilities needed to cater for their needs while they are away.”

- **Aboriginal Tourism Business** is the term broadly used to describe the participation of Aboriginal people in tourism, either directly through jobs and employment, or through ownership of business enterprise.

- **Aboriginal Tourism Products** are:
  - Wholly-owned and operated by Aboriginal people
  - Operated in partnership with non-Aboriginal people and have the ongoing consent of the appropriate Aboriginal people. A recognised Aboriginal authority such as local Aboriginal land councils, local Traditional Elders councils or local registered Aboriginal corporations may provide this consent
  - Those businesses that are owned and/or controlled by Aboriginal people, as well as those non-Aboriginal businesses (i.e. mainstream businesses) that deliver authentic Aboriginal cultural experiences (developed by way of joint ventures or collaborative marketing).

- **Export Ready** is defined by Tourism Australia as having the following characteristics:
  - Documented business plan which includes a marketing plan
  - Consistently delivers on a program it commits to in relation to stated opening hours or program delivery
  - Data collection mechanisms in place to know visitor numbers per year and major market information
  - Booking mechanisms in place for domestic and international markets i.e. email facilities and responds within 12 hours and is available to take bookings seven days per week
  - Understand the distribution system, pricing and commission structures i.e. commissionable to suit the international market
  - Understand the needs of the domestic and international markets
  - Works cooperatively with the state tourism organisation
  - Works cooperatively with the regional tourism organisations/associations and local tourism association
  - Strong understanding of customer service environment
  - Must be saleable in a manner and at a cost suitable to wholesalers
  - Website maintained with current information available on products, times, prices etc
  - Relevant licenses and insurances.

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2 Tourism Western Australia 2000.
Definitions continued

- **Market Ready** is defined by Tourism Australia as having the following characteristics:  
  - Reasonable understanding of the tourism industry
  - High level of community, family and/or individual motivation
  - Strong understanding of customer service environment
  - Participation in the local, regional tourism industry
  - Well progressed with business planning but not yet addressed specific tourism marketing requirements
  - Community/family-based model but has strong business focus
  - Undertaken some level of training
  - Exposure/experience in the international market
  - Have administrative procedures in a place (for bookings and book keeping)
  - Website and email (responds within 24 hours)
  - Can facilitate industry and media familiarisations with assistance
  - Operates seven days or to a regular departure schedule (depending on seasonality)
  - Is commissionable to suit the domestic market
  - Have relevant licenses and insurances.

- **Emerging** businesses are those that are in their start-up or creation stage and are not yet available to the public or suitable for the major tourism distribution systems.

- **Indigenous Tourism Product Seeker** participates in at least one of the following during their trip:
  - Goes on a tour with an Indigenous guide
  - Stays in Indigenous accommodation
  - Visits an Indigenous cultural centre or location
  - Visits an Indigenous gallery
  - Attends an Indigenous festival
  - Sees Indigenous dance or a theatre performance
  - Sees any Indigenous art, craft or cultural display
  - Sees an Indigenous site or Indigenous community
  - Purchases Indigenous art, craft or souvenirs
  - Some other interaction with Indigenous people.  

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6 Ibid.  
Developing the strategy

The purpose of this strategy is to facilitate a collaborative and integrated approach to the ongoing development of a sustainable, credible and visible Aboriginal tourism industry. This will enable the continued development of a robust tourism industry in Western Australia. The strategy is designed to inform the following key stakeholders of actions to achieve this:

- Existing and future Aboriginal tourism operators
- WAITOC, the peak body that provides overall leadership for the Aboriginal tourism sector
- Mainstream tourism businesses, especially those looking for joint venture opportunities to deliver authentic Aboriginal experiences
- Tourism WA, which has responsibility for marketing Western Australia as a tourism destination
- Regional tourism organisations, which have responsibility for marketing Western Australia at a regional level
- State and Australian government agencies, which have a critical role in Aboriginal policy development and specific programs for Aboriginal tourism
- Local governments and regional local government authorities that are seeking to support Aboriginal tourism development or preparing local tourism planning strategies
- Regional development commissions wishing to develop region-level plans and strategies for Aboriginal tourism.

In developing the strategy, a comprehensive consultation process has been undertaken as outlined in Appendix Two. This highlighted two key elements that needed to be reinforced through the development of the strategy:

- Strengthen the strong foundations that have already been developed by the original strategy and the work of Tourism WA and WAITOC in building the Aboriginal tourism industry
- The importance of ensuring that Aboriginal tourism is an integral part of the Western Australian tourism industry and has the widest appeal and the best chance of sustainability. The unique contribution of Aboriginal tourism will benefit the whole Western Australian tourism industry.

