



# Parks for Life



Action for Protected  
Areas in Europe

This is one of a number of regional action plans being prepared by the Commission on National Parks and Protected Areas (CNPPA) as a result of the IV World Parks Congress (Caracas, Venezuela, 1992) and as a contribution to the implementation of the Caracas Action Plan.

The preparation of the plan was guided by a Steering Committee, which included representatives of IUCN-CNPPA, the IUCN European Programme, the Federation of Nature and National Parks of Europe (FNNPE), the World Wide Fund For Nature (WWF) and the World Conservation Monitoring Centre (WCMC). The members of this Committee were:

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The plan was prepared by Hugh Synge, who coordinated the project and wrote the text based on the input of over 200 individuals and institutions (listed in the Annex) and contributions from several international conferences, in particular the Regional Meeting of CNPPA (Nyköping, Sweden, June 1993). The full text is available in English, French, Spanish and German.

The Summary was written by Rob Hume (The Royal Society for the Protection of Birds, UK) and is being printed separately in as many languages as possible.

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# Parks for Life:

Action for Protected Areas in Europe

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# Parks for Life:

## Action for Protected Areas in Europe

Prepared by

**The IUCN Commission on National Parks and Protected Areas (CNPPA)**

**as part of the IUCN Protected Areas Programme and the IUCN European Programme**

in association with

**The Federation of Nature and National Parks of Europe (FNNPE)**

**The World Wide Fund For Nature (WWF)**

**The World Conservation Monitoring Centre (WCMC)**

**BirdLife International**

with support from

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**The Ministry of Agriculture, Nature Management and Fisheries, The Netherlands**

**The Finnish Forest and Park Service, Finland**

**The Ministry of Environment, Norway**

**The Countryside Commission, UK**

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**The World Wide Fund For Nature (WWF)**

**The Royal Society for the Protection of Birds (UK)**

**Finnish Forest Industries**

**Smelt International, Slovenia**

**Salzburger Nationalparkfonds (Salzburg, Austria)**

As a contribution to the evolving Environmental Programme for Europe, being prepared on behalf of the Environment Ministers of Europe

IUCN – The World Conservation Union

1994

**IUCN**  
The World Conservation Union



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## PREFACE

Protected areas encompass the most exciting, dramatic and inspiring landscapes, complete with the finest wildlife systems and some of the most enduring human cultures of Europe. Like parks, nature reserves and protected landscapes everywhere, they face an uncertain future. Yet in many ways Europe is fortunate compared to other parts of our stressed world. It enjoys a generally stable human population, relative prosperity, surplus agricultural capacity, a new climate of cooperation among nations, and an increasingly concerned public — all of which create a climate of opportunity for protected areas in Europe.

*Parks for Life: Action for Protected Areas in Europe* is a response to this opportunity. It is also a response to the call of the World Parks Congress in Caracas in 1992 for regional plans to link global aims to national and local action. It is, too, a follow-up to the decisions of the Earth Summit and the plea for more sustainable living in *Caring for the Earth*.

*Parks for Life* is a remarkable document, both for the unprecedented partnership of hundreds of people and organizations who worked on its preparation, and for the thoroughness and detail of its content. To all IUCN members and partners who have been engaged in this venture, I offer a warm thanks.

Now comes the hard part: making a reality of the plan. I call on all IUCN members in Europe to respond to the recommendations and join in implementing the priority projects. There is a role for international bodies, for governments and government agencies, for not least for non-governmental and community organizations — and for working at the European, national and local levels.

To help get the message across, *Parks for Life* is supported by two other documents, both made available for translation into national languages. A summary distils the main points of the text; and a brief decision-makers' version has been built around the partners' shared vision of the place of protected areas in Europe at the start of the next century.

This plan addresses Europe's protected area needs. But many of the key themes — community involvement, the need to plan and manage protected areas in their wider context, and the importance of seizing opportunities as well as responding to threats — are relevant everywhere. So is the collaborative process by which the plan was prepared. Through CNPPA and the wider IUCN membership, IUCN will adapt and help apply the lessons learned in regional plans for protected areas in other parts of the world — as well as working to implement this plan.



David McDowell  
Director General  
IUCN – The World Conservation Union



**IUCN – The World Conservation Union.** Founded in 1948, The World Conservation Union brings together States, government agencies and a diverse range of non-governmental organizations in a unique world partnership: over 800 members in all, spread over some 125 countries. As a Union, IUCN seeks to influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable. The World Conservation Union builds on the strengths of its members, networks and partners to enhance their capacity and to support global alliances to safeguard natural resources at local, regional and global levels.

The Commission on National Parks and Protected Areas (CNPPA), one of six standing commissions of IUCN, is the leading international professional network on the selection, establishment and management of national parks and other protected areas. As part of IUCN's work at regional level, IUCN's European Programme has the aim of achieving Europe-wide cooperation in the protection, restoration and sustainable use of living natural resources.



**The Federation of Nature and National Parks of Europe (FNNPE)** is a pan-European organization whose members are national parks, regional parks and nature parks, as well as NGOs and government agencies, across Europe. FNNPE has 198 members in 33 countries. Members use the network of the Federation as a forum to share management experience, and to promote and extend the ideals of conservation. FNNPE holds yearly assemblies, which have a series of workshops on specific themes, such as training needs and tourism appropriate to protected areas.



**The World Wide Fund For Nature (WWF)** is the largest world-wide private nature conservation organization. With national organizations in most West European countries and a growing programme in Eastern and Central Europe, WWF works to conserve the natural ecological processes essential to life on earth. In particular WWF focuses on wetlands, coastal areas and forests. In Europe, its work includes the establishment and management of protected areas, in particular for deltas (Camargue, Cota Doñana, Volga, Danube) and coastal wetlands (Wadden Sea).



WORLD CONSERVATION  
MONITORING CENTRE

**The World Conservation Monitoring Centre (WCMC)** is an independent, non-profit organization, established to support conservation and sustainable development by providing information and a technical service to improve information management. WCMC operates under the auspices of IUCN, UNEP and WWF. Its protected areas programme has developed an extensive database on the world's protected areas, incorporating text, data tables and computer maps, as well as a large library of protected areas literature. The information is available for use by those interested in protected areas.



**BirdLife International** is a worldwide partnership of organizations working for the diversity of all life through the conservation of birds and their habitats. BirdLife undertakes research on birds and their habitats, and identifies priorities for action. It supports the development of national conservation organizations, and implements a programme of field projects on identified priorities through these organizations. In Europe, BirdLife has identified 2500 Important Bird Areas, and is now coordinating a campaign in 23 countries for their protection, is developing Action Plans for globally threatened species, and is developing Habitat Action Plans containing measures necessary for the protection of birds in the wider countryside.

## ACKNOWLEDGEMENTS

IUCN and its Commission on National Parks and Protected Areas are indebted to the many organizations and individuals who have helped produce this plan. It has been an extraordinarily ambitious exercise in participation. Over 200 institutions and individuals, from every country in Europe, have contributed to the text; their names are listed at the end.

More than any other document of its kind, *Parks for Life* can therefore claim a wide parentage among those who care for Europe's environment: inter-governmental bodies, governments, non-governmental organizations and individual experts. While its recommendations are the responsibility of IUCN and the partner bodies, all the participants should feel a real sense of ownership about the plan.

The steadfast financial and other help of the Swedish Environment Protection Agency has been particularly valuable. The Governments of Denmark, Germany, Netherlands, Norway and United Kingdom also contributed financially, some through their conservation agencies, as did the World Wide Fund for Nature. Smelt International, Slovenia, sponsored a workshop on the needs in Southern Europe. The Government of Finland and Finnish Forest Industries generously donated the costs of printing the plan in four languages. Contributions from IUCN members in France (through the French Committee for IUCN), Germany (WWF-Germany) and Spain (ICONA) enabled translation into three languages other than English. *Parks for Life* was designed by The Royal Society for Protection of Birds (UK); this society also provided the services of a professional writer for the summary and decision-makers' version.

In addition, many organizations have offered to organize or support the launch of *Parks for Life* in September 1994. This event will be used to publicize the plan across Europe, and to initiate national action to follow up on its recommendations. If the spirit of cooperation which has been the hallmark of the preparation of the plan is sustained, the prospects for its implementation should be good.



Adrian Phillips  
On behalf of the Steering Committee

## AIM

The aim of *Parks for Life* is to ensure an adequate, effective and well-managed network of protected areas in Europe — to conserve the full landscape and biological diversity of the continent. The plan sets out the policies and the actions needed to achieve this.

Europe has many impressive protected areas, but the network still has deficiencies and gaps. There is much to be done, but also there are many opportunities.

The next World Parks Congress (2002) will provide a good point to review progress in achieving the aims of the plan.

What would an adequate, effective and well-managed network of protected areas look like in 2002?

In each country:

### Integration

- The network would be well integrated into all other parts of national life — this means that the protected areas would be embedded in **regional planning** and that policies for related sectors such as **agriculture, forestry and tourism** would be environmentally benign.
- Most protected areas would either include or be surrounded by **support zones** where land is used in ways that contribute to the conservation aims.

### Coverage

- The protected areas would form an interconnected **network** — this will require corridors and stepping stones between them. Representative samples of all the ecosystems would be included.
- The network would include most **large remaining areas** of natural and semi-natural ecosystems, managed principally to conserve or restore nature, with natural succession as the dominant process — this means better protection in many existing national parks and an increase in their overall coverage, as much as half or more from 1994 levels.
- Other areas, usually large, would be managed to protect **unique landscape qualities** — this requires that the management capacity and conservation status of many protected landscapes be raised.
- The network would include one or more viable populations of all **species threatened** on a European scale — this will require the creation of many more nature reserves and, for EU Member States, the full implementation of the ambitious Natura 2000.
- Systems of **marine protected areas** would have been created and would be effectively managed — in the NE Atlantic, the Baltic and the Mediterranean Seas.
- In Eastern and Central Europe, there would have been **no net loss** in the protected area systems following privatization and redistribution of land to former owners.

## Management

- There would be effective **laws** to underpin the establishment and management of a range of protected area types.
- Governments would have developed effective **institutions** to plan and manage the protected areas, and would provide adequate funding.
- For each protected area, there would be a **management plan**.
- Within large protected areas, **zoning** would be the usual approach, reconciling uses such as traditional farming and tourism — and the resulting benefits to local people — with conservation of nature and landscape.
- The professional status of **protected area staff** would be higher — this means staff would be adequate in numbers and would have sufficient qualifications and skills. Good training would be available for all.

## Support

- Protected area agencies would work closely with **local communities** — cooperating with them in management and drawing on the support of many other sectors in society.
- The **public** would value their protected areas more highly — seeing them as a vital part of their nation's road to sustainable lifestyles in harmony with the environment.
- The Government would **cooperate** with others, and with international organizations — to ensure the success of protected areas at a national and European scale.



Photo: WWF/jan van de Kamm

***The Waddensea, The Netherlands***

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## INTRODUCTION

### INTRODUCTION

#### Why we need action

For too long we have lacked a Europe-wide approach to protected areas. In some parts of Europe, our national parks, nature reserves and protected landscapes form an impressive network, but in others they are far from adequate, both in extent and management. Above all, there has been too little collaboration across Europe on protected area issues.

*Parks for Life* is designed to help change that situation. Developed in partnership with over 200 institutions and individuals across Europe, and building on the principles of *Caring for the Earth*, it identifies the principal protected area needs of the continent and outlines the priority actions needed to address them. The overall aim is simple: **to ensure an adequate, effective and well-managed network of protected areas in Europe**. The approach is also simple: **to mobilize far greater support for protected areas**, whether from governments or non-governmental bodies, whether from established supporters or from new allies. Above all, it is not a plan for IUCN, but a plan prepared by protected area experts through IUCN, for implementation by **all** relevant agencies throughout Europe.

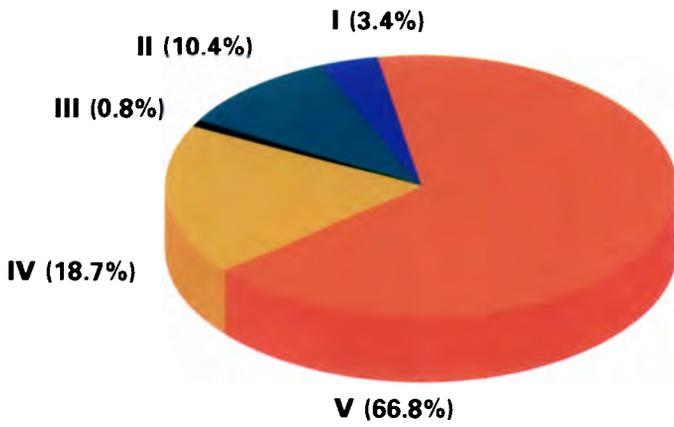
Protected areas will only be successful if they are well integrated into national life. As a vital part, often the centrepiece, of policies to conserve the diversity of nature and landscape, they must, of course, be integrated with other policies for nature and landscape protection. But beyond that, they must also be a part of wider policies for the use of land and other resources, and for sustainable development in general. This plan must not, therefore, be seen in isolation, but as part of wider policy.

Protected areas are of many kinds and have many different labels. These include wilderness areas, nature reserves, marine reserves, nature parks, regional parks, national parks and protected landscapes. IUCN provides a way of categorizing protected areas recorded for international purposes in the UN List of National Parks and Protected Areas (see box 1). However, this plan also covers the many small areas which are not eligible for the UN List, but which also contribute to conservation, such as small protected areas managed by private bodies, villages and farmers, and parks in towns and cities.

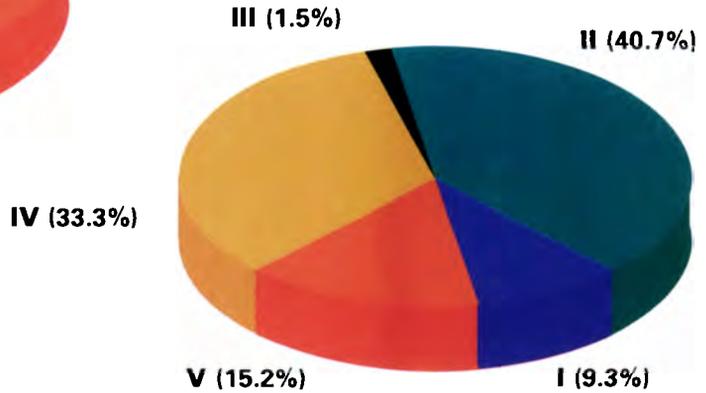
#### The issues facing protected areas in Europe

The Regional Review of protected areas in Europe, prepared for the IV World Congress on National Parks and Protected Areas (Caracas, February 1992), concluded that:

- Europe has a complex and extensive system of 10,000 – 20,000 protected areas, yet there are dramatic differences from one country to another. In general, more investment is needed in both management and extension of protected area systems in the Mediterranean countries. Several countries in Europe have systems well below what is needed.
- The IUCN categories of protected area most used in Europe are the Category II national park, the Category IV habitat/species management area (in reality the managed nature reserve) and the Category V protected landscape/seascape (see box 1).
- Progress on marine protected areas in the Baltic and the Mediterranean is encouraging, though efforts still lag behind those on land. However, with the exception of the Wadden Sea, the situation in the North-East Atlantic and North Sea is poor.



**The proportions of protected areas in the different IUCN management categories for Europe (left) and the world (below), showing the much greater proportion of Category V protected landscapes in Europe than in the world as a whole.**



**Protected areas — a definition and six management categories**

Box **1**

**What is a Protected Area?**

“An area of land and/or sea especially dedicated to the protection of biological diversity, and of natural and associated cultural resources, and managed through legal or other effective means”.

**The Six IUCN Management Categories for Protected Areas**

**Category I — Strict Nature Reserve/Wilderness Area:** Protected area managed mainly for science or wilderness protection;

**Category II — National Park:** Protected area managed mainly for ecosystem protection and recreation;

**Category III — Natural Monument:** Protected area managed mainly for conservation of specific natural features;

**Category IV — Habitat/Species Management Area:** Protected area managed mainly for conservation through management intervention;

**Category V — Protected Landscape/Seascape:** Protected area managed mainly for landscape/seascape conservation and recreation;

**Category VI — Managed Resource Protected Area:** Protected area managed mainly for the sustainable use of natural ecosystems.

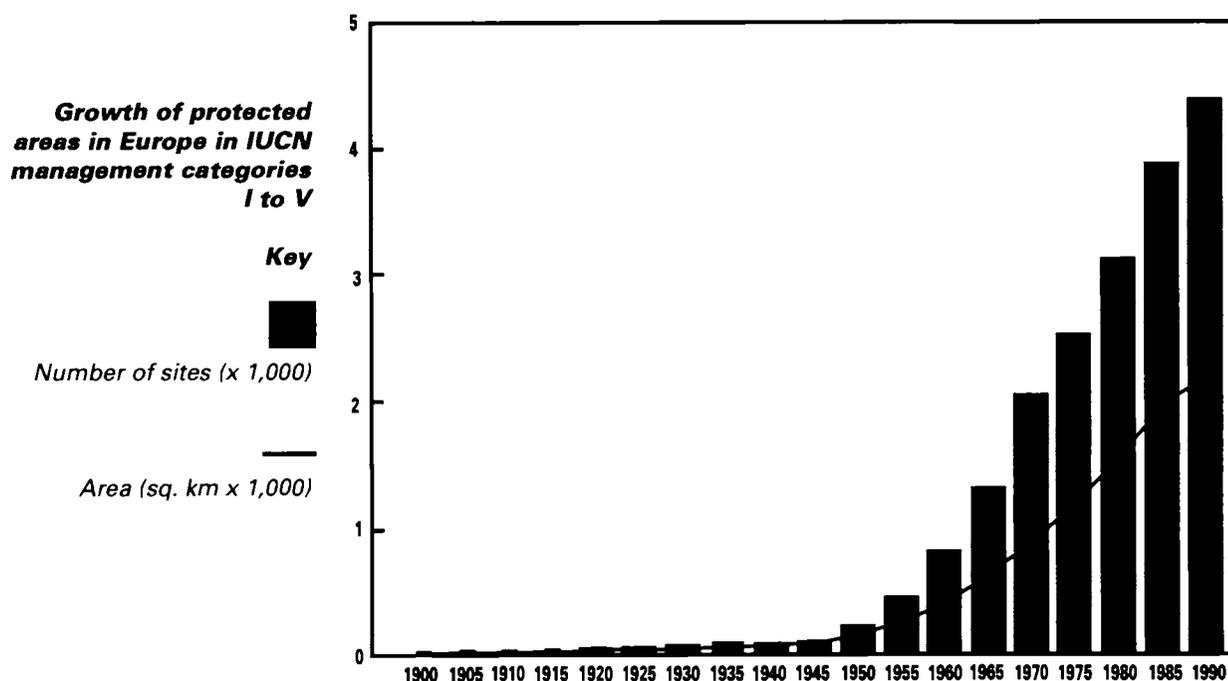
*Source:* Resolution 19.4 of the 19th Session of the IUCN General Assembly, Buenos Aires, January 1994. A fuller explanation is given in IUCN (1994), *Guidelines for Protected Area Management Categories*, prepared by CNPPA with the assistance of WCMC, published by IUCN.

- Although an impressive 10 million ha — an area larger than Hungary — has been added to the protected area estate since 1982, many European countries still have large additional areas of natural or semi-natural vegetation rich in biodiversity, much of which should be within protected areas. Considerable upgrading in protection and management is needed, especially for Category II areas.
- Most protected areas in Europe are under strong pressure and in many of them their qualities are being destroyed. In many cases this is due to external threats, but in others to inadequate management. Threats to Mediterranean wetlands and coastal ecosystems are particularly acute.
- As elsewhere in the world, protected areas in Europe will only survive and flourish if they are supported by local people. Joint management will be the way of the future.
- The political changes in Central and Eastern Europe pose opportunities and dangers. Redistribution of land in protected areas is a cause for particular concern.
- The agreements between the Member States of the European Union (EU) have led to the concept of enforceable EU protected areas, but the EU Common Agricultural Policy, Structural Funds and Cohesion Fund are still causing great damage to nature.

The Regional Review's most important finding, however, is that the 1990s offer an unprecedented **opportunity** for protected areas in Europe. This is because:

- Human populations are relatively stable and affluent;
- There are declining pressures on land in many areas because of agricultural surpluses and reduced military activity;
- There is a high level of public support for conservation; and
- There is a climate of international cooperation.

So, despite problems, the prospects for protected areas are better in Europe than in many other parts of the world — and better than they were only a few years ago. It is a good time to maintain, extend and create protected areas, as part of a



### How the plan was prepared

Box 2

The aim has been to involve as many individuals and institutions as possible, using the potential of IUCN as a Union. In January 1993, a small booklet was sent to all CNPPA members in Europe, all IUCN member organizations in Europe, governmental and non-governmental, and all members of the Federation of Nature and National Parks of Europe, inviting their help and collaboration.

The booklet contained a draft table of contents for the plan. Recipients were invited to select any item from that list and write in offering to prepare the first draft of that section. Where more than one offer to draft a section was received, the Project Coordinator invited the person making the first offer to coordinate the writing of that section, working by phone and fax with the other people who had offered to write it. This approach worked very well, with remarkably little dissent, and members of the network prepared the first drafts for most of the sections that follow.

Based on substantive contributions from over 120 sources, a first draft of the plan was prepared in May 1993. It was widely debated and developed by five working groups at the CNPPA Regional Meeting (Nyköping, Sweden, June 1993). A second draft, incorporating the work done at Nyköping and many other contributions, was prepared in time for the conference organized by the Governments of Netherlands and Hungary on the development of a European Ecological Network (Maastricht, November 1993), and was mailed to all contributors and to all who had received the original booklet.

The final text takes account of all contributions made up to May 1994. Special workshops were held on protected area needs in Southern Europe and the Mediterranean (Bled, Slovenia, March 1994) and on education and awareness (London, April 1994).

wider policy to restore nature to the many areas where it has been lost or degraded. The time is ripe to seize this opportunity. *Parks for Life* has been prepared with that in mind.

### The intended audience

This plan is addressed to all those who can help achieve action and have an impact on the ground, in particular:

- Those organizations which have a role in determining what happens to protected areas in Europe, notably:
  - intergovernmental bodies
  - governments
  - sub-national and local governments
  - non-governmental organizations;
- Those individuals who have direct responsibility for the planning and management of protected areas, many of whom work within these organizations.

Beyond these audiences, however, there is a far wider group, which may never read the plan but whose support is vital. They include local communities, land-owners, local businesses and tourist enterprises — and indeed the public at large. The plan must, therefore, be relevant to them too.

**Box 3****Extract from Resolution 19.16 on IUCN's Work in Europe, of the 19th Session of the IUCN General Assembly (Buenos Aires, January 1994)**

'The General Assembly . . .

SUPPORTS the objective of the Action Plan for Protected Areas in Europe to build on and strengthen the commitment of national, regional and local authorities to the conservation of biodiversity through their protected area systems,

LOOKS FORWARD TO the final version of the Action Plan after all due consultation with all interested parties:

- (a) URGES governments and others to respond constructively to the recommendations made in the final version of the Plan;
- (b) CALLS UPON IUCN members in Europe to help finance the completion of the Plan and implementation of agreed priority projects in the Plan, and to encourage other funding bodies operating in Europe to support these;
- (c) REQUESTS the Director General, within available resources, to ensure that IUCN promotes and monitors implementation of the Action Plan in accordance with proposals in the Plan;
- (d) INVITES IUCN members in Europe to participate in the launch of the Plan, which will take place in a number of locations around Europe later in 1994;
- (e) REQUESTS the Commission on National Parks and Protected Areas to develop a similar Action Plan for protected areas as soon as possible for those eastern parts of Europe not covered by the existing Plan.'

**Activities covered**

The plan contains actions of three kinds:

- **Endorsements** — support from the plan for important initiatives already underway, recognizing the great diversity of conservation initiatives and activities in Europe;
- **Recommendations** — advice to Governments and others on the policies and actions needed to improve the status of protected areas;
- **Priority Projects** — 30 high profile, international projects designed to fill the gaps and enhance the prospects for protected areas in Europe. They are catalytic in nature, designed to encourage shifts in policy and to lever the substantially greater sums needed to implement the plan in full.

The Action Plan, as it was then known, was welcomed by IUCN members at the 19th Session of the Union's General Assembly in January 1994. Members — governmental and non-governmental — agreed a Resolution on Europe, part of which was on the Action Plan (see box 3). This very encouraging text reflected wide support for the objectives of the plan, and a solid appreciation of the opportunities for improving and extending protected areas in Europe. It also reflected the view, especially by governments, that this document is not a detailed prescription for each country, but rather a set of principles and actions by which protected area policy can be evaluated and improved where necessary.

## Area covered by the Plan

This plan covers the CNPPA region of Europe, that is from the Atlantic to the western borders of Belarus, Russia and Ukraine — an area of 4.4 million sq. km. It includes Latvia, Lithuania and Estonia, and, to the west, the Atlantic islands of the Canaries, the Azores and Madeira, as well as Iceland. It omits Cyprus and Turkey. It also does not cover the overseas territories of European States.

Geographically speaking, Europe extends far further East, to the Urals and the Caucasus. These parts of the former USSR share, with the lands to the west, many biological characteristics and contain immensely valuable resources of biodiversity. As agreed by the IUCN General Assembly, CNPPA is planning a similar exercise covering Russia and the neighbouring countries.

To the south, too, the 'edges' of Europe are far from clear-cut. The plan addresses the needs of the Mediterranean, but much action in that part of Europe can only be effectively addressed through institutions that involve North African and Middle Eastern countries. Here also, the plan should be seen as having a flexible edge.



**Europe, as covered by Parks for Life: Action for Protected Areas in Europe**

## PART 1

### PLACING EUROPE'S PROTECTED AREAS IN THEIR WIDER CONTEXT

The experience of recent years tells us that environmental issues must be seen — and can only be solved — in their context. Regions and nations exist in an increasingly interdependent world. Environment and development are linked. And different sectors of environmental policy are connected to each other. So a plan for Europe's protected areas must begin by placing them in context. It needs to do so at various geographical scales — the world, Europe, the Nation State and within each country; and by making the connections between protected areas and other sectors of public policy.

The first chapter briefly surveys the environmental lessons of the Earth Summit and the IVth World Parks Congress, placing protected areas firmly in the context of sustainable development. It also looks at the many international environmental initiatives underway in Europe. Chapter 2 considers protected areas in relation to environmental planning and management. The third chapter looks at the main sectors which affect protected areas — agriculture, forestry, tourism, transport, energy and industry — identifying threats and opportunities.



#### CHAPTER 1

### PROTECTED AREAS — THE GLOBAL AND REGIONAL CONTEXTS

#### 1.1 The lessons of Rio

The Earth Summit, held in Rio de Janeiro in June 1992, declared that humanity stood at a 'defining moment in history'. There are gross disparities between nations and peoples. Poverty, hunger, disease and conflict are rife. The natural systems which support life on earth are often under great and growing stress. Only through integrating conservation and development can these massive human and ecological challenges be met. No nation can do this alone. A global partnership is needed to achieve sustainable development.

In general, Europe is a relatively prosperous part of the world. But it too is afflicted by ugly contrasts of wealth and poverty, and by the tragic return of war. Moreover, it faces severe environmental problems. Also, Europe's environmental 'footprint' extends across the whole world as it exerts great influence on the environments of other, poorer nations. So, for Europe, the lessons of Rio are to:

- Apply the principles of the Rio Declaration, fulfil the requirements of Agenda 21 and meet the obligations of the treaties signed at Rio **within** Europe;
- Adhere to the same high principles wherever Europe interacts with the rest of the world.

This plan deals with Europe's own protected areas and so is about the first of these lessons, the need to put our own house in order. But, while action in Europe will contribute to meeting the global targets set at Rio, this must be matched by equivalent international action to safeguard the environment outside the region, and of the planet as a whole.

Of the agreements made at Rio, the Convention on Biological Diversity is of special relevance to this plan. To help achieve one of its main objectives, the

conservation of biodiversity, States are required to give priority to *in-situ* measures, of which a policy for protected areas is an important part. Implementation of this plan is therefore, part of the actions countries need to take to meet their obligations under the Convention. (See also Section 7.3.3.)

## **ACTION**

### **1.1.1 Support the measures adopted in Agenda 21.**

**Endorsement.** This plan supports the decisions taken at UNCED, especially those relating to protected areas (and particularly Chapter 15 in Agenda 21, on 'Conservation of Biological Diversity'). By implementing the recommendations in this plan, Governments of Europe will help to meet some of the obligations they accepted at UNCED; and through a vigorous follow-up to the Earth Summit, they will be better placed to ensure viable and effective protected areas in Europe.

### **1.2 The lessons of the IVth World Parks Congress**

The IVth World Congress on National Parks and Protected Areas (Caracas, Venezuela, 1992) finally buried a historic view of protected areas as places set aside from the mainstream of human concerns, and as islands apart from surrounding areas and neighbouring communities. In its place has emerged an approach which puts protected areas at the centre of strategies for sustainable development, concentrates on the linkages between protected areas and the areas around, and focuses on the economic benefits that such areas can bring.

The Congress confirmed the many practical benefits of protected areas. They protect vital watersheds; they safeguard areas of outstanding beauty and cultural significance; they provide homes for human communities with traditional cultures and protect landscapes reflecting a history of human interaction with the environment; and they are vital places for tourism, research and education.

Protected areas are particularly important in maintaining biodiversity — the ecosystems, species and genetic variation that form the diversity of life. They conserve the complex and ever-changing patterns of ecosystems. They are a prime defense in the protection of species large and small from extinction. They safeguard the genetic diversity, wild and cultivated, of many of the most important crops of the world. And they provide a vital reservoir for the plants and animals needed in medicine.

As well as these practical benefits, protected areas also enrich the **quality of human life**, in particular as places for recreation. This is specially important in a region like Europe, where many people live in towns and cities and have lost first-hand contact with nature. Protected areas offer opportunities for inspiration, an antidote to stress, scope for peaceful enjoyment, and a place for understanding and learning. Above all, they are a source of mental, physical and spiritual renewal.

Many believe that human-centred views are not the only valid approach to the environment. Other species have a right to exist too, and protected areas are one



Photo: National Park Hohe Tauern

**Hohe Tauern National Park, Austria**

of the main ways to give them a chance of survival. Few Europeans are likely to see a bear, a whale or a monk seal, but most would be sorry if these species were lost. Development is not a universal need in Europe and so some parts of the continent should be left free for nature and natural succession.

The Parks Congress also emphasized that **protected areas must adapt to a fast-changing world**. The next few decades will witness accelerating rates of change on a global scale that will affect air, soil and water — the most fundamental resources on which people depend. Climate change and transboundary pollution, demographic pressures, international trade, aid and tourism — these and other stresses pose challenges that will be different from any that have come before. The value of protected areas to humanity has never been greater, but they have never been under greater pressure. If these areas are to be succeed in making their contribution to sustainable development, they must adapt to these changes.

## **ACTION**

### **1.2.1 Re-examine the policies towards protected areas in the light of the World Parks Congress.**

**Recommendation.** Governments and others to whom this plan is addressed should bring their approach to protected areas into line with the principles adopted at Rio and at the World Parks Congress. This plan provides the framework and agenda to do so. The proposals in Chapter 12 provide a mechanism for national follow-up and implementation of the plan.

## **1.3 European strategic environmental initiatives**

In recent years there have been many international initiatives for the environment of Europe (see box 4). Some address the needs of Europe as a whole; others concentrate on the countries of the European Union; others relate to particular parts of Europe, such as river basins, regional seas or mountain ranges. Some are concerned with a wide range of environmental topics, others with certain aspects only. Several of them cover protected area issues. However, **none is designed to stimulate international action on protected areas across all of Europe**. This is the niche filled by *Parks for Life*.

While there are many worthwhile initiatives underway in Europe, integration between them has been weak. Greater integration may now be achieved through the follow-up to the Lucerne meeting of European Environment Ministers in 1993 (1.3.1), but only if all concerned ensure that these various initiatives are mutually reinforcing. This plan has therefore been designed to **endorse** a number of valuable initiatives taking place in Europe, **contribute** to them and encourage **cooperation** between them.

## **ACTION**

### **1.3.1 Include protected areas in the follow-up work and future meetings of the European Environment Ministers.**

The main components in this process are:

- The Report on the State of the Environment in Europe;
- The Environmental Action Programme for Central and Eastern Europe;
- The Environmental Programme for Europe;
- An element termed Biodiversity Conservation which is part of the process leading to the next Ministerial meeting.



Photo: Janez Skok

**The Triglav National Park, Slovenia**

## Box 4

**European strategic initiatives for conservation of biological, landscape and marine diversity**

<i>Title</i>	<i>Secretariat/ focal point</i>	<i>Aim/comment</i>
<b>Pan-European</b>		
Bern Convention (1979)	Council of Europe	To provide international obligations for the conservation of European flora and fauna and their natural habitats
EECONET	Dutch Ministry of Agriculture, Nature Management & Fisheries; International Institute for European Environmental Policy	To develop a Europe-wide concept for the conservation of nature
Environment Programme for Europe	UN/ECE, EC, UNEP, IUCN <i>et al.</i>	To prepare the intergovernmental environment programme for Europe
EUROMAB	EUROMAB, c/o UNESCO	To provide a European network for international scientific co-operation, especially on biosphere reserves
European Diploma	Council of Europe	To recognize good protected area management
European Nature Conservation Year (ENCY) 1995	Council of Europe	To develop a campaign in 1995 for conservation
The European Network of Biogenetic Reserves	Council of Europe	Chosen as representative examples of natural European heritage
<b>European Union (EU)</b>		
Birds Directive, 1979	European Commission DGXI	To protect wild birds and their habitats, incl. through Special Protection Areas
CORINE	European Commission DGXI	To develop a database for nature conservation in the EU, now being extended in part to the rest of Europe
Fifth Environmental Action Programme (1992)	European Commission DGXI	The European Union's programme of policy and action on environment and sustainable development
Habitats Directive, 1992	European Commission DGXI	To conserve fauna, flora and natural habitats of EU importance
Natura 2000	European Commission DGXI	The network of protected areas set up under the Birds and Habitats Directives
<b>Central and Eastern Europe</b>		
Ecological Bricks for our Common House of Europe	Munich, Germany	To promote the establishment of 18 trans-boundary protected areas
Environmental Action Programme for Central and Eastern Europe, 1993-1995	Task Force established by Ministers, with EU, OECD, World Bank, EBRD and others	
Green Lungs of Europe, 1993	Institute of Sustainable Development, Warsaw	Based on Poland's experience, to create sustainable development zones (Belarus, Estonia, Latvia, Lithuania, Poland, Russia, Ukraine)
<b>Arctic</b>		
Arctic Initiative	Working Group on the Conservation of Arctic Flora and Fauna	To prepare a common Arctic Environmental Protection Strategy
Nordic Arctic Conference	c/o Nordic Council of Ministers	Environmental Protection

<i>Title</i>	<i>Secretariat/ focal point</i>	<i>Aim/comment</i>
<b>Baltic Sea</b>		
The Baltic Sea Joint Comprehensive Environmental Action Programme (as part of the Helsinki Convention, 1974, 1992)	HELCOM, Helsinki	To improve the quality of the Baltic environment, including through marine and coastal protected areas
<b>Black Sea</b>		
Black Sea Action Plan (BSAP)	UNEP, UNDP, GEF & others	Environmental management programme for the Black Sea
Bucharest Convention on the Protection of the Black Sea against Pollution, 1992		
<b>North Sea</b>		
Convention for the Protection of the NE Atlantic	Oslo-Paris-Commission, London	To prevent pollution of NE Atlantic
Ministerial Conference on the North Sea	Secretariat in Ministry of Environment, Denmark	
<b>Mediterranean</b>		
Mediterranean Action Plan	UNEP-Europe, Geneva (Regional centres in Athens, Valbonne, Tunis, Malta & Split)	To improve the quality of the Mediterranean environment under the Barcelona Convention, 1976, including through a protocol on Specially Protected Areas
Mediterranean Technical Assistance Programme (METAP)	World Bank/EIB	2nd Phase of European Programme for the Mediterranean (EPM), to reverse present environmental degradation
MEDPAN	EIB/World Bank	To strengthen links between managers of protected areas
MedSPA	European Commission DGXI	To protect the Mediterranean environment, including protection of biotopes
MedWet	Rome, Italy	To conserve Mediterranean wetlands (see box 24)
Nicosia Charter (1990)	European Community	To provide closer cooperation on sustainable development in the Euro-Mediterranean region, including on nature conservation
<b>Other</b>		
Agreement on the Conservation of African/Eurasian Migratory Waterbirds	Bonn Convention, Bonn, Germany	
Alpine Convention 1991	c/o CIPRA, Vaduz	To conserve the Alps
Black Triangle Regional Programme, 1992-		Environmental protection for the very polluted Czech-German-Polish border zone
Danube River Basin Programme, 1991	European Commission DGXI	Environmental protection for the Danube
European agreements on migratory species under the Bonn Convention, such as ASCOBANS	Bonn Convention, Bonn, Germany	To protect named migratory species
International Commission for the Protection of the Rhine against Pollution (ICPRP), 1963 and subsequently		
Waddensea	Common Secretariat for the Protection of the Waddensea, Wilhelmshaven, Germany	Integrated management of the Waddensea for nature conservation
West Palearctic Flyway Agreement		

**Recommendation.** The Council of Europe, with the support of IUCN and its partners, should take up *Parks for Life* as part of the preparation for the next European Environment Ministers Conference (Sofia).

**Recommendation.** The European Environment Ministers, at their meeting in Sofia, should review and adopt the principles and recommendations in *Parks for Life*.

### **1.3.2 Include protected areas in the work of the European Environmental Agency (EEA).**

**Recommendation.** The European Environmental Agency should give emphasis to protected areas in its work.

Although an organ of the European Union, the EEA is open to all countries in Europe. Its first goals are gathering and disseminating information on the environment. It is being developed as a central agency, with a distributed network of topic centres, one of which will be on nature conservation.

### **1.3.3 Ensure good communication between international initiatives in Europe that affect protected areas.**

**Recommendation.** In spearheading the implementation of this plan (see Chapter 12), IUCN should:

- a) Work closely with all the related international initiatives in Europe;
- b) Establish a consultative mechanism with the secretariats or focal points for these initiatives; and
- c) Set up an information service for its members in Europe so that they are kept abreast of these initiatives and of the implementation of the plan.



Photo: WWF/Mauri Rankari

**Protected forest on the Altja River, Estonia**

## PROTECTED AREAS AND ENVIRONMENTAL PLANNING AND MANAGEMENT

Too often protected areas in Europe are regarded as something separate or apart from the sustainable development of a nation. In fact, protected areas can play a vital part in sustaining the economic and social well-being of human populations. A central objective of this plan, therefore, is to **integrate protected areas into larger planning frameworks**. To do this, actions in this chapter call for the integration of protected areas with national planning for sustainable development, with sustainable development at the local level, with planning of the use of land and sea, and with control of pollution.



### CHAPTER 2

#### 2.1 Protected areas and national planning for sustainable development

Agenda 21 calls on Governments to adopt national strategies for sustainable development to help implement decisions taken at the Earth Summit; and the Convention on Biological Diversity requires parties to 'develop national strategies, plans or programmes for the conservation and sustainable use of biological diversity'.

