



7. Bibliography



Photo credits Top: Aerial view, Anindilyakwa IPA, NT.

Middle: Mt Chappell IPA, TAS.

Bottom: Traditional dance celebrating declaration of Anindilyakwa IPA, NT.



7. Bibliography The Indigenous Protected Areas Programme

7. Bibliography

- Borrini-Feyerabend, G., Kothari, A. and Oviedo, G. (2004). *Indigenous and Local Communities and protected Areas: Towards Equity and Enhanced Conservation*. IUCN, Gland, Switzerland and Cambridge, UK. ISBN: 2-8317-0675-0.
- Breckwoldt, R., Boden, R. and Williams, R. (1997) *Contract Employment Program for Aboriginals in Natural and Cultural Resource Management*, Evaluation for Biodiversity Group. Environment Australia
- Burgess, C. P., Johnston, F. H., Bowman, D. M. J. S., and Whitehead, P. J. (2005). Healthy Country: Healthy People? Exploring the Health benefits of Indigenous Natural Resource Management. *Australian and New Zealand Journal of Public Health*. Vol 29, No2, 2005.
- Commonwealth of Australia, (2005) *National Heritage Trust – Annual Report 2004–05*. Canberra December 2005
- Gilfillan, A., (2000) *Institutional changes and challenges associated with Australia's Indigenous Protected Area Program*. A major research essay submitted in partial fulfillment of a Master of Environmental Science. July 2000
- Greiner et al (2005): *Wellbeing of Nywaigi Traditional Owners: The contribution of country to wellbeing and the role of natural resource management*. CSIRO SustainableEcosystems, Townsville.
- Lane, M.B. (2002) Buying Back and Caring for Country: Institutional Arrangements and Possibilities for Indigenous Lands Management in Australia. *Society and Natural Resources*, 15:827-846
- ITS Global, (2005) *Evaluation of the National Investment Stream of the Natural Heritage Trust of Australia*. Unpublished Draft Report. November 25, 2005
- IUCN, UNEP and WWF (1991) *Caring for the Earth*. IUCN, Gland, Switzerland and Cambridge, UK.
- IUCN (2005) Benefits Beyond Boundaries. *Proceedings of the Vth IUCN World Parks Congress*. IUCN, Gland, Switzerland and Cambridge, UK. ix + 306pp.
- O'May, J., (1999) *Mid-term Review of the Natural Heritage Trust – Indigenous Protected Areas Program*. Centre for Environmental Management, University of Ballarat. November 1999
- Oona Rokyta (2002) *How's the Country by You Mob?* Australian IPA Program. ANU Internship Program, November, 2002
- Smyth, D. and J. Sutherland (1996) *Indigenous Protected Areas – Conservation Partnerships with Indigenous Landholders*. Environment Australia, Canberra.
- Smyth, D., Szabo, S., and George, M. (2004) *Case Studies in Indigenous Engagement in Natural Resource Management in Australia*. Prepared for the Australian Government Department of Environment and Heritage. May 2004
- Szabo, S. (2002) *Conservation Agreements under the EPBC Act as a Mechanism for Continuity of Indigenous Protected Areas*. Unpublished Draft Discussion Paper prepared in the Department of the Environment and Heritage Indigenous Policy and Coordination Section, December 2002.

Attachments

Attachment 1: Economic considerations

Overview

Economics can throw considerable light on the operation of Government programmes, even when these programs deal with matters that are not considered essentially 'economic'. This is certainly true of the IPA Programme with its aim of conserving biodiversity, and its potential for contributing to other policy areas in relation to Indigenous communities.

The strength of an economics approach is that it casts certain questions within well developed frameworks for investigation. In the end, it has proved impossible in this review to define in an objective sense certain key parameters that measure the performance of the IPA Programme. Nevertheless, the economics perspective has underlain a considerable part of the evaluation set out in this report.

The basic question for economics is: are resources being used well, in the sense that they provide value for society? It has been possible to assemble data that quantifies some of the resources (particularly those funded directly by the IPA Programme) but the measures for value have proved much more elusive. This appendix also addresses the issue of how the IPA Programme can promote increased income for Indigenous communities, particularly those in remote areas.

In preparing a work program for the review of the IPA Programme, an economics based approach was proposed for addressing broad questions arising from the following issues as identified in the tender brief:

- (ii) The cost-effectiveness of the IPA contribution to the NRS—*How do the IPA costs of achieving NRS objectives compare to the costs associated with other NRS related activities?*
- (iii) The achievement of whole-of-Government social, educational and economic outcomes—*What have been the impacts of the IPA in regard to these outcomes, and to what extent can these impacts be measured?*
- (vi) The management effectiveness of the Programme—*How are the administration costs distributed across various tasks and is this distribution of costs optimal in terms of decision making and evaluation?*

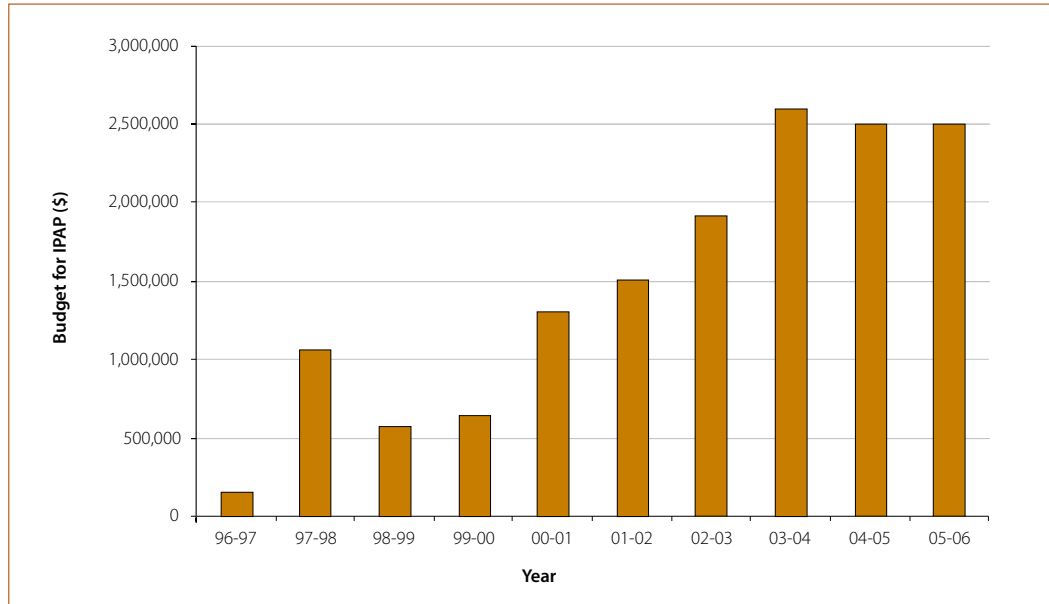
We have considered items (ii) and (vi) together.

Items (ii) and (vi): Cost-effectiveness and management of the IPA Programme

As part of the review we have undertaken an analysis of spending of IPA Programme funds. The source of the data for the analysis is the IPA Programme financial records.

Figure A1.1 shows the rise in funds spent on the IPA Programme from its inception in 1996/97. The current annual budget is \$2.5 million and this is to rise to \$3.1 million in 2006/07.

Figure A1.1: Annual aggregate expenditures for the IPA Programme



Source: Unpublished IPA Programme accounts

The expenditures in Figure A1.1 do not include salaries for the equivalent of 2.5 ASL (officers) funded under section 31 of the Natural Heritage Trust Act. However, the figures do include spending on items not specific to individual IPAs and a summary is provided in Table A1.1.