In addition, the consultation process identified a number of key factors that needed to be considered. These included opportunities for Aboriginal tourism industry ownership, removal of barriers, delivering benefits for Aboriginal people and increasing the availability and quality of Aboriginal tourism products.

The two key elements and the information identified through the consultation process was used to inform and establish the following vision, goals and strategic objectives to guide Aboriginal tourism development in Western Australia between 2011-2015.

VISION

Quality Aboriginal tourism experiences provide unique Western Australian experiences
GOALS
The strategy will:

- Provide pathways and opportunities for the sustainable development of Aboriginal tourism experiences
- Enable Aboriginal tourism businesses and the wider tourism industry to work collectively, bringing culture and commerce together in a manner that leverages and adds value to each other
- Position the Aboriginal tourism industry as a sustainable iconic tourism experience.

STRATEGIC OBJECTIVES
To achieve the vision and goals, four key areas and associated high level strategic objectives are identified:

- Positioning and marketing
  - Ensure that Aboriginal tourism provides a competitive advantage and encourages international visitors to come to WA as the first point of call to have a quality Aboriginal tourism experience in Australia
  - Increase the participation of domestic and international visitors in Aboriginal tourism experiences in Western Australia
- Industry and government partnerships
  - Provide efficient and effective government and industry support for Aboriginal tourism
- Quality product
  - Ensure the development of authentic, consistent and sustainable Aboriginal tourism products
- Industry capacity
  - Strengthen the level of skills and training within the Aboriginal tourism industry
  - Ensure that opportunities are available to obtain training and qualifications consistent with those of the mainstream tourism industry.

IMPLEMENTATION
Tourism WA continues to strongly support the development of Aboriginal tourism experiences through marketing/promotion and partnerships with other organisations. However, there is a strong need for broad scale engagement in the delivery of the strategy and a structured and coordinated approach to ensure the strategic initiatives are implemented.

A number of key organisations will have responsibility for the delivery of components of the strategy:

- Tourism WA will focus on the development and implementation of marketing initiatives including promoting Aboriginal tourism within the new Experience Extraordinary campaign. Tourism WA will also have an ongoing role in overseeing the implementation of the strategy and progress on the identified actions
- The Small Business Development Corporation (SBDC) provides advisory services to all small businesses including those in the tourism sector. SBDC has a dedicated Aboriginal Business Unit, which works with Aboriginal businesses across a range of sectors. SBDC also draws on the network of 25 small business centres, located across Western Australia, delivering business and advisory services to Aboriginal clients as well as building capacity and providing business support
- The Western Australian Indigenous Tourism Operators Council (WAITOC) will focus on its core roles of marketing, advocacy, encouraging partnerships and networking. WAITOC has secured funding from Tourism WA and the Department of Regional Development and Lands (DRDL) through the Royalties for Regions program, to continue its role in providing industry leadership
- The Department of Training and Workforce Development (DTWD) has prepared a workforce development plan for Western Australian tourism, hospitality and event industries. This plan discusses the need to increase Aboriginal employment in this industry and it identifies measures to address this
- A range of other State and Australian government agencies and organisations will also be engaged in the delivery of the strategy focusing on their specific areas of expertise. Key strategies and actions are highlighted in the following tables to achieve this.

In addition, there is an important role for regional business and economic development agencies including land and sea councils, regional development commissions and the Regional Development Council. There are also a number of Australian Government programs that provide support for Indigenous business and economic development.

It is also likely that a range of programs and support structures will be needed in different regions due to the varying maturity of the tourism industries. This will need to be taken into account in the development of programs.

One option that could be considered is the development of regional strategies aimed at developing Aboriginal tourism.
## 1. POSITIONING AND MARKETING

**Outcome 1:** Ensure that Aboriginal tourism provides a competitive advantage and encourages international visitors to come to WA as the first point of call to have a quality Aboriginal tourism experience in Australia.

**Outcome 2:** Increase the participation of domestic and international visitors in Aboriginal tourism in Western Australia.

<table>
<thead>
<tr>
<th>Strategy</th>
<th>Actions</th>
<th>Partners</th>
</tr>
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</table>
| **1. Create a compelling point of difference for Aboriginal tourism to attract international visitors.** | ● Ensure the Experience Extraordinary marketing campaign highlights the unique Aboriginal tourism attributes of Western Australia.  
● Use research data to identify consumer markets and assist operators to target their own marketing efforts.  
● Ensure that Aboriginal tourism products are considered by Tourism Australia under the National Landscapes program and by the relevant steering committees in the Experience Development Strategy process. | Tourism WA, WAITOC, ATEC and TA |
| **2. Integrate Aboriginal tourism product into mainstream domestic tourism.** | ● As part of the Experience Extraordinary campaign, effectively promote the Aboriginal tourism industry to local and interstate markets through advertising, public relations, media awareness and development of distribution channels.  
● Encourage partnerships that enable Aboriginal tourism operator engagement with regional tourism organisations and the Visitor Centre Association of Western Australia.  
● Provide ongoing support for WAITOC as the peak industry body.  
● Use research data to identify consumer markets and assist operators to target their own marketing efforts.  
● Align Aboriginal tourism product with relevant domestic distribution channels.  
● Support Aboriginal tourism forums that facilitate engagement between Aboriginal tourism operators and market distribution channels.  
● Encourage the integration of Aboriginal culture and product into events and activities. | Tourism WA, WAITOC and the tourism industry |
### 2. INDUSTRY AND GOVERNMENT PARTNERSHIPS