Since protected areas contain important national resources of biodiversity and landscape, they will be important components of both of these types of plan. (Box 5 shows some of the values of protected areas to sustainable development.)

#### Protected areas and sustainability

Protected areas contribute to sustainable development by:

1. Conserving soil and water in erodible areas;
2. Regulating and purifying water flow, especially by protecting wetlands and forests;
3. Shielding people from natural disasters, such as flood or storm surge;
4. Maintaining important natural vegetation on soils of inherently low productivity and in sensitive areas;
5. Maintaining wild genetic resources important to medicine or for plant or animal breeding;
6. Protecting species that are highly sensitive to human disturbance;
7. Providing critical habitat for feeding, breeding or resting of species that are used sustainably;
8. Providing income and employment through tourism.

Adapted from *Caring for the Earth* (1991).

Box 5

## ACTION

### 2.1.1 Produce national sustainable development strategies and national plans for biodiversity, as a follow-up to UNCED.

**Endorsement.** This plan endorses the call to Governments to prepare national strategies for sustainable development and for the conservation of biodiversity.

### 2.2 Protected areas and local sustainable development

Too often in the past it has been assumed that the aims of local communities and those of protected areas are in conflict. As a result, the management of protected areas has often emphasized controls and regulations, assuming incompatibility between two interest groups; and local communities have been alienated from the protected areas near or around their homes.

But in fact protected areas and local people can often help each other and become powerful advocates of each other's needs: local communities can benefit financially and in other ways from protected areas; and protected areas can benefit from the involvement of local people in their planning and management. While protective measures, such as controls over activities within parks, must remain in place, the emphasis in protected area management should be to maximize the positive interaction. There are two complementary elements of this approach.



Photo: WWF/Jan Habrovsky

#### Traditional handicraft, Solishta, Bulgaria

First, policies are needed so that the existence of the protected area will encourage the growth of the local economy in sustainable ways. Local people will then see the **value** of the protected area as a source of income and employment. Approaches might include:

- marketing local products (e.g. wine, liqueurs, olive oil, cheeses, honey, spring water) with the name of the protected area on the label — as monasteries have done with their name for centuries;
- developing the marketing skills of local communities so that they are able to meet the needs of tourists visiting protected areas, especially for accommodation and meals;
- creating handicraft workshops, training facilities and shops in or around the protected area, so as to encourage local crafts;
- using the quality of scenery and the peaceful surroundings to establish health establishments and rest-homes;
- encouraging rural communities to develop local museums of rural life, or other ways of celebrating their relationship with nature; and
- developing farm-based tourism linked to visiting protected areas.

Second, policies are needed which involve local people in the planning and management of protected areas, leading eventually to joint management. This will give local people a real sense of ownership and involvement. These policies should be based on a key principle of *Caring for the Earth*: **enabling communities to care for their own environments**, and pursued through an approach known as **Primary Environmental Care** — that is 'the process by

which local communities organize themselves and strengthen, enrich and apply their means and capacities for the care of their environment while simultaneously satisfying their needs'. In practical terms this can mean:

- encouraging local communities to set up and manage their own nature reserves, in which resources are conserved for the community;
- building partnerships between protected area managing bodies and local communities, so that local people take on a caretaker role for the areas concerned;
- developing financial and fiscal incentives, and technical support, to encourage farmers and others to care for resources (like water, trees and wild animals) and landscape and cultural features (like stone walls and farm buildings).

## **ACTION**

### **2.2.1 Strengthen the links between local communities and protected areas, with the eventual aim of 'joint management'.**

**Recommendation.** Governments should review their administrative and socio-economic arrangements on the interaction between protected areas and local communities, so as to strengthen the links between them and to encourage joint management.

(These ideas are further developed in later sections, such as those on agriculture (3.1), tourism (3.3), industry (3.5), Southern Europe and the Mediterranean (5.2), legal aspects (box 32), broadening partnerships in protected area management (8.2), and in particular securing the support of local communities (11.5)).

### **2.3 Protected areas and land-use planning**

Because designation as a protected area is a form of land use, the needs of such areas should be properly integrated into land-use planning<sup>1</sup>. By adopting effective land-use planning systems which control construction, building, engineering, agriculture, forestry, etc. (through Environmental Assessments and in other ways), countries will reinforce the protection given to all their natural and cultural resources, within and outside protected areas.

Land-use planning is particularly important in Europe because of the great pressures on land for agriculture, industry and other uses. It is also particularly important because of the need for zoning in protected areas; the zones in the protected areas need to be compatible with the land-use planned outside, and vice versa.

Each country needs:

- the means to plan and control the use of land through land-use planning systems; and
- to take full account of the needs of protected areas in these systems.

Box 6 sets out the principles that should underpin land-use planning systems, though they will need to be adapted to conditions in each country. Land-use

1. Planning terminology and concepts vary greatly in Europe: physical planning, regional planning, town and country planning, development planning etc. But all are concerned with the use of land and the regulation of activities upon it. For convenience, the term used here for this process is 'land-use planning'.

planning is essentially a matter for national or sub-national governments, but collaborative action will also help to raise standards throughout Europe, and so provide better safeguards for protected areas.

Countries in Europe have reached very different levels of adherence to effective land-use planning. Most have some form of land-use planning system. Many have some of the components in the box in place. But very few, if any, can claim to operate all these requirements.

Implementation can be difficult. Some countries, especially in Southern Europe, have good systems on paper but fail to implement them on the ground. Here the priority may be to move from the preparation of land-use plans to the practical management of the territory.

**ACTION**

**2.3.1 Establish an international programme to raise standards in land-use planning.**

**Priority Project 1.** Develop a programme to raise standards of land-use planning. This would include three main activities:

- a) Agreement on the components of an effective land-use planning system to ensure the integrity of Europe’s protected areas (essentially a development of the advice in box 6);
- b) Assessment of each country’s arrangements set against those standards, so as to identify significant weaknesses at national or sub-national levels;
- c) On the basis of (b), actions to make good the shortcomings, assisted with technical advice as appropriate.

**Lead Agencies:** IUCN and the Council of Europe, backed by the European Union and other bodies.

**2.4 Protected areas and planning and management of the marine environment**

In Europe as elsewhere, the development of marine protected areas has lagged behind that on land. There is an urgent need to integrate marine protected areas into the planning and management of the marine environment.

**Kefalonia, Greece**



Photo: WWF/Michel Gantler

### Principles of land-use planning in relation to protected areas

- a) The system of land-use planning should provide both:
  - **Plans**, which are long-term frameworks for directing and stimulating development, changes in land-use, provision of infrastructure, etc., and;
  - **Control** over changes in land-use, construction, etc.;
- b) Protected area considerations should be a central feature of forward planning and of the control function;
- c) Land-use planning should be operated in the public interest;
- d) Private interests should not be permitted to prejudice the wider public interest in the proper use of land and the integrity of protected areas;
- e) Planning should be open to public scrutiny and comment.

### Land-use plans should reflect the needs of protected areas. In particular they should:

- a) Place protected areas within their bio-regions or major landscape units, such as river basins or mountain areas;
- b) Embrace one or more existing or potential protected areas, and cover a large enough area to provide the benefits of biodiversity and landscape heritage to local communities;
- c) Develop support zones around protected areas and corridors between them;
- d) Promote the restoration of degraded ecosystems, within and outside protected areas;
- e) Promote the interdependence of protected areas and the economy and life of local people, so that both benefit;
- f) Ensure that strong land-use policies exist for all sectors, e.g. agriculture, forestry, fishing, tourism, urban development, transport, energy and minerals — and that these policies require protected areas to be safeguarded;
- g) Involve the examination of alternative strategies for development in the bio-region, based on assessment of the environmental impacts of these alternatives, especially on protected areas.

### Individual development proposals that may significantly affect protected areas (whether within the area, or outside it) should be subject to an environmental assessment (EA) and a control system which should:

- a) Always be applied if a preliminary screening indicates a likely threat to the protected area;
- b) Cover the economic and social benefits and costs as well as the physical impacts;
- c) Not only consider mitigatory measures, but also alternative means of meeting the claimed need, including the option of not proceeding at all;
- d) Always be undertaken at the beginning of the project cycle;
- e) Allow for the possibility that the project may be refused or permitted to continue only under certain conditions;
- f) Require monitoring if approval is given, and corrective action and enforcement to ensure compliance;
- g) Allow for full public participation;
- h) Be undertaken by a group independent from that promoting the project;
- i) Be carried out in the public domain, and be published.

## Box 7

**The High Seas, the EEZ and inshore waters**

Most of the world's oceans lie outside the jurisdiction of individual States. On the **High Seas**, there are no restrictions on access, and no country has exclusive rights to fish stocks, minerals or any other marine resources. The only controls are those which are reached through international agreement. This is done through international treaties on marine issues, in particular the 1982 United Nations Conventions on the Law of the Sea (UNCLOS). Protected areas on the High Seas can only be created by international agreement. An example of such agreement is the IMO system of Particularly Sensitive Sea Areas, as used in the Baltic.

**Exclusive Economic Zones**, although covered under UNCLOS, have already become part of customary law. Many coastal nations have declared EEZs in which they have rights over the management of marine resources.

Closer **inshore**, nations have comprehensive powers within their own territorial waters. These usually extend some miles offshore (12 nautical miles is most common). It is here that Marine Protected Areas are most likely to be established, although they are also needed in the EEZs and on the High Seas.

The traditional approach to marine planning and management has been to target activities, such as fisheries, mineral extraction, shipping and other uses, and to give planning for nature conservation a lower priority. More recently, though, there has been a shift towards integrated planning, and a recognition that environmental management is essential in the marine environment. These changes have complemented rather than replaced the traditional focus on the regulation of individual activities. In particular, regional agreements (e.g. for the Baltic Sea, the Mediterranean and the North East Atlantic) provide, or could provide, the framework within which marine protected areas programmes can be developed (see Chapter 5).

At the national level too, an integrated approach to planning and managing activities at sea is needed to support marine protected areas. In coastal waters, and on the adjoining land, the approach known as Integrated Coastal Zone Management (ICZM) will be especially valuable — see box 8.

Protected areas are particularly important for fisheries policy, as they can protect spawning and nursery grounds of target and non-target fish species. They could also be used to protect vulnerable marine areas whose habitats can be damaged by unselective fishing gear.

**ACTION****2.4.1 Support the implementation of the 1982 Convention on the Law of the Sea.**

**Endorsement.** This plan supports calls for Governments to give favourable consideration to the early ratification of the Convention. Though there is some uncertainty about its full implications for marine protected areas, the stronger international regime for the protection of the marine environment will bring overall benefits. The Convention comes into force in November 1994, but in Europe only Iceland and the former Yugoslavia have ratified it so far.

**Key features of Integrated Coastal Zone Management (ICZM)**

Box 8

A dynamic process in which a coordinated strategy is developed and implemented for the conservation and sustainable use of the coastal zone.

ICZM aims to:

- provide strategic planning for the coast;
- promote use of coastal resources that is sustainable and environmentally sensitive;
- balance demand for the resources of the coastal zone;
- resolve conflicts of use.

ICZM recognizes that:

- the coastal zone is the unit for planning purposes;
- that management of coastal land and waters must be dealt with together;
- the coastal zone needs special attention.

ICZM requires:

- a national perspective;
- a long-term view;
- an integrated approach to planning and management;
- communication, collaboration and co-ordination between planners, managers and users;
- public involvement;
- a flexible approach;
- a specific agency to deal with coastal zone matters.

*Source:* Coastal Zone Management and the North Sea Ministerial Conference, WWF and the Marine Conservation Society, 1993

#### 2.4.2 Encourage the wider use of Integrated Coastal Zone Management.

**Endorsement.** This plan welcomes the work underway in many countries to apply Integrated Coastal Zone Management (ICZM). It endorses the need for an international framework for ICZM, and supports the call by WWF and others for a European Union (EU) Directive on the coast, building on the support to ICZM in the EU's 5th Environment Action Plan, *Towards Sustainability*. It also supports incorporating ICZM into the three international regional sea agreements — for the Baltic, Mediterranean and NE Atlantic (see Chapter 5). (The European Union for Coastal Conservation has called on the Council of Europe to develop a Convention on European coasts, to link together various ICZM initiatives in Europe.)

#### 2.4.3 Link protected areas policy and fisheries policy.

**Recommendation.** Governments and their coastal management authorities should establish protected areas to protect valuable spawning and nursery grounds for important fish stocks, and to protect sensitive areas from damage by fishery operations.

## 2.5 Protected areas and pollution control

Pollution respects neither boundaries nor generations. It harms many protected areas: wetlands suffer from pollution of their water supply; forests suffer from acid rain and other forms of air pollution; and mountain ecosystems are particularly susceptible to acid rain damage. Many of Europe's protected areas have suffered badly, especially from air pollution.

On the other hand, protected areas help reduce the effects of pollution. Coastal marshes, wetlands and deltas act as filters, absorbing and neutralizing many of the pollutants in the incoming water. Without large river deltas, pollution of the seas would be far worse.

Two international conferences in Krkonose National Park (Czech Republic), in 1990 and 1993, have focused international attention on the damage caused by pollution on protected areas, especially in Central Europe. The first of these prepared guidelines for management of protected areas suffering from pollution and the second concentrated on monitoring and remedial management in mountain protected areas.

The first and obvious requirement is to reduce pollution at source. This is the only long-term solution that will safeguard the ecological value of protected areas and of nature as a whole (Action 2.5.1). It can best be undertaken as part of a nation's transport, industrial and energy policy (Sections 3.4 and 3.5).

Protected areas can contribute to pollution control as monitoring sites. Biosphere reserves are particularly well suited for this because they form a linked research network. There is a need for better international collaboration in pollution monitoring, using advanced technology such as satellite imagery and GIS mapping (Action 2.5.2).

Protected areas can also help by using their educational potential to promote public awareness of pollution issues and to demonstrate the effect of pollution on nature. They can make the connections between pollution in the park and the lifestyle of the individual visitor (Action 2.5.3). And they can help by ensuring that their own facilities do not cause local pollution (see Section 8.8).

### **ACTION**

#### **2.5.1 Reduce pollution at source.**

**Endorsement.** This plan supports and endorses all initiatives to reduce pollution at source. These include local initiatives — reducing the emissions from a factory, for example — as well as more widespread measures, such as new and tougher legislation, national or international.

**Recommendation.** In assessing an investment to reduce pollution, the damage caused to protected areas and other valuable habitats should be taken into account.

#### **2.5.2 Monitor pollution in protected areas.**

**Recommendation.** Increased international efforts should be mounted to use protected areas as a linked network for monitoring of pollution, especially air pollution. Protected area managers should support this approach. Guidelines may be needed on monitoring pollution impacts.

### 2.5.3 Use protected areas to build public awareness about pollution.

**Recommendation.** Protected area managers should produce display and other material about pollution to stimulate public interest and concern. (see also Chapter 11.)



**Foam from industry  
polluting the Waddensea,  
Germany**

Photo: WWF/Mauri Rautkari



## CHAPTER 3

# PROTECTED AREAS AND KEY SECTORS OF PUBLIC POLICY

Effective policies for protected areas will only succeed if there are also sympathetic policies in all the other sectors of public policy which affect protected areas. In fact, very few sectors do not influence protected areas in some way. Those where the connections are strongest in Europe are agriculture, forestry, tourism, transport, and energy and other industries — the subjects of this chapter. But they are not the only ones: for example water extraction has been deeply damaging to rivers and wetlands, especially in Mediterranean countries; and aquaculture, including fish farming and shellfish farming, can often degrade marine and freshwater protected areas.

Since this plan is about protected areas, this is not the place to outline the case for sustainable policies in each of these sectors. On the other hand, unless sustainable policies are followed, the prospects for protected areas are grim. Therefore each section briefly refers to the principles that need to be followed in the sector as a whole, often by endorsement of actions underway, and then considers the issues that affect protected areas.

Agriculture, forestry, tourism, transport and industry are often seen as **threats** to protected areas. Indeed, they have done great damage to the national parks, nature reserves and protected landscapes of Europe. Therefore, many of the recommendations are about introducing better safeguards for protected areas.

However, it is just as important to focus on the **opportunities** for protected areas in each of these sectors. These have never been greater. Agricultural surpluses in many parts of Europe and, to a lesser extent, the release of land held by the military mean there are real prospects of creating new protected areas - or extending and improving existing ones. As environmental concerns have increased, and policy-makers seek new sources of income for farmers, it becomes practical to provide incentives and rewards to land occupiers for environmental care. And as various sectors become sensitized to environmental concerns, they are more willing to adjust their policies so that protected areas can benefit. The Actions aim to make full use of these opportunities.

### 3.1 Agriculture

Agriculture is both a major land-use in itself and a powerful influence on other rural activities. Farming accounts for 60% of the land surface of the European Union (EU) and of Central and Eastern Europe (though less than 10% in Fennoscandia where forestry predominates). Agriculture is also the major land-use in Category V protected landscapes and is important in many Category IV nature reserves. As the main activity on surrounding land, it has a profound influence on protected areas in all categories. More than any other sector, agriculture demonstrates that protected areas must be established and managed as part of overall land-use policies and not in separation from the wider countryside.

Some farmland is of intrinsic conservation value, as its flora, fauna and landscape depends on the continuation of low intensity, often traditional farming practices (see box 9). Abandoning this kind of farming causes great harm to nature and landscape. (Not all traditional forms of farming are environmentally benign, however: in Mediterranean countries centuries of over-grazing of forests and maquis have led to barren hillsides akin to deserts.)

Most modern farming practices have proved deeply harmful to nature and landscapes. To raise output, numerous rare habitats have been destroyed, in particular by drainage of wetlands and irrigation of drylands. In places,

industrial-style practices have almost eradicated wild plants and animals from the countryside. Intensive use of fertilizers, pesticides and herbicides has caused pollution and damaged neighbouring natural areas — even nearby seas. Damage has been greatest in the northern part of the European Union and on collective and state farms in the former Eastern bloc countries, although more recently the impact has been felt in Southern Europe too, especially within the EU. In contrast, policies to retain small-scale farming as a way of life have been relatively successful in Austria, Switzerland and part of Germany. The diversity between countries is further complicated by the widely differing forms of land ownership throughout Europe.

## Box 9

**Examples of farming systems of conservation value**

- Low intensity, often long-established pastures and hay meadows in the mountains of central Europe, Iberia and Britain;
- Non-irrigated extensive cereal cultivation in central and southern Europe; this 'pseudo-steppe' cultivation is low-yielding and is often associated with dry grasslands;
- Permanent pasture and mixed landscapes of cereal cultivation with permanent pasture throughout Northern Europe; includes 'bocage landscapes' of northern central Europe and small-scale farming in Central and Eastern Europe;
- Perennial crops such as orchards in Northern Europe, carob and olive groves in Southern Europe, and grazed pasture woodlands such as the *dehesas* of Spain and cork oak *montados* in Portugal;
- Undrained or poorly drained coastal meadows used for grazing or for seasonal cuts of hay.

Fortunately public policy towards farming is changing. In the past, the aim has been to concentrate on raising output, often regardless of cost, but the advent of food surpluses, especially in the European Union, has led to measures to reduce output — by cutting subsidies, encouraging 'set aside' and in other ways. Calls on Europe from the General Agreement on Tariffs and Trade (GATT) have increased the pressure to reduce subsidies on production. Also, trade links between East and West Europe could increase food surpluses further, since countries such as Bulgaria, Hungary, Poland and Romania have much potential to raise their production for export.

The need to cut output still offers a unique opportunity both to reduce the intensity of production and to take land out of agriculture altogether by creating, restoring and managing natural habitats on a large scale. Despite some progress, however, environmental protection is not yet at the heart of the reforms of the EU's Common Agricultural Policy (CAP). Many valuable habitats, particularly in Southern Europe, are still at risk from an intensification of farming that is both unnecessary and harmful to nature and landscape. Similarly, there are opportunities in Eastern and Central Europe to build conservation into the policies for agriculture and land-use of the newly democratic governments. Fundamental changes in agricultural policy could bring great benefits to conservation and protected areas — and to society at large.



Photo: WWF/Fred Hazelhoff

**Traditional farming,  
Poland**

## **ACTION**

### **3.1.1 'Green' the Common Agricultural Policy (CAP), and implement its Agri-Environment Regulation.**

**Endorsement.** This plan supports present efforts for the European Union and its Member States to:

- a) Further 'green' the CAP so that many more farmers can become effective partners in conservation, especially:
  - i) To make environmental protection a central aim of the CAP;
  - ii) To allocate the necessary funding for environmental protection;
  - iii) To make all payments conditional on environmental protection ('cross compliance'); and
  - iv) To assess and audit the environmental impact of the CAP, in particular to require environmental assessment for all new drainage and irrigation projects funded by the EU;
- b) Implement the new Agri-Environment Regulation (see box 10), including allocating the funds needed, involving the nature conservation agencies in implementation, and adjusting any national legislation that is contrary to implementation.

### **3.1.2 Combine measures to restrain production with stronger safeguards for protected areas.**

**Recommendations.**

- a) Governments of EU Member States should use ESA-type schemes (which involve management agreements, changes in agricultural support,

diversification, etc.) for protected areas where landscape and biodiversity depend on the survival of low-intensity farming (Action 4.2.3 covers the identification of these areas);

- b) In making provisions for set-aside, the European Union and its Member States should encourage high standards of environmental care and should seek to target set-aside to help achieve the aims of existing protected areas, or to extend them or link them up;
- c) The European Union and its Member States should consider using national measures for extensification to strengthen and extend protected areas.

### 3.1.3 Support Central and Eastern Europe in avoiding the mistakes of agricultural policy in Western Europe.

**Endorsement.** The plan supports efforts to encourage Governments of Central and Eastern Europe to:

- a) Avoid the mistakes made in agricultural policy in Western Europe by integrating environmental protection into their new policies for agriculture;
- b) Recognize the need to protect environmental interests in the course of land adjustment, particular land privatization; and
- c) Institute training and extension services to promote environmentally-friendly farming practices.

**Endorsement.** The plan endorses the work by the IUCN East European Programme to help governments of Central and Eastern European countries achieve (a) to (c) above.

#### The EU Agri-Environment Regulation (EEC 2078/92)

This instrument provides for:

- a) Incentives to farmers in selected areas of high environmental value, so as to maintain traditional, low-intensity farming. This includes the designation of schemes similar to the Environmentally Sensitive Areas (ESAs) and other management agreements.

Many Category V protected landscapes and some Category IV areas would greatly benefit from such designation, since changes in farming practice are often the greatest threat to their integrity.

- b) The removal of land from agriculture. Under this provision, reserves for selected habitats and species should be created, perhaps by establishing new protected areas on land no longer needed for agriculture or extending existing ones.
- c) Extensification generally in agriculture. Most measures are horizontal (i.e. affect all farmers equally), but some can relate to specific areas. Extensification will be particularly important by reducing use of fertilizers, herbicides and pesticides in and around protected areas.

Box 10

### 3.1.4 Support the work of NGOs in the greening of agriculture.

**Recommendation.** This plan welcomes the role of NGOs in promoting more environmentally-sensitive agricultural policy and practice, and therefore recommends that:

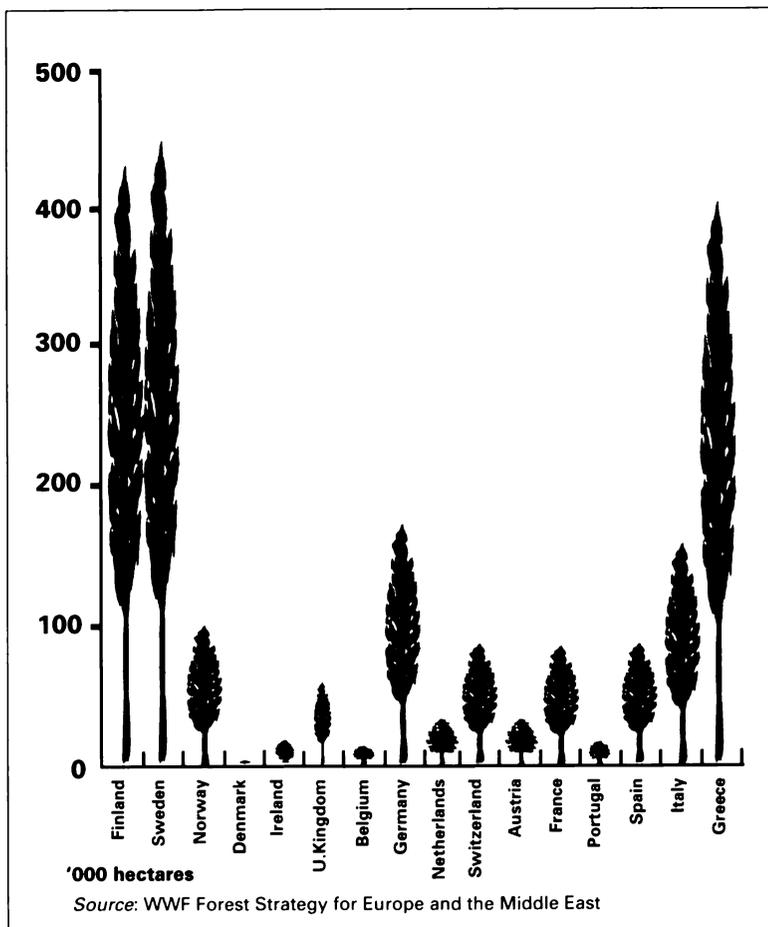
- a) Governments should support NGOs in acquiring agricultural land for nature reserves, etc., through easements, grants, covenants, etc.;
- b) NGOs should strengthen their networks across Europe to influence the shaping and implementation of agricultural policy as it affects the environment, and use these networks to support smaller NGOs in Central, Southern and Eastern Europe to this end.

## 3.2 Forestry

Compared with other continents, Europe has a high proportion of forested land, though this varies greatly from one country to another — from about 1% closed forest in Iceland and 5% in Ireland to 60% in Finland. Forest products are important to the economy of many countries: 10 of the 24 largest timber producers in the world are in Europe.

Only isolated fragments of truly natural forest survive, and most of them are in Fenno-Scandia and South East Europe. Nearly all the forests have been modified by human intervention over hundreds or even thousands of years. Such alteration may reduce or increase biodiversity, but it always changes the structure of the forest.

### Natural and semi-natural forests of Western Europe



In general the extent of forests in Europe is increasing. In France, for example, it is greater than at any time in the past 300 years. Across Europe, marginal farm land is being abandoned and is reverting to scrub and woodland, and formerly open country is being planted with trees. With the prospect of continuing agricultural surpluses, further extensions of forested land are likely in future. Here, again, there are opportunities for conservation. There are also dangers, in particular from large-scale intensive plantations in open country, often with non-native species.

Where virgin forests exist, they should be conserved urgently, for the most part in protected areas, as outlined in Section 4.2. However, in general forest conservation in Europe is less about protecting original forests and more about ensuring that the management of all forests is sustainable and in sympathy with nature — the subject of this section.

There is much to be done. Natural and semi-natural woodlands continue to be converted to more intensive forms of forest (with more young trees, fewer age classes, fewer species, less biomass, more

disturbance, and greater forest fragmentation and edge effect). Afforestation takes place on other valuable semi-natural habitats. Grazing can devastate woodlands. Air pollution respects no boundaries. Fire may be a natural occurrence, but on modified forests it can be devastating, especially if it is followed afterwards by heavy grazing.

The extent of these problems differs from one part of Europe to another. In the Atlantic seaboard countries with little remaining forest, afforestation on moorlands, heathlands, raised bogs and other valued habitats has been a major threat to wildlife. In Scandinavia and France, most natural and semi-natural woodlands have been converted to more intensive production forests. In the Mediterranean region, forest fires and grazing continue to devastate many woodlands and forests. In Eastern Europe, forests have suffered particularly from air pollution as well as from conversion to monocultures. In many countries these practices have also affected forests and woodlands in protected areas. For example, in some protected areas in Eastern and Central Europe, forestry operations continue on commercial lines.

The Statement of Forest Principles, adopted at the Earth Summit in Rio, emphasized that forests in the North, including those in Europe, should be managed in a sustainable way and should benefit all interests, not just those of timber production. Similar principles were adopted at the Second Ministerial Conference on the Protection of Forests in Europe (Helsinki, 1993), which is part of a continuing process of international cooperation in Europe to make forestry more ecologically sustainable. Resolutions of this Conference require that guidelines for sustainable management and the needs of biological diversity be incorporated without delay into all national forest policies. In addition, the Conference agreed that forest practices should have due regard for the conservation of primary and climax forests.

## **ACTION**

### **3.2.1 Adopt European and national policies for sustainable forestry.**

**Endorsement.** This plan endorses the call from Rio and Helsinki that governments should review their forestry policies to ensure sustainability (see box 11). It also supports the further development of the WWF Forest Strategy for Europe and the Middle East, which seeks to develop guidance for the forestry sector.

#### **Main elements of a policy for sustainable forestry**

National policies for sustainable forestry require:

- Establishment of a legally guaranteed permanent forest;
- Training in forest ecology and management;
- Standards for annual allowable cut, cutting cycles, harvesting techniques and infrastructure, environmental safeguards;
- Controls over all aspects of harvesting and forest treatment to protect the environment;
- Economic and financial policies that do not require more from forests than they can yield sustainably;
- Multiple use policies, to ensure that society gets the full benefit (timber, jobs, environmental services, recreation, etc.) from all forests;
- Environmental policies that protect ecological services, biological diversity and the resource base of all forest users;
- Standards for species composition that favour native trees;
- Effective monitoring of all the above.

Adapted from *Caring for the Earth* (1991).

Box **11**

### 3.2.2 Establish conservation zones within commercial forestry areas.

**Recommendation.** Commercial forestry operators — State and private — should allow some part of their holdings to evolve naturally without felling or planting, e.g. glades with old trees, along water-courses, and in strips beside roads. (In some cases active conservation management may be needed, e.g. to reduce deer numbers). These approaches should form part of a management approach that seeks to enhance the value of the whole forest for the environment.

**Priority Project 2.** Develop guidelines on how to restructure existing managed forests and to create new ones as protected areas. The Guidelines should use examples of initiatives of this kind already underway in some countries, and indicate the kinds of areas where it would be appropriate to create new forests. **Lead Agency:** To be identified.

### 3.2.3 Adopt binding rules about forest practices in protected areas.

**Recommendation.** There should be no forestry operations in protected areas in Categories I – III. Timber cutting should only be allowed in Category IV if this serves the conservation objective. Forests in Category V should be managed so as to maintain or enhance their conservation value.

## 3.3 Tourism

Tourism is a paradox. It can cause great damage to protected areas, especially if not managed properly, but it can also bring great benefits.

The pressures from tourism are growing rapidly. Tourist numbers are expected to grow at 3–4.5% a year through the current decade. The number of tourists in the Mediterranean will double by 2025. As pressures on well-known tourist sites increase, so attractive natural areas become more and more the location for long-stay tourism, day visitation and even sport.

In some protected areas there are simply so many visitors in certain parts, or at particular times, that nature — and the quality of the visitors' experience — suffers. In others, visitors can penetrate into the remotest areas. Tourist facilities often conflict with conservation aims and spoil natural landscapes; pressure to develop such facilities is particularly strong in former Eastern bloc countries. And in some protected areas, tourism simply has no place at all.

But, if planned and managed for sustainability, tourism can be a very positive force, bringing benefits to protected areas and local communities alike. Tourism will be welcome in or near protected areas if it respects the special character of the area, such as tourism based on appreciating nature, cultural and educational tourism, and quiet small-scale or small group activities; and if it causes minimal damage, disturbance or pollution. It can help justify establishing protected areas in marginal regions, and can lead to a revival in local economies and traditional cultures (explored in more detail in Section 5.2).

The techniques for managing visitors in sensitive environments are now generally better known; though they often cost time and money, the income which tourism generates can help offset the costs. Also, the development of ecotourism can be linked to craft industry and alternative employment on farms to produce the elements of a sustainable rural economy.

Many in the tourist industry now see that a healthy and attractive environment is essential for the long-term survival of their trade. This is recognized in the

wide-ranging environmental guidelines for tourism adapted in 1992 by the World Travel and Tourism Council (WTTC). Some tourism companies are now trying to operate in sustainable ways and to work with conservation bodies to invest in conservation. And more tourists now seek holidays which do not damage the environment and offend local culture.

FNNPE has recently reviewed tourism in and around protected areas and concluded that tourism and conservation **can** often be compatible, and mutually beneficial, but only if practised in a sustainable way in suitable areas. The actions which follow draw heavily on FNNPE's report, *Loving them to Death — sustainable tourism in Europe's nature and national parks*, 1993.

## **ACTION**

### **3.3.1 Promote the concept of sustainable tourism.**

**Endorsement.** This plan supports the efforts of FNNPE, WWF, Friends of the Earth and others to promote the concept of sustainable tourism as a means of maximizing the potential benefits of tourism and minimizing its environmental costs. In particular, it endorses the FNNPE proposals and the efforts by the tourism industry itself to set high standards, such as the WTTC Environmental Guidelines.

### **3.3.2 Develop and implement plans for a sustainable approach to tourism.**

**Recommendation.** National and sub-national Governments should involve protected area managers and the tourism industry in the development and implementation of plans for sustainable tourism. This should be part of national sustainable development strategies (Section 2.1) and should be included within individual protected area management plans (see 8.1.4). Measures to benefit protected areas include:

- a) Transforming existing non-sustainable developments into more sustainable forms;
- b) Setting sustainability standards for new developments, especially in sensitive environments;
- c) Based on the carrying capacity of protected areas, designating zones for various degrees of tourism penetration, including sanctuary and quiet zones, as well as zones suited to different levels of tourist use and development;
- d) Reducing pollution and congestion from holiday traffic;
- e) Avoiding excessive tourism and recreation in protected areas;
- f) Ensuring that local communities benefit from tourism;
- g) Providing incentives and resources for early implementation;
- h) Training protected area managers in sustainable tourism (Chapter 9).

### **3.3.3 Update the legislation regulating tourism.**

**Recommendation.** Governments and sub-national governments should review, and if necessary improve, legislation regulating tourism, and in particular:

- a) Give protected area managers powers to control tourist development;

- b) Require full Environmental Assessment for proposals affecting protected areas;
- c) Working with the tourism industry, require that environments damaged by past tourism be restored, and that management techniques be adopted to make future use sustainable.

### 3.3.4 Support projects for sustainable tourism.

**Recommendation.** Governments and sub-national governments should encourage pioneering schemes in sustainable tourism through, for example:

- a) Grants, subsidies or tax concessions for farmers and local communities to set up small-scale enterprises for the sustainable enjoyment of protected areas;
- b) Demonstration projects to show innovative approaches to small-scale sustainable tourism to rural economies;
- c) The use of PHARE and national funds on tourism to encourage sustainable tourism in former Eastern bloc countries (see box 21).

### 3.3.5 Develop a Sustainable Tourism Charter and Service.

**Priority Project 3.**

- a) Develop a Sustainable Tourism Charter to encourage tourism operators working in or around protected areas and protected area managers to comply with European Quality Standards for Sustainable Tourism (box 12). The Charter would be backed by an appropriate marketing strategy and an integrated programme of practical action and pilot projects.
- b) Set up a Sustainable Tourism Service to help implement and monitor the

Box 12

#### Standards on sustainable tourism in and around protected areas

FNNPE defined sustainable tourism as 'all forms of tourism development, management and activity, which maintain the environmental, social and economic integrity and well-being of natural, built and cultural resources in perpetuity'.

Sustainable tourism in and around protected areas requires:

- Close cooperation with protected area authorities;
- Tourist operators and guides working in protected areas to have high levels of environmental knowledge;
- Practical and financial contributions by tourism operators to protected area conservation;
- Rules for the promotion and marketing of holidays based on protected areas;
- Guidelines for the involvement of local communities;
- Standards for the design and operation of sustainable tourism facilities and businesses.

Charter. This service would be available to tourism organizations, local people and local authorities as well as protected area managers. It might include:

- i) A 'hot line' and problem-solving team, backed by multilingual video and handbook, to make the collective experience of handling tourism in European parks available to all who need it;
- ii) A training service and/or a training centre for sustainable tourism;
- iii) Guidelines for plans on sustainable tourism (see 3.3.2, above).

**Lead Agency:** Fédération des parcs naturels et régionaux de France, working with FNNPE, WWF, IUCN and others, and in association with the tourist industry.

### 3.4 Transport

Transport, especially road transport, is having an increasing impact on protected areas: through air pollution, congestion, noise and visual intrusion and from road-building itself. The establishment of a protected area network across Europe with corridors is being frustrated by the fact that Europe is being chopped up into small pieces by an ever-denser road network.

New and 'improved' roads threaten many protected areas; some of the schemes form part of strategic European routes, backed by international finance. Canalization of rivers may endanger riverine wetlands, and the routes chosen for high speed railways may affect valuable habitats. And freight cargo by sea, often of dangerous goods, can harm coastal areas.

Too often, the damage done to protected areas is ignored or under-estimated in the planning of transport infrastructure. The difficulties of reconciling a large road-building programme with the requirements of protected areas are particularly acute where large protected areas lies on routes between major centres of population.

Yet there are alternatives, at least for local transport. Some protected areas have schemes to encourage (or compel) people to leave their cars near the edge of the area and use alternative forms of transport, such as buses, bicycles or boats — or to proceed on foot. Some even encourage city dwellers to make the whole journey by public transport.

Desirable as local measures are, countries need to go much further and adopt policies for sustainability in the transport sector (box 13). These are urgently needed for broader environmental reasons — especially the reduction of greenhouse gases and NOx pollution — but they would also benefit protected areas. Progress will not be easy: transport policies directly affect the life-styles of millions of people and sustainability will call for a reassessment of our relationship with that most cherished possession after the home — the private car.

## **ACTION**

### **3.4.1 Adopt policies for sustainability in transport.**

**Endorsement.** As advised in *Caring for the Earth*, Governments should review their policies in the transport sector, with a view to developing policies to make transport sustainable. These should apply in both urban and rural areas. The principles for such policies are set out in box 13.

**Priority Project 4.** Prepare advice on how to reduce the impact of traffic in protected areas. **Lead Agency:** To be appointed.

**Box 13****Main elements of a policy for sustainability in transport**

- Ensure that transport policy takes full account of social and environmental costs of each form of transport;
- Require transport ministries to pursue policies for sustainability in transport;
- Review the current balance of expenditure between road construction, and improvements in the railways and other forms of investment in transport;
- Use economic instruments, e.g. charges and taxes, to promote efficient transport use and cleaner technologies;
- Link transport planning to land-use planning so as to reduce the need for journeys, especially by private transport;
- Encourage traffic management and "traffic calming" measures to fit traffic to the environment rather than vice versa;
- Greatly expand research into pollution-free vehicles and clean and efficient public transport.