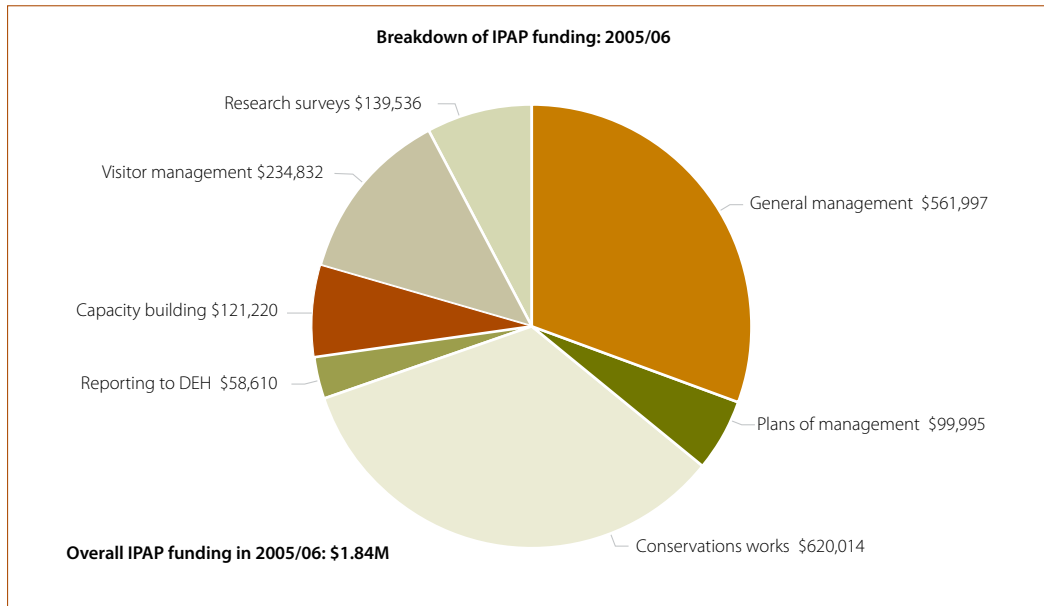
Table A1.1: Non-specific spending of IPA Programme funds

Item	Spending in 2004/05	Total spending over life of IPA Programme
IPA Managers Workshop	\$90,000	\$240,000
IAC meetings	\$40,000	\$90,000
IPA declarations, managers meeting		\$60,000
IPA Advisory Group	\$30,000	\$70,000
IPA Communication strategy	\$40,000	\$40,000
training, conferences	\$30,000	\$50,000
IPA program management	\$60,000	\$140,000
TOTALS	\$160,000	\$690,000

Source: Unpublished IPA Programme accounts

Figure A1.2 shows the breakdown of IPA Programme budget information for 2005/06 by category of expenditure.

Figure A1.2: Breakdown of IPA Programme funding: 2005/06



Source: Unpublished IPA Programme accounts

The largest spending category (\$620,000 or 34%) is for actual works designed to protect the conservation values of the IPA lands. The major activities found in the IPA Programme records are removal of weeds and control of feral animals, but also included are replanting of native species (collection of seeds) and repair of fences.

A substantial component of the funding (approaching the size of the allocation for specific conservation works) is for *general management* of the IPA 'in accordance with the agreed Plan of Management and the identified *Environmental Protection Biodiversity Conservation Act 1999* Schedule 8 – Australian IUCN Reserve management principles for conservation of biodiversity'. In programmes such as the IPA Programme, allocation of funding needs to strike a balance. On the one hand there is the need for accountability to the NHT, through funds tied to specified activities where the outcomes are well defined and can be audited. On the other hand, the workable management of the IPA requires a certain degree of flexibility to have available resources for items that are difficult to define at the beginning of the budget period. The general management category of expenditures provides this flexibility and Programme staff have indicated to the review team that this level is justified.

The category *visitor management* (\$235,000 or 13%) covers all costs associated with making the IPA open to visitors as distinct from conservation activities as such. It includes works and activities to improve visitor access (tracks, signage), amenity (camping grounds) and enjoyment (interpretive material). This category also covers costs associated with controlling the impacts of visitors (reducing vandalism, keeping visitors out of sensitive areas) and for entry permit systems. These works and measures are not directed towards achieving conservation outcomes, and the expenditures should be viewed, at this stage, as a subsidy for visitors since our

understanding is that little or no user fees are charged. On the other hand, it could be said that this spending constitutes an investment for future activities that will generate income for the community.

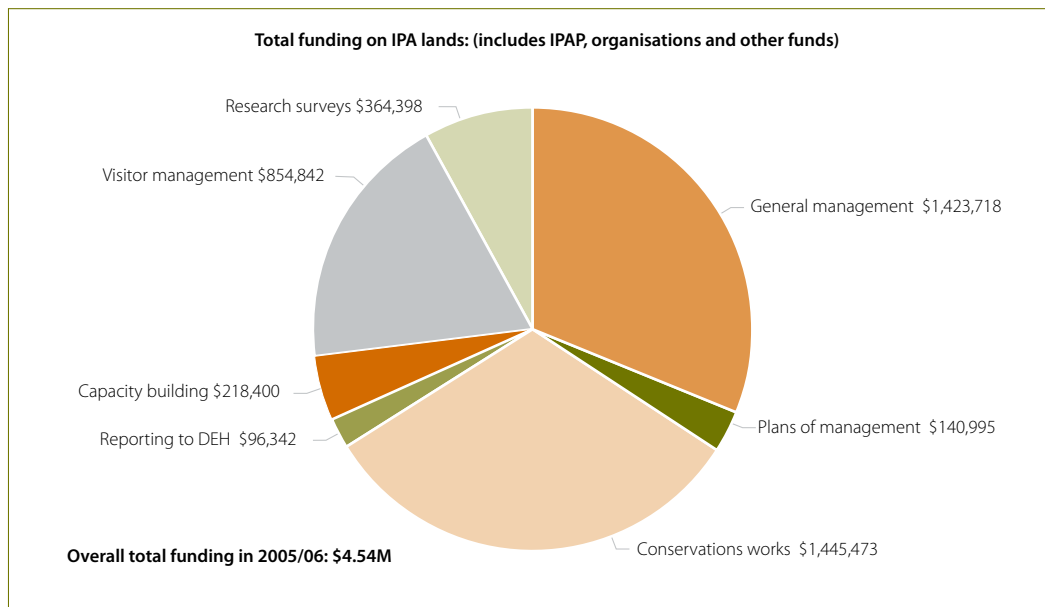
There is also a category that has been called *capacity building* which aims to give members of the community the training needed to manage the IPA. This category is important in terms of the direct benefits in the form of improved conservation management practices. This is an investment for the future since these benefits should be viewed over long timescales. But building capacity is also part of broader government policy considerations that relate to enhancing economic well-being and social cohesion of the community. At \$120,000 the funding for capacity building accounts for only 7% of total funding under the IPA Programme.

Of course, the process of categorisation requires an element of judgement and some activities clearly include components that fall into more than one category.

The IPA Programme accounting system also records information on sources of funding other than the IPA Programme. This is disaggregated between the contribution by the organisation that manages the IPA Programme and the contribution from 'other' sources. The breakdown of total spending (including IPA Programme) is shown in Figure A1.3.

The first observation is that, according to the financial records, IPA Programme funds constitute only 40% of the total spending (\$4.5 million) associated with IPA lands. The remainder is made up of own organisation (\$1.15 million) and funds from other sources (\$1.8 million, which is of the order of the IPA Programme funding allocation).

Figure A1.3: Breakdown of total spending on IPA land 2005/06



Source: Unpublished IPA Programme accounts

Own organisation contributions are heavily skewed towards general management (though this may possibly be an artefact of reporting practices). Contributions from other (third party) sources include a large component for visitor management and this may reflect commercial interests.

The above analysis of budget information for the IPA Programme does not exhaust questions in regard to Programme cost-effectiveness. One issue raised in the WWF submission, is whether the management for conservation of an area that has been declared a nature reserve is more cost-effective when done by the Indigenous community compared to bringing in external resources. The WWF submission concluded that the former was much more cost effective, particularly when support costs such as travel and accommodation were factored in.

