





#### **ACKNOWLEDGEMENTS**

We acknowledge all the Traditional Owners who have managed, cared for and practised culture on Country for at least 65,000 years.

We acknowledge Indigenous partners, Traditional Owners, Elders past, present and emerging, and extend our appreciation for their support and guidance of our daily work. We live and work on land that always was and always will be Aboriginal land.





# 25 YEARS of Indigenous Protected Areas KEEPING COUNTRY STRONG

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Front cover: Budj Bim Rangers Colleen Hamilton and Lashay Blurton, Budj Bim IPA, VIC. *Photo: Annette Ruzicka*.

**Inside front cover:** Numbulwar Elder Henry Nunggumajbarr, SE Arnhem Land IPA, NT. *Photo:* Sam Frederick.





## A WORD FROM OUR CHAIR

I was fortunate enough to be part of the original team that worked to develop and implement the Indigenous Protected Areas (IPAs) program in the mid 1990s. I moved from the work I was doing looking after Country in Western Victoria to Canberra to be part of a team in the federal Environment Department.

Our challenge: could we, as public servants, work with Traditional Owners and ensure government involvement could fit into their aspirations for managing Country? Traditional Owners were initially, and I think understandably, sceptical about what government wanted, and whether government could truly work collaboratively with Indigenous leadership and management. So, the initial consultation meetings were tentative, but as the program developed, interest grew.

History shows that over the past 25 years we've seen extraordinary enthusiasm and growth in IPAs coming from grassroots people and organisations. I'm proud of that early work and the work many people have done across Australia to support IPAs.

It's now critical that we aren't complacent, and build on that legacy with proper resourcing, strong collaboration, and continued enthusiasm to tackle the challenges Country, culture and people are facing. This report is a reminder of where we have come from, what is at stake and how we might go forward to ensure the IPA network thrives into the future.

**Denis Rose,** November 2023 Gunditjmara Traditional Owner Chair, Country Needs People

Right: Nantawarrina IPA, SA C. 1997. L to R Ivan Haskovec IPA Project Officer Environment Australia, Paul Matthewson Project Officer Indigenous Land Corporation & Denis Rose IPA Project Officer Environment Australia.







Australia's Indigenous Protected Area (IPA) network is a world-leading example of Indigenous-led conservation and collaboration. It demonstrates what is possible when government and other stakeholders commit to genuine cooperation with Traditional Owners. It is vital that we understand and support this going forward.

In 2023 it is fitting to look back on 25 years of challenges and achievement – the legacy of hard work and positive results by Traditional Owners and their collaborators – and to commit to build on this as we look to the challenges ahead.

The IPA estate is diverse and enormous. There are now 84 operational IPAs around Australia covering over 87 million hectares on land and 6 million hectares on sea and growing. The IPA estate is 13 times the size of Tasmania, larger than the U.S. states of Texas or California and more than the area of France and Germany combined. It covers tropical, desert, and temperate ecosystems of incredible variety.

IPAs are a vital part of protecting, managing and sustaining Australia's diverse ecosystems and the rich cultural landscapes and seascapes they support. Grounded in Indigenous designed governance structures, IPAs recognise local, cultural, and historical contexts, and are compatible with the International Union for Conservation of Nature

(IUCN) criteria. IPAs generate jobs through the work of Indigenous Rangers, thus supporting overall wellbeing in their local communities.

IPAs also help to sustain the intricate cultural values imbued in land and sea arising from millennia of use and management by Traditional Owners.

There are now 84 IPAs covering 87 million hectares on land and 6 million hectares on sea.

The vastness, complexity, richness, and variety of biocultural systems contained within IPAs places a huge responsibility on all Australians, especially to ensure that the contribution of Traditional Owners through IPAs is properly understood, resourced, and supported into the future.

A heating climate, changing patterns of fire in the landscape; ecosystem impacts from invasive species; and a history of poor management decisions leading to degradation of wildlife and habitat create ongoing challenges for IPA managers and their host organisations. IPAs provide a framework where both Indigenous and non-Indigenous knowledge systems can combine to tackle these increasingly complex modern pressures on our environment.