**Outcome 1:** Provide efficient and effective government support for Aboriginal tourism.

<table>
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<tr>
<th>Strategy</th>
<th>Actions</th>
<th>Partners</th>
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</thead>
</table>
| 1. Facilitate and support opportunities for access to land and tenure for the development of tourism. | ● Through existing processes, support Aboriginal land holding bodies or potential new businesses to enhance decision-making with respect to use of Aboriginal land for tourism purposes.  
● Support the protection of Aboriginal heritage and the natural environment for potential tourism development. | DEC, DIA, DOP, DRDL, ALT, ILC, ONT and LGAs |
| 2. Support industry in managing and interfacing with government. | ● Assist operators with accessing sources of funding, business development and marketing support.  
● Assist with the formation of Aboriginal tourism networks at regional, state and national levels to support and increase industry participation.  
● Support the continued development of WAITOC as the peak industry body and its responsibility for Aboriginal tourism marketing, advocacy, encouraging partnerships and networking. | WAITOC, SBDC, Tourism WA, RTOs and LGAs |
| 3. Ensure opportunities for involvement in government tourism programs are maximised. | ● Incorporate Aboriginal tourism into existing tourism development initiatives and programs. | WAITOC, SBDC, Tourism WA, RDCs, RTOs and LGAs |
| 4. Work collaboratively with others to facilitate tourism development including joint venture opportunities. | ● Assist operators with access to sources of public investment. | IBA, ILC, DRDL, tourism industry and LGAs |
## 3. QUALITY PRODUCT

**Outcome 1:** Ensure the development of authentic, consistent and sustainable Aboriginal tourism products.

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<tr>
<th>Strategy</th>
<th>Actions</th>
<th>Partners</th>
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| 1. Support the development of viable and sustainable Aboriginal tourism businesses. | ● Provide business advice, training and support for both start-up and established businesses.  
● Provide structured learning opportunities for aspiring, emerging, market and export ready operators to undertake familiarisation tours with both mainstream and other Aboriginal tourism operators.  
● Develop contemporary and culturally authentic products to align and integrate with the mainstream tourism industry.  
● Keep the industry informed about current issues and opportunities. | SBDC, WAITOC, IBA, RDCs, Tourism WA (industry information), tourism industry and ATEC |
| 2. Support accreditation of Aboriginal tourism businesses. | ● Support and encourage accreditation of Aboriginal tourism operations where appropriate. | TCWA, DRET, WAITOC and Tourism WA |
| 3. Promote success stories as best practice examples. | ● Develop and promote case studies of successful businesses to demonstrate examples of authentic, consistent and sustainable products. Also highlight the challenges and lessons learned from these businesses that can be used to benefit future businesses. | TA, Tourism WA, SBDC, IBA and TCWA |
### 4. INDUSTRY CAPACITY

**Outcome 1:** Strengthen the level of skills and training within the Aboriginal tourism industry.

**Outcome 2:** Ensure that opportunities are available to obtain training and qualifications consistent with those of the mainstream tourism industry.

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<tr>
<th>Strategy</th>
<th>Actions</th>
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<tbody>
<tr>
<td>1. Provide opportunities for employment in tourism and hospitality and create pathways for Aboriginal people to build careers in the tourism and hospitality industry.</td>
<td>● Deliver innovative and culturally appropriate mentoring and training for Aboriginal people to develop skills in the tourism and hospitality industry.</td>
<td>DTWD and the tourism industry</td>
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<tr>
<td>2. Create traineeships and cadetships to provide employment opportunities.</td>
<td>● Identify a prospective pool of both Aboriginal and non-Aboriginal employers with capacity to provide traineeship and cadetship opportunities in the tourism industry. ● Ensure that training is relevant and supported by real job opportunities. ● Monitor and report on how the cadetship and traineeship programs translate into job prospects following completion of the program.</td>
<td>DTWD</td>
</tr>
<tr>
<td>3. Develop a program of cross-cultural training and awareness of opportunities for both employees and employers.</td>
<td>● Encourage cross-cultural training for both Aboriginal and non-Aboriginal people to improve mutual understanding of workplace and industry expectations and opportunities.</td>
<td>DTWD and WAITOC</td>
</tr>
</tbody>
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GLOSSARY OF ACRONYMS