Item (iii): Contribution to other Government policy areas

The question posed in the terms of reference is: *to what extent does the IPA Programme contribute to achievement of whole-of-government social, educational and economic outcomes?*

The IPA Programme is not expressly designed to promote the well-being of Indigenous communities. While there are obvious interactions between the activities needed for proper management of natural reserves on the one hand and the needs of Indigenous people on the other, in our view it is important not to lose sight of the prime goal of the IPA Programme, namely conservation of ecosystems and protection of biodiversity.

It seems highly unlikely that the best outcomes will be obtained if decisions on the IPA Programme are made which move away from the focus on conservation and put too much weight on the broader government objectives. Our preferred approach would be to see that decision making within the IPA Programme emphasise the delivery of conservation outcomes at the highest possible level within the IPA Programme budget constraints. This approach will nevertheless result in consequential benefits (as well as costs) for the Indigenous communities involved. It is then up to other programmes that have the prime responsibility for Indigenous welfare to make decisions in regard to allocation of funding or other resources that bring the broader objectives up to the levels identified by Government policy². Such an approach makes transparent the policy purpose of different Government programmes and the basis for the resources allocated, allows for clear objectives to be set (both for conservation and community welfare outcomes) and facilitates the identification of budget priorities.

Support for economic policy outcome

Having said that, our conclusion is that the IPA Programme does have a very significant potential to promote Indigenous welfare, and this role should not be overlooked. From a purely financial perspective, the wealth of a community will rise only if the net income derived from outside the community is increased. The IPA Programme can generate externally sourced income in one of two major ways:

- directly, through payments for managing the IPA lands in accordance with the requirements set out in the EPBC Act; and
- indirectly, by providing the opportunities for charging visitors attracted by the conserved features of the IPA lands (either by entry or user fees to individual visitors or groups, or through arrangements with commercial tour operators).

The proceeds from these two sources can be thought of as a community's 'exports'. The community needs these exports (as well as others) to pay for the goods and services consumed by its members that are derived from outside the community (the 'imports'). The income derived from exports are distributed to other members within the community through the payment for internal services, or are spent on community projects (where all members enjoy the benefits). Economic theory (and common sense) supports the policy

² Of course the suggested order of decision making is logical rather than temporal: it is not proposed that welfare oriented programs cease until the effects of the IPA Programme on the welfare of Indigenous communities can be gauged.

prescription that economic assistance to increase the net wealth of communities (whether they be regions or nations) where the exports fail to provide an adequate surplus over the imports should focus on encouraging export generation (see for example page 24 et seq of Armstrong & Taylor, 2004). Otherwise the community remains in deficit and must continue to be overly dependent on social welfare payments of one sort or another.

Income from management of IPA lands for conservation

It is important not to regard the first source of income above as part of the social welfare payment system just because these activities are funded by the Government. These payments are not 'handouts' but are fees for service: to manage lands in a way that meets the conservation objectives established by society through the political system. This distinction between social welfare payments and fees for service is another reason for clearly spelling out that the focus of the IPA Programme is on extending the reserve system in Australia and ensuring that it is managed for conservation outcomes.

Given the need for appropriate management of the IPA lands, it is relevant to consider what quantity of resources will be needed. We are not aware of any rigorous research into the level of resources that are 'adequate' to management of natural reserves and in fact there is likely to be little agreement on the very concept of adequacy. In any case, the required resources are undoubtedly very site specific, determined by the type of lands, the ecosystems they support and the degree of rehabilitation that may be required. Costs for managing conservation also cover activities needed for protection from damage due to human trespassers and non-human threats notably feral animals and weeds.

In the absence of objective measures of conservation management costs, the fallback is to use available data that might proxy the actual amount. The simplest proxy is the average expenditure per hectare of reserve. GHD (2006) reports on average expenditures for the parks authorities in four States. Examination of Figure 3 of GHD (2006) reveals the substantial variation in dollars per hectare across the four States. The normalised annual expenditures vary from less than \$5/ha in the case of Western Australia and \$10/ha for Queensland to the range \$30–40/ha for Victoria and NSW.

In contrast, the annual budget for the IPA Programme, currently \$2.5 million for 14.3 million hectares, which equates to a much smaller figure of \$0.20/ha, perhaps two orders of magnitude lower than the State agency figures. It needs to be recognised immediately that the State agency expenditures include costs not directly related to conservation, such as for administration of the agency. There is another important consideration. State agencies have responsibility not only for protecting natural areas within the national reserve, but they are also tasked with providing for visitor amenity. Finally, parks agencies are also required to assist with the management (or at least the oversight) of NRSP lands that are not owned by the government sector. The data in the GHD report were extracted from annual reports for the agencies, as a result reported figures do not allow a breakdown of the expenditures into these various activities (even if this were possible).

Nevertheless, the differences between ongoing expenditures by the State agencies and the budget outlays for IPA lands can only be described as stark. Even between different IPAs there are major differences in the quantity of IPA budget spent per hectare. Over the 10 year life of the IPA Programme, Putalina IPA has received over \$24,000 per hectare. While Preminghana IPA, Deen Maar IPA, Mt Chappell Is IPA, Guanaba IPA, Wattleridge and Tyrendarra IPAs have each received over \$1000 per hectare or an annual average funding of \$100/ha or more.

To an extent these differences in outlays reflect variations in the lands themselves as well as the effort needed to manage them for conservation satisfactorily. IPAs that have received in excess of \$1000/ha over the 10 years

are generally quite small in area (most are in Tasmania). The large IPAs, typically in remote parts of Australia have generally received less than \$5 per hectare over 10 years.

Nevertheless, our conclusion is that the funding from the IPA Programme is not adequate to deliver conservation outcomes at a level that approaches lands under the public reserve system or even non-government reserves under the NRS.

It is worthwhile considering other possible sources of funding.

Income from visitors

The second major source of income as result of the IPA is from visitors. This can take a number of forms. The most direct way is to charge visitors an entry fee or place a charge on the use of specified facilities, such as camping grounds. The Indigenous community can also operate tours or similar activities for visitors. For example, the plan of management for the Nantawarrina IPA indicates that they are exploring the feasibility of horseback riding tours as a source of income. Another source of income is through agreements with commercial tour operators who bring visitors onto the IPA land.

These sources of income could be augmented by auxiliary activities, such as the provision of accommodation, sales of essential goods and services for visitors (fuel and food) and the sale of artefacts or bush tucker. Once again, these activities may be engaged in directly by the community or through some form of licensing agreement with a third party.

What are the prospects for such ventures? Certainly there is a segment of the tourist market that is interested in 'real' ecotourism of the kind that could be supported by IPAs and IPA lands undoubtedly offer opportunities that could be turned into commercially viable ventures. Moreover, as well as the attraction of observing unique ecosystems visitors to IPA lands could be provided with first hand experience of certain aspects of the culture of the Indigenous community.

Our view from the documentation we have seen, the consultation with community representatives and the case studies is that the investigation of these sorts of opportunities is at a very early stage, and serious implementation is quite a way down the track. We are not aware of any IPA with a well established visitor program that can be expected to generate significant income. If these sorts of initiatives are to take off to any substantial extent, then it is likely that it will take more than individual Indigenous communities to develop the market. Market development would need to be done through a coordinated approach by a number of IPA communities with related interests and aims. It could be expected that outside bodies would need to be involved, such as state or federal tourism bodies or tourism associations. And it would appear unrealistic to expect results in the short-term: demand would grow gradually over a period of time.

The other consideration is that increased numbers of visitors may pose threats not only to the conservation values that are the central object of the IPA Programme, but also the cultural integrity of the Indigenous peoples involved. Significantly, one finding from the 2004 Roundtable on appropriate economies for Cape York Peninsula³ was that Indigenous people do not have an agreed understanding of what constitutes 'acceptable' activities on their lands. This is not to suggest that visitors should not be encouraged, since increased visitation rates have the potential to bring genuine benefits for both the visitors and the IPA communities. Rather, we would argue that any programmes to boost visitors must be planned with care so that the hazards are assessed properly and measures put in place to control the risks.