Each IPA management plan represents years of consultations by Traditional Owner-led organisations, and much planning, effort, and commitment to deliver the ongoing day-to-day management required to sustain the values within.

This report aims to provide a partial glimpse of the value IPAs deliver for every Australian and a reminder of the benefit to us all if we continue to ensure they grow and thrive.

**Above**: Tiwi Ranger Supervisor James Desantis, Tiwi Islands Proposed IPA. **Photo:** Annette Ruzicka.



Indigenous Protected Areas (IPAs) in Australia are making a globally significant contribution to the protection and management of biodiversity, cultural continuity, and sustainable development, showcasing how Indigenous-led land and sea management can benefit all Australians.

IPAS are growing. As of 2023 IPAs now represent over 50% (by area), of all protected areas on land in Australia.

# Indigenous Land & Sea Management

Australia's ecosystems have coevolved with Indigenous presence, usage, and management. They are a product of an interrelationship between people and place. Cultural values are interwoven through every aspect of land and seascapes. While heavily impacted by colonisation, dispossession and contemporary land management pressures, the cultural connection nevertheless remains.

IPAs provide a framework for modern Indigenous land and sea management, recognising the intensifying threats from changed fire patterns, invasive weeds, feral animals, and a heating climate.

IPAs also deliver a foundation for reasserting the centrality of Traditional Owner leadership and management and strengthening the 'two toolbox' combination of traditional knowledge and contemporary science and technology.

# Powerful Possibilities for People, Country & Culture

IPAs open up positive possibilities for people and Country. Indigenousled, IPAs not only protect nature, they also protect culture. IPAs strengthen Indigenous governance over protection and management of land and sea, while at the same time enabling new opportunities for partnership and collaboration with non-Indigenous stakeholders.

#### IPAs now represent over 50% of all protected areas on land.

#### IPAs:

- Improve the health of Country by managing threatened species and cultural priority species.
- Support cultural strength, reinforcing traditional knowledge and the transmission of culture between young and old on Country.

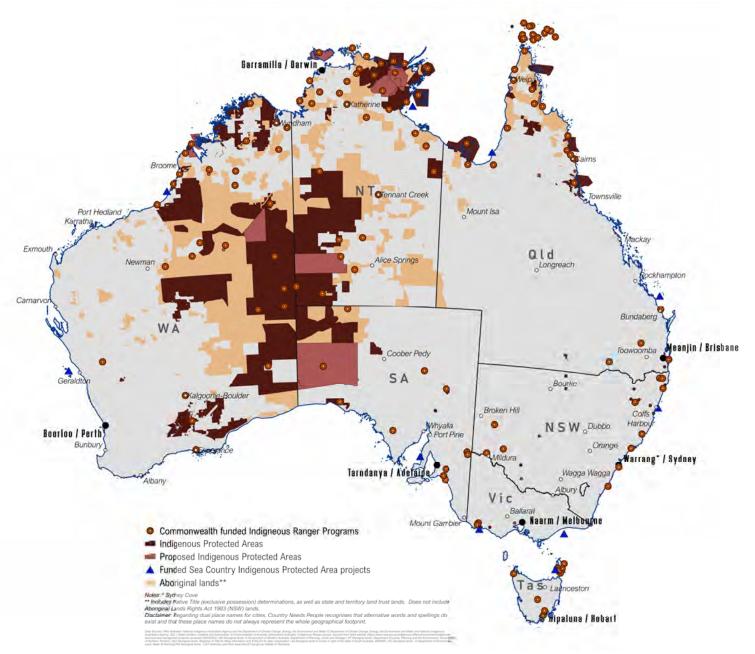
- Provide an Indigenous-led plan to support land and sea management and highly valued jobs, particularly when combined with Ranger funding.
- Foster new working relationships, research partnerships, enterprises, and a better understanding between Indigenous and non-Indigenous Australians.