**3.4.2 Adopt special transport policies for protected areas.****Recommendations**

- a) Inter-governmental bodies planning or funding strategic transport routes across Europe should avoid all Category I-V sites. Environmental impact assessments should be applied to all such schemes as a matter of course;
- b) Governments should give higher priority to safeguarding protected areas in transport planning. In particular, new roads should always avoid Category I-IV sites, and should avoid Category V sites wherever a reasonable alternative alignment exists; any road that has to be built in a protected area should be designed with environmental criteria taking precedence over engineering considerations;
- c) Governments and protected area management authorities should examine the scope to reduce the damage done to protected areas by existing transport facilities and take remedial action (e.g. by closing or re-routing roads, or imposing weight restrictions);
- d) Governments and protected area management authorities should encourage innovative forms of transport, e.g. electrically-driven buses, to enable people to reach and circulate within protected areas in ways that do not harm the environment.

**3.5 Energy and other industries**

There are four industrial sectors which have a particular impact on protected areas:

- energy generation
- manufacturing industry
- extractive industry
- small-scale, craft industry.

**Energy generation** can affect protected areas at every stage: extraction of fuels, transport of fuels, the process of power generation, and the transmission of power to consumers. For example, uranium is mined near a national park in France; gas and oil are extracted from the Waddensea; and many national parks in Eastern and Central Europe have suffered severely from pollution caused by burning low-grade fossil fuels. Furthermore, sea-borne oil pollution threatens many coastal and marine habitats; hydroelectric power plants, dams and reservoirs have damaged important parts of national parks; and power lines disfigure many protected landscapes.

Even the switch towards renewable energy, which should bring general environmental benefits, may at the same time create problems for certain protected areas. Hydropower has done much damage through the creation of reservoirs, often in national parks. Tidal power can affect biologically productive estuaries. And wind power can be a visual intrusion on sensitive coastal and upland landscapes.

**Manufacturing industry** can also affect protected areas nearby, principally through the effects of pollution and the generation of heavy traffic.

**Extractive industry** poses special problems. Many protected areas coincide with potentially winnable supplies of the rocks needed by the construction industries. Sand and gravel supplies are often found in wetland areas; and alternative supplies dredged from under the sea also cause environmental problems. Working of these sources is often in direct conflict with the aims of a protected area.

If all these sectors create difficulties for protected areas, there may be benefits too. Former deep and open cast mining areas offer the chance to recreate a forest environment; what was once derelict becomes verdant. Abandoned quarries and wet gravel pits may offer the potential to create new habitats. These may not recompense for what was lost, but demonstrate again that there are opportunities for protected areas to be found in the most unpromising circumstances, providing imaginative policies are followed.



Photo: WWF/Vassiliki Pashoyiou

**The Messohora dam on the Acheloos River, Greece**

**Small-scale, craft industries**, however, usually have a benign relationship with protected areas, and are sometimes beneficial. They rarely have a major impact on the environment, but the income they generate — from the making of local foods, or of craft products based on local resources like timber or wool — can help sustain a rural population; along with their traditional skills of land management, these people may be needed to help maintain a protected landscape. Or they may generate part-time income for national park staff and their families. Moreover, such craft industries often benefit from, and help support, sustainable forms of tourism.

Simple guidelines about the siting, design and operation of workshops and small factories will usually ensure that the aims of protected areas and the pursuit of this kind of rural economic activity — much needed in view of the general decline in farm incomes — are mutually supportive.

**Box 14****Main elements of a national energy strategy**

- Improve energy efficiency and so reduce demand for energy, in particular by:
  - Setting standards for energy efficiency;
  - Taxes and incentives to encourage energy efficiency, while sheltering poorer sectors from steep energy price increases;
  - Information campaigns;
  - Obliging manufacturers to monitor and publicize the energy efficiency of products and processes;
  - Supporting citizen's groups that promote energy conservation.
- Ensure the generation of energy used has the least damage on the environment consistent with socio-economic needs, in particular:
  - Optimize use of fossil fuels, so as to minimize depletion of non-renewable resources and minimize pollution;
  - Ensure all use of fuels is safe;
  - Ensure that energy prices reflect the full social and environmental costs of alternative
  - Produce a national report showing progress towards agreed targets.

Adapted from *Caring for the Earth* (1991).

**ACTION****3.5.1 Adopt national energy strategies based on principles of sustainability.**

**Endorsement.** This plan endorses the call in *Caring for the Earth* for countries to adopt national energy strategies, the main elements of which are set out in box 14. Most important is to concentrate on improving energy efficiency rather than increasing energy generation; over time this would remove most of the threats to protected areas from the energy sector.

This plan further endorses the steps open to all industry to adopt sustainable processes, such as use of low- and non-waste technologies, increasing the life of products, recovering components and recycling materials, adopting integrated waste management as well as the pollution control measures in Section 2.5. Again, protected areas will benefit from such policies, as will the environment in general.

**3.5.2 Adopt special policies for industry as it affects protected areas.**

**Recommendation.** Governments should follow the principles below:

- a) Large-scale industry, including extractive industry and hydroelectric plants, should not be permitted in protected areas of Categories I to IV; where such industry exists, it should not be allowed to expand and should not be replaced at the end of its economic life;
- b) Large-scale industry should not be permitted in Category V protected landscapes unless (i) the project is clearly in the national interest, and (ii) no alternative site or source of supply is available — and then only after a full Environmental Assessment and when the very highest standards of restoration are used at the end of its economic life;
- c) Land damaged by industry should be restored;
- d) Small-scale craft industries that bring sustainable economic benefits to rural communities, especially those living in and near protected areas, should be encouraged; this could include financial help, training in technical and marketing skills, assistance in the design and operation of workplaces, and encouraging links with tourism and protected area sectors.

**3.5.3 Encourage industry to support protected areas.**

**Recommendation.** Industry should support protected areas through financial and other means, and should manage their own land in a sustainable way favourable to nature. (See also Section 11.4)

## PART II

### ADDRESSING PRIORITIES AT EUROPEAN, SUB-REGIONAL AND NATIONAL LEVELS

The plan now starts to consider the needs of the protected areas themselves. First, it addresses Europe as a whole, emphasizing the need to extend the coverage of protected areas and to place that effort within a strategy for the development of a European Ecological Network. Chapter 5 then considers parts of the region where cooperation between countries is needed to solve protected area issues. Lastly, Chapter 6 outlines the situations in some individual countries where protected areas face a range of different problems but where the needs are of European concern.



#### CHAPTER 4

### A EUROPE-WIDE APPROACH

Although Europe has many impressive protected areas and a vast range of conservation initiatives, it has not always been possible to take a **European** view. Such a view is particularly necessary in considering the **coverage** of the protected area network.

This chapter starts by considering how the concept of a Europe-wide ecological network could provide a framework for many other actions at national and international levels (Section 4.1). It then considers how the protected area estate can and should be extended — in Section 4.2 to ensure coverage of the different landscape and habitat types, and in Section 4.3 for the needs of fauna and flora. These actions tend to be mutually reinforcing: for example including a habitat type in protected areas may also safeguard an endangered species.

The actions all depend on good information, in particular knowing the present extent of habitats and species, and how far the protected areas already cover their sites. They also depend on good research: for example, knowing the life histories and management requirements of individual species. This aspect is mentioned in this chapter and returned to in Chapter 10 on information and monitoring.

The countries of the European Union (EU) already have an international framework for nature conservation in the form of the Birds and Habitats Directives (covered in detail in Section 7.2). Vigorous implementation of these directives, especially through the precise analysis of protected area coverage that these directives require, will greatly contribute to implementing the plan and in particular the aims of this chapter.

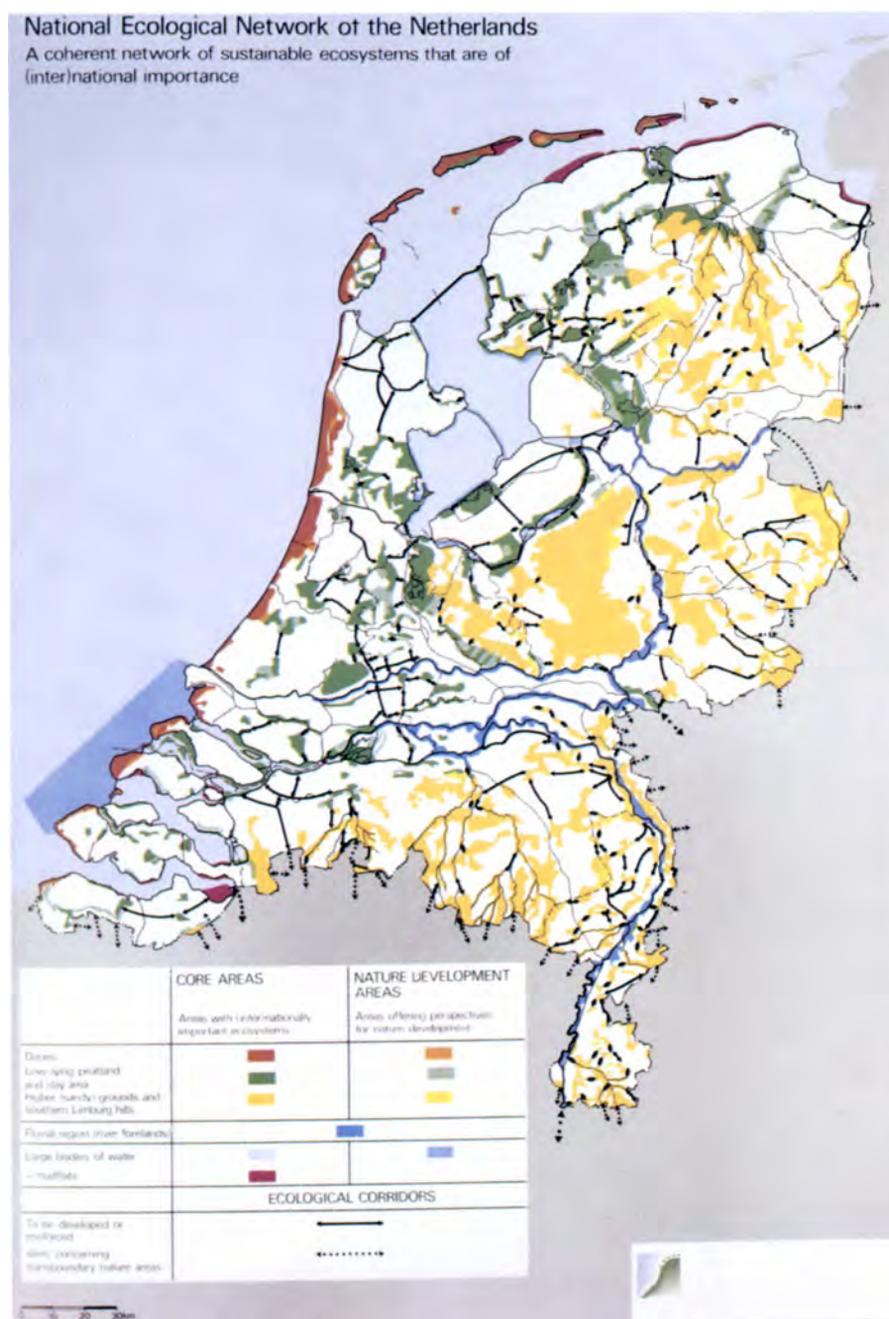
#### 4.1 Developing and implementing the European Ecological Network (EECONET)

The aim of EECONET is to identify the species and habitats of European importance and to develop measures that conserve the integrity of natural systems upon which they depend. It is a strategic and dynamic concept which could provide a framework for protected areas policy in Europe, as well as for conserving nature in the countryside as a whole.

The EECONET approach recognizes that protecting individual species, or even individual sites, is not enough. It calls for a shift in conservation policy — from

species to habitats, from sites to ecosystems, and from national to international measures.

In particular it seeks to reverse the fragmentation of habitats into small isolated 'islands' surrounded by land almost devoid of nature. It links protected areas policy to conservation in the wider countryside. It aims to protect not only the most important sites but also to establish corridors that permit dispersal and migration of plants and animals through linear routes or 'stepping stones' between protected areas. This approach would lead to a more dynamic and flexible protected area system; for example, it would help mitigate the effects of global warming, allowing species to migrate to new sites following shifts in the climate.



**Source: Towards a European Ecological Network, IEEP, 1991**

Building an ecological network along these lines involves four main elements:

- Selecting core areas and ensuring their conservation;
- Protecting the core areas from harmful activities in the areas around them;
- Creating corridors (e.g. riparian habitats (box 15), hedgerows, forest strips) and stepping stones between conservation sites to allow dispersal and migration of species;
- Restoring damaged habitats and creating new ones as part of the network.

The network can be built at virtually any level: at continental level — in this case for the whole of Europe; at national level — countries such as Czech Republic, Lithuania, Netherlands and Poland have all taken this kind of approach, but in different ways; and at local level, such as on a farm or around a village.

EECONET is an initiative of the Government of the Netherlands and the Institute of European Environmental Policy, and was developed in a report *Towards a European Ecological Network* (1991). It was the subject of an international conference in Maastricht, Netherlands (November 1993).

Box **15**

### Wild Rivers

Rivers are ideal wildlife corridors — the aortas of the landscape — but all too often they are altered beyond recognition. Channels are straightened to prevent flooding and freshwater life is destroyed by pollution. The structure of some rivers has been changed into a set of lakes connected by dry channels. Of the world's remaining free-flowing large river systems, only one — the Kalix-Torne in northern Sweden, Finland and Norway — is in Europe.

Rivers are also among the most complex and species-rich of ecosystems in Europe. A section of the unregulated Vindel River in Sweden, for example, has 131 vascular plant species per 200 m. Similarly, invertebrates are far more numerous than on surrounding land. More attention should be given to the conservation and restoration of wild rivers and streams.

## ACTION

### 4.1.1 Carry forward the EECONET concept.

**Endorsement.** This plan endorses the EECONET Declaration (from the Maastricht conference), especially its recognition of the need to:

- a) Consider the development of a European Biological and Landscape Diversity Strategy and its application at a pan-European level, as part of the process leading to the next European Environment Ministers Conference (Sofia, 1995);
- b) Develop EECONET as a conceptual framework to help organizations cooperate and set priorities at a pan-European level, in particular to help build Natura 2000;
- c) Build the EECONET idea into conservation policies of governments, the European Union, the Council of Europe and other international bodies.

**Recommendation.** The Council of Europe has set up an Ad-hoc Group of Experts on (a), above. It is anticipated that an outline of the strategy will be presented to the next European Environment Ministers Conference. *Parks for Life* calls on all interested parties to contribute to this process and recommends to the Council of Europe that *Parks for Life* forms the basis for the treatment in the strategy of issues relating to protected areas.

## 4.2 Extending the coverage of protected areas: habitats and landscapes

At first sight, the coverage of protected areas in Europe looks encouraging: protected areas cover about 8% of the land surface, compared to about 5% worldwide. The extent of the protected areas in Europe has grown quickly in recent years, with over two thirds of them set up since 1972, and many countries have plans to extend their networks further.

However, apart from the varying quality of management (covered in Part III), the network is deficient in several ways:

- The coverage from one country to another is very uneven, varying from under 1% in some countries to over 10% in others;
- Coverage of some types of landscapes and habitats is inadequate;
- In some countries, protected landscapes (Category V) tend to be very extensive (and as a result often weakly protected), masking the fact that sites protected primarily for nature (Categories I – IV) are inadequate in extent;
- Many sites are too small and so do not give effective protection to the species and habitats they contain;
- The existing protected areas are not extensive enough to protect all the rare and threatened species (see also Section 4.3);
- Marine and marine coastal protected areas are too small and too few (see box 16).

### The need for more marine and marine coastal protected areas in Europe

Box 16

Europe's coast and seas are under pressure: tourism, industry, pollution, land claim, coastal protection and the spread of development have destroyed or damaged coastal habitats and threaten wildlife. Although not as visible, the pattern is repeated at sea — for example, from intensive fisheries, pollution from land-based sources or accidental spillage, oil and gas exploration and aggregate extraction.

As elsewhere in the world, establishment and management of marine protected areas lag behind similar initiatives on land. In the marine environment there has been more emphasis on measures to safeguard the wider environment, through pollution control for example, than on the protection of individual sites. But both approaches are necessary: effective management of the marine environment requires the stricter protection of certain areas, whether for conservation of nature, protection of the cultural heritage or management of fisheries.

Photo: WWF/Jonathan Plant



**Wistman's Wood,  
Dartmoor National Park,  
UK**

Moreover, many protected areas in Europe today were set up to protect the best examples of existing habitats and landscapes. There is now the opportunity to extend the coverage by recreating and restoring damaged habitats and derelict landscapes, taking advantage of the surplus agricultural land and other land-use changes.

Several tasks are needed at European level. First, there are still some large natural and semi-natural areas of European importance that are not yet protected or whose protection is inadequate (Action 4.2.1). Second, as armed forces across Europe are reduced, they need less land for practice and training; because of the absence of agriculture and the lack of public access, much of the land they hold is of exceptional conservation interest and maintains habitats that are now rare, threatened or have disappeared elsewhere. There is a great opportunity to enfold the best areas for nature into the protected area network (Action 4.2.2).

Much biodiversity in Europe depends on managed areas, in particular areas under traditional forms of agriculture. As outlined in Section 3.1, many of these areas are under pressure from agricultural change and need therefore to be better represented in Category IV managed reserves and Category V protected landscapes (Action 4.2.3).

Next, the protected area network provides uneven coverage to important habitat types, such as wetlands and natural forests. There is a need to assess the present coverage for individual habitats, especially those which are rare or under threat, identify the gaps and take remedial action (Action 4.2.4). A special effort is also needed to create more marine and marine coastal protected areas (Action 4.2.5).

And lastly, the circumstances in many parts of Europe are favourable for the restoration of damaged habitats, and the creation of new ones. Some of the new or restored habitats could be suitable for protected areas, especially sites within Category V protected landscapes or sites that could extend Category I-IV protected areas (Action 4.2.6).

## **ACTION**

### **4.2.1 Identify important natural areas for more, or larger, protected areas.**

**Endorsement.** The Council of Europe has started a project to do this, as part of its mandate from the 1993 meeting of European Environment Ministers. The project should be extended to include IUCN, FNNPE and WCMC as partners and should develop clear criteria on how to select the individual areas. It should build upon existing national and international initiatives. The areas covered should be natural areas, rather than cultivated landscapes, for protection predominantly in Categories I and II.

### **4.2.2 Encourage the inclusion on military land in the protected area estate.**

**Priority Project 5.** Assess the conservation value of military land across Europe, building on IUCN surveys in four countries and a WWF-funded survey in Lithuania; ensure that the military authorities are aware of the conservation value of individual sites; assist them to manage those areas with conservation in mind; and take advantage of land disposals to extend or create protected areas where possible. **Lead Agency:** To be identified.

### **4.2.3 Classify and assess traditional low-intensity farming systems of importance for nature and landscape.**

**Endorsement.** This plan endorses the project of WWF and the Joint Nature Conservation Committee (UK) to examine extensive farming systems in nine European countries, providing maps, case-studies and recommendations on the support the farmers need. This should be extended to all of Europe, so as to (a) classify all traditional low-intensity farming systems and identify where they occur; and (b) select outstanding and representative areas of each type, including those of cultural and historic significance, for creation or extension of Category V protected landscapes. IUCN-CNPPA, the IUCN Commission on Environmental Strategy and Planning (CESP) and the International Centre for Protected Landscapes (ICPL) may be able to contribute to this task.

### **4.2.4 Ensure all habitat types are adequately represented in the protected area network.**

**Endorsement.** The plan endorses the work of CORINE in classifying and mapping natural and semi-natural habitats in Europe, and supports its extension into Central and Eastern Europe. This classification is the basis of the habitats annex on the EU Habitats Directive (see Section 7.2). The work can be greatly supported by national surveys or by surveys of particular habitats by expert groups (e.g. of Mediterranean wetlands by MedWet and of sand-dune habitats by the European Union for Coastal Conservation).

**Recommendation.** Governmental conservation agencies, with support from NGOs, should work to ensure that the protected area system for their area or region contains adequate representation of all the natural and semi-natural habitats present.

Priority habitats for assessment and protection in most countries include wetlands and floodplains, boreal forests (see box 17), Mediterranean evergreen forests and maquis (see box 23), riparian habitats, lowland dry grassland and steppe, peatlands, coastal dune systems and island ecosystems. Although mountain habitats are relatively well represented in Europe's protected areas, an evaluation of the status and coverage of

mountain protected areas in Europe by CNPPA's mountains network would be worthwhile. The protection of important geological sites in Europe could also be advanced in a similar way.

Centres of technical and scientific expertise, such as the European Centre for Nature Conservation (ECNC) recently created in The Netherlands, can contribute to this process.

#### 4.2.5 Create more protected marine and marine coastal protected areas.

**Endorsement.** This plan endorses the work by CNPPA and the World Bank (and initiatives by other organizations) to identify sites for marine protected areas.

#### Box 17

#### Conservation needs for Northern Boreal Forests

Northern Boreal Forest (or Taiga) is still extensive in Europe, but virtually all of it is managed so intensively for timber production that much of its dependent flora and fauna cannot survive. An effective network of protected areas is needed to ensure the survival of adequate areas of old-growth forest, in particular to safeguard the vital habitat of old trees and dead wood. Although much has been done in recent years, the protected area system is nowhere yet extensive enough to conserve the biological diversity of boreal forests.

In **Sweden**, less than 5% of virgin forest remains and only 2.6% of the forest has been protected from logging. The Swedish Society for Nature Conservation has called for between 5 and 15% of the forest to be reserves and for logging to be stopped immediately in the remaining virgin forests.

In **Norway**, only 0.9% of the productive coniferous forest land is protected from logging, mostly in national parks and nature reserves. An evaluation on a Nordic basis concluded that protection of at least 5% of the productive coniferous forest land is necessary to maintain biological diversity. Also, management of commercial forestry should be modified so that the resulting forests more resemble natural forests.

In **Finland**, 2.4% of the productive forests are protected, mostly in the northern part of the country. In southern Finland, only 0.6% of forest land is protected, and the protected areas cover managed forests as well as primary or old growth forests.

In **Scotland**, in contrast to Scandinavia, only 1.5% of the boreal forest remains, as isolated fragments. Government grants encourage regeneration of Caledonian pinewoods, but excessive numbers of red deer are hampering efforts to protect and extend the forest that remains.

In **Iceland**, all the boreal forests are reported to have been destroyed.

Much conservation action is already happening in these countries, but more is needed. In **Sweden**, **Norway** and **Finland** the priority is to protect adequate proportions of boreal forest from logging, so as to permit the survival of the wildlife other than the tree species, especially lichens, fungi and birds. Action is needed in **Scotland** to reduce the population of red deer, to protect the forest that remains and to regenerate extensive areas of forest under natural conditions.

**Recommendation.** Many Marine Parks or Marine Nature Reserves provide only weak protection, but some fisheries reserves are much more effective. Conservationists should therefore consider approaches to marine protected areas other than those solely driven by nature conservation, in particular working through policies to conserve commercial fish stocks. A first step might be to list and evaluate those areas protected for reasons other than nature conservation.

#### 4.2.6 Create and restore habitats of conservation value, some of which could be used to extend or create protected areas.

**Recommendation.** Governments and conservation agencies should consider the scope for creating, or re-creating, habitats of conservation value. These could include:

- a) Planting forests;
- b) Encouraging natural succession;
- c) Restoring and creating wetlands; and
- d) Restoring former heathland or limestone grassland.

Mechanisms used for this include ESA-type schemes, incentive payments to farmers, and partnerships between farmers, conservation NGOs and national conservation bodies.

#### 4.3 Extending the coverage of protected areas to meet the needs of flora and fauna

Europe has a rich flora and fauna, especially in Mediterranean countries which have many plant and animal endemics. The flora and fauna is relatively well known, with many illustrated guides available, and most countries have also produced national Red Data Books listing their threatened species. The numbers of species and the proportions of threatened species vary greatly — see table 1.

	<b>Mammals</b>	<b>Birds</b>	<b>Reptiles</b>	<b>Amphibians</b>	<b>Fish<sup>1</sup></b>	<b>Higher Plants</b>
<b>Species</b>	184	433	107	58	187	13,500
<b>Threatened species</b>	15	26	11	14	40	2542
	<b>Butterflies</b>	<b>Mosses &amp; liverworts</b>	<b>Lichens</b>	<b>Seaweeds &amp; other algae</b>	<b>Fungi</b>	
<b>Species</b>	500	2500	4000-5000	20,000+	15,000-20,000	
<b>Threatened species</b>	28	120 <sup>2</sup>	120 <sup>2</sup>	?	?	

1. Freshwater but including some freshwater/coastal species  
 2. Known Endangered and Vulnerable species in the European Union.  
 Sources: World Conservation Monitoring Centre, 1994; Plantlife 1990, 1993

Across Europe, thousands of nature reserves have been created for the conservation of individual species or species assemblages, yet the coverage is uneven. Many species, especially in Mediterranean countries, are not yet included in nature reserves or other protected areas. In most countries, there is little or no assessment of how far the protected areas system covers the needs of flora and fauna. The actions below are designed to provide this information and to unite the work done to save threatened species with the work on protected areas.

Of course nature reserves are not the **only** method of conserving species. And there are some species which are widely dispersed and so cannot be effectively conserved in protected areas. But protected areas are certainly the **main** way of conserving species, especially rare and threatened ones.

The size of the individual reserves is important. On the one hand, many protected areas in Europe are too small to contain viable breeding populations of wide-ranging animals like bears, wolves and otters. (Thus sympathetic management of the land **outside** the protected area becomes essential.) On the other hand, small reserves can work well in conserving populations of rare plants and invertebrates; more use should be made of micro-reserves (say 100 sq m to 10 ha) and of the part they can play in conserving the flora and fauna of a crowded continent. (See also 8.5.3).

Overall two kinds of action are needed:

- a) Activities to conserve **individual threatened species** through the creation and management of protected areas;
- b) Identification of the most important sites for groups of plant or animal species, **concentrating on areas of greatest species richness**, rather than on the needs of individual species, followed by action to ensure that the identified sites are effectively protected.

A model for (b) is the book *Important Bird Areas in Europe* (1989), by BirdLife International and the International Waterfowl and Wetlands Research Bureau (IWRB). This lists some 2400 sites important for birds in Europe, chosen according to scientific criteria.

Once the reserves are established, they need to be looked after to ensure that the relevant species within them flourish. Active management is often needed to achieve this. And the populations of the species concerned also need to be monitored (see Chapter 10).

Europe is also rich in genetic resources — wild plants such as the olive, the vine and the apple, from which crops are derived, and in wild resources of ornamental plants, such as carnations and wallflowers. Protected landscapes may help protect land-races of important crops and old cultivars through maintaining traditional farming systems. A systematic approach is needed to help farmers do this, but this is less to do with protected areas and more with farming and horticultural policy.

## **ACTION**

### **4.3.1 Complete and implement recommendations for threatened higher vertebrates.**

**Endorsement.** This plan endorses the work of the IUCN Species Survival Commission (SSC) and its partners in preparing species Action Plans for threatened fauna as outlined in box 18.

**SSC Action Plans containing Species in Europe**

<b>Completed</b>	<b>In Preparation</b>
Dolphins, Porpoises & Whales	Bears
Weasels, Civets, Mongooses & their Relatives	Birds of Prey
Tortoises & Freshwater Turtles	Bison
Foxes, Wolves, Jackals & Dogs	Cats
Otters	Cranes
Rabbits, Hares & Pikas	Deer
Seals, Fur Seals, Sea Lions & Walrus	Dragonflies & Damselflies
Pigs, Peccaries & Hippos	Ducks, Geese & Swans
Swallowtail Butterflies	European Reptiles & Amphibians
	Hérons
	Insectivores
	Marine Turtles
	Rodents
	Storks, Ibises & Spoonbills
	Wild Sheep and Goats

Also, BirdLife International and IWRB are preparing single-species Action Plans for each of the 26 globally threatened bird species in Europe.

**Recommendation.**

- a) SSC should ensure that all European threatened higher vertebrate species are covered by their species Action Plans as soon as possible;
- b) SSC should then draw together the actions on European fauna in the SSC Action Plans into a coherent set of activities, and vigorously promote and monitor implementation at European and national levels;
- c) IUCN members, SSC members and other partners are encouraged to carry out the projects identified in the species Action Plans.

**4.3.2 Safeguard the Important Bird Areas (IBAs) in Europe.**

**Recommendation.** European Governments should classify and ensure conservation management of the Important Bird Areas in Europe, either as Special Protection Areas under the Birds Directive (European Union — see Section 7.2) or under equivalent measures to safeguard their ecological value.

Special action is needed to safeguard the flyways for birds migrating to Europe from Africa, Asia and the Arctic, especially their vital sites in Southern Europe, making use of the provisions of the Bonn Convention (see map on page 54).

**Endorsement.** This plan endorses the programme by the BirdLife International Secretariat, its national partners and representatives to promote and support the safeguarding of the Important Bird Areas in Europe, and welcomes integration of this Programme with the other activities in the plan.

**4.3.3 Provide information on birds at sea.**

**Endorsement.** The plan endorses the present efforts coordinated by BirdLife International, the European Seabirds at Sea Coordination Group and IWRB to undertake offshore surveys of birds at sea, and calls for these surveys to



**Migration routes of birds which breed in the far north and move south in autumn**

**Many species, including Arctic Terns, waders (such as Knots and Bar-tailed Godwits), several kinds of geese and ducks and a few small songbirds (such as Wheatears) breed in the Arctic and migrate to Africa. Waterfowl are reliant on food-rich, undisturbed habitats (particularly West African and North-West European estuaries), without which they could not sustain such vast journeys. Estuaries such as the Waddensea (Germany/Netherlands) and The Wash (UK) provide wintering grounds for populations of waterfowl and essential feeding stations for others that move on to West Africa and even south the the Cape.**

**Large migrant species such as storks, pelicans, buzzards and eagles can only migrate over land, assisted by rising air over warm ground: their necessary choice of the short sea crossings at Gibraltar, Malta and The Bosphorus is obvious from the map above.**

be extended so that they cover all sea areas adjacent to European countries. The data should be used, among other things, to create and extend marine protected areas.

#### 4.3.4 Identify important areas in Europe for conservation of other fauna.

**Recommendation.** SSC, SSC members and other specialists should identify the most important sites for lower vertebrates and invertebrates, and assess which of those sites could become protected areas. Europe's protected areas are far from adequate, both in extent and management, for the needs of lower vertebrates and invertebrates, many of which are good indicators of environmental quality. Priority should go to the better known groups such as freshwater fish; butterflies, dragonflies and damselflies; and molluscs. Action for other invertebrate groups may follow these examples.

#### 4.3.5 Identify the Important Plant Areas (IPAs) in Europe and plan measures to conserve higher plants.

- a) **Endorsement.** Following the completion of plant Red Data Books for virtually all countries in Europe, a concerted effort is needed to ensure all (or virtually all) sites of listed threatened plant species are conserved, preferably in protected areas, and given the management needed to ensure the survival and recovery of the species concerned. Action is particularly needed in the Atlantic Islands (box 19) because of their exceptionally rich flora.

The plan endorses the Planta Europa conference (Hyères, May 1995) to mobilize efforts on European plant conservation, being organized by Plantlife and the French Government, and sponsored by the Council of Europe, IUCN and the UK Government.

In particular the Conference should consider:

- i) how to establish 'The 100% Club' for countries — or sub-regions — where at least **one** population of **every** threatened plant species is in a nature reserve;
  - ii) how to develop micro-reserves for sites of rare and threatened plants, in particular through use of the EU Habitats, Flora and Fauna Directive (see Section 7.2 and 8.5.3).
- b) **Priority Project 6.** Identify the Important Plant Areas in Europe and promote their conservation. **Lead Agency:** Plantlife (UK), working through a network of botanists across Europe, in association with the IUCN-SSC European Plants Specialist Group, WCMC and other conservation bodies.

#### 4.3.6 Identify important areas for lower plants in Europe and list threatened species.

**Endorsement.** Lower plants are often forgotten in conservation work, but are particularly rich in Europe, especially in the lichens, mosses and liverworts along Europe's wet Atlantic coast and in the

***Lilium martagon, a common constituent of many alpine national parks***



Photo: WWF/Eric Dagnisco

Azores. Mushrooms and toadstools, many of which are edible, are valuable indicators of environmental change, and are showing a significant decline across Europe.

This plan supports efforts to identify threatened lower plants and their key sites in Europe (especially the Plantlife project to identify threatened bryophytes and key bryophyte sites, and a conference on lower plant conservation in Europe (Zurich, September 1994)), and calls for these efforts to be speeded up. These should be followed by national and local action to set up protected areas for the most important sites, with international support.

**Box 19**
**Species and habitat conservation needs in the Atlantic Islands**

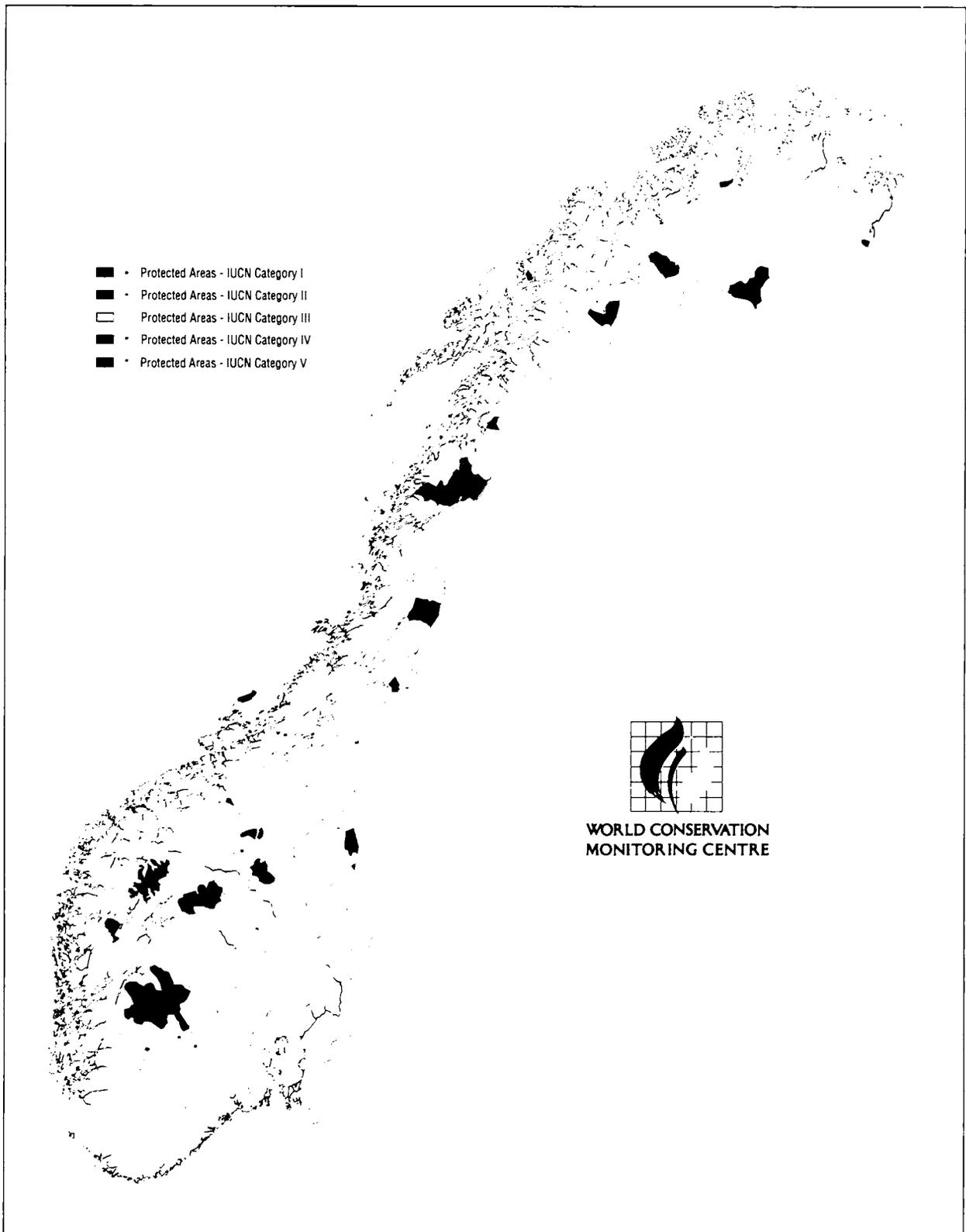
The Atlantic Islands of Europe — the Canaries, Madeira and Azores — contain some of the richest plant communities in Europe. The Canaries have 593 endemic vascular plants (of which 380 are rare or threatened), Madeira 118 and Azores 49. The Canaries have almost as many Endangered plants as the whole of continental Europe.

Many of these endemic species live in the laurel forests, an extraordinary form of temperate evergreen rainforest unique to these islands. A relict of a vegetation type that may have covered much of what is now Southern Europe and the Mediterranean Sea up to 20 million years ago, only small remnants remain, all in the Atlantic Islands.

Canaries have three national parks and a number of nature reserves, but more protected areas are needed, in particular to protect the sites of endangered plants and to extend the remnants of laurel forests into areas they once occupied. Ambitious plans by the Autonomous Government and the Island Councils aim to extend and increase the protected areas substantially: for example, a plan prepared for Gran Canaria seeks to establish protected areas over 66% of the island.