3 Culturally and Environmentally Appropriate Economies for Cape York Peninsula. Proceedings of an Appropriate Economies Roundtable 5-6 November 2003, Cairns Edited by R. Hill and S. M. Turton

Employment

Much of the income earned by Indigenous communities from the IPA Programme is received, in effect, as wages. The creation of jobs is an important input of the IPA Programme to community economies. The large IPAs are located in remote regions of Australia. Employment in these regions is severely restricted. The industry sectors that have traditionally provided jobs in these regions are in fact not large employers.

Employment has both economic and social impacts.

The economic impacts of employment relate to the wages earned, and these impacts need to be considered in the context of the discussion in the previous section.

The social impacts relate to matters concerning feelings of worth.

The IPA Programme has the potential for providing jobs for Indigenous communities. Across Australia the workforce participation rate for Indigenous people is 27% for males and 22% for females. The workforce participation rate is relatively uniform across Australia, for example only the Apatula ATSIC Region has a rate below 20% for Indigenous males.

Traditional industry sectors considered to provide jobs in fact do not employ large numbers of Indigenous people. Figures A1.4 and A1.5 show Indigenous employment for the agriculture, forestry and fishing sector—'agriculture' (4192 jobs), and the mining sector (1394 jobs). Males account for 77% of the Indigenous employment in agriculture and 89% in mining. For males, employment in agriculture represents 6% of all employment and the figure is 2% for mining. Jobs in mining tend to cluster in three ATSIC regions—Mt Isa, South Hedland and Kalgoorlie—all with major mining operations. The proportion of jobs in agriculture for males varies from 1% in a number of ATSIC Regions to 14% in Narrogin.

Figure A1.4: Indigenous employment—agriculture, forestry and fishing

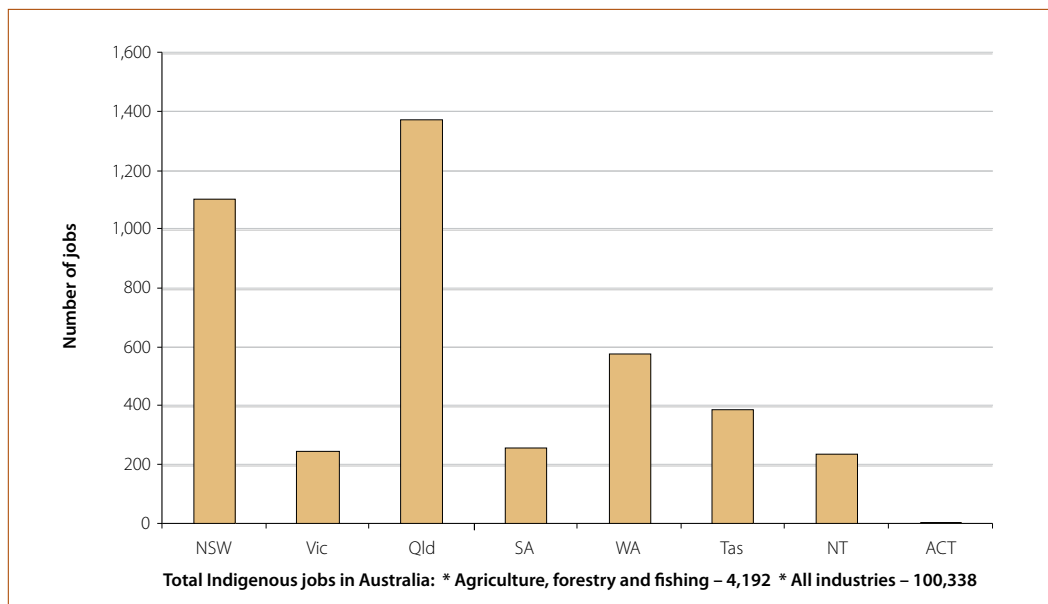
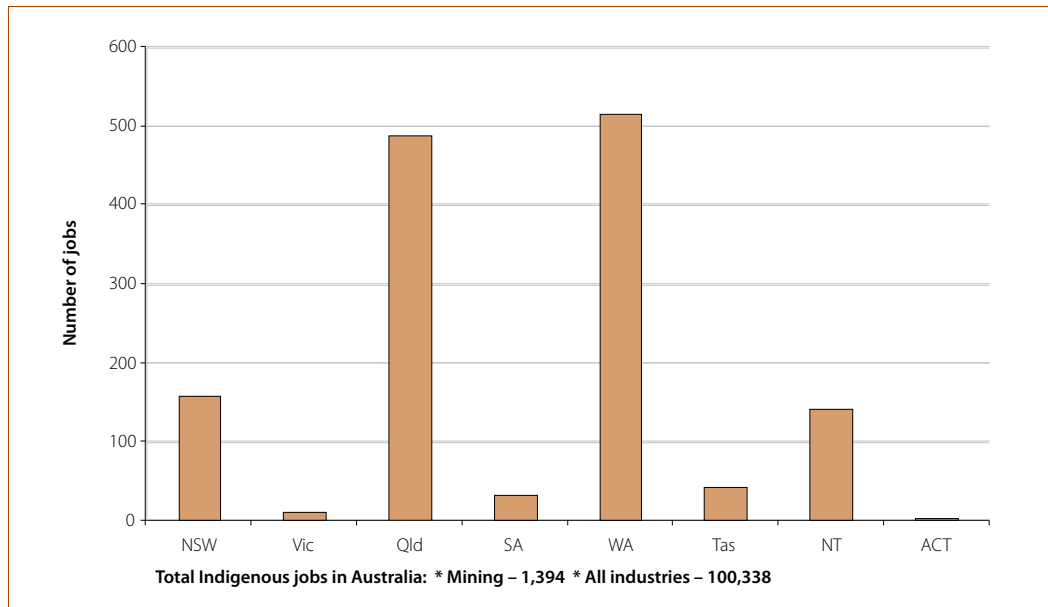


Figure A1.5: Indigenous employment—mining



Source: ABS 2001 Census of Population and Housing. Cat No. 2002.0 Table I17: Employed persons Industry by Indigenous Status by Sex. Available at www.abs.gov.au

Social impacts

The importance of ‘country’ to the wellbeing of Indigenous communities has attracted considerable research attention.

In a review of the available literature on health benefits, Burgess et al (2005) note that ‘biomedical research has identified that homelands residents enjoy considerably better physical and mental health’, though they concede that ‘no evaluation of contemporary Indigenous NRM were identified’. The paper goes on to say ‘the resumption of customary NRM clearly delivers increased physical activity and a healthier diet’. Burgess et al also note that NRM has important contributions to the cultural life of Indigenous communities, due to its resonance with traditional activities, and fosters social cohesion through shared activities of group members. They cite a finding that low levels of psychiatric illness in residents of outstations can be attributed to the self esteem generated through productive employment.

The aim of the research reported by Greiner et al (2005) was to investigate the ‘wellbeing’ of members of the Nywaigi community. Wellbeing is an inclusive concept, integrating aspects of human life such as economic opportunity (employment/income), health (mental/physical), country and culture, among others. ‘Country and culture’ was identified as a critical determinant of wellbeing. Country and culture are seen as intrinsically linked to the identity of members of the Nywaigi community.

Reconnection of Nywaigi people with country and culture is regarded as holding the key to improved wellbeing, which is something that respondents desire to see happen.

The purchase of Mungulla Station, a grazing property near Ingham, through the Indigenous Land Corporation is seen to provide an important opportunity for Nywaigi people to re-engage with traditional country. Participants in the research were keen to see education and training provided for Nywaigi people in the field of natural resource management. Development of human capacity in that field could facilitate the transition of some individuals among the Nywaigi community into non-CDEP employment in the region.

These research findings reinforce the results from the consultation and case studies undertaken for this review, and that are documented elsewhere in this report. The benefits to Indigenous communities flow from the increased opportunities that Programmes such as the IPA Programme provide for strengthening the cultural ties to the land and ensuring that traditional knowledge is passed on to new generations. The employment opportunities, as well as improving the financial position of a community, contribute to social cohesion by fostering a sense of worth and acting as members of a community.