#### How IPAs Work

IPAs are voluntary agreements to manage and protect Country and can only be initiated by Traditional Owners of Country. Each IPA has a management plan developed through extensive consultation, typically over years, with the wider Traditional Owner group deciding priorities for management and protection of cultural values, biodiversity, community development needs and related matters.

Management plans are developed with clear priorities and against criteria which satisfy International Union for Conservation of Nature (IUCN) standards. They allow for different categories of protection ranging from the highly protected through to flexible multiple use management. Though mainly occurring on Indigenous-held lands,





IPAs can be designated over any tenure, including sea, with the agreement of the underlying tenure holder. They do not change the legal status of land or sea contained within them.

The Federal Government through its IPA program allocates funding for the consultation and management plan drafting stage. The management plan is finalised when both Traditional Owners and government agree the key elements are in place. It cannot be finalised unless Traditional Owners agree, and consultation time and process is determined by Traditional Owners.

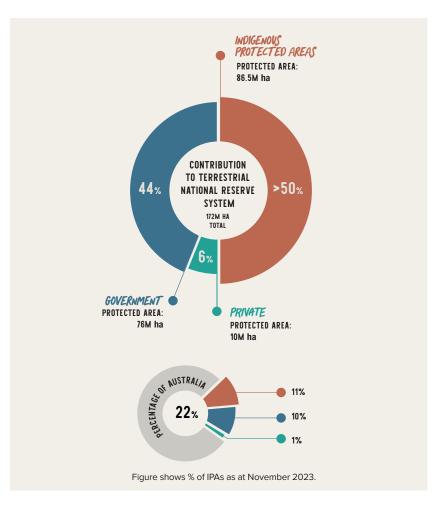
Once a management plan has been completed the IPA becomes operational and receives operational funding. Typically, this is combined with additional Indigenous Ranger funding as the two programs are highly compatible and naturally aligned.

By drawing on the strength of Traditional Owner connection to Country to build Indigenousled, proactive and collaborative solutions to protecting nature and supporting culture, IPAs provide a resilient and flexible response to the environmental challenges facing Australia as we head into the future.

# Inspiring Indigenous Protected Areas Globally

The success and scale of Australia's Indigenous Protected Areas program has resonated internationally. Traditional Owners and Indigenous Rangers have frequent invitations to present at international conferences and symposiums and collaborate with Indigenous peers and scientists from all over the world.

In Canada, the Land Needs
Guardians initiative launched in 2018.
Canadian Indigenous Protected and
Conserved Area programs have built
from the traditions and determination
of the Indigenous peoples of Canada
but have also drawn inspiration
from the work done in Australia with
IPAs and Rangers, and in particular
the growing scale of long term
government investment in the sector.



Country Needs People is proud of the collaborative work we've done and continue to do with our Canadian colleagues to support their aim to strengthen Indigenous-led conservation in Canada. In 2021 the Canadian Government announced a major increase in funding over five years - building its investment in Indigenous-led conservation and increasing support for Indigenous

Guardians and Indigenous Protected and Conserved Areas (IPCAs).

The work of Canada's Indigenous Leadership Initiative and other global Indigenous community-led programs are powerful reminders that our good work in Australia can also add to the value of other initiatives to enhance Indigenous land and sea management beyond our borders.

# Using the IPA Model to Strengthen Indigenous Co-management

During the early development of IPAs it was recognised that some existing protected areas, such as crown reserves or national parks, had been established by government with little consideration of Traditional Owner management, governance, or input. The innovation of a co-management project stream within the IPA program was designed to address this problem. The thinking was that the IPA model of developing a protected area governance and management framework could in some cases be applied over existing protected areas with the agreement of the relevant managing government agency and Traditional Owners. This approach offers great potential to foster IPAs over multi-tenure sites with the collaboration of underlying tenure holders or managers. An example is the successful Girringun IPA in Queensland, which covers land and sea Country across multiple conservation tenures.