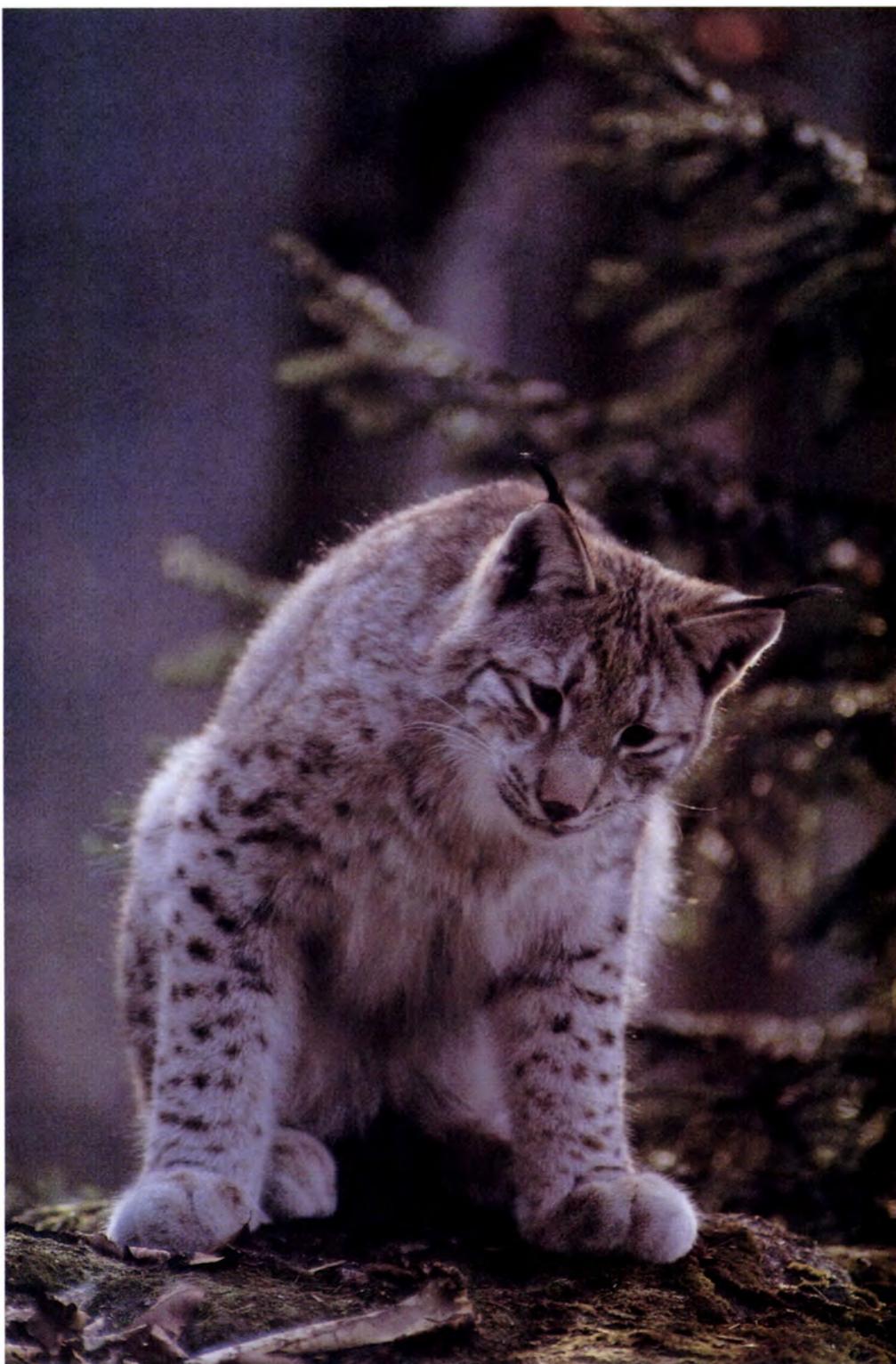
Madeira has the greatest extent of remaining laurel forests, covering 10–12,000 ha (16% of the island). Although much of it has been degraded by over-grazing, the Madeira Natural Park cover two-thirds of the island. This includes some Integral Reserves, which cover some of the best samples of laurel forest. The protection of the Natural Park needs to be upgraded and the Integral Reserves expanded. (Madeira includes the Salvage Islands, a group of small islands protected as a nature reserve that was recently awarded the European Diploma.)

In the Azores, only small remnants of laurel forest survive and on some islands it has entirely disappeared. Two Category IV reserves are on the UN List; more are needed.



***Protected areas of Norway, showing the use of a range of IUCN management categories***

Photo: WWF/BIOS/François Pierrat



**Lynx in March, Bavaria. Mammals such as this may need a large area of undisturbed habitat to survive.**

## PRIORITY TERRESTRIAL AND MARINE SUB-REGIONS

Europe, like other parts of the world, is a diverse continent and can be divided up into a number of sub-regions, on the basis of political systems, vegetation types, climate or other criteria. This chapter covers several **sub-regions** where cooperation between countries is particularly needed to solve protected area issues.



### CHAPTER 5

On land, the plan covers two sub-regions: Central and Eastern Europe (Section 5.1), and Southern Europe (5.2). Both of these have special needs and requirements, outlined below, though this should in no way detract from the need for action in Western Europe also.

At sea and along the coastline, three sub-regions are included, which between them cover all the marine and coastal parts of Europe — the Mediterranean Sea (with Southern Europe in Section 5.2), the Baltic (Section 5.3) and the North-East Atlantic (Section 5.4). This full coverage reflects the paucity of marine protected areas in the region.

Mention should be made of two other sub-regions, both only partly in the region covered by this plan. The first is the **Black Sea**, which needs to be treated as a single ecological unit and has great need of conservation. Present international initiatives include a preliminary Action Plan for Conservation of Black Sea Wetlands (1994), arising from a Workshop in Odessa (October 1993); a GEF Programme for the Environmental Management and Protection of the Black Sea, 1993–1995; and the development of a UNEP Regional Seas Programme for the Black Sea, linked to the Mediterranean Action Plan. Also, the International Commission for the Scientific Exploration of the Mediterranean (ICSEM) includes the Black Sea in its remit and its network of advisers has developed studies and contacts in the area.

The second is the **Arctic**, whose fragile ecosystems surround the North Pole. A recent report, *The State of Habitat Protection in the Arctic* (Second Draft, September 1993), prepared by the Directorate of Nature Management, Norway, outlines the existing state of protected areas, which are extensive, covering 25.4% of Arctic Norway, 20.7% of Arctic Sweden, 11.2% of Arctic Finland and 8.9% of Iceland. The report also lists proposals by NGOs to extend the protected areas, for example by an Arctic Ring of Life Marine Biocultural Reserves stretching round the Arctic as a single unit. The report is part of a continuing process of cooperation between Arctic nations on conservation.

### 5.1 Central and Eastern Europe

Following the collapse of Communism, the Central and Eastern European Countries (CEEC)<sup>2</sup> are in the process of dramatic change as they embrace democracy and establish market economies. On the one hand, the political, economic and social disorders that are an inevitable consequence of this change pose difficulties for the conservation of nature. On the other, the reallocation of land, the greater openness of governments to public opinion and the growing contacts between East and West could provide great opportunities for conservation.

Most of the countries face acute but localized problems of environmental pollution, but also contain large areas of unspoilt nature and surviving

2. The countries covered in this Section are Albania, Bulgaria, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Romania and Slovakia. The Section also includes the countries of former Yugoslavia, including Bosnia-Herzegovina, Croatia, Slovenia and the former Yugoslav Republic of Macedonia.

Photo: WWF/Tamas Révész



**Citizens with banners form a human chain to stop dam construction in Gabcikovo, Hungary, August 1991**

wilderness. Most have well-developed protected area systems, some long-standing (e.g. Bulgaria, Czech Republic, Estonia, Poland and Slovakia), whereas others are more recent but have grown quickly (e.g. Hungary). The extent, the criteria used for selection, and the management of these protected areas are generally comparable with those in Western Europe. Some systems, however, are under-developed (Albania, Romania), but conservationists in these countries are trying hard to catch up. In general all the countries are developing their national protected area systems and anticipate considerable expansion of their networks.

Possibly the greatest threat to protected areas in most parts of the region is land redistribution. This means either reprivatization (in which land is returned to its former owners) or privatization (in which publicly owned land is distributed to the private sector).

The greatest needs in the region are:

- An infusion of financial assistance as short-term support to ensure that lands of nature conservation value are not lost through land redistribution, especially in Bulgaria, Czech Republic, Hungary and Slovakia, combined with support for fiscal and financial incentive measures (Action 5.1.1);
- The development of environmental legislation; this is the top priority in some countries, e.g. Estonia (Action 5.1.7 (a)).

## **ACTION**

### **5.1.1 Mitigate the effects of land redistribution on protected areas.**

**Recommendation.** Western aid donors, governmental and non-governmental, should respond generously to requests for financial and other assistance by CEEC to safeguard their protected areas, such as through the Property Land Fund for Specially Protected Areas in the Czech Republic (see box 20). Debt-for-nature swaps could be suitable mechanisms, as used in Bulgaria and Poland.

**Recommendation.** The plan encourages CEEC to identify clear criteria and priorities for lands to be purchased, and to contribute to the funds needed. As a safeguard, external donors may wish to be involved in developing the criteria for selection.

Funds are required both for (a) direct purchase of land and (b) reimbursement to private landowners for accepting restrictions on how they use their land.

**Priority Project 7.** Review (a) the various types of policies that could be used to provide effective incentives for conservation (such as the ESA-type schemes used by the European Union) other than purchase; (b) the scale of the problem and funding requirement in each CEEC; and (c) the ways in which urgent funds could be raised. **Lead Agencies:** IUCN European Programme, WWF European Programme.

### The Property Land Fund for Specially Protected Areas in the Czech Republic

Box 20

In the Czech Republic, land redistribution has brought new risks to the protected area network. Owners and users of land are under great pressure to make maximum economic use of their land, irrespective of its ecological value.

To counter this, with the approval of the Ministry of Environment, the Czech Institute for Nature Conservation is setting up a 'Property Land Fund for Specially Protected Areas'. The aim of the Fund is to secure state ownership of selected land and to ensure good conservation management.

The 'specially protected areas' eligible for the Fund include National Nature Reserves, National Nature Monuments, Nature Reserves and Nature Monuments, which together amount to about 1% of the nation. Out of the total of 1600 areas, some 400 have been selected for attention, including:

- 5500 ha of small protected areas in the 'National' categories, after excluding woodland (which is not yet under threat) and land already owned by the State (estimated cost of purchase US\$ 5.9 m);
- A further 2200–2500 ha of Nature Reserves and Nature Monuments (US\$ 2.3–2.7 m);
- Part of the 195,000 ha of core areas in the 1.1 million hectares of large protected areas (National Parks, Protected Landscape Areas) (exact extent and therefore cost to be determined).

In 1993 a small professional unit was set up to establish and administer the Fund. The State Environmental Protection Fund has contributed US\$ 0.8 m and a number of areas have been acquired, with priority being given to wetland National Nature Reserves.

The expenditure for the next 6-8 years is estimated at US\$ 8.5 m, of which \$6.4 m may be available from State and other national and local sources. The remaining \$2.1 m has to be raised from international sources as vital assistance in maintaining an irreplaceable part of Europe's natural heritage.

#### 5.1.2 Extend contacts between East and West.

**Recommendation.** Protected area staff from the CEEC have had four decades of limited opportunities for travel, yet most present visits are of experts from Western Europe to the CEEC. **This pattern should be changed** so that most of the resources available are spent enabling experts from CEEC to visit other European countries. Priority should be given to (a) Policy-makers, especially on the interface of conservation with, for example, transport policy, agriculture or forestry; and (b) Protected area managers. Twinning, especially of transboundary parks across the former 'Iron Curtain', is also a good way of extending contact (see also 9.2.2).

**Priority Project 8.** Organize a series of study visits for CEEC protected area managers to Western countries, typically of 2-4 weeks each. Language training may also be appropriate in some cases. **Lead Agency:** EUROSITE.

#### 5.1.3 Provide the necessary equipment.

**Recommendation.** In most CEEC, there is a sufficient core of leading scientists, conservation specialists and trained protected area staff. They need not so much know-how but **funds and equipment**, such as computers,

vehicles, communication systems, educational facilities, and equipment for research and monitoring.

Western Governments and the European Union should shift the environmental component of their aid to the region to:

- a) Increase the aid available for conservation of nature; and
- b) Change the support for protected areas away from provision of consultants to that of funds and equipment.

**5.1.4 Give special international attention to certain unique areas.**

**Recommendation.** Governments and other funding bodies should encourage broad international participation in the protection of a small number of high priority protected areas of international importance, especially those for geographic regions shared between countries. Notable examples include the Biebrza Marshes (Poland), the Danube Delta (Romania, Ukraine), the Rhodope Mountains (Greece, Bulgaria), the Dinaric Mountains (Croatia, Slovenia) and some of the shared river systems of the region. Possible sites may include the four sites identified by IUCN — in Albania,

Photo: WWF/Fred Hazelhoff



***The Biebrza Marshes, Poland, an example of a site in need of international attention***

Bulgaria, Croatia and Romania — as exemplars for short-term external investment in biodiversity conservation.

**5.1.5 Encourage cooperation between Central and Eastern European countries.**

**Recommendation.** Funding bodies in Western Europe should encourage and support protected area associations and groupings within the CEEC region. In particular international support and finance should be provided to the Association of Carpathian National Parks and Protected Areas (Czech Republic, Poland, Slovakia, Hungary, Ukraine and Romania) and to the proposed Centre for Management and Restoration of Ecosystems in the Hercynian Mountains (Czech Republic, Poland, Germany, France).

### 5.1.6 Ensure development funded by external aid does not damage the environment.

**Recommendation.** Funding agencies from outside the region, especially the World Bank, the European Bank for Reconstruction and Development, and the European Investment Bank, should employ strict measures to ensure the projects they fund do not harm the environment in general and protected areas in particular.

**Recommendation.** The European Union should improve the environmental provisions in the use of PHARE and TACIS (see box 21). In particular they should:

- a) Re-examine the overall approach of PHARE and TACIS, to ensure that sustainable development is the aim;
- b) Make more use of PHARE funding to help protected areas, including funding for management, for infrastructure, for environmentally sensitive agriculture or forestry management, and for development of local enterprises;
- c) Use TACIS funds creatively for developing environmental infrastructure, including, for example, support for NGOs and development of environmental law.

### 5.1.7 Give CEE countries priority in implementing relevant parts of this plan.

**Recommendation.** Governments, agencies and others implementing this plan should give CEE countries priority in actions to:

- a) **Provide advice on protected area legislation** (under Section 7.1).

Profound political changes may require a review, if not a reconstruction, of the legislative framework for protected areas. A possible starting point for international support to such work could be a seminar or conference within the region to determine what is needed and to agree a common approach.

#### Box 21

#### European Union external development funding: PHARE and TACIS

PHARE and TACIS are the EU's main instruments for providing financial and technical support to the countries of Central and Eastern Europe (PHARE) and CIS and Georgia (TACIS). Both aim to support economic restructuring and encourage change to a market economy, taking account of social and democratic concerns.

Under PHARE, 1 bn ECU was made available in 1992 for financing projects in priority sectors, which included rural development and environmental protection. The emphasis is on technical assistance rather than capital investment.

The emphasis of TACIS is on transfer of know-how. Under TACIS the EU provided 850 m ECU for 1991–92.

**b) Prevent and reverse environmental deterioration in protected areas from pollution** (under Section 2.5).

Central and East European countries have suffered grave damage to the environment from reckless use of natural resources and uncontrolled emissions from industry. The appalling air pollution in the 'Black Triangle' (part of former East Germany, Czech Republic and Poland) is still damaging protected areas. Also water pollution and contamination from fertilizers and pesticides are damaging protected areas in the region. Joint international efforts are endorsed to help these countries reduce their pollution load and meet international emission standards, and these could be linked to conservation of nature in general and protected areas in particular.

**c) Ensure that tourism does not damage protected areas** (under Section 3.3).

With deteriorating economic conditions in the countryside, local communities increasingly need to generate income. A promising sector is tourism, especially from Western Europe. Training on tourism management for protected area managers and local authorities is a particular need.

**5.2 Southern Europe and the Mediterranean Sea**

Little now remains of the original, natural vegetation of the Mediterranean basin, yet the region's rich landscape heritage, fascinating history and warm climate makes it the favourite destination for Europe's tourists. As a result of this and other developments, much of the natural resources that do remain are under great pressure.

The Mediterranean region contains much of Europe's biological diversity, with, for example, abundant endemic species, especially of plants, that are absent further north (see table 2). There is a rich bird fauna, especially of migratory birds, wetland birds and birds of prey. And the Mediterranean Sea is the home of sea turtles and valued mammals like the Mediterranean Monk Seal. This puts a great responsibility on the governments of these countries since they have the lion's share of Europe's biodiversity and in particular of its threatened species. For example, about 80% of the species of plants whose sites and habitats are to be protected under the EU Habitats Directive (see table 2) are from Mediterranean countries. The EU therefore recognizes that Member States in the North have a duty to help Member States in the South conserve their flora and fauna as part of the natural heritage of Europe as a whole.

**Table 2: Diversity of Higher Plants in Mediterranean and Non-Mediterranean countries**

<i>Country</i>	<i>Number of wild species</i>	<i>Number of endemic species (i.e. species not found elsewhere)</i>	<i>Number of plant species on Annex II of the EU Habitats Directive</i>
Greece	4992	742	36
Italy	5598	712	45
Spain	4916	941	87
Poland	2300	3	N-A
Denmark	1252	1	3
Ireland	950	0	0

Source: WCMC

Despite this biological wealth, the system of protected areas in Southern Europe and the Mediterranean is far from effective and complete. In most countries, national parks suffer from a lack of staff and a lack of money, as well as from political constraints and social conflicts. Coastal areas are under particular pressure and are often poorly represented in protected area systems. The powerful hunting lobbies in France, Italy, Greece and Spain often oppose the creation of new parks and hunters continue their sport within some existing regional parks.

There are great opportunities to improve the situation. Many of the areas where parks occur or are needed have become marginal in economic terms: young people have left for the cities to find jobs and villages have declined. Well-run national parks offer an opportunity — in many areas the best opportunity — to reverse that trend, revitalize the local economy and bring wealth back to the rural community.

The way to do this is by broadening the traditional approach to national parks. Through carefully controlled eco- and agro-tourism, the park can provide local people with new jobs, and give local communities a renewed identity. Zoning ensures that the core area of the national park is effectively protected, ideally as IUCN Category II, with day visits carefully controlled and no other forms of land-use permitted. Other areas may be dedicated to traditional management, as pastures or hay meadows for example. Always, the tourism has to be as soft as possible — in a phrase, 'minimal impact for maximum perception'.

For many surviving natural areas in Europe, this approach is not only feasible but is the only option. Although the need is most acute in some Southern European countries, the approach is also just as valid in other parts of Europe. And the way to start, as box 22 shows, is by developing models, ideally one or more in each country (Action 5.2.1).

A parallel approach is needed on the coast. In some Mediterranean areas, large hotel developments may no longer attract discerning tourists. Here, chalet villages could replace tower-blocks. Eco-friendly diving could replace spear-fishing, creating far more economic and sustainable benefits for local people. And over-stressed coastal land could be restored to nature. These changes could find their expression in a new form of protected area, combining eco-friendly tourism with restoration of natural assets and re-establishing a cultural identity.

At the same time there is a need to improve the laws on protected areas and to build the capacity of the organizations that manage them. In most Southern European countries, there is a large gap between legislation and its implementation. This is due to lack of political commitment and weak conservation institutions, both of which may themselves be caused, at least in part, by lack of public awareness of nature and conservation. In some countries, national park organizations are considered as 'second class authorities', and their work is poorly coordinated with that of other departments and agencies (Action 5.2.2).

The coverage of protected areas in Southern Europe as a whole is very uneven, with some countries and some habitat types far better covered than others. Similarly, some countries have very precise inventories of what needs to be protected, while others do not. Corridors between protected areas are especially needed, to permit migration of birds and natural movement of animals like wolf, lynx and bear. (Action 5.2.3).

Marine protected areas are inadequate in coverage and in most Mediterranean countries their management is almost non-existent. The Protocol on Specially Protected Areas of the Barcelona Convention provides the main international framework for establishing marine protected areas in the Mediterranean. Implementation of the Protocol is supported by the Regional Activity Centre for Specially Protected Areas (RAC/SPA), which is part of UNEP's Mediterranean

Action Plan and based in Tunis. Support also comes from the Mediterranean Protected Areas Network (MEDPAN), which was set up under the aegis of the World Bank and is supported by the Mediterranean Environmental Technical Assistance Programme (METAP). This Convention has provided good data on the Mediterranean Sea, but been less successful in achieving implementation on the ground. It should now be strengthened (Action 5.2.4).

One of the most acute needs in Southern Europe is for trained personnel (Action 5.2.5). Closer collaboration and links between experts in different countries are also needed. Present networks cover only part of the issue (such as MEDPAN) or are believed to be inadequate. It is up to protected area managers in the region to decide what sort of a network and organization, if any, would be most useful, and how to achieve this (Action 5.2.6).

And lastly, better public awareness about conservation is desperately needed. Like the protected areas themselves, it varies greatly across the region. In some Southern European countries, such as those mentioned in Chapter 6, it is still very weak. Ultimately protected areas will only succeed if the public want them (Action 5.2.7, leading to Chapter 11).

## Box 22

### The Abruzzo park experience in Italy

A model for the use of national parks to revitalize local economies as well as conserve nature is the Abruzzo National Park. The hallmarks of its approach are an autonomous park agency, acting on a clear Management Plan, implementing strong zonation and attempting to reconcile conservation with ecodevelopment. Despite many problems, the park has brought great benefits to local people, while effectively conserving the species, habitats and landscapes of the region. Indeed, there are now ambitious plans to expand Abruzzo, creating a 'South European Park' by establishing a surrounding network of protected areas over a massive 600,000 ha in the Central Apennines.

Abruzzo shows the value of an approach in which the national park combines conservation with cultural and local revival. It also shows the importance of having a model, so all can see that it works. This success has demonstrated to policy-makers that national parks are worthwhile and important.

At a national level, Italy is now planning 25 new national parks and about 70 new marine parks and reserves. To encourage their establishment, in 1990 the National Parks Committee and WWF-Italy launched their campaign 'A Land of Green Parks' surrounded by a 'Sea of Blue Parks'.

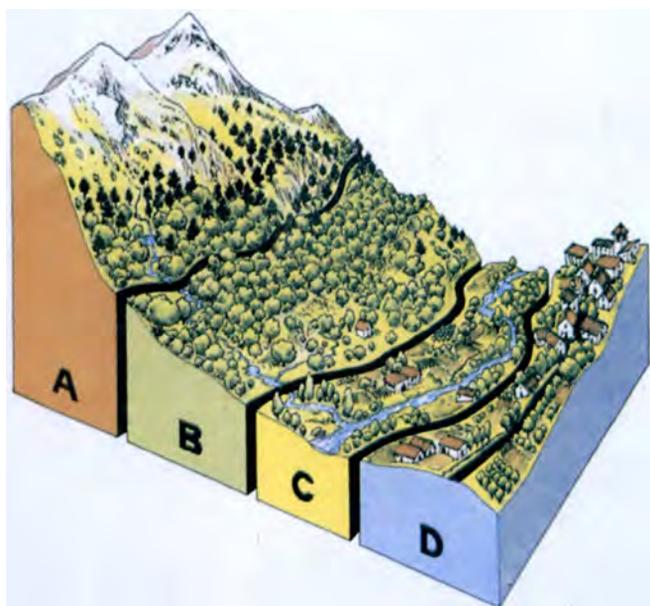
Twenty years ago, less than 1% of Italy was in protected areas. In 1980 conservationists issued their central and regional governments with a challenge: increase the protected areas estate to 10% of the land surface by the year 2000. In 1991 Parliament passed a framework law on protected areas and by 1994, 7% had been reached.

#### **ACTION**

##### **5.2.1 Use protected areas as a way to revitalize rural economies.**

**Recommendation.** Governments should see protected areas as a way, in many areas the best way, of reviving rural economies in marginal areas. The best way to develop this approach may be by model parks, ideally one or more in each country.

*Parco Nazionale d'Abruzzo. Reproduced with kind permission of National Parks Committee, Italy. Diagram created by F. Tassi, drawn by S. Maugeri*



**A schematic model of zonation in the Abruzzo National Park, Italy.**

**Key**

**A: Integral Reserve**

**B: General Reserve**

**C: Protected Landscape**

**D: Development zone**

**Priority Project 9.** Organize a conference on the regeneration of rural economies and livelihoods through the establishment of national and regional parks. Participants should include protected area experts, government planners, economists and politicians. The conference should be held in a Mediterranean country where this approach exists or is needed. It should have a long planning phase, so as to give countries the opportunity to develop model parks beforehand. **Lead Agency:** to be appointed.

### Mediterranean Forests

Some 10,000 years ago, the Mediterranean Basin was practically covered by forest. Even today, Southern Europe has the greatest diversity of forest formations and species on the continent. Yet Mediterranean forests have been massively degraded over the centuries. Only fragments of the natural forests now survive, mainly in northern Greece and the Balkans. Virtually no Mediterranean country has a representative system of protected areas for forest types.

The main threats are overgrazing, changes in land use (e.g. for roads and buildings), replacement by plantations, air pollution and fire. Most countries lack strong policies to counter these threats, especially in the eastern part of the region. Urgently needed are:

- a) Complete inventories of forest resources in each country;
- b) National Forest Plans to outline needs and action required;
- c) A degree of regional coordination;
- d) An NGO network for forest conservation in the Mediterranean.

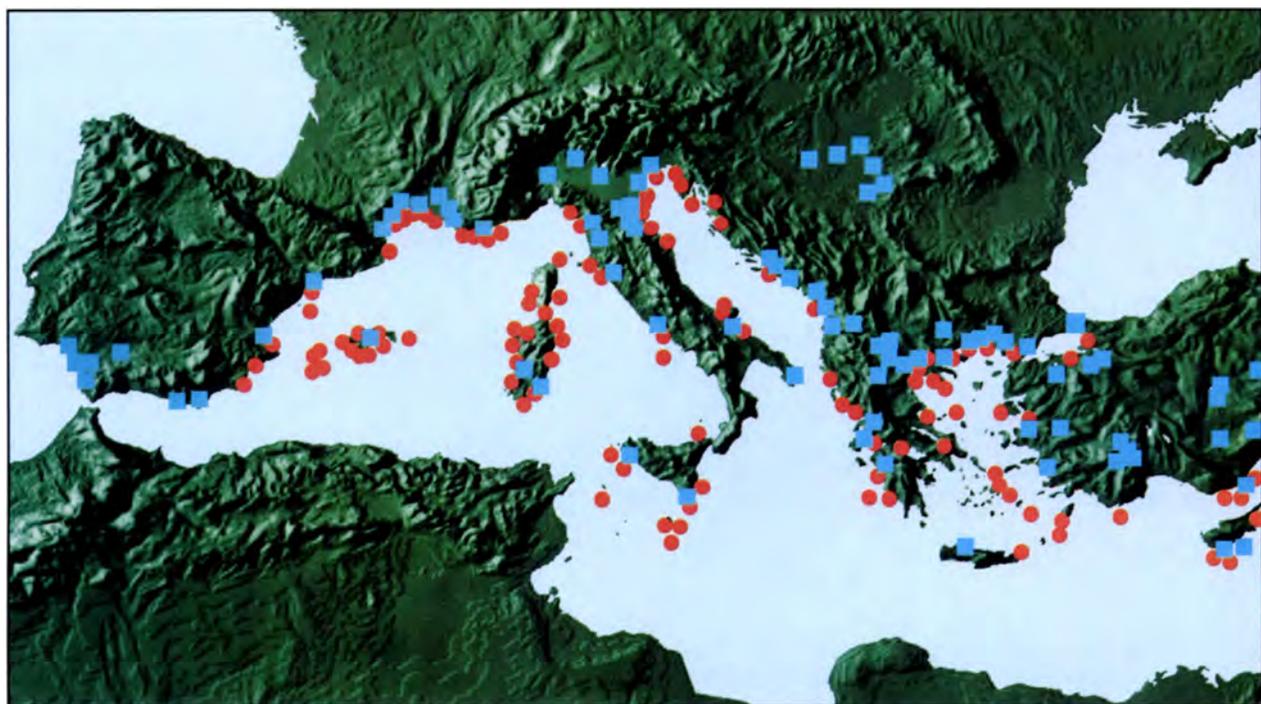
National Forest Plans should identify those forest areas which should be protected to safeguard remnants of natural and semi-natural forests. They should aim to ensure that the management of all other forests is sustainable and that it favours forests as similar to natural formations as possible. They should also promote regeneration of forests, to restore long degraded forests and so develop the full potential of the land.

Box 21

### 5.2.2 Raise the status of protected areas and close the gap between legislation and implementation.

Governments and institutions in Southern Europe should give special attention to the following, covered in more detail in other parts of this plan:

- a) Integrate protected areas into land-use planning, which should recognize the conservation value of protected areas, and of areas proposed for protection. (See Section 2.3)
- b) Improve laws. Protected area laws should be framed so as to give a positive impression to the public, even when it is necessary to prevent an activity. Prohibitions should be the minimum necessary, financial incentives should encourage conservation management, and local communities should participate in designation and management. (See Section 7.1)
- c) Strengthen conservation institutions and clarify their responsibilities. Their status should be raised to enable them to do their job effectively. It is vital to ensure local people know who is responsible for each protected area. (See Chapter 8)
- d) Ensure better use of the EU Structural Funds, with strict controls on their environmental impact (see Section 8.3.4) and encourage priority use of the EU agro-environmental regulations and funds in conjunction with protected areas. (See Section 3.1)
- e) Speed up the creation of Natura 2000 through the implementation of the EU Birds and Habitats Directives. (See Section 7.2)



**Important sites for breeding seabirds in the Mediterranean (red dots) and important Mediterranean wetlands (blue squares) including Ramsar sites.**

Sources: Important Seabird Sites in the Mediterranean (*Joe Sultana/Malta Ornithological Society*) and Important Bird Areas in Europe (*ICBP/BirdLife International*)

### MedWet and protected area needs for Mediterranean wetlands

The Mediterranean Basin contains many coastal and inland wetlands of great variety and ecological importance. Many coastal wetlands are linked to the great rivers that flow into the Mediterranean, such as the Ebro, Rhone, Arno, Tiber, Volturno, Po, Achelous, Axios, Nestos and Evros. Nearly 100 Mediterranean wetland sites have been listed as of international importance under the Ramsar Convention. An equal number have other kinds of protection, either under the EU Birds Directive or of solely national status. Many more have no protection at all.

Virtually all Mediterranean wetlands are under human pressure, mainly from:

- Conversion to other forms of land-use (initially drainage for agriculture but currently urbanization, public works and infrastructure, industrial sites, mass tourism, intensive aquaculture);
- Depletion of necessary inputs (such as freshwater, silt and nutrients, notably due to the construction of dams);
- Misuse of their natural resources (over-fishing, over-grazing, excessive hunting, pollution).

These pressures, acting usually in combination, are causing the destruction and deterioration of Mediterranean wetlands; the loss this century is enormous, in some regions (e.g. Northern Greece) exceeding 50%.

To face these problems, MedWet aims to:

- a) Build close collaboration between all concerned international and supranational authorities, national and local governments, NGOs, knowledgeable individuals and groups representing wetland use interests;
- b) Establish consistent inventories of wetlands around the Mediterranean Basin and develop an effective system for monitoring their condition;
- c) Improve management of wetlands by providing expertise and the exchange of experience;
- d) Train those involved with wetlands, such as protected area managers, policy-makers, the press and NGO staff;
- e) Convince policy-makers at every level, and the general public, of the important natural and productive values of Mediterranean wetlands, though public awareness campaigns adapted to local conditions;
- f) Make available the latest scientific knowledge to those that need it.

The MedWet initiative is a collaboration between the European Union, the Ramsar Convention, the five Mediterranean EU Member States, IWRB, WWF and the *Fondation Tour de Valat*. A 3-year preparatory phase presently being carried out will provide the necessary tools and methods, develop a detailed strategy, and search for means of implementation around the Mediterranean Basin.

### 5.2.3 Extend and improve the management of particular habitats and threatened species

**Endorsement.** Habitats in need of protection include dry grassland, maquis, evergreen and deciduous forests (see box 23), wetlands (see below and box 24) and sea-grass beds. The plan endorses national approaches to identify and protect representative examples of these habitats, and the work of CORINE (covered in 4.2.4). More action to save threatened species is also needed, such as the Monk Seal, marine turtles, whales, migratory birds and many endemic plants (see Section 4.3).

**Endorsement.** Wetlands are probably the most endangered habitat type in Southern Europe. MedWet was created as an international initiative to save them (see box 24). This plan endorses MedWet, calls for its effective implementation throughout the Mediterranean Basin, and recommends that GEF, the European Union and other donors provide it with adequate long-term funding.

### 5.2.4 Extend and improve marine and coastal protected areas in the Mediterranean Sea

**Recommendation.** Governments of Mediterranean countries should give more support to the establishment and management of marine and coastal protected areas. In particular they should strengthen the Specially Protected Areas Protocol of the Barcelona Convention as a spur to action. They should agree a programme and timetable for its implementation, give priority to the sites of greatest conservation importance, and provide adequate funding for the Secretariats of the Convention and Protocol.

**Recommendation.** The strongest countries economically in the region and the European Union should provide greater financial aid and technical expertise to countries with less developed economies, to help them develop their coastal and marine protected areas as part of a regional network and as part of the Integrated Coastal Zone Management approach.

**Recommendation.** Mediterranean governments should make agreements with each other to establish marine pelagic protected areas outside their EEZs. A good model for this is the Cetacean Sanctuary in the Ligurian Sea, established by the Governments of France, Italy and Monaco.

**Recommendation.** MEDPAN should work with other bodies to encourage provision of large-scale funding, particularly by the World Bank, to establish and manage an effective network of Marine Protected Areas for the Mediterranean.

**Endorsement.** The plan endorses the WWF Mediterranean Marine Strategy (1993), particularly its emphasis on control of fishing and on Integrated Coastal Zone Management as a primary goal.

### 5.2.5 Improve the level of skills by provision of training.

**Endorsement.** The plan endorses the present initiatives to provide training and networking, in particular those of MEDPAN, MedWet and the biosphere reserve programme of UNESCO/MAB. It also encourages staff exchanges between protected areas (see 9.2.2).

**Priority Project 10.** Provide a capacity for training, with emphasis on offering:

- a) courses on protected area management for staff in individual countries on request;

- b) A regular training course to take place every two years. The theme e.g. education, monitoring, local participation) could vary each time. Agronomic or other institutes, for example in France, Greece and Spain, could provide venues and educational support. The course would emphasize needs and issues in Mediterranean countries but would not be restricted to that region.

**Lead Agency:** To be identified. **Funding:** ideally from the European Union. (A small joint IUCN/FNNPE meeting will be held in October 1994 to develop further this and other proposals for training in the plan.)

### **5.2.6 Form an informal network for protected area managers in the Mediterranean basin.**

**Recommendation.** CNPPA should create an informal network of Mediterranean protected area managers, covering all parts of the Mediterranean basin. As well as providing an opportunity to share experience and plan joint activities, this network would be responsible for coordinating and enabling the implementation of this section the plan. CNPPA should appoint a small committee of leading experts, drawn from a range of countries and organizations, to set up the network.

### **5.2.7 Increase public awareness about the need for conservation**

Action is particularly needed in Greece, Malta and Portugal, as outlined in Chapter 6. Individual parks can transform public attitudes by showing the benefits of conservation and by using as a specific animal or plant that can catch the imagination as a symbol of their work. Working together with public opinion, they can act as a strong force for change, for the benefit of nature and society. See Chapter 11 for specific suggestions.

## **5.3 The Baltic**

The Baltic Sea, including the Kattegat, is one of the smallest seas in the world, covering no more than 400,000 sq. km. It is surrounded by the nine States of Sweden, Finland, Russia, Estonia, Latvia, Lithuania, Poland, Germany and Denmark.

The Baltic is a shallow, semi-enclosed sea with brackish and almost stagnant water. It receives run-off and pollutants from a drainage basin nearly five times its own size. Despite the efforts of countries in the region, the Baltic remains one of the most polluted seas in the world and its coastal wetlands have particularly suffered from human activities.

The fragile marine ecosystems of the eastern and southern Baltic, particularly those close to the mainlands and archipelagos in Denmark, Estonia, Finland and Sweden, are threatened by the impact of heavy maritime traffic. The International Maritime Organization (IMO) is promoting the concept of Particularly Sensitive Sea Areas as a means of protecting fragile sea areas from the effects of shipping.

Almost all the 46 marine protected areas (MPAs) that have been established in the Baltic so far lack effective management and monitoring. Furthermore, while the Nordic countries can allocate sufficient resources to establish and manage MPAs, the countries of Eastern Europe do not at present have the economic means to do this.

The Convention on the Protection of the Marine Environment of the Baltic Sea Area, usually called the Helsinki Convention, provides a framework for regional cooperation in tackling marine conservation and has been signed by the nine

States around the Baltic. Revised in 1992, Article 15 now obliges Parties to conserve natural habitats and biological diversity and to protect natural processes. The Helsinki Commission (HELCOM) has the task of implementing the Convention and under its Environment Committee has established a working group, EC-Nature, with the aim of establishing a Baltic system of protected areas, terrestrial and marine.

Work by IUCN-CNPPA, the Nordic Council of Ministers, WWF/the Baltic Marine Biologists, and EC-Nature has identified the marine areas that should be included within MPAs. Under the aegis of IUCN and FNNPE, a regional seminar was held on the establishment, protection and effective management of coastal and marine protected areas in the Baltic Sea Region (Nyköping, Sweden, 7-11 June 1993).

At its ministerial meeting in March 1994, HELCOM recommended that contracting parties to the Helsinki Convention establish as a first step the 62 most important sites that had been proposed by EC-Nature and developed at the Nyköping seminar. They also agreed measures to protect the coastal strip, at least 100-300 m wide, in non-urban areas.

## **ACTION**

### **5.3.1 Establish, protect and manage a system of marine protected areas in the Baltic.**

**Recommendation.** Each of the nine Baltic States should implement the decisions of the HELCOM ministerial meeting. In particular, each should establish a timetable for implementation and set up a management system for the proposed MPAs. Resources should be provided for protection and management.

### **5.3.2 Develop and adopt a conservation protocol to the Helsinki Convention.**

**Recommendation.** The nine Baltic States should develop and adopt a legally binding protocol on nature conservation to the Helsinki Convention. As proposed in the draft HELCOM Work Programme on Nature Conservation, the recommendations from EC-Nature should form the basis for this protocol.

### **5.3.3 Provide economic assistance as needed.**

**Recommendation.** Western countries, international banks and GEF should provide economic assistance to Poland, Lithuania, Latvia, Estonia and Russia to protect, manage and monitor those marine areas identified as being of international importance. Debt-for-Environment Swaps may be possible.

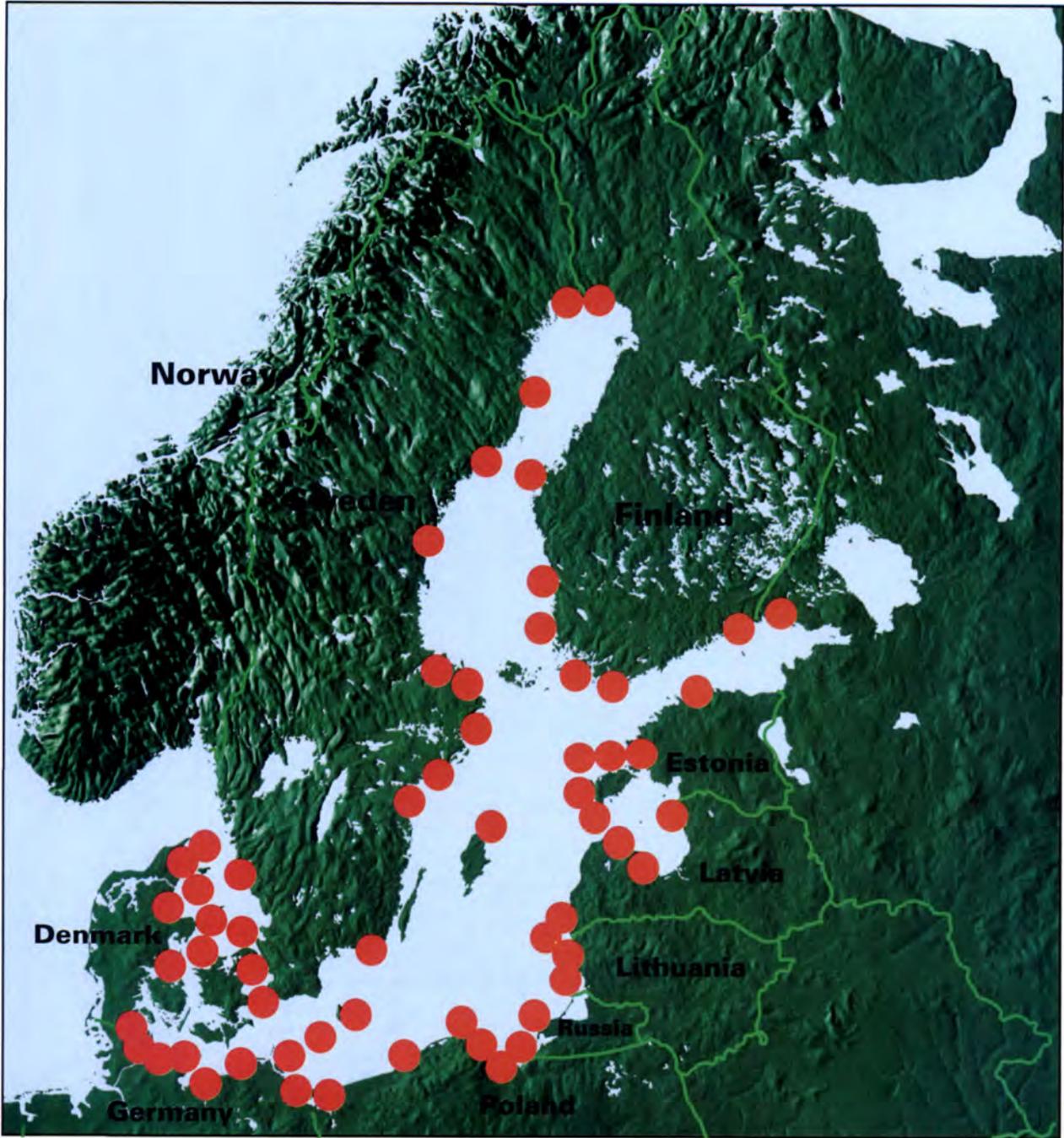
### **5.3.4 Establish a Particularly Sensitive Sea Area in the Baltic Sea.**

**Recommendation.** The International Maritime Organization (IMO) and the nine Baltic States, in particular Denmark, Estonia, Finland and Sweden, should establish a Particularly Sensitive Sea Area in the Baltic Sea, with help from IUCN, WWF and other NGOs as well as from national agencies.