The Ecotrust model

The IPA Programme provides a governance and operating framework for the conservation of Indigenous lands, and makes available funding as detailed earlier in this report. One question of great interest relates to the prospects for the conservation outcomes achieved through the IPA Programme to make a real improvement in the economic outlook for Indigenous communities, and through that on amenity and social cohesiveness, by generating resources beyond those sourced through the Programme, and in particular resources from the non-government sector.

To commence an answer to this question it is useful to have a look at the experience with Ecotrust, an organisation which has aimed to provide economic development opportunities within a sustainable framework. The material presented here has been sourced from the Ecotrust website (www.ecotrust.org) and the Ecotrust Annual Report (2004).

Ecotrust operates in the Pacific north west of the USA (Oregon and Washington State), British Columbia in Canada and the southern coastal part of Alaska. Their ecological focus is on maintaining salmon stocks and preserving forests. These are both pretty iconic attractions, for example recreational fishing for salmon is very popular. The core strategy seems to be to provide money (either loans at reduced interest rates or as equity investments) in business ventures that do not harm the environment and are consistent with the local social aspirations.

The salient points about Ecotrust are:

- The area covered has a population of 15 million and gross regional product of \$US400 billion (1997 figures). The material on the Ecotrust website emphasises that it is important to establish good linkages between the natural areas (where the conservation focus is) and the large settlements (where the markets for the goods and services are as well as the financing organisations)
- Ecotrust funds have been going since 1992 and according to the proceedings for the Appropriate Economies Workshop they have assets of \$US 50+ million, but the 2004 Annual Report by Ecotrust states that assets total \$US 22.4 million with net assets of \$12.2 million, though their aim is to build up the asset base to \$50 million.
- In the 2004 Annual Report, income is \$5.3 million and expenditures are \$5.0 million. But the income is dominated by donations and grants (\$3.7 million). Investment revenue is \$280,000 which suggests a return of under 2% for the total funds available. What are termed 'investment funds' hold \$7.6 million – Ecotrust has a lot of their assets tied up in property (\$12.2 million) and returns from this are low though the property also provides office accommodation. The rest of the income is made up of services and contracts.
- Ecotrust partnered with Shorebank Corporation, the oldest and largest community development bank in the United States, in establishing their trust funds
- The board members of Ecotrust appear to have very good commercial credentials (the Chair is a former executive from Intel).
- There is also Ecotrust Canada, which is a bit smaller (more like \$Can 10 million).

In summary while Ecotrust appears to be quite successful, the information available suggests that it is not able to stand on its own feet financially and relies heavily on continuing donations and grants. Also the economic,

demographic and ecological conditions in the area of operation are unlikely to be able to be matched for lands in the IPA. And the success of Ecotrust depends on the people on the board, who have not only the commercial experience but also the contacts and standing in the business world.

Conclusions on lessons from Ecotrust for the IPA Programme

Can the Ecotrust model be applied to IPA lands in Australia? Some of the key ingredients are missing at this stage:

- lack of iconic attractions
- need to bring commercial expertise on board
- absence of major markets and population centres close to many of the IPA lands.

The assessment by the authors of this review is that remedying the gaps in the list above constitute major hurdles to securing non-government resources for furthering the aims of the IPA Programme along the lines that have been successful with Ecotrust.

Bibliography

- ABS 2001 Census of Population and Housing. Cat No. 2002.0 Table I17: *Employed persons Industry by Indigenous Status by Sex*. Available at www.abs.gov.au
- Armstrong H. & Taylor J. (2000), *Regional Economics and Policy*, 3rd ed.
- Burgess C P, Johnston F H, Bowman D M J S and Whitehead P J (2005), *Healthy Country, Healthy People? Exploring the Health Benefits of Indigenous Natural Resource Management*, Australian and New Zealand Journal of Public Health, 29(2), 117–122
- Cochrane, M.J. (2005) *The Djelk Ranger Program: An Outsider's Perspective*. Centre for Aboriginal Economic Policy Research Working Paper No.27. Australian National University.
- Ecotrust (2004), *2004 Annual Report*. Available at www.ecotrust.org
- GHD (2006), Submission 164, Senate Environment Communications Information Technology and the Arts Reference Committee
- Greiner R, Larson S, Herr A and Bligh V (2005), *Wellbeing of Nywaigi Traditional Owners: The contribution of country to wellbeing and the role of natural resource management*, report prepared for the Burdekin Dry Tropics Board by CSIRO Sustainable Ecosystems. Available at www.cse.csiro.au/research/program5/downloads/
- Hill, R. and Turton, S. M.(2003), *Culturally and Environmentally Appropriate Economies for Cape York Peninsula*, Proceedings of Workshop held in Cairns 5–6 November, Rainforest CRC and Australian Conservation Foundation
- Lane, M.B. (2002), *Buying Back and Caring for Country: Institutional Arrangements and Possibilities for Indigenous Lands Management in Australia*, Society and Natural Resources, 15:827-846
- Schwab, R.G. (2006) *Kids, Skidoos and Caribou: The Junior Canadian Ranger Program as a model for re-engaging Indigenous Australian Youth in Remote Areas*. Centre for Aboriginal Economic Policy Research. Discussion Paper 281.
- Scherl L.M., Wilson A., Wild R., Blockhus J., Franks P., McNeely J.A. and McShane T.O. (2004) *Can Protected Areas Contribute to Poverty Reduction? Opportunities and Limitations*, IUCN, available at <http://app.iucn.org/dbtw-wpd/edocs/2004-047.pdf>
- Tedesco L., Fainstein M. and Hogan L. (2003) *Indigenous People in Mining*, ABARE eReport 03.19, Australian Bureau of Agricultural and Resource Economics, prepared for DITR

Attachment 2

IPA Programme Evaluation—Summary of issues raised in submissions

Sub No.	Submitter	Issues raised and where it is addressed in the report
1	Dr Dermott Smyth – consultant	<ul style="list-style-type: none"> • IPA Programme is Australia's most successful innovation in protected area management and in Indigenous engagement in environmental management. (5.1) • IPA Programme has resulted in significant expansion of the PA system, the inclusion of areas which would not otherwise have been available as conservation reserves and improvement in the management of existing protected areas through negotiation of joint management agreements with Traditional Owners. (5.1) • Factors contributing to the success of the IPA Programme include: determination of Indigenous people to exercise traditional responsibilities to look after Country; inspiring leadership by Steve Szabo, the DEH officer responsible for managing the initial consultancy, developing trusting and respectful relationships with Indigenous groups around Australia, allaying the concerns of conservation agencies in all Australian jurisdictions and then implementing the IPA Programme for eight years until his untimely death in 2004; high levels of commitment, sensitivity and hard work displayed by other DEH staff who worked with Steve in the initial years of the IPA Programme and who continue that work today; consultative manner in which the IPA Programme was developed; voluntary nature of the IPA Programme; availability of staged funding to enable Indigenous people to consider the IPA concept in their own time before making a formal commitment to planning, declaring and managing an IPA;(5.1, 5.4) commitment within the IPA Programme to support the negotiation of co-management arrangements for existing government-owned protected areas; initial non-statutory status of IPAs, providing the opportunity for Indigenous owners to move towards statutory protection at a time of their choosing; (5.2) opportunity presented by the IPA planning process to enable Indigenous people to explore a range of options for their Country and for the development of their communities. (5.1) • IPA Programme only attempts to provide seed funding for the establishment of IPAs, rather than covering all ongoing management costs, but maybe it is trying to be too cost-effective. A ten-fold increase in funding would still deliver good value for money both in terms of protected area outcomes and socio-economic benefits. (5.1, 5.2, 5.4) • IPAs deliver substantial social, educational and economic outcomes. (5.1) They provide an opportunity for Indigenous values and priorities to be recognized and validated in the wider Australian community. (5.7) • Need for greater whole-of-government recognition of the value of the Programme and enhanced funding to see it fulfill it's potential. (5.6) • Funding IPAs through Shared Responsibility Agreements could broaden the funding base and supplement current Funds available. (5.5) • Initial suspicion from state agencies has gradually given way acceptance and some positive partnerships which hopefully will continue to grow. • IPA Programme must remain voluntary and links with other arms of government must be strengthened if Indigenous aspirations are to be met. • IPA Programme staff very respectful and effective. While there is a clear role for States/ Territories to help with funding the existing principles of IPA funding and support should be maintained. • Focus has broadened from management of biodiversity values on land to management of Country including marine areas. • Australia is among the leaders internationally in supporting Community Conserved Areas (CCAs, should keep in touch with international developments and consider hosting an international meeting on the concept.