# INDIGENOUS PROTECTED AREAS TIMELINE

Some notable milestones\*

#### 65,000 BC - 1788

Uninterrupted traditional use and management of land and sea Country by Indigenous Australians. Australian ecosystems and human usage evolve together to shape pre-European environment.

#### 1788

Colonisation and settlement begins ongoing process of removal of Traditional Owners from occupation and management of Country and suppression of language and culture.

#### 1976

NT Aboriginal Land Rights Act enacted by Federal Government, enabling claims for unallocated land including under intertidal zone.

#### 1981

Australia's first jointly managed national parks declared. Gurig National Park managed by NT Government, and Stage 1 of Kakadu National Park managed by Federal Government, both in conjunction with Traditional Owners.

#### 1994-95

CDEP program supports Ranger positions, but without full operational funding.

Grassroots 'two-toolbox' approach to Indigenous land and sea management builds including formation of Caring for Country unit at Northern Land Council.

#### 1996

Coalition Government formed, supports ongoing development of IPA program.

#### 1998

First IPA in Australia declared

- Nantawarrina, SA.

#### 1999

4 IPAs declared – Preminghana (TAS), Risdon Cove (TAS), Putalina (TAS), Deen Maar (VIC) & Yalata (SA).

Environment Protection Biodiversity Act passed, mentions role of Indigenous Australians in conservation and management.

#### 2007

First comprehensive funding for Indigenous land and sea management aside from IPAs. Significant numbers of IPAs also access WoC Ranger funding for management on the IPA.

#### 2013

62 IPAs now established. Five-year contracts issued to existing IPA and Indigenous Rangers network from 2013-2018.

#### 2014

Centralisation of many Indigenous programs to Dept of Prime Minister & Cabinet incl. Working on Country. Staff resources to support Indigenous land and sea management removed from federal environment department.

#### 2016/17

Federal Labor commits to doubling Indigenous Rangers numbers following Country Needs People campaign.

Country Needs People partnership secures agreement between Greens and Coalition Government to expand IPAs.



Turtles, Dhimurru IPA, NT.



Left: Tiwi Islands Proposed IPA Photo: Annette Ruzicka

Right: Anangu Tjutaku IPA, Great Victoria Desert, WA Photo: Alan McDonald

#### 1980's

Community based caring for Country initiatives progress. CEPANCRM Contract Employment Program for Aboriginals in Natural Resource Management initiated.

1992

Mabo Case - High Court recognises the rights of the Meriam people, finding the existence of Native Title which overturns Terra Nullius. 1993

Native Title Act passed in Australian Federal Parliament. 1994-95

IPA program gets initial funding from Federal Government, first meetings held with Traditional Owners and federal environment department to explore interest.

#### 2000

## First IPA in QLD established - Guanaba.

2001

2022

First IPA in NT established - Dhimurru. It's the first IPA with significant amount of Sea Country including sacred sites.

First IPA in NSW established – Wattleridge

Croker-Island sea claim case confirms Native Title exists in the sea.

2002

First IPA in WA established - Ngaanyatjarra. 2007

2023

Working on Country program with Indigenous Rangers across Australia developed, funded, implemented and extended out of federal environment dept in consultation with Traditional Owners.

#### 2019

# Budj Bim Cultural Landscape inscribed on the UNESCO World Heritage List.

Funding for 10 Sea Country IPAs announced by Federal Government.

Federal Coalition matches Labor's commitment to double Indigenous Rangers by including funds in March 2022 Federal Budget in response to Country Needs People advocacy. May

2022

Newly elected federal Labor Party commits to expanding IPA budget by \$10M PA following Country Needs People campaign, continues policy of doubling Indigenous Ranger numbers by 2030.

Nov

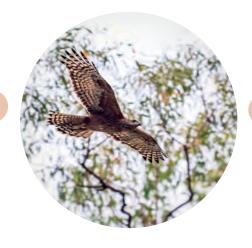
IPAs now make up over 50% of Australia's reserves on land.