### **5.3.5 Boost environmental awareness in the region.**

(See also Chapter 11).

**Endorsement.** This plan endorses the work of Coalition Clean Baltic (CCB) in building environmental awareness and education on the need to clean up and conserve the Baltic Sea. CCB, a group of 22 member organizations from all around the Baltic, is preparing the plan for public awareness and



Source: Baltic Marine Environment Protection Commission

**Proposed marine protected areas in the Baltic**

environmental education within the framework of the HELCOM Joint Comprehensive Environmental Action Plan. The aim of the CCB plan is to develop a constituency of supporters who not only accept the changes proposed but are prepared to pay for them through increased taxes, higher product prices, user fees, etc.

#### **5.4 The North-East Atlantic (including the North Sea and the Norwegian Sea)**

This section covers the seas around Iceland, the United Kingdom and Republic of Ireland, and those off the Atlantic and North Sea coasts of Norway, Denmark, Germany, the Netherlands, Belgium, France, Portugal and Spain, including the area around the Canaries, Madeira and Azores.

Many of the habitats and wildlife present are of international significance. Norway is renowned for its deep fjords along much of its coastline. The Waddensea is the largest unbroken stretch of intertidal mudflats in the world; an estimated 80% of the plaice, 50% of the sole and 40% of the herring caught in the North Sea grow up in its shallow waters. The estuaries around Britain and Ireland are of international significance for waders and wildfowl, providing wintering grounds for 40% of the total population of wading birds in Europe. The Azores, Madeira and Canaries have a range of marine communities not found elsewhere.

All the countries are either considering or have already established marine protected areas, but these have not been easy to set up. Stumbling blocks include the traditional freedoms to use the sea and conflicts with other interest groups such as fisheries. In contrast to the Mediterranean and Baltic Seas, described above, there is no international legal commitment to marine protected areas.

All the countries concerned, except Norway and Iceland, are Member States of the European Union, which has passed the NORSPA Regulation (EEC 3908/91). This enables the European Commission to provide matching funding for conservation projects on coastal areas and waters of the NE Atlantic. From 1989 to 1992, the Commission contributed 13 m ECU to 38 projects, with an overall cost of about 39 m ECU. The EU has also established the BIOMAR project, which is developing a marine classification system and identifying candidate sites for protected areas in the NE Atlantic.

Most protected areas for the NE Atlantic are on coastal land, rather than at sea. The Ramsar (or Wetlands) Convention (see 7.3.1) has been an important influence, as many coastal sites qualify for its protection and some of these include sea areas. The EU Birds Directive (see Section 7.2) has also protected many coastal areas, and some extend over the sea. In most of the countries, however, national legislation on marine protected areas is weak, often permitting destruction of designated sites, allowing exploration and extraction of oil and gas, and permitting damaging coastal developments nearby.

Action is needed to improve the protection of existing sites and to increase greatly the extent of marine protected areas, in particular through the development of an international commitment to marine protected areas similar to that for the Baltic and the Mediterranean.

At a wider level, as outlined in Section 2.4, marine protected areas will only succeed if they are established and managed as part of Integrated Coastal Zone Management (ICZM), but most NE Atlantic countries have not yet taken this approach. Action is needed here, too.



**Marine protected areas in the North-East Atlantic.**

**With the exception of the reserves on the Waddensea coast and the Milieuzone Noordzee of the Netherlands, none are more than 10,000 ha. Also, few are away from the coast.**

- |    |                           |    |                            |
|----|---------------------------|----|----------------------------|
| 1  | Vadehavet                 | 16 | Isles of Scilly            |
| 2  | Schleswig-Holstein        | 17 | North Devon                |
| 3  | Hamburgisches             | 18 | Lundy                      |
| 4  | Niedersächsisches         | 19 | Skomer                     |
| 5  | Helgoland                 | 20 | Lough Hyne                 |
| 6  | Dollard                   | 21 | Sept Iles                  |
| 7  | Milieuzone Noordzee       | 22 | Iroise                     |
| 8  | Waddensea                 | 23 | Lilleau des Niges          |
| 9  | Oosterschelde Buitendijks | 24 | Moeze                      |
| 10 | Flemish Banks             | 25 | Pres Sales d'Ares Lege     |
| 11 | St Abbs                   | 26 | Banc d'Arguin              |
| 12 | Seven Sisters             | 27 | Berlenga                   |
| 13 | Purbeck                   | 28 | Costa Vicentina e Sudoeste |
| 14 | Wembury                   | 29 | Doñana                     |
| 15 | Helford River             | 30 | Acantilado de Barbate      |

## **ACTION**

### **5.4.1 Develop an international agreement for marine protected areas comparable to those for the Mediterranean and Baltic Seas.**

**Recommendation.** Contracting Parties and observer bodies to the Paris Convention (see below) are urged to 'consider an instrument . . . to establish a system of specially protected areas within the North East Atlantic, including the North Sea' (Recommendation 19.91 of the 19th Session of the IUCN General Assembly, 1994). The plan recommends that this be done through the development of a protocol to the 1992 Paris Convention (Convention for the Protection of the Marine Environment of the North East Atlantic). This protocol should oblige Parties to set up Marine Protected Areas.

Recommendation 19.91 also 'calls upon the Paris Commission, the Oslo Commission, the European Commission and Parliament, the North Sea Ministers Conference and IUCN members in the region to aid and support this process.'

### **5.4.2 Promote environmental management of the wider marine and coastal environment (see also 2.4.2).**

**Recommendation.** The next North Sea Ministerial Conference (1995) should consider Integrated Coastal Zone Management. The Conference is recommended to call for the preparation of ICZM programmes in the countries surrounding the North Sea and set joint targets and standards for these programmes. WWF, in collaboration with other NGOs, should present a paper on ICZM and marine protected areas to the Conference.

(The value of an EU Directive on Integrated Coastal Zone Management and a possible coastal convention is mentioned in 2.4.2.)

### **5.4.3 Develop and improve the provisions of the EU Habitats Directive as it applies to the NE Atlantic.**

**Recommendation.** The European Commission should pay special attention to marine issues in monitoring implementation of the Habitats Directive and should make proposals as to how the Directive could be strengthened on marine issues. This should include a revision of the marine component of the CORINE habitat classification system which, for some marine and coastal habitats in the NE Atlantic, is too broad for the purposes of habitat conservation.

### **5.4.4 Provide strong leadership from the NGO community for marine protected areas in the NE Atlantic.**

**Priority Project 11.** Establish a programme of lobbying and technical assistance to persuade governments to develop, adopt and implement the protected areas protocol (5.4.1), following models in other parts of the world.  
**Lead Agency:** WWF, who have observer status at the meetings of the Convention, working with BirdLife International and other NGOs, such as the Marine Conservation Society (UK), and in collaboration with IUCN.

## THE NEEDS OF COUNTRIES

Under the principle of subsidiarity, action should be taken at the lowest possible administrative level. However, even if the action is taken at national or sub-national level, if it safeguards a vital piece of Europe's natural infrastructure it will be of European importance. Conserving a coastal wetland in southern Spain may protect a vital part of the international flyway for palaeartic migratory birds. Conserving a forest in the mountains of Bulgaria may safeguard many rare endemic plant species — species internationally acknowledged as of European importance. Conversely, if these actions are not taken, it lets down Europe as a whole.

All countries in Europe have difficulties to a lesser or greater extent in establishing and managing protected areas. This section focuses on countries in a range of situations where a special effort is required to strengthen protected area coverage and/or management.

In some cases, international cooperation may help achieve the actions needed. This could be informal advice from colleagues in another country, it could be official bilateral aid, or it could be multilateral support from international bodies like the European Commission or the European Bank for Reconstruction and Development (EBRD). It could vary in extent from the offer of a place on a training course to a twinning programme between two national parks to a major programme of multilateral aid. The actions outlined below should include the international help that may be needed.

### 6.1 Countries in great economic and social difficulties

Several countries of the former Eastern bloc are faced with extreme economic and social difficulties. In such a situation, it is difficult for hard-pressed policy-makers to give nature and landscape conservation the long-term priority it needs. International help, therefore, may be required. This should be seen as one of the central elements of the reconstruction and subsequent sustainable development of the countries concerned. Boxes 25 and 26 describe the needs of two such countries, Albania and Romania.



## CHAPTER 6



Photo: WWF/Jam Szecsk

**The Danube Delta in Romania is the largest wetland in Europe.**

**Box 25 Albania**

Three quarters of Albania is mountainous, leading to a rich diversity of flora and fauna; Albania's wetlands are internationally significant bird sites.

There are 35 protected areas covering 31,662 ha (1.1% of the country). These include 6 national parks in Category II (9,339 ha), 21 nature conservation and seasonal hunting reserves in Category IV (17,286 ha) and 2 Specially Protected Areas. National Parks are under the General Directorate of Forestry, part of the Ministry of Agriculture and Food.

The Committee for Protection and Preservation of the Environment of Albania, a government body, has prepared a plan to declare about 5% of Albania as protected areas. This includes enlarging six national parks and adding about eight new ones.

All protected areas are State property. Due to economic circumstances, they are inadequately funded and under-staffed; some sites have also suffered from agricultural encroachment and deforestation. All wetlands and forests are State property, but are not yet adequately managed due to lack of resources. There is now an added concern at the influx of foreign firms eager to build touristic developments.

So far Albania has received little help from other countries for wildlife conservation and protected areas. In the past Albania's conservation efforts have been hindered by the fact that it was not a Party to the conservation conventions, but it is now in the final stages of joining the Bern and Ramsar Conventions and the Convention on Biological Diversity.

Albania needs funds and expertise to help develop its ambitious protected areas plan. In particular the following actions are needed:

- a) **Implementation of management plans** for individual protected areas. So far these plans only exist on paper.
- b) **Improved training for staff and future managers.** National and local training programmes are required, as is good literature.
- c) **Strengthening of the protected area authorities.** Funds are needed to help enforce legislation and compensate those adversely affected, particularly if agricultural drainage programmes are halted or reversed. Additional help may be required to help control tourism promoted by outside investors.
- d) **Extension of the protected area system,** as outlined in the plan of the Committee for Protection and Preservation of the Environment of Albania.
- e) **Development of public support.** This is vital, especially as demand for land and other resources grows, and as economic circumstances make protection of natural areas difficult. For this reason conservation work should include:
  - Ecocodevelopment, including plantation and agricultural projects, to improve the well-being of local communities while reducing demands on resources within protected areas;
  - Education programmes in schools and for other groups in society, including fishermen and tourists, for example to help reduce disturbance to sensitive bird areas;
- f) **Assistance in the development of the emerging conservation NGOs** — the Protection and Preservation of Natural Environment Association (PPNEA, created in 1992), the Albanian Society for the Protection of Birds and Mammals (ASPBM), and the Society of Biologists of Albania.

## Box 26

**Romania**

The National Network of Natural Protected Areas (NNPA) contains 534 sites in IUCN categories I to V, representing 4.8% of the land surface. Some of the sites are included as biosphere reserves in the UNESCO/MAB Programme. The Danube Delta Biosphere Reserve is also listed under the Ramsar Convention and half its area is a World Heritage Site.

The status of former National Parks has been scientifically assessed in the last two years. As a result, six sites will be maintained as National Parks (category II) and five as biosphere reserves. The areas have been classified as follows: botanical — 122 sites; zoological — 15 sites; geological — 65 sites; speleological — 58 sites; palaeontological — 52 sites; forests — 51 sites; landscape — 8 sites; and mixed — 151 sites.

In accordance with Law 18/1991, all protected areas are managed as public land. However, a specific law and appropriate infrastructure for management of the protected areas are still lacking. The only protected area for which infrastructure exists and a management plan is being prepared is the Danube Delta Biosphere Reserve. Also, like other sectors, protected areas are affected by the uncertainties surrounding the complex restructuring of Romanian society.

Romania has ratified the Bern, the Ramsar and the World Heritage Conventions, and the Convention on Biological Diversity is in process of being ratified.

The following actions are needed to reinforce current efforts:

- a) **Development of national strategies** for conservation of biodiversity and natural habitats;
- b) **Development of a specific law** on the development and management of the network of protected areas;
- c) **A new appraisal of NNPA** taking account of its present status and scientific needs;
- d) **Enlargement of NNPA** using the results of a Romanian project on Ecoregions, by including the most representative and most vulnerable ecosystems, such as wetlands and sand-dunes;
- e) **Training of staff** in the development and implementation of management plans for the various types of protected areas;
- f) **Building greater public awareness** of the value of protected areas;
- g) **Ratification of the conservation conventions** not yet ratified and implementation of those that have;
- h) **An inventory of biodiversity and biological resources;**
- i) **Assistance in the development of NGOs**, such as EarthKind Romania and the Romanian Society for Ornithology.

## 6.2 Countries suffering from armed conflict

International help will be needed for the damaged protected areas in Bosnia-Herzegovina, Croatia and other parts of former Yugoslavia after the conflict has finished.

Priorities for international help are:

- Strengthening protected area institutions;
- Training of conservation specialists and protected area staff;
- Provision of funds and equipment.

In Croatia, land redistribution is also a potentially serious problem for the protected areas, action on which is covered in Section 5.1.

## 6.3 Countries where political support needs reinforcement

In virtually every country, more political support for protected areas is needed. There are several countries where this need is particularly strong and urgent. Examples include many of the countries of southern Europe, in particular Portugal and Greece and to some extent Italy. For historical and socio-economic reasons, these countries have at times been reluctant to apply the laws and regulations on protected areas.

For example, illegal cultivation or construction of resort houses within even the core of protected areas has been tolerated in parts of Southern Europe. It occurs in most Greek coastal wetlands, including Ramsar sites.

Two factors in particular could change this situation:

- a) Increased public awareness of the value of protected areas and consequent voter pressure on governments for conservation of nature. The role of NGOs is very important here, especially when it can include legal action.

Photo: Joe Sulliana



**Filfla Islet, one of Malta's protected areas and an important site for breeding seabirds**

## Greece

Greece is one of the richest countries in Europe for biodiversity, for the number both of species and of habitat types.

The legislation provides for the establishment of various types of protected areas, but the protected area system is not yet well established and does not include many important conservation sites.

So far there are 65 protected areas, covering 390,000 ha (2.9% of the country). They include 10 National Parks, 19 Aesthetic Forests, 15 Protected Natural Monuments, 7 Game Reserves, 2 Marine Parks, 11 Internationally Important Wetlands (one of which is also a National Park) and 2 World Heritage Sites. Twenty six of these areas have also been classified as Special Protection Areas under the EU Birds Directive. There are also 2 biosphere reserves.

The protected areas are inadequately staffed, often only with part-time staff, who have inadequate resources to look after the sites. The protected areas do not have their own administrations but are under local forest officers. The whole protected area system suffers from organizational and institutional difficulties, and a lack of coordination between government departments. There is little effort to inform and educate the public on protected area issues and in many cases local people are suspicious of the managing authorities. In short management and administration of protected areas in Greece are below accepted international standards.

The following actions are needed, to improve the planning and management of protected areas, to extend their coverage, and to integrate them into regional planning and economic development:

- a) **A National Conservation Strategy**, to provide the basis for **strengthening government capacity on nature conservation**, in particular on protected area management. There should be:
  - i) A Service or Agency in the central administration with exclusive responsibility for protected areas;
  - ii) Special agencies at the local level, with responsibility for each national park and other important protected areas;
  - iii) Recruitment of a Director for each national park and a systematic programme to provide qualified staff for all parks and other protected areas;
  - iv) The creation of a Warden or Ranger Service;
- b) **Preparation and adoption of Management Plans** for all protected areas, with emphasis on zoning;
- c) **A national programme** of training for protected area staff, with short courses for all staff and 2-3 month courses for managers;
- d) **Promotion of public awareness and understanding**, to show the importance of the protected areas and their potential to provide socio-economic as well as conservation benefits;
- e) **A review and reinforcement of the existing protected area legislation**;
- f) **Expansion of certain parks** (e.g. Olympus, Vikos-Aoos, Pindos, Samaria) and **addition of new ones** (e.g. Grammos), in particular giving more attention to marine ecosystems, coastal wetlands and estuaries.
- g) **More careful allocation and monitoring of EU Structural and Cohesion Funds** to avoid damage to the natural heritage, especially to existing and proposed protected areas.

## Box 28

**Malta**

Malta consists of several islands of 322 sq. km in all, situated in the middle of the Mediterranean Sea. It is one of the most densely populated areas in the world, but in spite of its small size, has a variety of habitats and a diverse flora and fauna.

There are three small nature reserves: Filfla islet, St Paul's Islands and Fungus Rock. There are also 28 bird sanctuaries, including the whole of the island of Comino, but these also include public gardens, cemeteries, sports grounds and the airport. Two sites are listed as Specially Protected Areas under the Barcelona Convention (amounting to 2 ha) and Ghadira Wetland Reserve (11 ha) is a Ramsar site. Altogether, the protected areas cover less than 1% of the islands.

Illegal hunting takes place in some of the protected areas. Malta has over 60 hunters per sq. km, which is the highest density of hunters in the world. (However, a new law which came into force in January 1994 introduced a longer closed season and some progress in its implementation has been made.) Equally serious is the intensity of land use and the pressure of development, which leaves little room for nature.

Protected areas can only succeed if they are an integral part of a committed environmental policy. In Malta, the two greatest needs are increased public awareness about conservation of the environment and a reduction in the hunting pressure on wild birds. More and better protected areas are also needed — small ones on land and large ones at sea.

- b) Responsibilities arising from international conventions and other agreements. For EU Member States, this includes EU statutes; Governments should insist on the effective implementation of these legal undertakings throughout the European Union.

The case of three countries where political support needs strengthening — Greece, Malta and Portugal — is explored in boxes 27, 28 and 29.

#### 6.4 Countries where decentralization creates problems

In some countries steps need to be taken to reinforce cooperation between national, provincial and local authorities responsible for or with mandates affecting protected areas.

Many countries in Europe have decentralized administrations and there is a growing trend towards decentralization. Countries that have delegated major responsibilities to their provinces, cantons, länder and autonomous regions include Austria, Germany, Italy, Spain and Switzerland. Others like the UK have decentralized their government conservation services.

Decentralization brings many benefits — administration that is sensitive to people's needs, and a greater ability to develop creative solutions to individual sites, for example. These benefits have proved particularly strong in Spain and some parts of Italy. But decentralization also brings dangers of inaction, of excessive pressure from powerful local interest groups, and of the neglect of national and international responsibilities. For example, in Austria, some conservationists contend that decentralization of nature conservation to the *lander* makes the establishment, protection and management of national parks, especially those in more than one *land*, very difficult, and point to the lack of national arrangements in fields such as training.

## Portugal

In Portugal, the difficult economic circumstances have meant that the resources available for conservation of nature are far from sufficient. Also, the environment is accorded a low status in government priorities. As a result, the protected areas do not receive the support and resources they need.

Nevertheless Portugal has declared 510,663 ha (5.7% of its continental territory) as protected areas in IUCN Categories I to V. The responsible agency, the Institute of Nature Conservation, has made much recent progress in improving management, such as through the demolition of illegal holiday homes in Riao Formosa, Arrábida and other protected areas, but lacks the resources to protect the parks and reserves effectively.

Particular actions needed include:

- a) **Strengthening of protected area management and preparation of management plans for all protected areas.** The protected areas are under pressure, in particular from campers, motor sport, invasive introduced species, forest fires and, on the coast, touristic developments. Managers lack the funds and the staff to handle these pressures, to compensate land-owners and to improve the ecological status of the protected areas. More resources for monitoring of species, habitats and landscapes are also needed.
- b) **Improvement of staff training.** Some external expertise may be needed to complement trainers within the country in developing an effective national programme of training.
- c) **More EU resources for conservation of nature and more careful use of EU structural funds.** One of the best hopes for Portuguese protected areas is the use of EU funds for the implementation of the Birds and Habitats Directives; these funds should be increased, not only for Portugal. In the use of all EU funds in Portugal, (i) more rigorous attention should be paid to avoid environmental damage, in particular to protected areas, and (ii) more direct support should be given to neighbouring protected areas as part of development projects.
- d) **Creation of additional protected areas and enlargement of some existing ones.** In January 1993, new legislation was passed which permits bodies other than central Government to set up protected areas for sites of ecological interest. A recent CORINE study has identified sites of special importance to nature conservation in mainland Portugal, Azores and Madeira. Previous legislation for potential protected areas should be brought forward. Creation of marine protected areas is a priority.
- e) **Development of public support for protected areas.** The effective work done by the Institute of Nature Conservation on youth education should be extended to other key groups in society, such as the military, the judiciary, the teachers, the industrialists and staff of other Ministries, such as transport, tourism and industry. A system of conservation volunteers is particularly needed to help with field work and practical management. The Universities, too, should do more to help protected areas.

(See also Box 19, on the Atlantic Islands.)

To avoid these dangers, action is needed in the decentralized systems of the countries noted above to ensure that:

- The administrations of the decentralized units have adequate staff trained in nature conservation and management of protected areas;
- National law defines the overall policy framework for nature conservation within which the decentralized administrations must work;
- Regardless of administrative arrangements, there must be a system to guarantee the protection of sites of national and international importance;
- There is a system of monitoring and assessment at national level, carried out in partnership with the decentralized administrations.

### **6.5 Countries needing an improved coverage of protected areas**

There are gaps in the protected area coverage in most, if not all countries. But some countries with relatively strong economic systems have further to go than others in putting into place an effective protected areas system with an appropriate range of different types of protected areas. Particular examples include Ireland (box 30) and Scotland (United Kingdom) (box 31).

Photo: RSPB/C. H. Gomersall



***The Cairngorms in Scotland is one of the few natural areas remaining in Britain and has been identified as in need of better protection status (see page 86).***

**Ireland**

In comparison with other European countries, Ireland's protected area system is small. Only 6 sites qualify for the UN List totalling 29,474 ha, 0.4 percent of the country (though soon to increase to over 40,000 ha; small nature reserves amount to another c.14,000 ha.) Ireland has five small national parks (Category II), a very small total extent of nature reserves (Category IV) and no protected landscapes (Category V). Although much progress has been made recently, the following is needed:

- a) **Establishment of protected landscapes**, including:
  - New legislation to provide national powers in addition to the existing powers of local authorities;
  - A review of landscapes of high scenic and environmental quality to select those for protection, with emphasis on buffer zones around national parks and reserves;
  - Development of mechanisms for protection that encourage local communities to develop in environmentally sensitive ways, rather than through negative development controls.
- b) **Creation of marine protected areas**. So far Ireland only has one small marine nature reserve and a few maritime reserves (see also Section 5.4).
- c) **Creation and extension of national parks**, especially to incorporate the renowned Roundstone blanket bog in Connemara NP, and to complete the acquisition of the Burren NP and Wicklow Mountains NP.
- d) **Nature management in national parks**. The natural features and biological diversity of some of Ireland's best natural areas have been maintained and enhanced by low-intensity cattle-grazing and other traditional farming practices. This should be reflected in protected area policy and management.
- e) **Creation and extension of nature reserves**, state-owned or otherwise, to increase the coverage of many habitats. One priority is Midland raised bogs threatened by peat extraction.
- f) **Protected area legislation**. Other than for nature reserves, there is no legislative provision for protected areas such as national parks and protected landscapes. Previous political commitments to introduce such legislation should be realized, with international support if appropriate.
- g) **More priority for nature conservation in the reform of the EU Common Agricultural Policy (CAP)**. In particular farmers should qualify for payments to manage natural areas for conservation purposes on their land. This trend, which should receive international support, will involve rural communities in positive conservation effort and will safeguard areas which may receive more formal protection in the future.
- h) **Funding to acquire parks and reserves**. Funding for land acquisition has been sporadic. Some international support to implement the EU Habitats Directive is available, but funds are needed to purchase all types of habitats at risk, not just those of top European priority.
- i) **An increase of funds and staff for protected areas management** to match growth in the system. International organizations could help to justify this.
- j) **Increased staff resources for public consultation and community involvement** in the development and management of protected areas. Such practice is very beneficial, but is costly of staff time.

**Box 31** **Scotland**

Most public issues in Scotland are handled through the Scottish Office as part of the UK Government. Scottish Natural Heritage (SNH) has been the statutory authority for both landscape and nature conservation since 1992.

The principal instruments for nature conservation are Sites of Special Scientific Interest (SSSI) and National Nature Reserves (NNR). There are 1359 SSSI (10.6% of Scotland); 71 of them (1.5% of Scotland) are NNRs, of which 27 fulfil the IUCN size criterion as Category IV protected areas.

To protect outstanding landscapes, there are 40 National Scenic Areas (NSA) covering 12.6% of Scotland. NSAs have been criticized for being neither widely understood nor wholly effective.

The habitats and landscapes of Scotland are man-modified and so IUCN categories IV and V are generally most appropriate. However, there is concern that existing planning and management of many of both types of areas are inadequate. Local authority boundaries often dissect critical areas and this, coupled with the sectoral policies of government bodies, can lead to a fragmented and uncoordinated approach.

There are no national parks in Scotland, despite pressure to create them over many years. The World Conservation Strategy (1980) identifies the Scottish Highlands as a priority area in which protection by national park or equivalent reserve status is inadequate.

A 1990 report by the former Countryside Commission for Scotland (CCS), prepared at the request of the Scottish Office Environment Minister, recommended the establishment of four national parks, each with zoning similar to some European parks, and with independent planning and management authorities. Despite IUCN support and a Scottish Office opinion poll indicating 90% public support for national parks, the Secretary of State decided not to proceed, but did not rule out national parks in the future.

Instead, legislation in 1991 provided powers to create a new designation called Natural Heritage Areas. These will be areas of outstanding nature and landscape character requiring special protection. The concept relies on most of the affected parties agreeing an integrated management strategy before designation. The Secretary of State would then expect public bodies to facilitate implementation. This reliance on the voluntary principle, operating within existing administrative and financial mechanisms, is seen by many responsible bodies and individuals as less than adequate, particularly for areas of national and international importance.

The voluntary principle was reiterated in March 1993 by a government-sponsored working party on the future management of the Cairngorms, an area which the Scottish Office has tentatively proposed for listing as a World Heritage Site.

The issue of the management of Scotland's most valuable natural areas has been debated for too long. Action is now urgently needed to:

- a) Formally identify the areas most in need of greater protection. Those proposed for national park status in the 1990 CCS report should have first priority: the Cairngorms, Loch Lomond/Trossachs, Ben Nevis/Glen Coe/Black Mount, and Wester Ross. Others should follow.
- b) Develop the current Natural Heritage Area (NHA) concept to allow for a broad range of administrative mechanisms, including as necessary strengthening existing legislation to provide adequate powers and resources.

Should the NHA concept, and/or the voluntary principle, be considered inappropriate, an alternative mechanism will be needed for areas of national and international importance, to treat each area as an independent entity for planning and management; along with appropriate back-up powers to ensure effective protection of other protected areas.

## PART III

# STRENGTHENING THE PLANNING AND MANAGEMENT OF EUROPE'S PROTECTED AREAS

This Part of the Plan addresses the management of protected areas. The first requirement is an effective legal framework, under which the protected areas can be established and managed. Next, Chapter 8 tackles the main management issues. Chapter 9 outlines vital needs for training and Chapter 10 those for monitoring and information.

## THE LEGAL FRAMEWORK

Too many protected areas fail to fulfil their objectives because they lack a secure legal framework.

Each country should have an effective **protected areas law**, which should be derived from an agreed set of **policies** on protected areas. The law should give management objectives for each type of protected area and provide for the institutions that will accomplish those objectives. It should be part of the overall framework of environmental law in the country.

The priority is national (and sub-national) law, covered in 7.1 below. Law at national and sub-national level can be buttressed by international agreements on nature conservation and protected areas. In Europe these are of two types: Statutes of the European Union (Section 7.2); and international treaties, of global (7.3) and European (7.4) scope. All contribute to the legal framework.

### 7.1 Improving national law

The first need is to ensure that the basic law allowing the establishment of protected areas is adequate. In many countries this is not yet the case.

The second requirement is to take advantage of a new approach for conserving habitats whereby certain habitat types, known to be rare and important for biodiversity, are protected by law wherever they occur. The best example of this is Denmark, which protects salt marshes, dunes and lakes in this way. The landowner needs permission from the Government, conservation service or local authority for any action that would damage the nature conservation interest of the site. Compensation is not usually paid for profits foregone, but grant may be given for management. This system has many advantages — ease of administration, fairness and effective protection. It should be more widely used in Europe (Action 7.1.2).

### **ACTION**

#### 7.1.1 Provide effective national laws on protected areas.

**Recommendation.** The Government of each country, and if within their legal competence each sub-national Government, should provide an effective law for protected areas that is adapted to national circumstances.  
(See Box 32).



## CHAPTER 7

## Box 32

**Key issues that should be addressed in protected area legislation**

1. **A Statement on Policy.** The nation's commitment to conservation of its biological and landscape diversity through creation of a system of protected areas.
2. **Selection and Establishment Procedures.** In particular to:
  - Establish protected areas in a range of the IUCN categories (see box 1), with criteria and objectives for each category;
  - Encourage the use of these categories in combination to allow for zoning (e.g. a nature reserve within a protected landscape);
  - Permit only the highest legislative authority to de-gazette protected areas or amend the protected area law.
3. **Protected areas in a wider context.** Protected areas should be integrated into the land-use planning process and given a special status in regional plans. All statutory agencies should be required to coordinate their activities within protected areas.
4. **Legal powers and responsibilities.** The legislation should provide general operating rules and prohibitions for each category of protected area. These should include provisions for delineation of boundaries and for control of harmful activities outside the protected area.
5. **Protected area agency and decentralization.** The legislation should:
  - Provide for the establishment or appointment of an agency to have responsibility for protected areas;
  - Permit that agency to acquire land, to conclude management agreements with landowners and occupiers, etc;
  - Encourage decentralization of specific authority and responsibility to local managerial level;
  - Require an individual to be appointed with overall responsibility for each protected area, and provide for adequate staffing.
6. **Public participation.** Legal and administrative arrangements should (a) give local communities the right to be involved in the management of all public protected areas within their geographic area; (b) specify rights of public or user involvement, including the rights of local authorities, local businesses, scientific institutions and conservation NGOs; (c) give local authorities the power to establish local nature reserves.
7. **Management and Zoning Plans.** A management plan should be prepared and adopted for each protected area. Management bodies should have the power to divide the protected area into zones, with powers to limit or prohibit certain activities on a zone-by-zone basis. Management and zoning plans should be periodically reviewed and updated.
8. **Incentives, compensation and financial arrangements.** Management bodies should be empowered to make grants (and required to be notified of grants by other bodies relevant to their purpose), and to provide economic incentives for local people. They should pay compensation for loss of land use rights or loss of income due to the protected area.
9. **Monitoring, research and education.** The legislation should provide for surveying, monitoring and research to assist in management. The educational component of managing a protected area should be recognized, both to make those affected aware of their rights and responsibilities, and also for protected areas to be used for environmental education programmes to the wider public.

**Priority Project 12.** Provide an environmental law support service that would:

- a) Review the effectiveness of national and sub-national protected area laws, so as to identify gaps and deficiencies;
- b) Develop a detailed set of guidelines on the contents of protected area legislation;
- c) Provide expert help on request to States and Provinces in preparing or amending legal instruments, at both concept and drafting level;
- d) Promote habitat protection laws, as outlined in 7.1.2.

**Lead Agency:** IUCN and/or partners.

### 7.1.2 Encourage wider use of laws that protect specified habitats.

**Endorsement.** The plan endorses the habitat protection model, as exemplified by Denmark, where all occurrences of specified habitat types are protected irrespective of land-ownership. Other countries should consider following this approach. It is also better to offer landowners financial incentives for positive conservation management rather than open-ended compensation for notional profits foregone.



Photo: WWF/BIOS/Cerard Lacourte

**Primary temperate forest, Bialowieza National Park, Poland**

## 7.2 Developing Natura 2000 through implementation of the Birds Directive and the Habitats Directive (EU Member States)

For the 12 countries of the European Union, soon to be enlarged, the key strategic decisions on nature conservation are now taken at the European Union level rather than at national level.

The two EU Directives covered in this Section provide a framework for the greater part of the Member States' policies on nature conservation and are the most significant international commitments these countries have made on nature conservation: they address a wide range of issues; they contain concrete obligations, in particular to establish a coherent network of protected areas; and, as with all EU legal instruments (see box 33), their implementation includes a firm 'carrot and stick' approach that no international convention can match. These two Directives set the minimum standards for biodiversity conservation adopted by the Member States and are a vital part of the EU's Fifth Environmental Action Programme.

Furthermore, under the Treaty of Rome (Article 130r), as amended by the Single European Act and later by the Maastricht Treaty, EU measures on the environment must be integrated into other EU policies; this means that all EU policies and instruments must comply with the EU's environmental statutes, including the two Directives covered here.

The **Directive on the Conservation of Wild Birds** (79/409/EEC), usually known as the Birds Directive, came into force in 1981 and all its provisions are now in place. States are required, among other things, to designate Special Protection Areas (SPAs) sufficient in number and area to ensure the favourable conservation status of 175 particularly vulnerable bird species and subspecies, and to take similar measures for other migratory species with special reference to wetlands. To date, 1,109 sites, covering over 65,000 sq km, have been classified as SPAs.

### Box 33

#### What is an EU Directive?

The European Union (EU), formerly known as the European Community, is the only supranational law-making body in the world and the only regional body to which nation states have surrendered significant elements of their sovereignty. The EU has agreed over 200 statutes on the environment.

An EU Directive is a law of the European Union, addressed to Member States. It outlines particular objectives that must be achieved within a given time, but leaves it to Member States to decide how this be done. Directives are adopted by the Council of Ministers, which consists of representatives of the Governments of each Member State, usually at ministerial level.

Unlike an international treaty, however, there is both 'carrot' and 'stick' to encourage compliance: the European Union may make grants available from Union funds for Member States to implement Directives, in the case of the two Directives covered here amounting to some tens of millions of ECUs a year. On the other hand, if a Member State does not implement a Directive, the European Commission can take that State to the European Court of Justice. Thus EU Directives have great advantages over international treaties on the environment and represent a genuine transfer of policy-making from national to European level.

As Table 3 shows, there is a large variation between Member States. Only Belgium and Denmark have largely complied with their obligations to classify SPAs. Although many SPAs have been classified, appropriate steps have not always been taken to protect the sites and their bird inhabitants. There are even cases where designated SPAs are threatened by infrastructure development, other building, farming, forestry, pollution or recreational activities.

The **Directive on the Conservation of Natural Habitats and of Wild Fauna and Flora** (92/43/EEC), usually known as the Habitats Directive, was adopted in 1992, with a timetable for implementation as outlined in box 34. A principal aim is to maintain or restore natural habitats and species of European interest at a favourable conservation status, through the designation of Special Areas of Conservation (SACs). In designating SACs, special priority is to be given to over 200 habitat types and the sites of 193 animal species and over 300 plant species, all listed in Annexes to the Directive.

The SACs and the SPAs (of the Birds Directive) will together form an ecological network of sites called **Natura 2000** to maintain and restore the listed habitats and species at a favourable conservation status. When the Directives are fully implemented, following the process summarized in the diagram on page 92, Natura 2000 will become a very substantial network of thousands of protected areas. The Directive also encourages Member States to establish corridors and other landscape features between the protected areas.

Key supporting measures include the Environmental Impact Assessment Directive (85/337), the Agri-Environment Regulation (see Section 3.1) and accompanying measures of CAP reform.

**Table 3: Special Protection Areas classified by 31 March 1993**

<i>Member State</i>	<i>Area (sq. km)</i>	<i>No of SPAs</i>	<i>Area of SPAs (sq. km)</i>	<i>Area as % of State<sup>1</sup></i>
Belgium	30,519	36	4,313	14.1
Denmark	43,093	111	9601	22.3
France	549,086	91	6,609	1.2
Germany <sup>2</sup>	356,949	485	8,502	2.4
Greece	131,957	26	1,916	1.5
Ireland	70,283	20	55	0.1
Luxembourg	2,586	5	7	0.3
Italy	301,281	74	3,104	1.0
Luxembourg	2,586	5	7	0.3
Netherlands	41,478	10	3,029	7.3
Portugal	92,071	34	3,189	3.5
Spain	504,765	139	23,889	4.7
United Kingdom	244,139	69	1,878	0.8

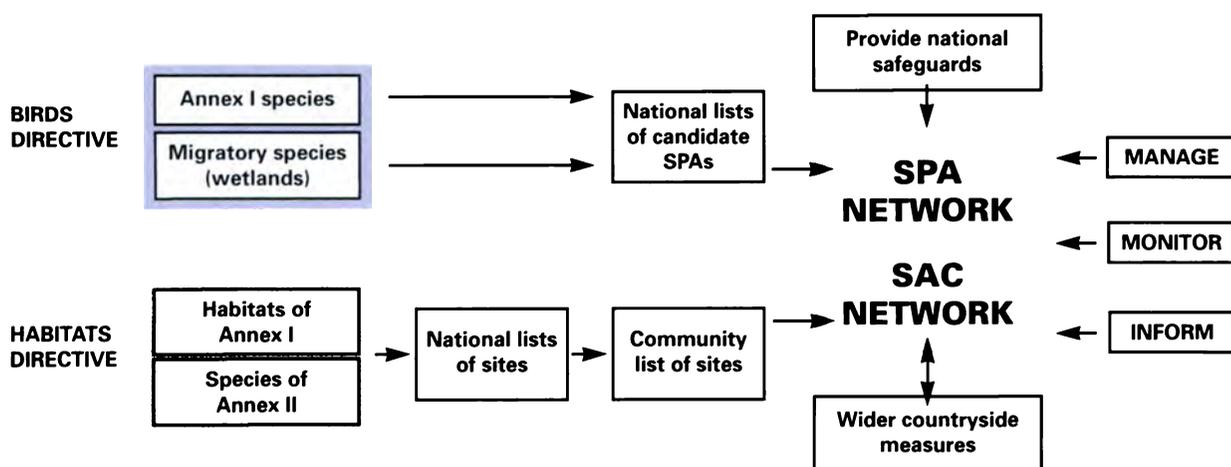
1. This figure should not be read as a straight measure of implementation. The area of land needed to fulfil the Directive varies greatly from one country to another. Also, some member states, especially Denmark and Netherlands, have designated significant parts of their coastal waters; these areas are not included in 'Member State Area' but are in 'Area of SPAs'.