Sub No.	Submitter	Issues raised and where it is addressed in the report
2	Belinda Cook – Anangu Pintjantjatjara Yankunytjatjara Land Management Unit	<ul style="list-style-type: none"> • Land management by the Traditional Owners is far more effective than a National Park would be. (5.3) • Other areas of the AP lands are ready to become IPAs but the main issue is limited IPA Programme funding. Meanwhile land management activities are being funded through other ‘state facilitated grants’. (5.1 5.4 5.7) • IPA Programme very cost effective. Significantly less money wasted on ‘middle people and administration’ than in other funding programs. (5.2) • IPA Programme provides good economic support for Anganu to do work in which they are genuinely interested and for which they have cultural responsibility. (5.2) • Skill development and training occurs on the job and this suits many who are reluctant to take on the formal demands of accredited training course. (5.2) • IPA Programme has built local capacity and helped define land management work tasks. This capacity and control has helped facilitate clear communications and effective engagement with individuals and organizations that can help with the work. (5.2) • <i>‘Specific aspirations of Anangu which are met by this program are:</i> <ol style="list-style-type: none"> 1. <i>Continue to manage IPAs in accordance with their plans of management, including:</i> <ul style="list-style-type: none"> - <i>Threatened species management and monitoring.</i> - <i>Patchburning for wildfire mitigation and habitat protection and biodiversity enhancement.</i> - <i>Rockhole cleaning for maintenance of water sources for fauna, and cultural maintenance.</i> - <i>Sacred site maintenance</i> - <i>Survey work for threatened species and opportunistic.</i> - <i>Capacity building, including continuation of development of project management skills, including reporting, grant applications, budget management and conference attendance, and further develop communication skills to ensure reporting back to all Anangu involved in IPA work. This will be undertaken with 2 participants – one from each IPA.</i> 2. <i>Continue to work closely with schools across the APY Lands to develop education and assist with gaining of qualifications in land management, undertaking trips with Pipalyatjara, Watarru, Fregon, Pukatja and Mimili schools.</i> 3. <i>Photographic records and voice recording (in Pitjantjatjara) of work conducted on IPAs.</i> 4. <i>Improved access to water, vehicle safety, first aid safety, appropriate and safe use of materials while working.</i> <p><i>The IPA administrators are currently the only funding body that we deal with who recognise the importance of supporting ongoing programs and the need to support work programs over a long period of time. Works such as patchburning and site maintenance may be reported on each year but are never defined as completed, these works are ongoing and Anangu stress the importance of being able to do this work each season’</i></p> • Work done is based on the relevant Plan of Management, periodically updated.

Sub No.	Submitter	Issues raised and where it is addressed in the report
3	WA Department of Conservation and Land Management (CALM)	<ul style="list-style-type: none"> CALM and the WA Govt have indicated in-principle support for the IPA concept and commend the aspirations and interest of Aboriginal people in protecting the natural values of their lands. (5.1) State has limited involvement in IPA Programme despite WA CALM being the lead agency for the NRSP in WA. (5.1 5.2) CALM considers that IPAs are complementary to rather than substituting for the formal public system of conservation reserves as they are not necessarily subject to public accountability nor do they often have long-term security of tenure. (5.1 5.3 5.4 5.5) The WA Govt has explored options for increased involvement of Indigenous people in conservation management including a new form of 'Aboriginal inalienable freehold title', improved provisions for joint management, provision of a statutory basis for reserve establishment and management, and a specific mentoring, training and employment program. (5.1 5.3 5.4 5.5) <p>It is questionable whether IPAs, with no long-term statutory protection, are the best option for achieving biodiversity conservation outcomes on Indigenous owned lands. (5.1, 5.3, 5.4)</p> <ul style="list-style-type: none"> Lack of guaranteed ongoing funding is a serious concern. (5.4) There appears to be disparity in funding of IPAs in terms of their size and people. (5.4) Future IPAs should be developed under a tripartite agreement between the Traditional Owners, the State/Territory and the Commonwealth and linked to long-term statutory protection and resourcing. (5.1, 5.3, 5.4) There is a need for effective and regular reporting structures to be put in place on the management of individual IPAs, including advice to State and Territory protected area management agencies. (5.3) The IPA Programme review should include consideration of the integration of the Programme with programs for the protection of the marine environment. (5.6)
4	Alan Hill	<ul style="list-style-type: none"> IPA Programme is "one of the most important natural and cultural heritage and biodiversity institutions for Australia's future." (5.1) Refers to his Feb 2005 report to the WA Govt on Indigenous land management needs across WA. Need for "better large groupings recognition and paradoxically (not too much) local governance/traditional authority." (5.5) "Most important supergroups for land management and government interface in WA: Kimberley (KLC); Yarnangu (YLC); Yamatji (YLSC); Nyoongar (SWLSC); and Whadjug Nyoongar ("?"). Opportunity for Whadjug IPA in Perth next to a new Uni to provide training for Indigenous people interested in land management careers. IPAs are a very positive element of NRS. (5.1) Initiatives for IPAs at Waterbank, Ninghan, Paruku and Ngaanyatjarra lands are strongly supported. IPAs urgently needed to protect Pilbara lands.

Sub No.	Submitter	Issues raised and where it is addressed in the report
5	Damien Bell – Winda Mara Aboriginal Corporation	<ul style="list-style-type: none"> • Tyendarra IPA activities “ provide the Australian Government with many of its desired outcomes”. (5.1 5.2) • IPA is important for the education of young Gunditjmarra people regarding their traditional cultural practices. (5.1) • Winda Mara capacity for project management has ‘expanded with confidence.’ (5.2) • On-site location for accredited training 12 Indigenous students have completed Certificate III in Australian Land Restoration and Conservation. (5.2) • Several former land management team members have obtained full time employment with Parks Victoria and the Department of Sustainability and Environment. (5.2) • Tyendarra IPA is important for local tourism and offers genuine cultural heritage experiences for Australian and international tourists. (5.1) • Educational institutions such as RMIT have used the IPA as an undergraduate study site. (5.2) • The IPA management plan supports many applications to alternative funding sources for cultural and conservation projects. (5.1 5.4) • A triennial funding agreement with indexed funding is needed to permit longer term planning. (5.1 5.4)
6	Lex Knight – same as submission #2 from AP Land Management Unit	<ul style="list-style-type: none"> • See #2 above.
7	Dr Raymond Nias – WWF Australia	<ul style="list-style-type: none"> • Very supportive of increased investment in planning new IPAs and providing for ongoing management of existing IPAs. (5.1 5.4) • Very cost effective way of delivering conservation management and capacity building, especially in rangelands. (5.1) • Total funds allocated to the IPA Programme should be significantly increased. (5.1 5.4) • IPAs represent approximately 17% of the total protected area network in Australia but receive disproportionately low levels of funding compared with other protected areas. (5.1 5.4) • Ideally funding should be increased five-fold to around \$30 million per year. (5.1 5.4) • Funding should be provided on a five year cycle to permit proper planning for effective management. (5.1 5.4) • Provision needs to be made for long-term employment in land management for local Indigenous people instead of relying on CDEP which provides only a basic wage, no long-term employment options and no opportunities to develop a career path. (5.1 5.4) • There should be a “dedicated natural and cultural resource management employment program that is independent of welfare-based programs’. (Reconsideration of CEPANCRM). (5.1 5.4) • IPA Programme should dedicate more funds in the retention and intergenerational transfer of Indigenous Knowledge. (5.1)