84 IPAs in Australia, covering 87M ha of land and 6M ha Sea Country.

Federal Government announces funding for additional 10 IPAs. Multiple IPAs continue in planning process as sector grows.

(\*not comprehensive)





# SAFEGUARDING BIODIVERSITY AND CULTURE

Indigenous Protected Areas in Australia safeguard a truly staggering array of environmental and cultural values. They are critical to supporting better management and protection of the precious, interwoven biodiversity and cultural riches of our entire continent. With 84 IPAs currently in operation and over 30 more in planning and development, they play an essential role ensuring the ongoing survival of ecosystems unique to Australia.

#### **Protecting Nature**

IPAs are spread across the vast tropical savannas of the Kimberley, Top End and Cape York, through the enormous living deserts and spinifex plains of Central Australia, the wet tropics of Queensland, the temperate ecosystems of south-east Australia and the wildflower strongholds of Western Australia's south-west.

At least 357 threatened species listed under federal environmental legislation are found in IPAs. Threatened species such as night parrot, bilby, cassowary, koala, sea turtles and cultural priority species such as emu, dingo, goanna, kangaroo and wallaby, spinifex, magpie goose, shark and brolga all benefit from properly resourced and supported management within the IPA network.

#### **Protecting Culture**

A huge variety of native species have great ongoing cultural importance through song, ceremony, dance and story for Traditional Owners. Physical ecosystems and cultural values of land and sea are not separate for Traditional Owners, but intimately connected, so detrimental impacts on living species, ecosystems and the natural world have profound cultural implications. Impacts on biodiversity including key food species, bush tucker and bush medicine, the health of river systems, degradation of plant communities, marine ecosystems that supply fish and crabs and other pressures directly affect cultural enjoyment of country.

# At least 357 threatened species are found in IPAs.

Indigenous Rangers are essential to protecting IPAs from feral animals and invasive weeds. Across the country they are working to control or eradicate introduced cats, camels, goats, deer, pigs, buffalo and cane toads which are threatening the future of our unique wildlife and ecosystems.

The spread of noxious weeds arising from colonisation has had catastrophic consequences for our lands and seas. African gamba grass and buffel grass as two examples are a massive threat to biodiversity, human safety and culture. Gamba grass is a threat to every ecosystem in the tropical savanna region between Cape York, Top End and the Kimberley. It feeds dangerous wildfires and forms monocultures, pushing out other native species including bush tucker and bush medicines. Tackling weeds like Gamba grass is part of the hard work of Indigenous Rangers and IPAs right across Northern Australia ensuring biodiversity and cultural values are protected.

#### A Changing Climate

Australia has profound challenges to maintain the living beauty of our continent into the future. IPAs are a contemporary response to these challenges. They revitalise unbroken Indigenous connection and care in a contemporary context and deliver a two-toolbox approach combining Indigenous and non-Indigenous knowledge systems to foster better collaboration to care for nature, culture and people into the future.

**Above** Red Goshawk, Tiwi Islands Proposed IPA, NT. **Photo:** Annette Ruzicka.

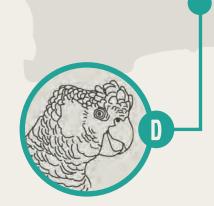
# IPAS PROTECTING THREATENED SPECIES

SOME EXAMPLES



- A Gulaw/green sawfish | Dambimangari IPA, WA
- B Night parrot | Ngururrpa IPA, WA
- Ninu/bilby | Kiwirrkurra IPA, WA
- Ngulja/Carnaby's black cockatoo | Ngadju IPA, WA
- Oenpelli python | Warddeken IPA, NT
- Tjakura/great desert skink | Katiti-Petermann IPA, NT
- **G** Nganamara/mallee fowl | APY Lands IPAs, SA
- Southern brown bandicoot | Deen Maar IPA, VIC
- Green turtle | Wuthathi IPA, QLD
- Gunduy/southern cassowary | Girringun IPA, QLD
- K Alwal/golden-shouldered parrot | Olkola IPA, QLD
- Boorubee/koala | Minyumai IPA, NSW
- M Eastern curlew | tayaritja (Furneaux Islands IPAs), TAS









# CHALLENGES THEN, NOW AND INTO THE FUTURE

#### **Challenges Then**

In the mid 1990s when the concept of IPAs was being explored by Traditional Owners and the Federal Government, there was scepticism and uncertainty. Initially Traditional Owners were concerned that hard-won land rights would be compromised by the arrangement. They pressed the case to ensure they would continue to have decision-making authority over their Country and that IPAs would not diminish this.