2. The number of SPAs for Germany includes 271 sites (86 sq km) in Baden-Württemberg that have been classified for nature conservation values other than their importance for birds.

Box 34

**Agreed timetable for implementation of the Habitats Directive (slightly simplified)**

- May 1992 The European Union adopted the Directive.
- June 1994 Member States must have passed national legislation to implement the Directive.
- June 1995 Member States must have submitted their list of proposed SACs to the European Commission.
- June 1998 Member States must have agreed their list of sites of conservation importance (SCIs) and the Commission must have adopted this.
- June 2004 Member States must have completed the task of designating all their listed SCIs as SACs.



**Stages in implementation of the Natura 2000 Network**

**ACTION**

**7.2.1 Complete implementation of the Birds Directive and carry through the implementation of the Habitats Directive.**

**Recommendation.** Member States should:

- a) Fulfil their outstanding obligations to the Birds Directive by
  - i) Rapidly completing their network of SPAs, with emphasis on those sites identified as Important Bird Areas by BirdLife International or other sites identified in national reviews;
  - ii) Ensuring that their national legal and administrative systems give adequate safeguards to all the SPAs;
  - iii) Ensuring that each SPA has adequate management on-site (following an agreed management plan), and that where necessary adequate incentives are available for landowners to manage the sites to the conservation standards required.

- b) Implement the Habitats Directive in full within the agreed timetable (see box 34 and diagram) and not take a minimalist approach. The important immediate steps are to pass the national legislation and to prepare lists of proposed SACs.

**Recommendation.** Countries which are in the process of joining the EU should examine their protected areas systems in the light of these two Directives, with a view to early harmonization. The Directives should be seen as **minimum** standards to be met, and not be used to justify weakening any national laws or programmes, existing or proposed, that go further.

### 7.2.2 Develop further the Habitats and Birds Directives in the light of experience with implementation so far.

**Recommendation.** As Member States implement the Habitats Directive, they, the European Commission and NGOs should consider which aspects of the Directives need particular attention. Issues for possible improvement include:

- a) Effective national systems for monitoring;
- b) The treatment of endemic species;
- c) The coverage of marine issues in general (see also 5.4.3);
- d) Conservation in the wider countryside and establishment of corridors (e.g. hedges, river banks, woods, etc) between Natura 2000 sites;
- e) Devising appropriate funding mechanisms for providing small grants, in particular for micro-reserves, such as are needed for most of the threatened plants listed on Annex 2(b);
- f) More explicit emphasis on the conservation of the numerous threatened invertebrate species and their habitats.



Photo: RSPB/C. H. Gomersall

***The avocet is just one of many species of bird to benefit from the EU Birds Directive***

### **7.2.3 Provide an effective support service to Natura 2000 and the Directives.**

**Recommendation.** The European Union, where appropriate through the European Commission, should:

- a) Ensure that its other policies and actions, especially those in energy, transport and other infrastructure development, do not undermine the conservation measures in these Directives (see also 8.3.4);
- b) Agree measures to protect sites important for migratory birds not on Annex I, especially wetland sites of international importance;
- c) Improve the way in which threats to SPAs and qualifying sites are investigated, both by the European Commission and by Member States;
- d) Increase the funds for implementation of the Directives, both from Member States' own budgets and from the EU budget, in particular the LIFE Fund and the measures arising from reform of the Common Agricultural Policy;
- e) Promote Natura 2000 through public awareness and education schemes (see Chapter 11).

### **7.2.4 Increase the role of NGOs in the establishment of Natura 2000 and the implementation of these Directives.**

**Recommendation.** NGOs should continue to point out inconsistencies, contradictory policies and abuses within the European Union, in particular focusing on threats to SPAs and SACs and to uses of the Structural Funds harmful to protected areas.

**Recommendation.** Member States and the European Commission should allow a larger role for outside experts and NGOs in the implementation of the Directives and provide greater freedom of access to official information; unions of conservation groups, notably the European Environment Bureau and the Habitats Forum, can help produce a coordinated NGO response.

### **7.2.5 Through the Lucerne process, consider how to extend the provisions of the EU Birds and Habitats Directives to the whole of Europe.**

There is a need to standardize the minimum requirements for nature conservation across Europe. The implementation of the EU Birds and Habitats Directives in EU Member States, combined with the lack of a similar instrument for the rest of Europe, leaves a dangerous imbalance. Furthermore, rapid economic development in Central and Eastern Europe and the large investments by business, banks and aid donors make such an agreement all the more important.

**Recommendation.** The European Environment Ministers conference in Sofia should develop an instrument which would extend the requirements of Natura 2000 and the EU Birds and Habitats Directives to all of Europe through an agreed pan-European framework. This could be seen as a principal means of implementing the Convention on Biological Diversity in Europe and may be associated with the Bern Convention. It would be desirable to involve the international funding agencies, in particular the World Bank, the European Investment Bank and the European Bank for Reconstruction and Development.

## 7.3 Adhering to global conventions

### 7.3.1 The Ramsar Convention

The 'Convention on Wetlands of International Importance, especially as waterfowl habitat', usually known as the Ramsar Convention, came into force in 1975. It is the only global conservation convention that deals with a specific type of ecosystem — wetlands. The Convention's Bureau (or Secretariat) works closely with IUCN and with the International Waterfowl and Wetlands Research Bureau (IWRB), which provides technical support, including maintenance of the Ramsar database.

Under the Ramsar Convention, Contracting Parties are obliged to:

- Designate at least one wetland for the List of Wetlands of International Importance (the "Ramsar List");
- Undertake their planning so as to promote the 'wise use' of all wetlands on their territory (this is interpreted to mean adopting and implementing a National Wetlands Policy);
- Establish nature reserves for wetlands, whether or not they are included on the Ramsar List; and
- Promote international cooperation on wetlands.

Implementation of the Ramsar Convention has been particularly active in Europe. Thirty of the 81 Contracting Parties and 394 of the 654 sites presently on the Ramsar List are in Europe, with a coverage of over 5 million ha. Of these sites, 30 are currently listed in the Montreux Record, which identifies Ramsar sites in need of priority action. The Monitoring Procedure, under which the Ramsar Bureau visits sites with national experts and makes recommendations to the Government concerned, has been used at 12 European sites.

#### **ACTION**

**Recommendation.** Albania, Latvia, Luxembourg, Monaco and San Marino should join the Ramsar Convention. The countries emerging from former Yugoslavia (which is a Party), other than Slovenia and Croatia (which are also Parties), should join when appropriate.

**Recommendation.** Some countries have implemented Ramsar more fully than others. The plan recommends all countries should take stock of the current state of implementation and if necessary increase their implementation, in particular by:

- a) Designating more European wetlands for the Ramsar List;
- b) Taking stronger measures to maintain the ecological character of sites already designated, especially those in the Montreux Record;
- c) Developing and adopting a National Wetlands Policy, which should include plans to designate protected areas for wetlands, especially small sites, other than those of international importance.

**Recommendation.** Western European countries and multilateral and bilateral agencies should give more support for conservation and wise use of wetlands in Central and Eastern Europe. Existing support should be shifted from providing consultants to providing money and equipment. Better coordination is also needed between the many agencies now active in this field. (See also Section 5.1, especially Action 5.1.3.)

**Priority Project 13.** Support and encourage the implementation of the Ramsar Convention in Europe, in particular by:

- a) Assessing the area and habitat type of remaining wetlands in Europe, using information in existing inventories;
- b) Increasing the monitoring of possible changes to the ecological character of wetlands on the Ramsar List;
- c) Monitoring the impact of major development projects on European wetlands.

**Lead Agency:** Ramsar Bureau.

### 7.3.2 The World Heritage Convention

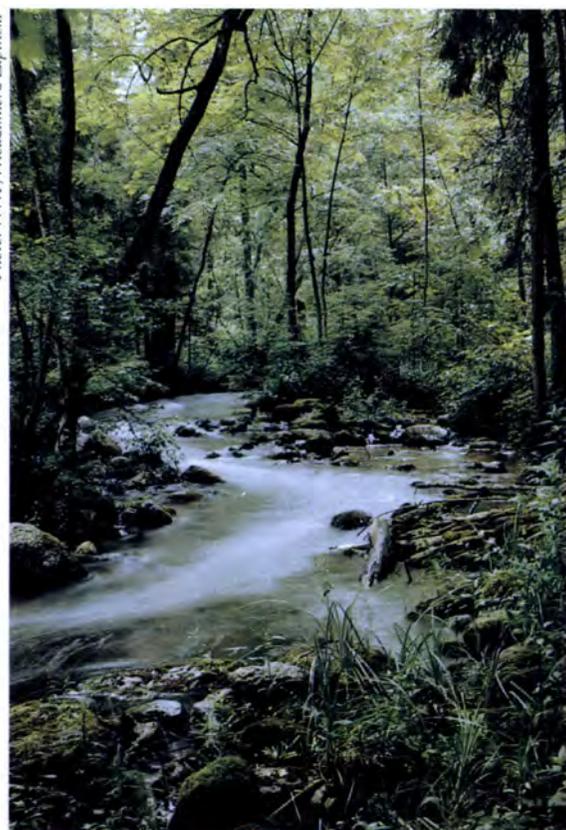
The Convention Concerning the Protection of the World Cultural and Natural Heritage, known as the World Heritage Convention, was adopted by UNESCO in 1972 and entered into force in 1976. Its rationale is that there are elements of the cultural and natural heritage of individual countries that are of such outstanding, universal value that their protection should be the concern and responsibility of the international community.

Sites are nominated by Governments and, following acceptance by the World Heritage Committee, are inscribed on the World Heritage List, as Natural, Cultural or Mixed Natural/Cultural Sites. At the request of the Committee, IUCN prepares an independent evaluation for all nominations of Natural Sites.

#### (a) The coverage of Natural Sites

Only 15 natural sites (see box 35) have been inscribed for Europe, though there are some 120 cultural sites in the region.

Photo: WWF/Włodzimierz Lapiński



***More areas of ancient forest should be inscribed as Natural Sites on the World Heritage Convention.***

**Natural Sites from Europe on the World Heritage list**

Box 35

Bulgaria	Pirin National Park Srebarna Nature Reserve
Croatia	Plitvice National Park
France	Girolatta and Porto Gulfs and Scandola Reserve
Poland/Belarus	Bialowieza/Belovezhskaya
Romania	Danube Delta (core)
Slovenia	Skocjan Caves
Spain	Garajonay National Park
United Kingdom	Giant's Causeway St Kilda Island
Yugoslavia (Montenegro)	Durmitor National Park

Three other sites have been included for their "mixed" qualities, that is their natural and cultural aspects have been judged inseparable and qualify under both natural and cultural criteria. These are:

Greece	Meteora Mt Athos
The former Yugoslav Republic of Macedonia	Ohrid and its Lake

The Convention has proved a powerful lever in preventing damage to listed sites. In Europe, for example, the Bulgarian Government has stopped expansion of the ski areas in Pirin NP, and Montenegro cancelled a dam proposal on the Tara River in Durmitor NP. Inscription on the World Heritage List has also encouraged better protection and management, as with the Giant's Causeway (UK) and Garajonay NP (Canary Is., Spain).

The present set of natural World Heritage sites in Europe is far from adequate. Though candidates for the World Heritage List are now rigorously evaluated, there are further protected areas that should be included. The potency and prestige of the Convention make their inscription a high priority.

**ACTION****Recommendations.**

- i) The European countries that have not yet joined the Convention — Albania, Belgium, Iceland and Luxembourg — should do so;
- ii) Accepting that some European countries may not have any sites fitting the criteria for the natural list, countries should:
  - Review their indicative lists of natural sites in the light of changes to the criteria and of changes to the sites themselves (these are the lists submitted to the World Heritage Centre at UNESCO);
  - Nominate those that fit the criteria for inscription on the World Heritage List;
- iii) European countries and international bodies, in particular the European Union, should increase the funding to the World Heritage Committee.

**Priority Project 14.**

- i) Prepare a guide to potential Natural World Heritage Sites in Europe extending east to the Urals, and use this to promote the use of the Convention to protect the finest elements of Europe's natural heritage.
- ii) (From Action 8.4.3). As part of the same exercise, prepare a longer list of suitable sites in Europe for protection to standards of Category II, including both new protected areas and existing protected areas where standards could be upgraded.

**Lead Agency:** A nature conservation agency on behalf of FNNPE and WWF, working with protected area managers and other experts.

**b) The inclusion of cultural landscapes**

In response to the Convention's inclusion of the 'combined works of nature and man', in December 1992 the World Heritage Committee adopted criteria for the acceptance of cultural landscapes as World Heritage Cultural sites. Nominations for such sites will be reviewed by ICOMOS with the help of IUCN.

For Europe, the inclusion of such sites on the World Heritage list would:

- Enable the region to make a more significant contribution to the success of the Convention, since there are many cultural landscapes in Europe;
- Provide additional protection to the areas concerned by declaring their international status;
- Draw attention to the worldwide importance of some of the cultural landscapes of Europe;
- Reinforce the links between nature conservation and the protection of the cultural heritage.

**ACTION**

**Recommendation.** In response to the invitation from the UNESCO World Heritage Centre, European Governments should prepare indicative lists of selected cultural landscapes that meet the World Heritage test of being of 'outstanding, universal value'.

**Priority Project 15.** Prepare a list of outstanding European cultural landscapes as guidance to the States Parties. **Lead Agency:** ICOMOS and IUCN.

**7.3.3 The Convention on Biological Diversity**

In May 1992 a global Convention on Biological Diversity was adopted and, at the Earth Summit in June, signed by over 150 countries plus the European Union. The Convention will enter into force at the end of 1993, having been ratified by over 30 nations.

This Convention is the first global instrument to take a comprehensive approach to the problems of conserving the world's biological diversity and to using its biological resources sustainably. The Convention recognizes that networks of protected areas are central to conserving biological diversity. Two vital provisions, among others, relate to protected areas:

- Under Article 6, each Party has to develop national strategies, plans or programmes for the conservation and sustainable use of biodiversity and to

integrate them into other relevant sectoral or cross-sectoral plans, programmes and policies; this may be interpreted as requiring a system plan for protected areas (Action 8.1.2);

- Under Article 8(a), each Party has to establish a system of protected areas or areas where special measures are taken to conserve biodiversity; this is followed up by other clauses in Article 8 on protected areas.

The Convention is best seen as providing a framework for conserving biodiversity (as well as for achieving other goals, such as on access to genetic resources). Most of its Articles set out policies that Parties should follow, such as on planning protected area networks or controlling the spread of introduced species, rather than establishing precise obligations (as does the World Heritage Convention) or setting targets (as do the EU Directives). The Convention provides a good opportunity for Parties to update and bring into line a wide range of biodiversity-related policies, and in particular to make the linkage between policies on protected areas and policies on other sectors of national life.

As far as possible, it is intended that the Conference of the Parties should provide the detailed interpretation of the obligations, should decide on what targets if any should be met, and should elaborate these matters into detailed protocols to the Convention. An important reason for countries to ratify without delay, therefore, is to avoid being left out of the subsequent negotiations.

## **ACTION**

### **Recommendations.**

- a) Countries which have not ratified the Convention should do so as soon as possible.
- b) If it has not already done so, each country should prepare its Biodiversity Strategy and Action Plan, which should include the actions necessary to establish, manage and safeguard effective networks of protected areas, as outlined in *Parks for Life*.
- c) Countries should participate in the Conference of Parties and any subsidiary groups established under the Convention.

## **7.4 Strengthening regional conventions**

Several regional conventions contribute to protected areas policy in Europe. Two are covered below: the Bern Convention, which covers all of Europe (7.4.1) and the Alpine Convention (7.4.2). The three marine conventions are covered in the sections on regional marine priorities — the Barcelona Convention in Section 5.2 on the Mediterranean, the Helsinki Convention in Section 5.3 on the Baltic, and the Paris Convention in Section 5.4 on the NE Atlantic. In addition, there are a number of other more local conventions, for example on individual rivers (such as the Rhine), which may affect protected area policy, but they are not covered in detail here.

### **7.4.1 The Bern Convention**

The Convention on the Conservation of European Wildlife and Natural Habitats, usually known as the Bern Convention, was developed by the Council of Europe, an inter-governmental organization of 32 member states. The main thrust of the Convention is the conservation of endangered species and their habitats.

Agreed in 1979 and coming into force in 1982, the Bern Convention marked a

step forward from other regional conventions, as it contains firm obligations rather than outlining general aims. An important feature is that NGOs can challenge alleged infractions of the Convention. The Secretariat puts these issues on the agenda of the Steering Committee, where the country concerned has to respond.

The need to implement the Bern Convention in the European Union was the motivation for the EU Habitats Directive, which has extended and improved the obligations of the Convention into EU law. While the significance of the Convention in Western Europe has to some extent been replaced by the Habitats Directive, although it will be many years before the Directive is fully implemented, the Bern Convention has become of increasing importance in Central and Eastern Europe, as those countries are now beginning to join the Council of Europe and so are now able to ratify the Convention. Another value of the Convention is that the Council of Europe has decided to allow North African nations to join; it is therefore a mechanism for international cooperation between them and European nations.

### **ACTION**

**Endorsement.** This plan endorses the present focus of the Convention Secretariat on the further extension of the Convention to Central and Eastern Europe and endorses the current efforts to extend Appendices I and II accordingly (the species whose habitats are to be protected).

**Recommendation.** The countries of Central and Eastern Europe should join the Bern Convention (Bulgaria, Estonia, Hungary, Latvia and Romania have joined so far), as should Malta.

**Recommendation.** The Parties to the Convention and the Council of Europe should increase the funds available to the Convention Secretariat. At present it receives around US\$170,000 per year, which is not enough to provide the services needed for effective implementation.

### **7.4.2 The Alpine Convention**

The Convention Concerning the Protection of the Alps was signed by the Alpine countries and the European Union in November 1991, but is not yet in force. It is a framework convention whose aim is to achieve 'a comprehensive policy for the conservation and protection of the Alps'.

Box **34**

#### **The European Network of Biogenetic Reserves**

This is a Council of Europe project to list nature reserves containing typical, unique, rare or endangered ecosystems or species. The States proposing areas for the Network agree to protect them and to maintain their natural values. So far the Network covers 289 areas, extending over 3 million hectares.

Predating the Bern Convention, the Network does not have legal status. It was very useful but, due to lack of funds and of staff, it has never been possible to evaluate the individual sites on the ground.

The large number of other sites designations now available (outlined in Chapter 7) and the persistent lack of resources for the Network suggests that a reappraisal might be worthwhile.

The Convention lists issues on which the Contracting Parties have to take measures. One of these is the protection of nature and landscape, on which a draft protocol has now been prepared with the help of the IUCN Environmental Law Centre. This would include obligations to establish a system of protected areas, including a system of protected habitat types.

### **ACTION**

**Recommendation.** The Alpine countries and the European Union should:

- a) Ratify the Convention;
- b) Agree and ratify the Protocol on Protection of Nature and Landscape.

## **7.5 Developing a Convention for the Conservation of Rural Landscapes of Europe**

Millennia of human interaction with nature have created a variety of rural landscapes that reflect the region's natural diversity, and its complex history and culture. These landscapes have natural, cultural and economic values. Often they contain high biodiversity and are rich in historic features. Many have been celebrated in art and literature. Today they attract tourists in large numbers.

However, rural landscapes are under threat. People in rural areas should share in a nation's prosperity, but change is often so rapid that the environment is put at risk and the benefits of development cannot be sustained. Landscapes lose their distinctiveness, and many of the natural and cultural values within them.

To conserve and restore Europe's landscapes, the conservation focus needs to broaden from national parks and nature reserves to the rural landscape as a whole. There is a need to strengthen protection of rural landscapes and to encourage countries to:

- Record their rural landscape and changes to it;
- Take steps to protect these landscapes, such as effective land-use planning and support for traditional land-use management;
- Identify landscapes of European significance and encourage international cooperation to protect them;
- Support the above with research, information and training.

It has been proposed that the best way to address this would be by an international convention for the protection of rural landscapes in Europe. Such a convention would complement the existing Bern Convention (see 7.4.1) on natural habitats and species, and the Granada Convention on the architectural heritage of Europe. Its mandate would include, but not be confined to, Category V protected landscapes.

Such an agreement would bring together the nature and cultural conservation constituencies. It has support from a range of NGOs in Europe. Through its development, the conservation of biological and landscape diversity would be promoted across the European countryside as a whole.

**ACTION**

**7.5.1 Assess the feasibility of a Rural Landscapes Convention.**

**Priority Project 16.** Undertake a feasibility study into a Convention for the Conservation of the Rural Landscape of Europe, involving the Council of Europe, and assess its potential effectiveness in relation to protected landscapes. **Lead Agency:** A consortium of potential organizations in several European countries.



Photo: WWF/H. Jungius

**Ancient farm in Gran Paradiso National Park, Italy**

## PROTECTED AREA MANAGEMENT

Once the legal basis for the protected area has been established, the next priority is effective planning and management. In this Chapter 'management' is taken to include planning and establishment, relations with the Government and with the local community, and the application of research, as well as the day-to-day managerial tasks such as maintaining paths, providing visitor services and environmental education, and controlling hunting.



### CHAPTER 8

The first section deals with the principles of management planning. This leads into a discussion of the value of partnerships and of the need for adequate funding. Sections then address the particular management needs of the three categories of protected area most used in Europe — Category II national parks (8.4), Category IV habitat/species management areas (or managed nature reserves) (8.5) and Category V protected landscapes and seascapes (8.6). (Table 4 shows the number and extent of protected areas in each category in each country.) The next section (8.7) addresses transfrontier protected areas, which are an important cross-cutting type of protected area. The final section is on how protected areas can be used as models for the future (8.8).

### 8.1 Management planning

Effective management of protected areas depends first on having good institutions. This is often a weak point with protected area systems, especially recent ones. The structure and form of those institutions will vary greatly from one country to another, but three principles should underpin all of them (8.1.1).

Despite national differences, IUCN advises two core actions for every country — a protected areas system plan (8.1.2), which should be evaluated at certain intervals (8.1.3), and a management plan for every protected area, large or small (8.1.4). These are the vital tools to ensure effective management in any situation.

Managing a protected area will depend on the objectives set for that area. Is it to protect a species or is it to encourage natural succession? Is it to preserve a way of life or is it to restore the vegetation? IUCN's system of management categories for protected areas (defined in box 1) can help provide clarity in setting the right objectives for each site. The application of the categories, however, has caused some difficulty in Europe and elsewhere. Also, in 1994, IUCN members agreed changes to the definitions of the categories. IUCN has recently published guidelines on the six categories now recommended, with examples of sites in each. A commitment to use these categories and more detailed guidance on how to apply them in Europe are now needed (Action 8.1.5).

#### **ACTION**

##### **8.1.1 Provide adequate institutional structures to manage protected areas.**

###### **Recommendations.**

- a) The directors of protected area authorities for a country (or province, etc.) should have direct access to relevant decision-makers and ministers;
- b) A single body should oversee protected area policy for a country (or province, etc.);
- c) Within each protected area, responsibility and accountability should be precisely defined.

**Table 4: Protected areas by IUCN Management Category: land area protected**

Country	I		II		III		IV		V		TOTAL	
	area	Area %	Area %	Area %	Area %	Area %	Area %	Area %	Area %	Area %	Area %	
Albania	28,750	- 0.00	96 0.33	- 0.00	244 0.85	- 0.00	- 0.00	- 0.00	340 1.18			
Andorra	465	- 0.00	- 0.00	- 0.00	- 0.00	- 0.00	- 0.00	- 0.00	- 0.00			
Austria	83,855	- 0.00	760 0.91	- 0.00	3,720 4.44	- 0.00	16,333 19.48	- 0.00	20,813 24.82			
Belgium	30,520	- 0.00	- 0.00	- 0.00	40 0.13	- 0.00	732 2.40	- 0.00	771 2.53			
Bulgaria	110,910	618 0.56	2,213 1.99	44 0.04	507 0.46	316 0.29	- 0.00	- 0.00	3,699 3.34			
Croatia	56,538	198 0.35	463 0.82	11 0.02	154 0.27	3,027 5.35	- 0.00	- 0.00	3,853 6.82			
Czech Republic	78,864	129 0.16	748 0.95	- 0.00	64 0.08	9,728 12.33	- 0.00	- 0.00	10,668 13.53			
Denmark	43,075	222 0.51	- 0.00	63 0.15	11,651 27.05	1,935 4.49	- 0.00	- 0.00	13,871 32.20			
Estonia	45,100	684 1.52	1,769 3.92	- 0.00	1,385 3.07	560 1.24	- 0.00	- 0.00	4,398 9.75			
Finland	337,030	1,508 0.45	3,935 1.17	- 0.00	21,838 6.48	- 0.00	- 0.00	- 0.00	27,281 8.09			
France	543,965	208 0.04	2,613 0.48	- 0.00	1,505 0.28	49,259 9.06	- 0.00	- 0.00	53,586 9.85			
Germany	356,840	- 0.00	131 0.04	- 0.00	2,598 0.73	89,200 25.00	- 0.00	- 0.00	91,928 25.76			
Greece	131,985	- 0.00	604 0.46	180 0.14	95 0.07	1,332 1.01	- 0.00	- 0.00	2,210 1.67			
Hungary	93,030	- 0.00	1,591 1.71	- 0.00	138 0.15	4,011 4.31	- 0.00	- 0.00	5,740 6.17			
Iceland	102,820	- 0.00	1,801 1.75	386 0.38	519 0.50	6,450 6.27	- 0.00	- 0.00	9,156 8.90			
Ireland	68,895	- 0.00	368 0.53	- 0.00	99 0.14	- 0.00	- 0.00	- 0.00	467 0.68			
Italy	301,245	- 0.00	4,719 1.57	15 0.00	2,216 0.74	15,795 5.24	- 0.00	- 0.00	22,746 7.55			
Latvia	63,700	384 0.60	- 0.00	25 0.04	622 0.98	6,716 10.54	- 0.00	- 0.00	7,747 12.16			
Liechtenstein	160	- 0.00	- 0.00	- 0.00	- 0.00	60 37.50	- 0.00	- 0.00	60 37.50			
Lithuania	65,200	208 0.32	1,330 2.04	- 0.00	996 1.53	3,814 5.85	- 0.00	- 0.00	6,347 9.73			
Luxembourg	2,585	- 0.00	- 0.00	- 0.00	- 0.00	360 13.93	- 0.00	- 0.00	360 13.93			
Netherlands	41,160	42 0.10	136 0.33	2,669 6.48	1,368 3.32	- 0.00	- 0.00	- 0.00	4,215 10.24			
Norway	323,895	1,779 0.55	13,781 4.25	- 0.00	176 0.05	4,643 1.43	- 0.00	- 0.00	20,380 6.29			
Poland	312,685	16 0.01	1,483 0.47	- 0.00	680 0.22	28,457 9.1	- 0.00	- 0.00	30,636 9.8			
Portugal	92,390	131 0.14	211 0.23	27 0.03	1,085 1.17	4,371 4.73	- 0.00	- 0.00	5,825 6.31			
Romania	237,500	607 0.26	8,416 3.54	- 0.00	228 0.10	1,598 0.67	- 0.00	- 0.00	10,849 4.57			
Slovakia	14,035	12 0.09	1,997 14.23	15 0.11	420 2.99	7,711 54.94	- 0.00	- 0.00	10,155 72.36			
Slovenia	20,251	- 0.00	848 4.19	- 0.00	- 0.00	233 1.15	- 0.00	- 0.00	1,081 5.34			
Spain	504,880	- 0.00	1,325 0.26	- 0.00	17,367 3.44	23,758 4.71	- 0.00	- 0.00	42,450 8.41			
Sweden	440,940	9,491 2.15	4,948 1.12	- 0.00	12,486 2.83	2,893 0.66	- 0.00	- 0.00	29,818 6.76			
Switzerland	41,285	169 0.41	- 0.00	- 0.00	2,412 5.84	4,726 11.45	- 0.00	- 0.00	7,307 17.70			
United Kingdom	244,880	- 0.00	- 0.00	- 0.00	2,008 0.82	47,505 19.40	- 0.00	- 0.00	49,513 20.22			
Yugoslavia	102,173	11 0.01	1,488 1.46	16 0.02	161 0.16	1,793 1.76	- 0.00	- 0.00	3,470 3.40			
<b>Totals</b>	<b>4,921,606</b>	<b>16,417 0.33</b>	<b>57,774 1.17</b>	<b>3,451 0.07</b>	<b>86,782 1.76</b>	<b>337,316 6.85</b>	<b>501,740 10.19</b>					

Prepared by World Conservation Monitoring Centre, 27 June 1994

Note: Areas are given in square kilometres  
 Minimum size for inclusion is 10 sq. km

### 8.1.2 Develop national protected area system plans.

**Recommendation.** Governments should prepare, or update, a national (or sub-national) protected area system plan. This should:

- Identify gaps in the protected area coverage;
- Recommend action to fill those gaps;
- Ensure representation of species, ecosystems and landscape types;
- Provide the basis for securing political support;
- Encourage public involvement;
- Aim to gain support from many sources.

### 8.1.3 Evaluate the protected area systems in every European country.

**Recommendation.** Before the next World Parks Congress in 2002, the plan recommends that each country in Europe evaluate its protected area system for coverage and effectiveness. This should be done by independent experts and the results published. IUCN and FNNPE will be pleased to help governments with the provision of independent experts and with drafting their terms of reference.

### 8.1.4 Develop a management plan for each protected area.

**Recommendation.** The responsible authority for every protected area should prepare, or keep up-to-date, a management plan for that area. This should:

- a) Clarify the objectives of management;
- b) Indicate how these will be achieved;
- c) Establish the resource needs (staff, finance, etc.);
- d) Put in place a system of monitoring to check if the objectives are being achieved;
- e) Establish a timetable for accomplishment.

Preparation and implementation of the management plan should involve all the stakeholders, especially the local people (Section 11.5).

### 8.1.5 Follow the IUCN protected area management categories.

**Recommendation.** Following IUCN General Assembly Resolution 19/4, all governments are urged to consider the relevance of the protected area management categories (box 1) to national legislation. Moreover, the plan recommends that international bodies in Europe (e.g. the Council of Europe) should use this agreed system of management categories rather than developing separate systems, which could cause confusion.

**Priority Project 17.** (a) Prepare guidelines on the application of the IUCN categories in Europe, with illustrative examples. This should show the compatibility between these categories and other classifications of protected areas, e.g. those of EU Directives. (b) Provide advice to countries on request on how to employ a range of different types of protected areas (ideally as part of a system plan — 8.1.2). (c) Resolve any disputes over the assignation of categories to individual protected areas on the UN List. **Lead Agency:** IUCN-CNPPA, with FNNPE, WCMC and with national agencies as appropriate.

## **8.2 Broadening partnerships in protected area management**

To be effective in their jobs, protected area managers need to work with a wide range of partners outside the official nature conservation sector. For example, they may need to work with local farmers and foresters, they may want to draw on support from local businesses, and they may wish to use conservation volunteers.

The more partnerships they can build in managing the protected area, the more sets of people and institutions there will be that have a stake in its success. This will not only help achieve conservation goals, but it can also open the possibility that those goals could be expanded, perhaps dramatically: for example, an extension of the protected area could suddenly become possible, or an arrangement with local farmers outside the park to manage certain parts of their land in accordance with conservation principles.

It is especially vital to form an alliance with local people, so they feel included rather than excluded from what happens in the protected area. In particular, it is essential that their representatives sit on management bodies. It is good also if the protected area can provide them with economic opportunities, such as jobs, or the chance to build livelihoods deriving from the park's existence, for example setting up guest houses and restaurants nearby.

In some cases, it may be possible to go further and achieve a system of joint management (8.2.4 and box 37). As a result of joint management, there are several good examples that combine local environmental care with securing livelihoods, a situation sometimes referred to as Primary Environmental Care (see Section 2.2). Joint management agreements are particularly suitable for zoned protected areas and may be the best approach where a protected area has been established but some parties may fail to recognize or respect its regulations. In some cases, joint management has settled long-lasting controversies between governments and local people.

This section is less about concrete recommendations and action points, but more about encouraging protected area managers and agencies to adopt an open, professional style of management in which many different individuals and organizations can contribute. Inclusiveness is the most powerful weapon of the modern protected area manager. Without it, he or she is unlikely to succeed.

This subject is covered here from the point of view of management and in Sections 11.4 and 11.5 from the point of view of public support.

### ***ACTION***

#### **8.2.1 Involve a wide array of partners in management and in particular include representatives of local people.**

**Recommendation.** Governments should adopt policies to encourage and include the widest possible array of partners in establishing and managing their protected area system. Protected area managers should adopt a style of management that seeks to bring in as many partners as possible, ensuring that they each benefit from as well as contribute to the aims of the protected area. Incentives and disincentives can be particularly useful in this regard.

**Recommendation.** Local communities should have a meaningful role in the decision-making processes in protected areas. In particular they should be represented in the management and planning structure of the protected area.

### 8.2.2 Encourage the maximum use of local knowledge and skills in management.

**Recommendation.** Protected area managers should promote occasions for sharing and drawing on traditional and local knowledge and skills. Where possible, they should seek to provide economic opportunities for local people in the protected area, either through direct employment or in the form of contracted services.

### 8.2.3 Encourage the use of conservation volunteers.

**Recommendation.** Protected area managers should encourage the use of volunteers, who can help in work such as managing habitats, building and repairing paths, and erecting fences and signs. This often provides training in practical conservation. By introducing people to the countryside, it also has a valuable educational role and helps build new allies (Chapter 11).

### 8.2.4 Promote joint management of protected areas (see box 37).

**Priority Project 18.** Promote the development of joint management for a few protected areas in Europe. Local facilitators will be chosen. After training, they will (a) promote and assist in the development of joint management arrangements; (b) assemble the lessons learnt in the process for others to use; and (c) build networks of people and institutions concerned with similar processes. **Lead Agency:** IUCN Social Policy Service, working with CNPPA, FNNPE and individual park agencies across Europe.



**Joint management is a good way of involving farmers in the management of protected areas.**

**Box 37****Joint management for protected areas**

These are arrangements in which government agencies responsible for protected areas work with various stakeholders (organized groups of users, businesses, universities, conservation groups, etc.) to develop and implement a specific management agreement.

The agreement would usually identify:

- The resources of the protected area and how they could be used sustainably and in accordance with the aims of the protected area;
- A system of rights and obligations for such uses;
- Procedures to enforce these rights and obligations; (in the case of large protected areas, these would be set out in law, as outlined in Section 7.1;)
- Procedures to take collective decisions and to deal with any conflicts that may arise.

For resource users, joint management has the advantage that it recognizes their rights to resources. For protected area agencies, it makes management more feasible, efficient and effective, while safeguarding conservation aims.

**Steps in developing joint management.** The protected area management agency should:

1. Identify all the stakeholders (those who are affected by and who affect protected areas) and encourage them to see themselves as legitimate partners in management; ask them to clarify their aims and capabilities with respect to the protected area, and to appoint representatives.
2. Help stakeholders to communicate with one another; discuss and develop management options with them; and prevent, manage and/or resolve any conflict which may arise.
4. Agree with the stakeholders on one management option, which would specify the rights and responsibilities of each one of them and of the agency.
5. Work with stakeholders to identify and implement appropriate arrangements, procedures and regulations to make the agreement viable and effective.
6. Monitor the process and review the agreement with stakeholders as necessary.

A good point at which to bring in stakeholders is when the management plan is being developed or revised (Action 8.1.4).

### 8.3 Funding

There are great differences in the budgets allocated to protected areas from one European country to another. Although it is very difficult to separate out spending on protected areas from spending on nature conservation in general, some countries appear to spend as much as 30 times more *per capita* on their protected areas than others. In some countries, protected areas are still run by services which are under-staffed, under-supported and under-trained. And in most countries the funding of protected areas does not yet match their approval by public opinion. Where protected areas are under-funded, this should be

redressed (8.3.1) and more EU funds should be available for protected areas within EU countries (8.3.3), but protected area managers should also do more to help themselves (8.3.2).

European Governments and the European Union finance large development programmes and projects aimed at promoting economic growth. The use of these development funds, especially those in box 38, presents both threats and opportunities to protected areas. Large infrastructure projects can damage or destroy the fauna and flora of protected areas. Developments on land adjacent to protected areas can cause damage by affecting the water table, or through pollution or disturbance. Protected areas in marginal rural regions are particularly likely to be harmed by the misuse of development funds, since funding is usually targeted at those regions. (8.3.4)

### The EU Structural Funds, the Cohesion Fund, and European Investment Bank loans

Box 38

The EU Structural Funds, with loans from the European Investment Bank, are used to help the poorest regions of the European Union, especially Greece, Ireland, southern Italy, Portugal and Spain, to "catch up". They are mostly used to fund large infrastructure projects, such as roads, dams and tourist developments, as well as intensive forestry and agriculture. The Structural Funds can be used to support environmental projects where these are directly linked to regional development.

From 1989 to 1993, Structural Fund spending amounted to 55 bn ECU (1 Ecu = approx 1 US\$); 141 bn ECU are allocated for 1994–99. Greece, Ireland, Portugal and Spain will also receive a further 15bn ECU under a new Cohesion Fund, for transport and environmental projects, 1993–1999.

## ACTION

### 8.3.1 Provide adequate government funds to protected areas.

**Recommendation.** Governments should provide adequate funds for their protected areas, especially for sites of national and international importance. In some countries, this will involve a substantial increase over current funding.

### 8.3.2 Develop novel approaches to funding protected areas.

**Recommendation.** Protected area managers should actively seek a wide range of possible funding mechanisms. Examples could include:

- a) Sponsorship from industry and business, e.g. for information materials or visitor centres;
- b) Economic incentives from Government, the European Union and other bodies to support NGOs, local communities, farmers, etc;
- c) Charges for visitor entrance, which may be appropriate where funds are small and where tourists from elsewhere are the main visitors; others may prefer to charge for car-parks and other facilities instead;
- d) Debt-for-Environment Swaps (for Central and Eastern Europe);
- e) Stewardship programmes, working with private landowners and resource users to conserve natural areas and working landscapes.