Sub No.	Submitter	Issues raised and where it is addressed in the report
8	Ashish Kothari – IUCN Theme on Indigenous and Local Communities, Equity and Protected Areas (TILCEPA)	<ul style="list-style-type: none">• References World Parks Congress (2003) resolution regarding Indigenous and Community Conserved Areas (CCAs); recognition and support for CCAs in the CBD Programme of Works (2004).• Australia's IPAs amongst the earliest examples of CCAs integrated into the national PA system.• Hope review will result in further strengthening the Programme and continuing to provide one model of CCAs that other countries can learn from. (5.1)

Sub No.	Submitter	Issues raised and where it is addressed in the report
9	Penny Figgis – WCPA – Australia and New Zealand.	<ul style="list-style-type: none"> • Strong support for IPA Programme: innovative; successful; underfunded; progressing biodiversity conservation, human rights and sustainable development. (5.1) • IUCN committed to governance models which enhance Indigenous participation in conservation. (5.5) • NRS plays a vital catalyst role in expanding new governance models such as IPAs. (5.5) • Voluntary nature of IPA and lack of any requirement for Indigenous people to compromise existing rights to use, control and manage land is an important innovation. (5.1 5.4) • IPA Programme needs to be expanded if a CAR protected areas system is to be achieved in Australia. (5.1) • IPA Programme is cost effective, with no acquisition cost low levels of funding committed to management. (5.1) • IPA areas are generally in good ecological health and timely, well targeted management could achieve significant benefits. (5.2) • IPA Programme has achieved or has the potential to achieve social, educational and economic benefits; is valued by IPA managers and communities and meets the needs and aspirations of Indigenous participants. (5.1 5.4) • Funding levels are very low. If doubled or trebled, the IPA Programme would still be cost-effective. (5.4) • Commitment of long-term funding is needed to develop capacity in Indigenous communities. (5.1 5.4) • Real jobs, with real wages rather than CDEP allowances are needed and the pride and confidence that follows is likely to give rise to such other benefits that IPA Programme funding from other programme sources is justifiable. CEPANCRM could be restored (5.7) • Supports WWF submission on Indigenous Knowledge.(#7 above) • Tripartite efforts are needed. Anecdotally there needs to be better liaison between the Australian government and the relevant State/territory governments. (5.1 5.4) • Issue of long-term security of IPAs is the subject of debate within WCPA. Options to enhance security such as the South Australian provisions for legislated IPAs need to be further explored. (5.1 5.4) • The IPA Programme could also be expanded through collaboration between Indigenous landowners and private organizations, state/territory jurisdictions, private land trusts or others who might be contracted to undertake management activities on behalf of the owners. (5.1 5.3) • IPA Programme can help communities achieve social, economic, cultural and environmental goals and the new arrangements for the administration of Indigenous affairs should be applied to achieve whole-of-government outcomes for Indigenous communities, perhaps overseen by the Aboriginal and Torres Strait Islander Social Justice Commissioner. (5.2) • WCPA supports further development of the IPA concept. (5.1) • Australia should be proud of initiating the IPA concept and should invest in further development of the Programme which can be promoted internationally as a mechanism for reconciling biodiversity conservation, human rights protection and sustainable development in both terrestrial and marine protected areas. (5.1)

Sub No.	Submitter	Issues raised and where it is addressed in the report
10	Anthony Esposito – The Wilderness Society	<ul style="list-style-type: none"> • IPA Programme needs increased funding and an extension of its concept and role. (5.1 5.4 5.3) • IPA concept needs to incorporate recent advances in conservation science and policy, including possible reform of IUCN reserve categories and statutory definitions of reserves. (5.1 5.3 5.4) • A comprehensive graduated system of Indigenous land management, from natural resource management and multiple use homelands to strict protected areas should be facilitated with legislative and administrative support and a sliding scale of investment. (5.5) • Concerned at the lack of recognition and support for traditional ownership and governance at the clan estate level; the level at which natural and cultural resource protection and management traditionally takes place. Community and corporate models of management don't reflect and may conflict with the Native Title rights of the primary land managers. (5.5) • It would be valuable if the IPA Programme could develop a more differentiated set of governance options to allow proper recognition and scope for Indigenous Traditional Owners to engage in primary conservation management. (5.1 5.4) • Engagement of Indigenous communities in protected area management would be enhanced by a strong Commonwealth government lead towards the development and consistent application of a national framework and the creation of a substantial investment fund for Indigenous land and water conservation, possibly including expansion of the ILCS environmental program. (5.4) • IPA Programme meets NRS guidelines but the guidelines need elaboration or refinement. The lack of assured ongoing funding for management of IPAs and questions about long-term security of commitment to the conservation management regime are outstanding issues. (5.1 5.2) • Benefits from co-managed or Indigenous managed protected areas include: addressing social, cultural and economic needs of communities; land justice and access to previously alienated homelands; application of Indigenous ecological knowledge; employment and training; and cross cultural awareness and co-operation. (5.2 5.4) • 'Traditional Owners and Indigenous communities should be able to gain economic benefits from their homelands (land and sea) <i>as of right</i>, and this can include – <ul style="list-style-type: none"> - Controlling and benefiting from bio-discovery and commercialisation of ecological knowledge - Natural and cultural tourism opportunities - Preferred employment as rangers and environment agency staff - Natural resource management, including controlling and eliminating invasive species - Access to and sustainable use of traditional foods and natural and cultural resources.' <p>A WildCountry Research and Policy Hub has been established at the Australian National University. Work is being undertaken through an Australian Research Council Linkage Grant where TWS is the 'industry partner'.</p>

No. 10 continued on next page ...

Sub No.	Submitter	Issues raised and where it is addressed in the report
<i>No. 10 continued from previous page...</i>		
10	Anthony Esposito – The Wilderness Society	<p>The fundamental principles underlying the approach being taken (some of which are not new) include –</p> <ul style="list-style-type: none"> - Conservation planning must take a large scale perspective (in space and time) - The key elements to long-term conservation planning include large, relatively undisturbed core areas, embedded within a landscape matrix of buffers and linkages - Core reserves must be complimented by appropriate off-reserve management that together ensure connectivity of key ecological patterns and processes, particularly at larger space/time scales - “Connectivity” is a foundational concept, and can be defined in terms of a set of ecological processes that demand large scale connectivity (See ‘The Role of Connectivity in Australian Conservation’, Soule, Mackey et al Pacific Conservation Biology, Vol 10 2004) - While these “connectivity processes” are well-recognised phenomena, to date they have not been brought together in an integrated framework and applied in any substantial way to inform and guide conservation planning - Many environmental characteristics are both natural and cultural, and crucial ecological processes are described in, and important to, Indigenous cultural activities. Safeguarding the integrity of traditional Indigenous interactions may be vital to the protection, maintenance and evolution of a land- or seascape.