Aboriginal Lands Trust (ALT)
Australian Tourism Export Council (ATEC)
Department of Environment and Conservation (DEC)
Department of Indigenous Affairs (DIA)
Department of Planning (DOP)
Department of Regional Development and Lands (DRDL)
Department of Resources, Energy and Tourism (DRET)
Department of Training and Workforce Development (DTWD)
Indigenous Business Australia (IBA)
Indigenous Land Corporation (ILC)
Local Government Authorities (LGAs)
Office of Native Title (ONT)
Regional Development Commissions (RDCs)
Regional Tourism Organisation (RTO)
Small Business Development Corporation (SBDC)
Tourism Australia (TA)
Tourism Council Western Australia Ltd (TCWA)
Tourism Western Australia (Tourism WA)
Western Australian Indigenous Tourism Operators Council (WAITOC)
STRATEGY ACHIEVEMENTS

Over the period of the strategy, significant effort was focussed on the development of Aboriginal tourism businesses to assist them in becoming market or export ready and improve the quality of products available. A number of initiatives were developed through Tourism WA and a range of other State and Australian government agencies and organisations to facilitate the growth of the Aboriginal tourism sector.

QUALITY

The tourism industry relies on the provision of quality products for its survival. One of the ways of ensuring quality is through the attainment of industry-recognised accreditation. In 2009, a program was developed with TCWA, Tourism WA and WAITOC to ensure that as many businesses as possible were guided through the accreditation process. Over the course of the program, 49 businesses were mentored through the process.

INDUSTRY DEVELOPMENT

It is important to clearly understand the needs of the industry before assistance programs are developed. One of the major initiatives over the period of the strategy was to take businesses through a needs analysis process to fully understand their individual requirements. Forty-seven businesses completed a business needs analysis, which looked at business aspirations, needs and wants and identified ways to boost marketing and business practices.

Following the needs analysis process, a capacity building program was developed which provided assistance to individual businesses to meet their highest priority requirements. This program included marketing collateral development, physical resources and equipment, staff training and development and professional services.

The overall aim of this program has been the continued development of quality tourism products that are market and export ready.

INDUSTRY SUPPORT

WAITOC, formed in 2000, has become an internationally recognised leader in the development of Indigenous tourism. Over the period of the strategy, WAITOC has continued to provide support to Aboriginal tourism businesses through marketing, advocacy, partnership and networking efforts.

WAITOC continues to represent the Aboriginal tourism industry and helps develop national and international awareness of the diversity of Aboriginal tourism products.

In addition, businesses have an opportunity to develop their knowledge and confidence by attending the Australian Tourism Exchange and other national and international trade shows.

EMPLOYMENT AND TRAINING

It is important to identify skills and abilities that will be required to ensure the long term sustainability of the industry. Over the course of the strategy, an innovative Aboriginal employment initiative was undertaken to build skills and confidence in young Aboriginal people entering the workforce.

In 2005, Tourism WA in cooperation with the Hospitality and Tourism Industry Training Council (WA) established an Indigenous traineeship program for visitor centres. As a result, 28 visitor centres, including the Western Australian Visitor Centre, employed 30 Indigenous trainees.

In mid 2007, the Federal Department for Employment, Education and Workforce Relations’ funding was increased, providing opportunities for Aboriginal people to undertake supported traineeships within the general tourism and hospitality industry. In the first two years, the initiative met or exceeded the target numbers of new cadets and trainees. Between 2007 and 2010, 38 people were placed in traineeships and eight people in cadetships.
The strategy has been developed through close consultation with the tourism industry. Aboriginal and mainstream tourism and government organisations were invited to participate in a working party to develop the vision, goals and broad strategies. A series of facilitated workshops were then held to assist in creating a draft document.

The draft document was then released to industry for input and feedback. The consultation process lasted 14 weeks and 26 workshops were held across Western Australia. In some locations, two workshops were held. The first was with government agencies, local government authorities, mainstream tourism and other industry groups. The second workshop was held with Aboriginal tourism businesses, stakeholders, communities and individuals aspiring to be part of the tourism industry.

The information obtained through these consultations was used to develop a draft strategy. This document was circulated for comment to State and Australian government agencies, and key stakeholders including WAITOC who participated in its development. It was then referred to the Tourism WA Board for noting at its meeting on 28 October 2010.

Public consultation involving previous workshop participants and the general public was then completed over a four week period. The comments were considered and the draft strategy amended accordingly.