### 8.3.3 Increase EU aid for protected areas.

**Recommendation.** The European Union should increase the funding available for nature conservation and protected areas in Member States, especially in Southern Europe, using in particular the LIFE Regulation to enable Member States to create the Natura 2000 network of protected areas.

### 8.3.4 Improve the environmental provisions in the use of the EU Structural Funds and the Cohesion Fund.

**Recommendation.** The European Commission and Member States should administer the EU Structural Funds and the Cohesion Fund so that:

- a) Projects and programmes contribute to **sustainable development**;
- b) They are consistent with EU and national environmental legislation and policy;
- c) Their environmental impacts are monitored and evaluated, and remedial action is taken where needed;
- d) Environmental agencies, NGOs and other citizen groups are involved at all stages;
- e) Information is freely available to the public at all stages and in local languages;
- f) The projects funded include support for the infrastructure and management of protected areas, and for the integration of protected areas into local economic development schemes.

(Section 5.1.6 addresses the use of European Union funds in Central and Eastern Europe.)

## 8.4 Category II national parks

A major initiative is needed to raise the standard of protection to national parks in IUCN Category II. This category is intended for natural areas, and so Category II national parks are normally areas of natural vegetation or of vegetation reverting freely under natural succession.

Except in the boreal zone and some parts of southern Europe, most European countries have found it difficult to establish large protected areas to the standards of Category II. For example the Waddensea National Park in Germany encloses most of the ecosystem, but human impacts are so great that reaching Category II standards is not possible for the whole area. On the other hand, the Ormtjernkampen NP in Norway is protected to Category II standards, but at 900 ha is too small to conserve flora and fauna in the long term. In most cases conservationists have tended to choose gazetting of large areas, with a corresponding lower level of protection. As a result only 10–20% of the c. 200 sites in Europe which call themselves National Parks (and are not intended as Category V protected landscapes as in the UK) at present satisfy the management objectives of Category II.

Nevertheless, there are a number of successful models to follow. At 13,100 ha the Bavarian Forest NP (Germany) is small in comparison with parks in Africa or North America, but conserves the forest ecosystem to a high standard: sport hunting is banned, logging has now ended, and the large numbers of day visitors are absorbed relatively harmlessly.

A vital approach is zoning, which makes possible a high degree of protection in one part of the park by allowing some level of non-damaging use in other parts. For example zoning could be used to maintain a core area of, say, a large national park as Category II, but to allow other parts of the park to be used for limited grazing, traditional hay-meadows or cross-country skiing. The other areas in the park might be managed as IUCN categories IV or V areas, or as Category VI (managed resource protected areas). Zoning is the best approach for most large protected areas in the inhabited parts of Europe (Action 8.4.1).

**The centrepiece of nature conservation in Europe should be a network of protected areas that fulfil the management objectives of Category II or that include Category II areas within them.** Most of these areas will be rather smaller than Category II parks in other regions of the world, and will be perhaps of the order of 5,000–20,000 ha each. Much larger Category II areas will probably only be possible in subarctic and arctic Finland, Norway and Sweden, in Iceland and in limited parts of southern and south-eastern Europe. For example some national parks and nature reserves in Lapland are 200,000–500,000 ha each.

Action 8.4.2 considers how to upgrade the management of those sites that do not yet fully fulfil the criterion. Action 8.4.3 will determine where further Category II sites are needed. Action 8.4.4 promotes the concept of Category II national parks, which are not always appreciated.

## **ACTION**

### **8.4.1 Encourage the integrated, zoned protected area.**

**Recommendation.** Protected area agencies should give more attention to zoning as the management approach for protected areas in crowded countries and as a way of ensuring protection of vital natural areas to Category II standards. (see also 5.2.1).

Photo: WWF/Michel Gunther



**Coto Doñana National Park, Spain**

#### 8.4.2 Where necessary upgrade the management of Category II sites.

**Recommendation.** The management plan for each Category II site should address, among other things:

- a) The extent to which management should intervene in 'natural' succession (for example, culling of deer is essential in most European forests to permit regeneration in the absence of predators like wolf and bear);
- b) The activities which are incompatible with management objectives and which should be eliminated within a specified period of time;
- c) The visitor impacts acceptable in selected parts of the sites;
- d) Identification of support zones and development of means for community participation (see Chapter 11.)

The management plan should outline the activities needed to bring the management up to the required level and set a timetable for accomplishing them. It should define the staff needs, on the basis that:

- a) A cadre of trained staff should be appointed for each Category II site. (Some German national parks have no staff and in some Greek national parks staff are only part-time.)
- b) A suitably qualified professional should be accountable for the overall management of the area.

**Priority Project 19.** Provide a service to support upgrading the management of Category II sites where necessary and available on request. The aim would be to help raise standards of protection and management and to identify any international assistance that may be needed.

This should be closely linked with existing work by WCMC and CNPPA to assign protected areas to IUCN management categories for the UN List. Where sites aspire to Category II standards but cannot meet them immediately, CNPPA should **negotiate** recognition of the site as Category II on the UN List in return for agreement that certain needed management measures be put into force at mutually agreed dates in the future. This could greatly help upgrade the management of Category II areas.

**Lead Agency:** IUCN–CNPPA, involving WCMC and FNNPE.

#### 8.4.3 Identify new sites for protection to Category II standards.

**Priority Project 14(ii).** Prepare a list of suitable sites in Europe for protection to standards of Category II. (Already covered in more detail under Section 7.3.2, as part of Project 14.)

#### 8.4.4 Inform the public of the values of Category II sites.

**Recommendation.** A public relations campaign is needed to convince the public of the benefit of protecting some sites to Category II standards, and of natural succession as the dominant process in such areas. It should highlight present and potential Category II sites in each country. IUCN, FNNPE, WWF and other partners should use their networks to publicize the work done to raise standards of management. (See chapter 11).

## 8.5 Category IV habitat/species management areas

Habitat/species management areas, more usually known in Europe as managed nature reserves, make a vital contribution to nature conservation. There are probably over 10,000 of them in Europe, many very small. In addition there are numerous patches of private land large and small looked after with similar objectives to official nature reserves.

The principal characteristic of Category IV sites is that they have to be managed so as to maintain a particular ecosystem or the habitat of a particular species. Examples of such habitats include reed beds, alpine pasture, heather moorland and heathland.

Although often small, they tend to be located in places vital for the survival of species and habitats, and so contribute to conserving biodiversity to an extent far greater than their size alone would imply.

They can either be acquired by the conservation body, whether governmental or private, or can be established by easements or management agreements with owners. Although the establishment of Category IV sites may be opportunistic, it should be guided by a clear strategy on which species and habitats are priorities for conservation in reserves (Action 8.5.1). Site management also needs to be approached in a systematic and business-like way as part of an overall plan or strategy. This may not be easy, especially when numerous small sites are involved, often managed by part-time volunteers.

Vital to managing Category IV sites is knowledge about the management requirements of the individual habitats and species. There is much expertise on this, but relatively little sharing of information, especially between countries (Action 8.5.2). EUROSITE has begun to tackle this through its twinning programme, the encouragement of on-site workshops on management issues and the provision of datasheets on grazing. But more is needed. For example, it might be possible for groups of protected area authorities to share the cost of developing new techniques, or machines, to mimic the traditional management where this has now become prohibitively expensive; for example to invent a machine that could cut reed beds without causing compaction.

### **ACTION**

#### **8.5.1 Take a strategic approach to the establishment and management of Category IV sites.**

**Recommendation.** Nature conservation agencies should prepare strategies or action plans identifying the species and habitats of conservation value and should use these plans as the basis for the establishment of Category IV sites. These plans may form part of implementation of the Convention on Biological Diversity (Section 7.3.3). See also Sections 4.2 and 4.3.

#### **8.5.2 Encourage sharing of information on management techniques.**

**Endorsement.** The plan encourages and endorses initiatives, such as by EUROSITE and others, to share management techniques from one country to another, especially for individual habitat types. It endorses the proposed CNPPA/WCMC project to provide a means for exchanging information.

#### **8.5.3 Encourage the greater use of micro-reserves.**

**Priority Project 20.** Make a study of the use of micro-reserves (10 ha or less) for conservation of biodiversity, especially for plant species (see Section 4.3).

**Lead Agency:** To be appointed.

## 8.6 Category V protected landscapes and seascapes

Protected landscapes are areas recognized for the special quality of the natural environment. Such areas may help to conserve nature and to maintain ways of life that are satisfying and in harmony with nature. They may also offer models for sustainable land-use, and are favourite places for recreation and tourism.

Protected landscapes in IUCN Category V form two thirds of the protected area estate in Europe, but there is often a poor understanding of their conservation value, and standards of management vary widely. In some cases, management is almost nil.

A major initiative is needed to set and attain standards for management. This would be particularly timely because of the changes in Eastern and Central Europe, which affect land ownership and alter the structure of local government.

Although this plan addresses the conservation of Europe's natural heritage, conservation of the cultural heritage is also important. Many protected landscapes are rich in archaeological remains, ancient buildings and attractive villages. The actions in this Section, and throughout this plan, should be integrated with similar actions on the cultural heritage.

### **ACTION**

#### **8.6.1 Set management standards for Category V protected landscapes.**

**Priority Project 21.** Organize a conference on the protected landscape heritage of Europe, with the aims of:

- a) Highlighting the value of protected landscapes and raising awareness about them;
- b) Encouraging better management of such areas;
- c) Understanding the role of tourism in such areas;
- d) Identifying where there is scope for additional protected landscapes;
- e) Supporting East-West links and cooperation;
- f) Examining the proposed European Rural Landscapes Convention (see 7.5.1).

**Lead Agency:** To be identified. The conference should preferably be held in a country of Central or Eastern Europe.

Further actions for protected landscapes/seascapes should come out of the Conference.

## 8.7 Transfrontier protected areas

Most conservation activities occur within a single country or even part of a country. Yet many natural features cross national frontiers. This is especially so in Europe, where countries are small and numerous, and where areas rich in biodiversity, such as mountain ranges, river valleys and enclosed seas, often form the borders between countries. To conserve nature at a European level, therefore, protected areas are needed that straddle international boundaries.



**Protected Areas in Europe that cross national frontiers**

- |   |   |  |   |
|---|---|--|---|
| 1 Austria/Hungary:<br>Neusiedlersee/Lake Fertő                      | 12 Czech/Slovak Republic/<br>Poland: Horna Orava/Babia<br>Góra            | 22 France/Italy:<br>Mercantour/Argentera   | 32 Norway/Finland: Ovre<br>Anarjokka/Lemmonjoki               |
| 2 Austria/Germany: Teilbereich<br>Des Unterer Inn                   | 13 Czech/Slovak Republic/<br>Austria: Sumava/<br>Bohmerwald               | 23 Germany/Czech/Slovak<br>Republic: Zittauer<br>Gebirge/Luzické Hory              | 33 Poland/Ukraine:<br>Bieszczady/Bieszczadzki                 |
| 3 Belgium/Luxembourg:<br>Belgium-Luxembourg<br>Nature Park          | 14 Czech/Slovak Republic/<br>Austria: Podyhi/Thaya R                      | 24 Germany/Czech/Slovak<br>Republic: Sächsische<br>Schweiz/Labe R Ceske<br>Schweiz | 34 Slovenia/Italy:<br>Triglav/Foresta Di Tarvisio             |
| 4 Belgium/Germany: Haute<br>Fagnes-eifel/Nordeifel                  | 15 Czech/Slovak Republic/<br>Austria: Trebonsko/<br>Blockheide Eibenstein | 25 Germany/Austria: Berch-<br>tesgaden/Kalkhochalpen                               | 35 Slovenia/Italy: Karst Region                               |
| 5 Bulgaria/Greece: Rhodope  | 16 Denmark/Germany<br>Waddensea   | 26 Germany/France:<br>Pfalzerwald/Vosges du Nord                                   | 36 Sweden/Norway:<br>Sarek/Padjelanta/Stora<br>Sjöfallet/Rago |
| 6 Czech/Slovak Republic/<br>Germany: Sumava/<br>Bayerischer Wald    | 17 Finland/Russia: Friendship   | 27 Germany/Poland: Oder/Odra<br>Nature Park  | 37 Switzerland/Italy:<br>Swiss/Stelvio                        |
| 7 Czech/Slovak Republic/<br>Poland: Krkonose/Karkonoski             | 18 Finland/Russia:<br>Oulanka/Paanajarvi                                  | 28 Hungary/Croatia:<br>Mohacs/Kopacki Rit  | 38 Yugoslavia/Romania:<br>Djerdap/Cazanele                    |
| 8 Czech/Slovak Republic/<br>Poland: Tarta/Tatrzański                | 19 Finland/Sweden Perameri/<br>Haparanda Archipelago                      | 29 Luxembourg/Germany:<br>Germano-Luxembourg<br>Nature Park/Sudeifel               | 39 Yugoslavia/Greece:<br>Galicica/Cazanele                    |
| 9 Czech/Slovak Republic/<br>Poland: Pieniny/Pieninski               | 20 France/Spain: Pyrenees<br>Occidentales/Ordessa                         | 30 Netherlands/Germany:<br>Waddensea   | 40 Finland/Russia:<br>Oulanka/Panozero                        |
| 10 Czech/Slovak Republic/<br>Poland: Vychodne<br>Karpaty/Bieszczady | 21 France/Italy: Vanoise/Gran<br>Paradiso                                 | 31 Norway/Sweden:  | 41 Czech Republic/Slovakia:<br>Podyje/Palava/Zahorie          |
| 11 Czech/Slovak Republic/<br>Hungary: Slovak                        |   |  | 42 Romania/Ukraine: Danube<br>Delta                           |

Collaboration between the management bodies of transfrontier protected areas may extend to all the functions of management. Particularly important are joint monitoring programmes, coordinated watershed management, and joint staff training and exchanges. There are also increased opportunities for environmental interpretation and education, as well as for making border crossing points for tourists.

IUCN promotes transfrontier protected areas and has prepared guidelines for their establishment and management. There are over 30 pairs (or other groupings) of transfrontier protected areas in Europe and several more are likely, such as between France, Italy and Switzerland for the wider Mont Blanc area.

**Box 39**

**The opportunities for transfrontier protected areas along the former Iron Curtain**

Until a few years ago the Iron Curtain divided Europe from the Barents Sea in the north to the Black Sea in the south. On the ground it was a sophisticated fence with a more or less extensive forbidden zone on its eastern part, where the natural environment has survived relatively intact.

This situation lasted for 40 years and led to an impressive restoration of ecosystems. It would be a great loss to allow these ecosystems to deteriorate through opening them to uncontrolled exploitation.

The Iron Curtain area and its surroundings offer the potential for a string of transfrontier protected areas. The 'Ecological Bricks' initiative was formed to take advantage of this opportunity and has identified 26 potential sites for protected areas, most of them along the former Iron Curtain.

However, more needs to be done to take advantage of the many opportunities in Europe for transfrontier protected areas. Actions below address the key issues of establishing transfrontier protected areas and strengthening cooperation between the national components of such areas.

For Europe, with the present changes, tensions and threats of conflicts, particularly due to a growing nationalism, transfrontier protected areas provide many benefits and help promote cooperation and peace rather than conflict between nations. All over Europe the idea and practice of transfrontier parks and other protected areas should receive strong political support.

**ACTION**

**8.7.1 Establish transfrontier protected areas and ensure the necessary cooperation between the States concerned.**

**Recommendation.**

- a) Each State should evaluate the possibilities for establishing transfrontier protected areas along its borders.
- b) Where a neighbouring State has established a frontier protected area, the State should consider establishing a frontier protected area on its territory alongside.
- c) Where two (or more) neighbouring frontier protected areas exist, the management bodies should develop joint procedures with a view to integrating their management strategies.

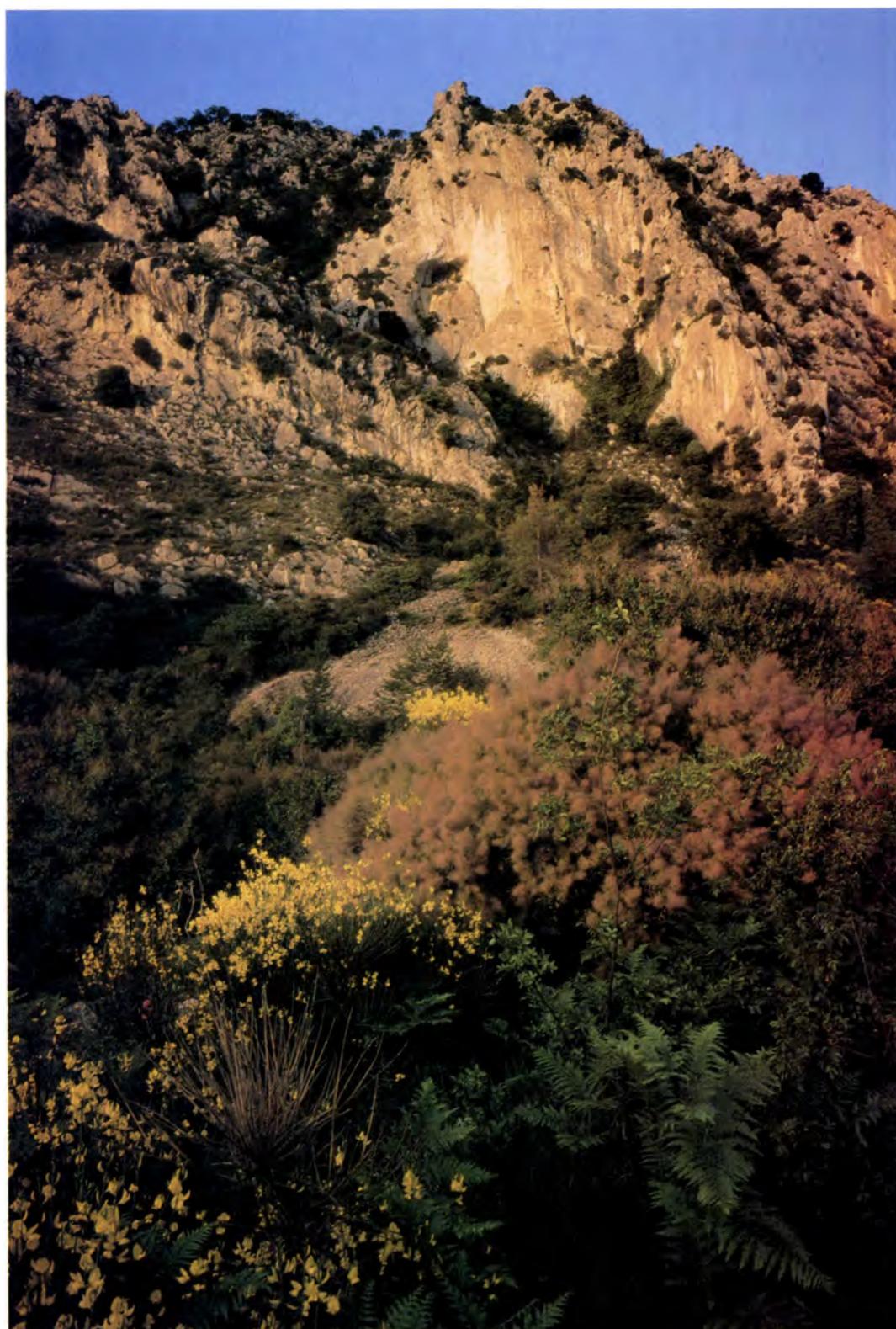


Photo: WWF/G. Lacourrette/BIOS

***The rich flora of the Maritime Alps between France and Italy is partly protected by the Mercantour National Park in France and the adjoining Argentera Natural Park in Italy.***

## Box 40

**Some suggestions for possible transfrontier protected areas****Mountains**

Bavarian Mountains between Czech Republic & Germany  
 Alpine foothills between Austria & Hungary  
 Mont Blanc between France, Italy & Switzerland  
 Part of the Rhodope Mountains between Greece & Bulgaria  
 The Peneca–Xures Mountains between Spain & Portugal  
 The Eastern Alps between Slovenia, Austria & Italy  
 The Strandja Mountains between Bulgaria & Turkey  
 Mountains between Albania & Greece  
 The Scandes Mountains between Sweden & Norway

**Wetlands**

The Evros-Meric Delta (Bulgaria, Greece, Turkey)  
 Lower and Upper Lough Erne (Ireland, UK)  
 The Danube Delta (Romania, Ukraine)

**River Systems**

The Danube and its tributaries, in Austria, Czech Republic, Hungary & Slovakia  
 The Minho River between Spain & Portugal  
 The Elbe River between Czech Republic & Germany  
 The Torne River between Sweden & Finland  
 The Rhine & Maas Rivers between Germany & Netherlands

**Marine and Coastal Areas**

A Cetacean Sanctuary off the coast of SE Spain, France & NW Italy  
 The Bonifacio Channel between Corsica (France) & Sardinia (Italy)  
 The islands of Pianosa (Italy) & Palagruza (Croatia)  
 The Channel Islands (UK) & associated French islands & coast  
 Baltic areas as identified through EC–Nature (see Section 5.3)  
 The Oder River between Poland and Germany

**Boreal forests**

Part of the border area between Finland and Russia  
 Further sites between Norway and Sweden

**Priority Project 22.** Link together and support the various pan-European initiatives, other involved agencies and programmes to ensure liaison and in particular to:

- a) Identify the possible locations for further transboundary protected areas across Europe (some suggestions are given in box 40);
- b) Revise and extend the IUCN guidelines for transfrontier protected areas;
- c) Publicize and celebrate the benefits of this approach, showing how countries can collaborate.

**Lead Agency:** A Task Force of representatives of the various agencies involved, coordinated by CNPPA and FNPPE with WCMC help.

### 8.7.2 Promote the concept of transfrontier protected areas

**Recommendation.** States and European bodies should mount a public awareness exercise on the value of transfrontier protected areas and how they can be used to promote peace, cooperation and understanding between nations. (See also Chapter 11.)

## 8.8 Protected areas as models for the future

Models are useful in all walks of life. A specific case study is usually more interesting than a general principle. Understanding a set of guidelines in the abstract may be hard, but seeing their application on the ground usually makes their lessons immediately apparent.

This section considers protected areas as models in two ways. The first is that some protected areas can be models of the best protected area management for others in the profession. Such models could help to spread information on such varied problems as restoration of degraded ecosystems; computerizing data in a user-friendly and compatible way; reintroducing locally extinct species; and establishing helpful links with neighbouring communities. Another advantage is that it might generate valuable publicity to improve professional standards. A starting point for such work is the network of biosphere reserves (box 41), since the concept contains essential elements for demonstration projects (Action 8.8.1). Allied to this is the need for good award schemes (Action 8.8.2).

Second, some protected areas can be models for society at large about how people can live in harmony with nature. In this way their influence can spread into the wider countryside and society as a whole. The plan consider two approaches here, the first ensuring protected area infrastructure meets the highest environmental standards (8.8.3), and the second supporting the use of

### What are biosphere reserves?

Biosphere reserves are protected areas established by individual States, who submit them to UNESCO for approval as biosphere reserves. Many are already formally recognized as national parks under national systems.

They are normally zoned areas, with:

- A Core Zone, for strict protection of natural ecosystems;
- Buffer Zones, for looking after cultural landscapes and buffering impacts on the core area;
- A Transition Zone, for development of economic activities in an environmentally sound and sustainable way.

Thus they combine conservation, representing the world's major ecosystems, and sustainable development, serving as development models for particular environments. They also form a worldwide network for ecological research and monitoring, and are sites for environmental awareness, education and training.

So far UNESCO has approved 311 biosphere reserves of which 127 are in Europe. The management bodies participate in the UNESCO 'Man and the Biosphere Programme' (MAB) and in the national MAB Committees. EUROMAB and UNESCO are considering the establishment of a European Focal Centre or Secretariat to support the biosphere reserves in Europe and link them into an active network.

Box 41

protected landscapes as models for sustainable living and sustainable management of the countryside (8.8.4).

## **ACTION**

### **8.8.1 Identify and publicize models of good protected area practice.**

**Recommendation.** UNESCO/EUROMAB is invited to identify 10–20 biosphere reserves as models of good European practice and of international cooperation with special emphasis on the themes in this plan.

**Priority Project 23.** Work with each of the model biosphere reserves identified above to prepare a well-written, illustrated booklet on what each had learnt and has to offer. The booklets could be distributed as a UNESCO series to all protected areas agencies and administrations in Europe. **Lead Agency:** UNESCO/EUROMAB.

The booklets would be the basis for wider promotion — both by UNESCO and other bodies such as IUCN, FNNPE and WWF — of the model protected areas.

### **8.8.2 Provide respected award schemes.**

**Endorsement.** The plan commends and endorses the European Diploma, awarded by the Council of Europe to exemplary protected areas. The Council re-evaluates protected areas receiving the award after five years and ensures that standards do not slip after the Award is made.

### **8.8.3 Ensure protected area infrastructure follows the highest environmental standards.**

**Recommendation.** Protected area managers should ensure that protected area infrastructure follows the highest environmental standards, especially in the design of buildings and the operation of transport systems (see box 42). They should use these standards to show their visitors how people can change their lifestyles and reduce their impact on the environment.

**Priority Project 24.** Provide guidelines for protected area managers on the above. **Lead Agency:** to be identified.

### **8.8.4 Encourage the use of protected landscapes as models of sustainable living and the sustainable management of the countryside.**

**Recommendation.** Managers of Category V protected landscapes should work with industry, local communities, government, etc. on how the protected areas can be used for sustainable development. An example might be to develop small-scale, environmentally benign energy-generation schemes combined with energy conservation schemes in local villages.

### Sustainable living: principles for protected area infrastructure

Wherever possible, managers should:

- Apply principles of ecological building for all construction works. In particular buildings should:
  - Be constructed of materials whose construction or extraction has not been harmful to the environment (e.g. use timber from sustainable plantations, or stone from small-scale quarries);
  - Be aesthetically pleasing and sympathetic to the local environment (e.g. through use of local materials);
  - Not harm human health (e.g. by avoiding use of artificial substances that emit noxious chemicals);
  - Minimize energy consumption and where appropriate generate energy needed at source (e.g. by use of photovoltaic panels, small-scale hydro, solar hot-water heating);
  - Provide for the recycling of all human waste (for example by composting organic matter or by reed bed sewage systems)
- Avoid pollution of air and water (e.g. through the use of waterless toilets);
- Reduce the impact of tourist vehicles (e.g. by banning cars from some roads, taking people by bus instead, so as to reduce both pollution and traffic congestion). The use of solar-assisted electric vehicles, especially sunny climates, may be possible.

Photo: Hohe Tauern Nationalpark



**Buildings in national parks should be sympathetic to the local environment.**



## CHAPTER 9

# TRAINING

Staff are vital to the successful management of protected areas and their training should be a top priority. In some countries, particularly in North-West Europe, training is relatively well developed, but in others, especially in Southern Europe, the Mediterranean and Eastern Europe, resources have not been available and much financial and technical support is needed to improve the situation.

The management of protected areas is becoming as sophisticated as that of commercial organizations, requiring not only technical skills, but also a high level of managerial and communication ability. Traditional training for protected area staff has tended to focus on specialist areas, such as forestry, botany, or zoology, but this is no longer adequate: today's protected areas need a staff from a wider range of backgrounds and the staff have to undertake a formidable range of tasks.

Effective communications skills are particularly vital. Protected area staff and managers are increasingly required to be salesmen — with the ability to inform and persuade visitors, using effective language and presentational techniques. Priority should be given to training protected area staff and managers in communications skills.

There is also a need for specialist training to cover new and emerging issues. An example is tourism (see Section 3.3), where training courses and seminars are needed not only for staff, but also for local communities and the tourism sector; and where means of exchanging technical information between protected areas (such as by group visits, work exchanges, study visits or twinning) are also needed. This can be supported by a network of specialists to assist individual protected areas which request help (see Priority Project 3 on developing a tourism service). Another could be wetland management, following the approach taken by IWRB in its training programme for Central and Eastern Europe on wetland management.

### 9.1 Action at the national level

Priority should go to the national level, where most training occurs.

#### **ACTION**

##### **9.1.1 Make a national commitment to training.**

**Recommendation.** Each country should prepare and publish a policy statement on the importance of training for protected area management and on the action needed. Through that statement, each country should commit a proportion of its protected area budget to staff training.

##### **9.1.2 Prepare and implement a training programme for protected area staff.**

**Recommendation.**

- a) Each country should prepare and implement a training programme to provide regular training to staff of protected areas. The programme should:
  - i) Ensure that staff at every level (including volunteers) are well trained initially and that their skills are continually developed and updated;

- ii) Include training in the work place, as well as through external courses; and
- iii) Extend to local people, such as farmers, who are involved in the protection of the area.

Ideally the programme should be devised jointly by the protected areas and government organization(s) responsible for them.

- b) Under this programme, the management of each major protected area, including every national park, should develop its own plan for training of staff and commit the necessary funds.

### 9.1.3 Provide better training opportunities.

**Recommendation.** Each country should develop a range of in-service training opportunities and should produce information on training opportunities available. Wherever possible, it should open up training opportunities to citizens from other countries.

## 9.2 Action at international level

Much can be done at international level to help boost training: for example, resources can be pooled to make effective training materials, and places on training courses can be made available to staff from other countries to reduce overhead costs and inject new perspectives. The major action in this section is a substantial project which seeks to provide necessary guidelines, set standards and build training networks across Europe (Action 9.2.1). This should be seen in conjunction with Priority Project 10 (Section 5.2.5) to provide training courses for protected area staff from Mediterranean countries.

Most international activity so far has been on the valuable approaches of twinning and staff exchange. The Natural Sites Twinning Programme of EUROSITE was set up to do this. Other organizations create or encourage staff exchange and/or twinning, notably the Council of Europe for Diploma Holders, UNESCO for Biosphere Reserves, and FNNPE for its members. In 1993 FNNPE published a report outlining present activities and making recommendations. Endorsing all these approaches and drawing on the FNNPE report, Action 9.2.2 calls for these initiatives to be expanded.



Photo: WWF/Mauri Rautkari

**Skinnarvik, Finland**

**ACTION****9.2.1 Develop a major European initiative to provide guidance, set standards and encourage training of protected area staff.**

Priority Project 25. Set up a project to:

- a) Determine the range of skills and knowledge needed to manage protected areas effectively and the standards to be met in each skill;
- b) Suggest the broad content for training courses on protected area management so as to meet these standards. Such courses should:
  - i) Develop a broad understanding of the environment and of the inter-relationships between ecological, physical, political and social issues;
  - ii) Provide an understanding of core subjects such as ecology, management planning, personnel management, research and monitoring, interpretation, and communication skills;
  - iii) Offer opportunities for learning languages;
  - iv) Foster the multi-disciplinary skills necessary for managing protected areas;
  - v) Encourage study by on-site work in protected areas, as well as in the classroom.
- c) Develop European Quality Standards for training in protected area management. (A professional body may be needed to establish and maintain high standards of practice, and impose codes of professional conduct.)

On the basis of (a) to (c), influence the content of training by:

- a) Preparing guidelines on how to develop and run a national training programme;
- b) Developing training materials in several languages for topics of universal relevance, e.g. environmental education, guiding visitors, organizational management;
- c) Selecting and supporting a network of key educational and training institutions and projects to develop and supply training and qualifications at different levels;
- d) Encouraging universities to include courses on protected areas within undergraduate and post-graduate courses such as on forestry, planning and the biological sciences; and
- e) Developing a database of European and regional training relevant to protected area staff, and devise ways to communicate this information to those who need it, perhaps through an Protected Areas Training Handbook.

**Lead Agency:** FNNPE. The first set of actions may best be done by a Working Group of leading experts, the second set by staff appointed under the project.

**9.2.2 Provide more opportunities for exchange of staff between countries.**

**Endorsement.** This plan endorses the work of EUROSITE, the Council of Europe, UNESCO and FNNPE in fostering staff exchanges between

protected areas in different European countries, and the European Natural Sites Twinning Programme of EUROSITE, which promotes twinning relationships between protected areas. It encourages these organizations to expand this work.

Twinning and exchange opportunities should focus on bringing together protected areas with similar habitats (e.g. coasts or wetlands), similar landscapes, similar management problems (e.g. tourism pressure) and staff from similar disciplines (e.g. rangers or interpretation staff). Developing language skills is an important part of such initiatives.

**Recommendation.** The bodies listed above should give more emphasis to twinning of protected areas between 'East' and 'West', providing technical exchange and cross-cultural links, fulfilling some of the actions in Section 5.1. The twinings could include short-term secondments, joint seminars on common problems and maybe provision of equipment and limited financial support from 'West' to 'East'.

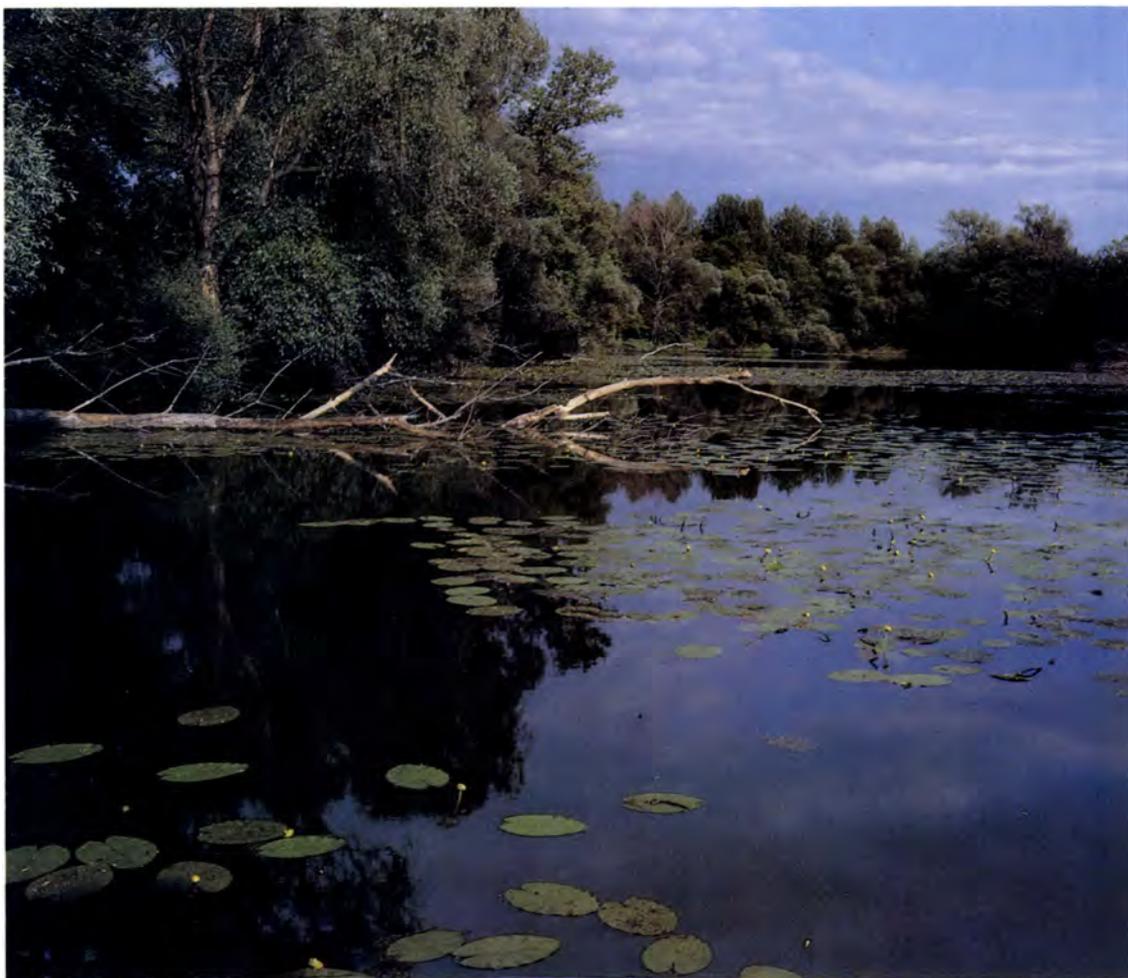


Photo: WWF/Michèle Dupont

**Marchauen Nature Reserve, Austria**



## CHAPTER 10

# MONITORING AND INFORMATION

Monitoring is vital to protected area management, but has proved difficult and is often neglected. Managers need to know whether the species and habitats they are aiming to protect are indeed flourishing and extending their range, or are declining. They need to offer their protected areas as part of global or regional monitoring programmes, for example on air quality. And they need to monitor visitor and other impacts.

Information is equally vital. It is needed to identify areas of biological richness or heritage quality, and to locate the sites of threatened species. It is needed to assess the effectiveness of the protected area system. And it is needed to keep track of management initiatives as the protected areas continue to grow in number and size.

The Information Technology (IT) approach (box 43), now becoming commonplace in business, could also greatly help protected area managers. The advent of open systems means it is far easier to set standards for data capture and exchange than ever before. The growth of cheap telecommunications and of international networks within INTERNET means it is possible for a manager in one country to exchange messages, information and even databases in seconds with colleagues in another country. Protected area managers and conservation organizations should do more to take advantage of this powerful technology.

Box 43

### What is Information Technology?

Information Technology (IT) is a group of enabling technologies which assist in the gathering, processing, communicating and presentation of data and information. In business they are rapidly becoming strategic to survival, in contrast to earlier more narrow, data-processing systems which were supportive in character.

#### IT technologies include:

- Telecommunications
- Open systems (i.e. systems that can talk to each other)
- Distributed computing, e.g. Local and Wide Area Networks
- The use of powerful PCs combining stand-alone and network facilities
- Multi-media, i.e. including images and sound, using CD-rom and other high storage media
- Automatic data-logging
- User-friendly and powerful programming languages that make the development of complex databases far easier than before
- Electronic messaging systems (e-mail)
- Electronic data interchange, so any user can access or contribute to centralized databases.

IT technologies, in contrast to earlier computer technologies, tend to be fast and user-friendly. Thus all staff can use them and management staff can design applications with them.

## 10.1 Monitoring

The principal level of monitoring should be internal — within each protected area by the agency responsible for its management (Action 10.1.1). Its aim should be primarily to assist managers of the area in their work but also to provide data for surveys on a wider scale. The monitoring should include

standardized and repeatable surveys, which would allow corrective action to be taken. It would also enable management effectiveness to be evaluated, at any level — by the managers themselves, by the country concerned and by international organizations for Europe as a whole (10.1.3).

Besides the internal monitoring, it is necessary to have some wider systems to monitor ecological change. MedWet, for example, is considering a system to monitor Mediterranean wetlands. Such systems would not only provide invaluable information but could also provide arguments to convince governments of the need for greater protection.

The EU Habitats Directives (see Section 7.2) requires monitoring of the conservation status of species and habitats in protected areas established under the Directive.

## **ACTION**

### **10.1.1 Establish a monitoring programme in every protected area.**

**Recommendation.** Every protected area, large or small, should have an internal monitoring programme, based on the following principles:

- a) The subjects to be monitored (e.g. visitor numbers, vegetation cover, abundance of certain species) should be linked to the objectives of the protected area;
- b) The monitoring required should be outlined in the management plan;
- c) Wherever possible the work should be linked to national monitoring programmes and to national biodiversity strategies.