Some state governments were initially hostile to the concept that protected areas and conservation management could be initiated and managed by Traditional Owners. While this concern reduced over time, there continued to be resistance by some state-based decision makers to the progress of IPAs. Critics were concerned that the inclusion of cultural and local priorities for management by Traditional Owners

in IPA management plans would not deliver sufficient protection for the environment. However, over time most of these concerns have receded as the steady progression of IPA development has resulted in stronger working relationships between Traditional Owners and other stakeholders.

#### **Challenges Now**

At present Country managed under IPAs face the same pressures that exist everywhere else. The devastating impact of feral animals and invasive weeds on biodiversity, and the intertwined cultural resources and values Country supports, continues to pose major challenges.

The removal of Traditional Owners' presence on Country has led to changed patterns of fire management, affecting biodiversity, human safety and carbon emissions. The heating of the climate places both biodiversity and cultural systems under duress.

All these pressures necessitate an adaptive response and a continual year-round active management presence by Traditional Owners. This requires enough operational resources to ensure Indigenous Rangers can access and manage Country on land and sea, with the extra challenge that many IPAs are in underserviced regional or very remote areas. The communities where Rangers and Traditional Owners live often suffer from chronic housing shortages, poor service provision, and significant social barriers. This places an enormous burden on local

Indigenous land and sea management organisations including Land Councils, incorporated bodies and other Indigenous-run entities.

It is no small task to run an effective land and sea management operation. It is essential that the complexity of the work of IPAs and Indigenous Ranger teams is recognised, and that government agencies seek to actively collaborate and support groups in their work.



# LOOKING TO THE FUTURE

There is no doubt that the IPA program is a large-scale globally significant initiative that deserves recognition and support to match its importance. At the time of writing this report IPAs are spread across some 87 million hectares of diverse country from the tropics through the desert to the southern temperate ecosystems, representing over half of Australia's protected estate on land contained within the National Reserve System.

**Above:** Gumbaynggirr Land & Sea Rangers Jesse Shilling, Robert Briggs & Elani Boland-Hoskins, NSW. **Photo:** Rebekah Hatfield. The IPA network is growing with additional land and sea IPAs in the planning stage, driven by demand from Traditional Owners who see them as a valuable means for proactively taking responsibility for Country, culture and people.

IPAs are also creating a more solid foundation for other opportunities to emerge such as tourism and carbon management. Indigenous rangers who carry out the bulk of the work in IPAs are integral to their success, and the IPA model is a template for fostering Indigenous collaborative management over other existing protected areas.

Looking to the future, it will be critical that our key government agencies, particularly the federal Environment Department, are adequately staffed and equipped to better support IPAs and especially the Rangers and Traditional Owners that deliver the management work within them. Security of funding will be vital to underpinning the continued success of IPAs as a viable model of Indigenous led, community based, collaborative conservation and sustainable development.