Sub No.	Submitter	Issues raised and where it is addressed in the report
11	Prof John Altman and Libby Larsen Centre for Aboriginal Economic Policy Research Australian National University	<ul style="list-style-type: none"> • In-principle support for IPA Programme,an important model, with much potential for protected area management. (5.1) • IPA Programme has contributed significantly to the NRS. They represent almost 20% of terrestrial land designated as protected areas in Australia. Lands would otherwise not have been included in protected areas. (5.1) • Scope and potential outcomes of IPA Programme are broader than NRS. IPAs have potential to deliver NRM outcomes and economic, social and educational outcomes to Indigenous communities. A significant shift in recognition and support from Federal and State agencies is urgently needed to ensure continuing success. Whole-of-government approach should include increased funding opportunities from the wide spectrum of government agencies through negotiation of bilateral agreements between States/ Territories and the Australian government and in purpose built agreements with landowners and managers. (5.2) • IPAs are chronically underfunded compared with public protected areas. (5.1 5.4) • IPAs are highly dependent on CDEP scheme. Funding is short-term, part-time at low rates of pay, theoretically aimed at facilitating Indigenous employment in mainstream and full-time work, even though this is generally not available in remote areas. Links between IPA Programme and CDEP should be urgently reviewed under the new whole-of-government arrangements in Indigenous affairs. (5.4) • IPAs can support Indigenous peoples' aspirations to live at outstations or homelands and provide opportunities for economic development through tourism services, commercial utilization of wildlife and the provision of land and sea management services on a fee-for-service basis.(. Kaanju) (5.2) • Interdependence between the IPA Programme and policies for the support of outstations should be urgently reviewed under new whole-of-government arrangements in Indigenous affairs. (5.2) • Enhanced investment in IPA Programme with provision of support from a range of agencies will generate very positive outcomes for Indigenous people, for NRM regions and for the nation. (5.1 5.2 5.4)

Sub No.	Submitter	Issues raised and where it is addressed in the report
12	David Galvin – Indigenous Land Corporation.	<ul style="list-style-type: none"> • ILC established in 1995 to provide social, cultural, environmental and economic benefits for Indigenous Australians through land acquisition and management. • ILC has sought to work with IPA Programme, adding value by supporting and facilitating joint arrangements consistent with the whole-of-government approach. (5.2) • IPAs have not been funded in proportion to their contribution to the NRS. (5.1 5.4) • ILC and DEH signed an MoU in 2004 seeking to ensure coordinated action to maximise benefits for Aboriginal and Torres Strait Islander people and the broader Australian community. (5.2) • The IPA Programme is making a significant contribution to the CAR objectives of the NRS with 9 IPAs located in Priority 1 IBRA regions, 5 in Priority 2 IBRA regions and the remaining 4 in Priority 3 IBRA regions. (5.1) • The IPA Programme is undoubtedly cost effective but the extent to which this is due to costs being borne by Indigenous landholders and other agencies needs to be considered. Reliance on the goodwill of others and ad hoc project by project arrangements may, in the long-term affect the IPA Programme's ability to achieve its objectives. (5.1) • ILC has contributed approximately \$7.7m in support of the IPA Programme and its objectives. (5.1 5.2) • Indigenous people need sufficient funds and resources for the long-term task of managing the land they own. (5.4) • DEH should develop strategic partnerships with relevant government agencies and NGOs rather than relying on ad hoc project by project arrangements. (5.2) • DEH should consider compensation provisions for any loss of income due to conservation goals and ensure that Indigenous people can be involved in custodianship incentives programs. (5.1 5.4) • ILC is willing to assist the development of strategic partnerships with government agencies and NGOs to enhance employment prospects associated with IPAs and strengthen the access for Indigenous landholders to all NHT programs and others managed by DEH and DAFF. (5.4) • IPA Programme enables Indigenous people to meet cultural obligations and ensure environmental protection of their land, it could further enhance their aspirations. Plans for IPAs should include all aspects of Indigenous lives to enhance economic livelihood and social aspirations. (5.2)

Attachment 3

Indigenous Protected Areas Programme Evaluation: Terms of Reference

Background

The NHT is the Australian Government's \$3.0 billion initiative to foster partnerships between the community, industry and all levels of government to achieve the conservation, sustainable use and repair of Australia's natural environment.

Since 1996, the Australian Government has been investing in the Natural Heritage Trust (NHT) Trust to help local communities deliver cleaner beaches, healthier waterways, less air pollution, more productive agricultural land and save threatened species. In the 2001 the Australian Government extended the NHT for a further five years, from 2002–03 to 2006–07.

Lessons learnt from the first phase of the Trust and the establishment of the National Action Plan for Salinity and Water Quality (the NAP) have been taken into account in the finalisation of the framework for the trust extension. There has been a fundamental shift in the Trust towards more strategic investment. The model for regional investment under the extension of the Trust is based on that used for the NAP, including bilateral and regional partnership agreements, investment against accredited regional plans, and the provision of foundation and priority funding.

NHT Objectives

The objectives of the Natural Heritage Trust are:

1. **Biodiversity Conservation** – the conservation of Australia's biodiversity through the protection and restoration of terrestrial, freshwater, estuarine and marine ecosystems and habitat for native plants and animals.
2. **Sustainable Use of Natural Resources** – the sustainable use and management of Australia's land, water and marine resources to maintain and improve the productivity and profitability of resource based industries.
3. **Community Capacity Building and Institutional Change** – support for individuals, landholders, industry and communities with skills, knowledge, information and institutional frameworks to promote biodiversity conservation and sustainable resource use and management.

The significant national investment provided by the Commonwealth through the funding allocated to the Trust is designed to attract further investment from other governments and from resource owners and managers to accelerate the change to more sustainable management and more effective conservation.

Indigenous Protected Areas Programme information

The Indigenous Protected Areas Programme is part of the National Reserve System Programme which aims to establish a network of protected areas which includes a representative sample of all types of ecosystems across the country. Through this Programme, Indigenous landowners are being supported to manage their lands for the protection of natural and cultural features in accordance with internationally recognised standards and guidelines for the benefit of all Australians. The Indigenous Protected Areas Programme provides incentives for Indigenous people to participate in the National Reserves System through voluntary declaration of protected areas on their lands and support for greater involvement of Indigenous people in the management of existing statutory protected areas.

The Goals of the IPA Programme are:

1. To establish partnerships between government and Indigenous land managers to support the development of a comprehensive, adequate and representative national system of protected areas which is consistent with the international protected areas classification system, by: assisting Indigenous people to establish and manage protected areas on their estates for which they hold title; and assisting Indigenous groups and Australian Government agencies at various levels to develop partnerships and agreements for the cooperative management of existing protected areas.
2. To promote Indigenous involvement in protected area management by supporting the establishment of cooperatively managed protected areas in each jurisdiction, and promotion of national best practice approaches to cooperative partnerships in protected area management.
3. To promote and integrate Indigenous ecological and cultural knowledge into contemporary protected area management practices in accordance with internationally endorsed protected areas guidelines.

The IPA Programme funds the development of management plans and the implementation of practical work to protect natural and cultural features and conserve biological diversity. The IPA Programme also contributes to social and economic outcomes that are outside the NHT objectives.

A monitoring and evaluation framework has been developed based on the Productivity Commission indicators for Indigenous disadvantage. The framework shows the linkages between IPA Programme activities and broader the government outcomes of employment, health, education and family and community cohesion.

Links to NHT objectives

The objectives of the Indigenous Protected Area Programme relate directly to NHT objectives by providing support for partnerships with Indigenous communities in delivering natural resource management outcomes consistent with the agreed national strategies. They provide a framework for cooperative partnership with the Indigenous community in the development of a comprehensive, adequate and representative National Reserve System and complementary environmental protection through the management of Indigenous lands as Protected Areas.

Scope

The review is to include the performance of the Indigenous Protected Areas Programme from its commencement in November 1995 until October 2005.

Purpose

The review will examine the efficiency and effectiveness of the program in meeting program and overall NHT objectives and make recommendations for improvements in the delivery of the program for its future years.

The consultant will address the following issues:

1. The IPA Programme's contribution to the National Reserve System including a consideration of the issues of comprehensiveness, adequateness and representativeness.
2. The cost-effectiveness of this contribution.
3. The achievement of whole-of-government social, educational and economic outcomes.
4. The contribution of the Programme to the establishment of partnerships with private organizations, landholders and State and Territory jurisdictions.
5. The manner and degree to which the IPA Programme meets the needs and aspirations of Indigenous participants.
6. IPA Programme management effectiveness.

Methodology

Although the review report will cover the entire ten year period of the IPA Programme, the consultant will have available the report of the mid-term review of the Programme conducted in 2000. The major focus of active research will therefore cover the last five years.

The review will encompass both a desktop study and some site visits. Project information will be available from Program Administrator (the NHT database).

Interviews with stakeholders and program participants will be necessary. These may be conducted by telephone where appropriate.