# **DECLARATION YEAR OF IPAS**

IPA	State	Year declared
Nantawarrina	SA	1998
Deen Maar	VIC	1999
Preminghana	TAS	1999
Putalina	TAS	1999
Risdon Cove	TAS	1999
Yalata	SA	1999
Badger Island	TAS	2000
Guanaba	QLD	2000
Mount Chappell Island	TAS	2000
Walalkara	SA	2000
Watarru	SA	2000
Dhimurru	NT	2001
Warul Kawa Island	QLD	2001
Wattleridge	NSW	2001
Mount Willoughby	SA	2002
Ngaanyatjarra	WA	2002
Paruku	WA	2002
Tyrendarra	VIC	2003
Toogimbie	NSW	2004
Anindilyakwa	NT	2006
Laynhapuy	NT	2006
Ninghan	WA	2006
Northern Tanami	NT	2007
Warlu Jilajaa Jumu	WA	2007
Kaanju Ngaachi Wenlock and Pascoe Rivers	QLD	2008
Angas Downs	NT	2009
Babel Island	TAS	2009
Djelk	NT	2009
Framlingham Forest	VIC	2009
Great Dog Island	TAS	2009
Jamba Dhandan Duringala	QLD	2009
Kurtonitj	VIC	2009
lungtalanana	TAS	2009
Pulu	QLD	2009
Tarriwa Kurrukun	NSW	2009
Warddeken	NT	2009
Boorabee and The Willows	NSW	2010
Brewarrina Ngemba Billabong	NSW	2010
Kalka - Pipalyatjara	SA	2010
Lake Condah	VIC	2010
Marri-Jabin (Thamurrurr - Stage 1)	NT	2010
Uunguu	WA	2010
Antara - Sandy Bore	SA	2011
Apara - Makiri - Punti	SA	2011
Dorodong	NSW	2011
Gumma	NSW	2011
Mandingalbay Yidinji	QLD	2011
Minyumai	NSW	2011
Weilmoringle	NSW	2011
Yanyuwa (Barni - Wardimantha Awara) Southern Tanami	NT NT	2011 2012
Angkum	QLD	2013
Balanggarra	WA	2013
Bardi Jawi	WA	2013
Birriliburu	WA	2013
Dambimangari	WA	2013

IPA	State	Year declared
Dhimurru (Stage 2)	NT`	2013
Eastern Kuku Yalanji	QLD	2013
Girringun	QLD	2013
Ngunya Jargoon	NSW	2013
Thuwathu/Bujimulla	QLD	2013
Wilinggin	WA	2013
Yappala	SA	2013
Karajarri	WA	2014
Kiwirrkurra	WA	2014
Nijinda Durlga	QLD	2014
Wardaman	NT	2014
Warraberalgal and Porumalgal	QLD	2014
Ganalanga-Mindibirrina	NT	2015
Katiti Petermann	NT	2015
Matuwa and Kurrara-Kurrara	WA	2015
Nyangumarta Warrarn	WA	2015
Wardang Island	SA	2015
Marthakal	NT	2016
South-East Arnhem Land	NT	2016
Uunguu (Stage 2)	WA	2016
Yawuru	WA	2017
Mawonga	NSW	2019
Ngadju	WA	2020
Ngururrpa	WA	2020
A <u>n</u> angu Tjutaku	WA	2021
Crocodile Islands Maringa	NT	2022
Djelk (Stage 2)	NT	2022
Martu	WA	2022
Olkola	QLD	2022
Wuthathi	QLD	2023

#### **Proposed IPAs**

Werai Forest Wurdi Youang Talaroo

Maralinga Tjarutja Lands

Mimal Tiwi Islands Arafura Swamp Haasts Bluff Mamu Mayala

Ngurra Kayanta Nyikina Mangala Nyul Nyul Umpila

Magani Lagaugal / lama Island Masigalgal / Masigal Island Kurtijar\* Nanjit to Mallacoota\*

Gaagal Wajaarr\* Port Curtis Coral Coast\* South East Arnhem\* tayaritja\*

Tukujana pa Karajarri Kura Jurrar\*

Wardang Island\* Yamatji Sea Connection\*

Gunditjmara\*

\*Funded under the Federal Government's Sea Country IPA program, 2021



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Country Needs People is an independent non-profit organisation. Alongside over 47 Indigenous partners we grow, secure and strengthen Indigenous land and sea management Australia-wide.



Photo: Tiwi Islands Proposed IPA, NT. *Photo: Annette Ruzicka.* 



www.countryneedspeople.org.au