### **10.1.2 Identify models of effective monitoring and information management.**

**Recommendation.** A number of sites should be identified throughout Europe as models to demonstrate effective monitoring and information management of information, in order to provide training opportunities. An example would be S'Albufera Natural Park, Majorca, Spain, where the monitoring capacity is being developed in collaboration with Earthwatch Europe.

### **10.1.3 Review monitoring in protected areas from the national or system level.**

**Recommendation.** Agencies managing protected areas should review

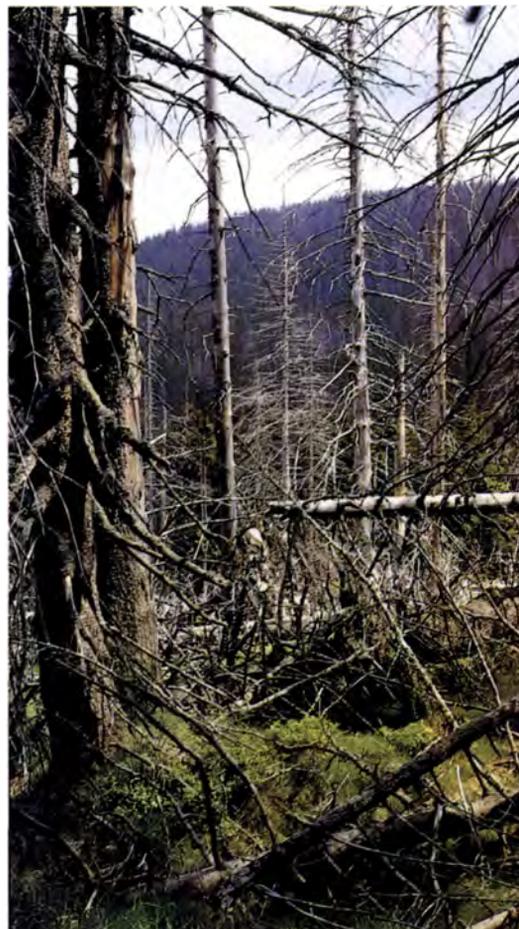


Photo: WWF/Włodzisław Lapiński

**National parks should monitor the effects of pollution**

at regular intervals how far the objectives of individual protected areas are being fulfilled and so identify common issues which need to be addressed at the national or system level. Use of standard methodologies will help implementation of international agreements such as the EU Birds and Habitats Directives (see Section 7.2).

#### **10.1.4 Implement the monitoring requirements of international legal agreements that cover protected areas.**

**Recommendation.** Every international legal instrument (see Sections 7.2–7.5) under which protected areas are designated should have a monitoring procedure to ensure that the designated sites continue to meet the objectives for which they have been accepted. As with the European Diploma, such agreements should have ‘sunset’ clauses in which sites no longer fitting the criteria are taken off the list. (The Ramsar Convention has a monitoring framework through the Montreux Record and the World Heritage Convention is developing improved monitoring techniques for World Heritage Sites.)

#### **10.1.5 Provide guidance and coordination to national monitoring efforts.**

**Recommendation.** CNPPA and WCMC should prepare standard methodology, not just for Europe, on how to review management effectiveness and threats to the integrity of protected areas.

**Priority Project 26.** Prepare guidelines or recommendations on what monitoring is needed for protected areas at a European level, beyond monitoring of management effectiveness and of threats to integrity (see previous action). **Lead Agency:** EUROMAB/UNESCO, to coordinate a small task force including IUCN, WCMC, FNNPE and monitoring experts, building on the work done under BRIM.

### **10.2 Information**

Information on individual sites and protected area systems is best assembled and maintained by those managing the areas — e.g. by the national parks agency, the department responsible for nature conservation or the NGO that manages a network of nature reserves. This approach minimizes the possibility of errors, makes updating easiest and ensures that the data are available to those who most need it — the managers. (Action 10.2.1.)

There is also a need for information on protected areas in Europe as a whole. Various databases have emerged to provide this information, notably those of the World Conservation Monitoring Centre and CORINE, whereas other organizations, such as UNESCO/EUROMAB and FNNPE are developing European-wide databases to particular purposes (see box 44). The Council of Europe, the Ramsar Convention Bureau, the World Heritage Convention and UNEP also collect information. There are also documentation centres, such as the International Parks Documentation Center (CEDIP) in Florence, Italy.

This array of databases causes confusion and puts excessive demands for information on the agencies that manage protected areas. The CNPPA meeting in Nyköping (1993) considered that ways should be found to remove duplication and to reduce the number of similar requests to protected area agencies for information. The answer to this would be a single European Protected Areas Database (or ‘megadatabank’), to which all would freely give information and which in return would be available for electronic access to all

who need it (Action 10.2.2). This could eventually come under the aegis of the European Environment Agency, now established by the European Union but with a monitoring and information function for the whole of Europe.

To be most useful, information about protected areas should be related to other conservation topics, such as showing how far the protected areas cover the sites of endangered species. The result can be an integrated database system for land-use and nature conservation, such as the Arten-und Biotop-Schutzprogramm in Bavaria (10.2.3). Information should also be used to assess threats to protected areas and management effectiveness.

The UN List needs amendment for the European situation. It is suggested that for each country the list should show the number and total area of sites under 1000 ha, arranged by management category and/or management agency.

## **ACTION**

### **10.2.1 Improve the gathering of information by protected area management agencies.**

**Recommendation.** Every agency managing protected areas should maintain a database to help it manage its protected areas. In so far as it is possible, each agency should use agreed international standards and make these data available as appropriate. Geographic Information Systems (GIS) can be a valuable tool, but should only be used where adequate resources and trained personnel are available for data input and interpretation.

**Priority Project 27(a).** Develop guidelines for management of information at site level, including definition of appropriate international standards and drawing on the experience of the organizations in box 44 and of others.

#### **Box 41**

#### **Present databases of European scope on protected areas**

**World Conservation Monitoring Centre:** Manages a database on the world's protected areas, established in 1981 and used to prepare the UN List of National Parks and Protected Areas, and a range of other products. WCMC is working to improve access to its information and services.

**CORINE:** An inventory of some 6000 sites of major importance for nature conservation and of some 13,000 designated areas; a classification of habitat types in Europe (used in the EU Habitats Directive); description of coding systems and methodology available. Currently covers the European Union, but now being extended to all of Europe. Managed by the European Environment Agency.

**FNNPE:** FÖNAD (the German Section of FNNPE) is developing a database called EUROPAN to hold very detailed information on individual large protected areas, first in Germany, later in the rest of Europe, with installations in the individual protected areas contributing. Also covers sustainable tourism.

**EUROMAB:** Has programme called Biosphere Reserve Integrated Monitoring (BRIM). As a first step, in 1993 published a directory called ACCESS with data on the biosphere reserves in Europe, including research and monitoring activities and facilities. EUROMAB plans to set up monitoring and data networks under BRIM.

**BirdLife International:** Has a database on the 2500+ Important Bird Areas in Europe.

### 10.2.2 Streamline international protected area databases.

**Endorsement.** This plan endorses the approach started by WCMC and CORINE to integrate their databases, following an initiative of the Council of Europe. It calls on them to expand their efforts and to include FNNPE and EUROMAB in the process.

#### Priority Project 27(b).

- a) Continue and complete the process of data integration mentioned in the Endorsement above;
- b) Include in the Guidelines to be prepared under Priority Project 27(a) data standards so that each management agency can gather the minimal set of data needed to a common standard;
- c) Work with the secretariats of the various international legal instruments in Europe to harmonize the information needed for site designation;
- d) Develop a plan for the European Protected Areas Database, shared between the relevant agencies, which would:
  - i) Be the principal (and if possible the sole) European initiative requesting data from protected area agencies;
  - ii) Be available to all who need it and in particular to protected area management authorities (the data-providers) on full, open and free electronic access;
  - iii) Include digitized maps of the protected areas and of key features (e.g. habitat types) therein.

**Lead Agencies:** WCMC and CORINE, involving also EUROMAB and FNNPE. MAB-Germany and the Federal Institute for Nature Protection and Landscape Ecology (Germany) have offered to host a conference or workshop to carry forward the proposal for the Database.

### 10.2.3 Ensure effective links to databases on other environmental topics.

**Recommendation.** Authorities managing protected areas should ensure that their data on protected areas are effectively linked to data on the distribution of endangered species, extent of various habitats, the location of cultural resources, etc. This would enable systematic analysis of protected area coverage and would contribute to system plans (Action 8.1.2)

**Priority Project 27(c).** Consider how to assemble data on the coverage of individual species and habitat types in protected areas. Incorporate this in the guidelines on databases for management authorities and implement it in the proposed European Protected Areas Database. **Lead Agencies:** CORINE and WCMC.

### 10.2.4 Ensure more effective use of Information Technology.

**Endorsement.** The plan endorses present initiatives, including the proposal to put the CORINE biotopes database with its site inventory onto CD-rom and WCMC's consideration of making some of its information available on INTERNET. It encourages WCMC to work with other bodies in ascertaining the present electronic communications facilities of protected area agencies in Europe and then to consider how to link them together, with demonstration projects and practical assistance.

## PART IV

### CREATING THE CLIMATE FOR SUCCESS

Mobilizing public and political support for parks and protected areas is crucial to the achievement of all that is set out in *Parks for Life*. Part IV addresses this vital subject.

#### PUBLIC SUPPORT FOR PROTECTED AREAS

The greatest challenge facing protected area professionals and all environmentalists today is to find new ways of demonstrating that the conservation of nature and the sustainable use of natural resources has a fundamental relevance to the daily lives of people, including those who may never visit a protected area.

We will not open people's eyes to the vital importance of their natural environment as a life-support system unless we also open the doors: greater effort is required to provide the means, the opportunity and the motivation for more people to have access to parks and protected areas. Recreation should be recognized as re-creation — a way in which people can find refreshment of mind and spirit, can escape the pressures of urban life and can re-discover themselves through direct contact with nature and the beauty of wild landscapes. There is a need to promote greater public awareness of the recreational opportunities offered by protected areas.

Although established for the benefit of the nation, protected areas can still in some instances be places where visitors are seen as a problem — an intrusion. The public feel, inevitably, that parks and reserves are not really an organic part of their own lives. They may realize that these places are in some way 'special' but they do not feel that they are specially for them. Park and protected area managers need to emphasize the enduring human purposes of parks and protected areas as contributing to the quality of life. Ethical considerations apart, recreational use of protected areas can lead to stronger support for them from these recreational users. This is already the case in many protected areas. Recreation brings parks and people together and creates a wider constituency of mutual understanding.

Another vital way of building that public understanding and support is environmental education, which is practised by many protected areas in Europe. Important target groups are local communities and visitors, especially young people. It requires readily-available information on protected area issues.

Creating the climate for success depends, in the final analysis, upon effective communication. This is not easy, because of the need to adapt the language to the target audience, and often because of the lack of time and resources available for information activities. But protected area managers can also recruit powerful allies who not only support conservation policies but will also help in spreading the message to others. Examples include journalists, artists, local communities and NGOs. Some suggestions are given below on how to involve them.

To get the message across, protected area managers and environmental scientists must learn to communicate in a style and in a language which their audience can readily understand. Although there are notable exceptions, environmentalists can still tend to be somewhat inward-looking, communicating with



#### CHAPTER 11

each other — and even sometimes with the public — in a scientific jargon which may be quite incomprehensible to the ordinary citizen. Communicating in a language and idiom adapted to the needs and the circumstances of the listener — the young or the old, the city-dweller or the villager, the policy-maker or the tourist — is fundamental to gaining public and political support. The answer, as always, is to speak and write with clarity and simplicity.

It is important to remember that much of the audience does not live close to a protected area but in crowded towns and cities, often in a degraded urban environment. As a result, people can become far removed, both physically and emotionally, from contact with nature. This inevitably contributes to a lack of understanding which, in turn, means that public support for protected areas is not being optimized.

Environmental education has to begin where the people live. Many European countries are already tackling this with imaginative and innovative programmes within and around their cities, bringing nature and countryside back to people. If the educational or interpretive programmes begin only when the people actually arrive in the national park or reserve, then the environmental battle for hearts and minds is already half lost.

There are also barriers of attitude to achieving environmental understanding in rural areas. Environmentalists can still be regarded with a degree of suspicion and distrust — and sometimes outright hostility — by local populations. In some cases this can arise from protected areas staff failing to recognize local feelings, traditions and ways of earning a livelihood.

All of these issues relating to public understanding, awareness and involvement were reaffirmed at the IVth World Parks Congress in 1992, which emphasized the vital inter-relationship between protected areas and sustaining the needs of society. Now that vision has to be translated into effective action. If the aim is for all people to be for parks, then it must be demonstrated far more clearly that parks are for people and are part of the fundamental life-support system upon which humanity ultimately depends for its survival.

### 11.1 Building Greater Public Awareness

A major effort is now needed to harness communications media in support of parks and protected areas. While awareness campaigns will generally be most

***Practical tasks in nature reserves are a good way of interesting children in wildlife.***



Photo: RSPB/C. H. Gomersall

effective if they cover a country or part of a country, their theme should set protected areas firmly in the European context.

Using all available publicity and educational media, campaigns could be built around the two linked themes that: (a) Conservation Begins at Home; and (b) Nature is a European Heritage. The Council of Europe's European Nature Conservation Year in 1995 could provide a new impetus for renewed environmental education initiatives within both the formal and informal education sectors. The following actions provide an educational and public relations agenda for carrying forward the environmental message. Media environmental correspondents — and political correspondents — should be seen as major allies in the cause of European protected areas.

## **ACTION**

### **11.1.1 Use *Parks for Life* as the focus for national or local media campaigns on protected areas and conservation.**

**Recommendation.** Protected area managers and environmental bodies are encouraged to use this plan as the basis for public campaigns to highlight the values and benefits of protected areas. To do this, they should engage the interest and support of mass media outlets. Television offers a particularly potent medium of communication.

### **11.1.2 Give more emphasis to the use of protected areas for recreation.**

**Recommendation.** Environmental agencies should reaffirm that public recreation is a primary and desirable use of most protected areas — especially those in IUCN Categories II and V, with appropriate protection for the more vulnerable sites. Protected area managers should give more emphasis to the importance of protected areas for recreation and to improving the quality of people's lives. Visitors to protected areas should always be made to feel welcome: they are all potential supporters.

### **11.1.3 Work closely with journalists.**

**Recommendation.** There is great potential for engaging the interest of journalists in environmental issues and protected areas. The provision of regular one-to-one briefings by protected area managers to journalists should become standard practice. Group visits to national parks and protected areas for media representatives should be arranged. A European group of journalists could be invited to visit a park where particularly challenging problems are being addressed, providing a newsworthy story.

### **11.1.4 'Artists for Nature and National Parks'.**

**Recommendation.** Protected areas should be promoted as inspirational locations for artists, writers, musicians and photographers, and a high-profile 'Artists for Nature and National Parks' cultural and educational programme developed. Exhibitions could subsequently be mounted in galleries, museums and parks — thereby bringing national parks and protected areas to the cities in a vibrant and imaginative way.

**Priority Project 28.** Prepare a book as a guide to how protected area managers can work with the arts community, illustrated with examples.  
**Lead Agency:** To be identified.

## Box 45

**Nature in Towns**

Europe has some of the largest and most crowded urban regions in the world. In towns, cities and their suburbs, it is vital to preserve green areas, whether as woodland, lake, bog or fen, or even as urban farmland. Urban planners are urged to:

- Create urban parks from existing open spaces, whether on public or private land;
- Connect the parks together as far as possible, into green belts or green fingers stretching into the city;
- Restore derelict sites, bringing them into the park network;
- Ensure future developments (e.g. motorways, urban renewal, railways) do not reduce or damage the existing green spaces;
- Encourage people to visit the parks by providing facilities for public enjoyment, and promote their use for environmental education.

The primary value of the parks is to bring nature into the city and to make nature accessible for city dwellers. Therefore, except with sites with very rare species, etc., the public enjoyment role should take precedence over the nature conservation role.

**11.1.5 Bring the parks to the people.**

**Recommendation.** For people living in Europe's major population centres, action needs to be taken to remove the barriers of understanding which arise from the separation of town and country. It has to be shown that national parks and protected areas play a vital role in sustaining all of society — including those who live in the cities.

Central and local governments should therefore continue — and expand — efforts to rehabilitate inner cities and improve the urban environment through green space programmes. These green spaces — in effect protected areas — offer opportunities for recreation and informal environmental education in natural surroundings — as well as providing wildlife refuges (see box 45).

**11.1.6 Monitor and exchange information on public awareness programmes.**

**Recommendation.** Managers should regularly review the effectiveness of their promotional, educational and interpretive programmes, and share the information with colleagues. Countries should prepare status reports on existing public awareness campaigns, successes and failures — and lessons learned. Many countries have excellent information and educational programmes in place which could provide invaluable guidelines. Exchange visits between countries managing protected areas (see 9.2.2) could provide a vehicle for this information-sharing.

**11.2 Formal education**

'Education' as used here includes the developing of awareness, understanding, insights and skills, and is focussed on more than plants, animals and biological processes. It is about making people more aware of their relationships with nature and ensuring that these relationships are sustainable.

Protected areas — and the wider natural environment — offer excellent outdoor classrooms for education in a wide range of studies: geography, social sciences,

history, biology and geology, in particular. Research has shown that site-based field studies are particularly effective, both for schools and for adults, and allow for a cross-curricular approach to environmental education. The use of protected areas by schools, colleges and universities as focal points for both formal and informal educational purposes should continue to be encouraged. Setting clear targets for the awareness to be generated and the results achieved is particularly important. A structured approach, such as that used in Dutch national parks, may be appropriate.

However, in many European countries only a small proportion of the school population will have the opportunity to visit protected areas in the course of their formal education. Where this does happen it may be only be on a single occasion, limiting its educational significance. Materials should be provided which the students can use before and after their visit, allowing them to reflect and build on the experience.

Protected areas can also provide a valuable focus for project work, even in the absence of a field visit. Protected area managers and environmental agencies should therefore ensure that relevant information, issues and case histories relating to the protected area can be readily converted into teaching resources for use at all levels in the classroom. The concept of 'bringing the park to the school' is equally valid: school visits by protected area staff can provide a valuable educational bonus, allowing for the discussion of a broad range of environmental, cultural and socio-economic factors affecting a protected area.

Education related to protected areas has traditionally tended to concentrate on describing natural history, with less on exploring the socio-economic and cultural issues for local communities whose lives are directly influenced by the existence of the protected area. More emphasis should be given to a more holistic approach to a protected area and its problems.

Many schools have developed nature areas within their school grounds — essentially protected areas in miniature, which provide a teaching resource and also contribute to expanding the 'green space' within urban areas.

The vital matter is to motivate and excite children — through direct involvement where possible — so that they **want** to conserve nature. There is already encouraging evidence of a growing awareness of environmental and protected area issues among young people, who represent our best hope for the future. Environmental education is, after all, education for **life**, which to many children is already a self-evident truth. This existing interest in environmental topics amongst the young can be built upon through imaginative environmental projects within the framework of the formal education system.

The educational approach should be based upon discovery rather than by presenting ready-made facts and opinions. The presentation of too many facts can inhibit the sense of direct involvement and discovery — and also inhibits the natural curiosity of a child.

At university level, although protected area management is not generally offered as a specific university course, a number of graduate and postgraduate courses include environmental planning and natural resource management, and more such courses are needed. Also teaching should do more on the issue of sustainable development, with its complex ethical and cultural implications.

Universities can — and do — play an important role in research relevant to protected area and habitat management. Indeed, protected areas can offer endless opportunities for engaging universities in the creative interchange of ideas. In addition to the natural sciences, disciplines such as planning and architecture, sociology, engineering and economics can participate in a wide range of issues concerned with the planning and management of protected

areas. Examples include traffic management, design of structures in sensitive locations, and monitoring visitor impacts. Universities can also help in the field of environmental education training and research. For example, teacher training colleges can encourage their students to do projects on or in protected areas.

The formal education system has a crucial role to play in support of European protected areas and the following actions are proposed.

## **ACTION**

### **11.2.1 Use protected areas as outdoor classrooms.**

**Recommendation.** Protected area managers should encourage use of their areas as outdoor classrooms, with on-site staff available to receive educational groups where feasible.

### **11.2.2 Bring the park to the school.**

**Recommendation.** Recognizing that there can be constraints on the opportunities for school visits to protected areas, protected area managers should prepare study materials for use in schools. Visits to schools by protected area staff to encourage debate on all the issues affecting protected areas should be a high priority. The development of nature areas in school grounds should also be encouraged as both a teaching resource and as 'green space' — a protected area in miniature.

### **11.2.3 Build environmental education into the curriculum.**

**Recommendation.** Governments, and educational authorities at the national level, should give priority to ensuring that environmental education is firmly built into the curriculum. The approach should be based upon **discovery**. Environmental education should be regarded as a cross-curricular subject which permeates all formal education.

### **11.2.4 Support from universities for protected areas.**

**Recommendation.** The number of graduate and postgraduate university courses offering opportunities for applied planning and resource management skills in protected areas should be increased. There should be support from a wide range of university disciplines on protected area management and planning, including architecture and design, engineering, sociology and economics. The research role of universities is also vital.

### **11.2.5 Include the issue of sustainable development in the formal education system.**

**Recommendation.** The complex global concept of sustainable development requires to be fully addressed within the formal education system. *Caring for the Earth* provides a starting point, but further educational materials for schools and universities are needed.

## **11.3 Providing good information and facilities for visitors**

Good information is an important foundation stone for building support for the work of protected areas. It can help to satisfy a growing demand for information about nature and landscapes. It can be used as a management tool to support conservation aims. And above all, it can inspire visitors with the knowledge and enthusiasm of those who live or work in the area.

Information provided for visitors should make them feel welcome and help them to enjoy themselves. Needless to say, publications should be pleasurable to read and easy to understand. Joint information projects with other organizations, using professional writers and designers, can greatly help.

Information materials need to be adapted to different audiences. These may include people with a general interest, children of different ages, local people, specialists (e.g. botanists, ornithologists, climbers), and people from other countries who do not speak the language of the area.

To sound a cautionary note, displays and information materials should avoid being too prescriptive about how visitors can enjoy the park. This is a common fault with much interpretation. Also, park managers should respect the wildness of nature, avoiding, for example, too many signs and over-developed paths.

The need to prepare informational materials can be a good excuse to have a productive debate with local industries (e.g. 'Please, exactly what is the pollution emitted from your factory so we can get it right in our schools factsheet?'), and the educational process can at time help to mediate between the park and any neighbouring industries.

Information materials can be backed up by interpretation on-site. This involves the selective use of displays and artifacts to stimulate people to become more enthusiastic about conservation and to become more involved. Box 46 gives some examples of the techniques used.

#### Examples of interpretative techniques

- Newspapers, broadsheets, leaflets and books;
- Videos, slide shows, films, tape-recorded information;
- Information panels, trails, exhibitions, information/visitor centres;
- Rangers, guided walk leaders, education and information staff;
- Live interpretation using drama and the visual arts;
- Computers, including touch-screens and games.

Box 46

A widely used approach to environmental education is the visitor centre. The construction of an expensive centre is frequently used to illustrate the success of the education programme of a protected area. In purely educational terms, however, such centres are difficult to justify and a rigorous analysis of costs and benefits is needed. For example, Field Centres, which Britain pioneered in the 1960's, are everywhere under pressure and each year more are closed. Instead, some protected areas are now pioneering the idea of a Field Study Centre in a rucksack.

A benefactor may provide the building of a visitor centre, but the maintenance costs can prove a major drain on funds. Numbers of visitors to a visitor centre are no indication of its value. Who has not walked briskly past walls lined with posters, or darkened rooms with elaborate displays in order to get outside into nature? More careful assessment of the use and value of visitor centres is needed.

The best approach may be to see visitor centres more as communication facilities and local community centres rather than orientated specifically for environmental education or interpretation. For example, the aims of the Information Centre at Triglav NP, Slovenia, include revitalizing local traditions, providing a playschool for young children, and providing the doctor's surgery. In this way the Centre is fully integrated with the local community and fulfils a range of functions.

## **ACTION**

### **11.3.1 Provide adequate information materials.**

**Recommendation.** Every protected area, however small, should have a pamphlet or factsheet available for visitors. This should include a map and should describe:

- a) What the protected area seeks to conserve;
- b) What are its main features;
- c) Where visitors can go and what they can do;
- d) Facilities for visitors;
- e) Any rules for visitors and why they are necessary.

Feedback is important too and a simple questionnaire could invite visitors' views of the protected area and its services and facilities.

### **11.3.2 Use a range of interpretative techniques.**

**Recommendation.** Protected area managers should use a range of interpretative techniques to meet local information needs and which fit in with the character of the local environment. They should, however, minimize the environmental impact of the techniques used.

### **11.3.3 Make appropriate use of visitor centres.**

**Recommendation.** Visitor centres can be important and useful, but managers should avoid making them over-complex and providing too much 'information hardware'. Great care should be taken that the structure of the visitor centre does not intrude visually or direct attention from the true values of a protected area, which is best experienced at first hand. In many protected areas, there is a lot to be said for the visitor centre as simply a place to shelter from the rain, collect a leaflet and maybe get a cup of tea.

Larger visitor centres can nevertheless be good places to provide short courses or programmes for schools and other visitors. They can be suitable places in which to implement some of the recommendations in this chapter and elsewhere, for example working with artists (11.1.4) and a base for a Friends society (11.4.2).

### **11.3.4 Ensure public access to management information.**

**Recommendation.** Governments should guarantee the right of public access to all relevant information relating to protected area policies and plans. Since taxpayers pay for the maintenance and management of most protected areas, there should be a presumption that the public has a right to information — and that governments and protected area agencies should be seen to operate in an open and accountable way.

## **11.4 Enlarging the base of supporters for protected areas**

Protected areas need all the friends they can get. And, as outlined in Section 8.2, supporters can become partners in management, taking on vital tasks. The best supporters of all are local people, the subject of the next section.

As part of the fabric of a country, protected areas need both governmental and non-governmental supporters. The first should be motivated by the public

'good', but the second may need to receive benefits from the protected area. As long as providing the benefits does not detract from conservation aims, these benefits can become the strongest roots put down in the community to ensure the protected areas can flourish and survive.

Possible supporters for protected areas include:

- **Farmers and foresters:** As managers of most of rural Europe, farmers and foresters are vital partners. Much more could be done to involve farmers in protected areas, especially as farmers need new sources of income at this time of agricultural surpluses (Section 3.1). And foresters could manage their forests less intensively (Section 3.2), establishing protected areas over important forest sites.
- **Fisheries Organizations:** Protection of nursery and spawning grounds is essential to maintaining commercial fish stocks (see 4.2.5). Freshwater fish-farms, which are very widespread in Central and Eastern Europe, may be an environmentally benign form of livelihood in protected landscapes and are important for waterbirds.
- **Hunters:** In many countries, hunting organizations manage large areas in natural or semi-natural conditions as hunting reserves. But sustainability must be a criterion. And hunting is not appropriate in protected areas where conservation of nature is the prime objective.
- **Municipal authorities:** Parks in towns and cities are potentially important, sometimes as protected areas in their own right, but always for their educational potential (see box 45).
- **The Church:** Religious organizations should set out a moral agenda for conservation of nature. They also own large areas of land often with great natural assets, such as Mt Athos and some of the Sporades Islands in Greece, where protection may be needed.
- **Industry and local businesses:** Industry could be an important partner in protected areas: by adopting high standards of environmental protection (see Chapter 3), by allowing part of their land to form local nature reserves, and by supporting NGOs and community groups in their work.
- **The military:** Despite a large reduction in the military presence in Europe, much land remains in military use. It is a feature of such land that there is little intervention and natural values are therefore often high. Military authorities should adopt conservation policies for such areas.
- **NGOs:** Conservation groups can play several vital roles in support of protected areas: as owners and managers; as organizers of voluntary effort in their management; as builders of capacity especially at the local level; and as advocates for protected areas. Governments should seek their advice, welcome their support and treat them as partners in implementing policy.

This is far from a complete list: for example, landscape architects restore and care for historic landscapes; and archaeologists and bodies responsible for ancient heritage protect historic sites that often contain valuable semi-natural habitats (there are over 13,000 scheduled Ancient Monuments in England alone). Indeed, it is hard to think of a sector of society that could **not** contribute to protected areas.

## **ACTION**

### **11.4.1 Encourage a wide base of supporters to the protected area.**

**Recommendation.** Protected area managers should adopt a style of operating that encourages a wide base of supporters to the protected area.

### **11.4.2 Encourage the establishment of 'Friends of Protected Areas' clubs.**

**Recommendation.** Protected area managers and boards should encourage the formation of a society of friends for an individual protected area. This can provide support, lobbying, and informed advice. The more the society is community-based the better, since this will minimize the danger of antagonism between local people and well-meaning outsiders.

## **11.5 Building the support of local communities**

Community support is vital to the long-term success of protected areas. Without it, protected areas can never fully achieve their aims. The support of the community is particularly important in Europe, where protected areas are usually close to communities or include them within their boundaries. The democratic participation of local communities in the decision-making processes which affect protected areas — and thereby affect the lives of local people — is of paramount importance. Governments and protected area agencies should seek the participation of local communities in the establishment and management of protected areas at all times.

There has been a lengthy history of distrust and suspicion among some local communities, who may see environmental protection designation as a threat to — and an unwelcome constraint upon — traditional land use practices. Understandably, rural communities with cultural roots stretching back for centuries have a deep attachment to the land. As such they have a great deal to offer in knowledge and experience which protected area managers should welcome and respect.

The concept of a move towards joint national-local partnership management of protected areas could offer a solution to what has been a long-standing concern for local communities worldwide in the history of national parks and protected area management (see 8.2).

## **ACTION**

### **11.5.1 Work with local representatives and leaders.**

**Recommendation.** Conservation agencies and protected area managers should:

- a) Work with local representatives and leaders to develop collaborative activities through a local discussion forum. All topics should be open to discussion, but good ones to focus on include the potential involvement of local representatives on management bodies, visitor access and long-term aims;
- b) Discuss with local people the need for specific regulations and management measures, collecting their advice and gaining their support;
- c) In collaboration with local people, find ways in which the protected area can help them to maintain traditional lifestyles and cultural identity;

- d) Respect and build upon the natural pride which local communities have in their own local heritage, encouraging a sense of local ownership of the area.

### 11.5.2 Permit and encourage local people to make use of the facilities of the protected area.

**Recommendation.** Protected area managers should make available the facilities of the protected area for local needs, e.g. health clinics, telecommunications facilities, office skills, and where appropriate encourage local people to use them.

In particular they can help local people take advantage of the opportunities the protected area may bring to nearby villages, e.g. for guest houses, restaurants, small museums. It may be better to help local residents learn catering and hotel management than, say, bird identification.

**Endorsement.** The Plan endorses WWF's CADISPA Programme, which aims to simultaneously promote rural development and solve environmental programmes. Its approach is to use formal and community education to raise people's awareness of the need to conserve their natural surroundings. For example, CADISPA has been helping the villagers near Prespa Lake in northern Greece continue to graze their local cattle, so maintaining the reed beds around the lake.

### 11.5.3 Ensure local people have as much access to the protected area as possible.

**Recommendation.** Protected area managers should ensure that the protected area remains as accessible as possible to local people, and only remove previous rights of access when the conservation need for this is overwhelming.



Photo: WWF/Vassiliki Psithoxiou

**Local people should be able to collect traditional products from within protected areas where this does not conflict with conservation aims.**



## CHAPTER 12

# WORKING TOGETHER TO IMPLEMENT THE PLAN

Cooperation among all conservation bodies and international funding will be vital to implementing this plan. It is not a plan for IUCN, but a plan produced through the networks of IUCN, FNNPE and other partners for implementation by all agencies involved in protected area issues. Only by a creative synergy among all the many initiatives in Europe can its aims be achieved.

This last chapter is about the implementation of the plan. It is divided into the essential action at the national level (Section 12.1), the necessary supporting action at the international level (Section 12.2) and on encouraging and maintaining the valuable partnerships developed in preparing the plan (Section 12.3).

Through CNPPA and the European Programme, and working with its members in Europe, IUCN will oversee and coordinate the implementation of the Plan (12.2.2). Based on its experience in the field, FNNPE could take the lead on training (Chapter 9) and on tourism issues (Section 3.3); WCMC on information and data-management, in close cooperation with CORINE, EUROMAB and FNNPE and other data agencies (Section 10.2); and WWF on education and public awareness (Chapter 11).

### 12.1 National actions to implement the plan

Most important decisions about protected areas, for example the creation of a new national park and the funding available to the protected area agency, are taken at national level. Therefore the most important actions to implement *Parks for Life* are at the national level.

**National and sub-national governments** should review their actions and policies on protected areas against the principles and Recommendations in the plan and make any changes necessary. Different countries will find different ways of doing this, but it is recommended that every country set up a forum for discussing and carrying forward the plan (Actions 12.1.1). Some countries may wish to go further and prepare an action plan for protected areas in their country (Action 12.1.2).

**National non-governmental organizations (NGOs)** active in conservation should (a) carry out activities in the plan where appropriate (e.g. managing a protected area); (b) lobby government bodies for effective implementation of the plan, especially at the level of policy and financial commitment; (c) act as watchdogs, monitoring implementation and reporting on cases where implementation is not succeeding; and (d) raise public awareness.

#### **ACTION**

##### 12.1.1 Convene national forums.

**Recommendation.** Each country should set up a national forum, including representatives from both governmental and non-governmental organizations, to consider implementation of the plan in their country. Where they exist, IUCN National Committees could be used as such a forum or to create such a forum. The forum, preferably at its first meeting, should agree on a Focal Point for implementation in that country. The Focal Point would then be IUCN's first point of contact in the country for issues relating to implementation of the plan.

### 12.1.2 Develop national action plans where appropriate.

**Recommendation.** Some countries may find it helpful to prepare a National Action Plan for Protected Areas, using *Parks for Life* as a template. The wealth of material submitted on national protected area needs during the preparation of the plan suggests that this would be worthwhile in many countries, especially those with weak protected area systems or with fast-changing political and administrative structures.

## 12.2 International actions to implement the plan

National action needs to be buttressed and supported by international action.

**Inter-governmental organizations** have a key role to play:

- The European Ministers' Environment Conference and institutions, and the UN Economic Commission for Europe (UN-ECE), through the inclusion of the recommendations in this plan in their 'Environment for Europe' process and Environmental Action Programme (see 1.3.1);
- The Council of Europe, in particular through the implementation of the Bern Convention (Section 7.4.1), through the European Diploma award (Section 8.8.2) and the preparation for the European Environment Ministers Meeting;
- The European Commission, through, among other things, the reform of the Common Agricultural Policy (Section 3.1), the implementation of the Birds and Habitats Directives (Section 7.2), the provision of environmental safeguards in development programmes (8.3.4) and the provision of grants for protected areas (Section 8.3.3);
- The European Parliament should ensure the needs of protected areas are fully incorporated into EU policy and legislation, especially through the implementation of EU Directives (Section 7.2);
- UNESCO through the World Heritage Convention (Section 7.3.2) and the biosphere reserve network coordinated through EUROMAB (Section 8.8), with special reference to monitoring (Section 10.1)
- The Ramsar Bureau through an increased effort to implement the Ramsar Convention in Europe (Section 7.3.1);
- The institutions of the Barcelona Convention (Mediterranean), the Helsinki Convention (Baltic) and the Paris Convention (NE Atlantic) and their associated organizations through establishing networks of marine protected areas in their respective seas (Sections 5.2 – 5.4);
- The European Environment Agency in monitoring and the integration of datasets on protected areas (Chapter 10).

**Non-governmental organizations with international mandates and roles** are asked to give particular attention to the plan and to consider how they can contribute to its implementation. They include BirdLife International, Coalition Clean Baltic, Commission internationale pour la protection des régions alpines (CIPRA), Earthwatch (Europe), Ecological Bricks Initiative, European Environmental Bureau (EEB), European Habitats Forum, European Union for Coastal Conservation (EUCC), EUROSITE, Friends of the Earth, Global 2000 (Central East Europe Group for Enhancing Biodiversity — CEE-WEB), International Waterfowl and Wetlands Research Bureau (IWRB), International Youth Federation, Plantlife, Regional Environmental Centre (Budapest), Societas Europaea Herpetologia and Societas Europaea Lepidopterologica.

National centres relating to protected areas and with international mandates should also consider how best they can contribute to implementing the plan. Training, awareness-building and education may be particularly suitable topics. Such centres include the European Centre for Nature Conservation (Netherlands), the International Parks Documentation Centre (CEDIP) (Florence, Italy) and the International Centre for Protected Landscapes (ICPL) (Aberystwyth, UK).

## **ACTION**

### **12.2.1 Provide an advisory service from CNPPA members.**

**Priority Project 29.** Build up the CNPPA network in Europe so that requests to IUCN for help on European protected area issues are passed to relevant CNPPA members, who would be encouraged to make field visits funded

**Table 5: Summary List of Priority Projects**

<i>No.</i>	<i>Section</i>	<i>Name</i>
1	2.3.1	Raising standards of land-use planning
2	3.2.2	Guidelines on reshaping managed forests
3	3.3.5	Sustainable Tourism Charter and Service
4	3.4.1	Advice on how to reduce the impact of traffic in protected areas
5	4.2.2	The conservation value of military land
6	4.3.5	Identification of Important Plant Areas
7	5.1.1	Effects of land redistribution in CEEC
8	5.1.2	Study visits from East to West
9	5.2.1	Conference on the regeneration of rural economies through national parks
10	5.2.5	Training for protected area staff from Mediterranean countries
11	5.4.4	Support for a protected areas protocol for the NE Atlantic
12	7.1.1	Environmental law support service on protected areas
13	7.3.1	Implementation of the Ramsar Convention in Europe
14	7.3.2	Identification of potential Natural World Heritage Sites and sites for potential Category II protected areas
15	8.4.3	Identification of outstanding cultural landscapes
16	7.3.2	Identification of outstanding cultural landscapes
17	7.5.1	Feasibility of a Rural Landscapes Convention
18	8.1.5	Guidance on how to apply the IUCN management categories in Europe
19	8.2.4	Promotion of joint management in protected areas
20	8.4.2	Service to support upgrading the management of Category II sites
21	8.5.3	Study on the use of micro-reserves
22	8.6.1	Conference on the protected landscape heritage of Europe
23	8.7.1	Support to transfrontier protected areas
24	8.8.1	Booklets on models of good protected area practice
25	8.8.3	Guidelines on environmental standards for protected area infrastructure
26	9.2.1	Guidance, standards and promotion of training for protected areas staff
27	10.1.5	Guidance and coordination to national monitoring efforts
28	10.2.1/2/3	Streamlining of international protected area databases
29	11.1.4	Book on working with the Arts community
30	12.2.1	Advisory Service from CNPPA members
	12.2.2	Oversight and coordination of implementation of the plan

from the project. Also make offers to countries needing assistance, especially those mentioned in the plan. **Lead Agency:** IUCN (through CNPPA Regional Vice-Chair for Europe.)

### 12.2.2 Oversee and coordinate implementation of the plan.

CNPPA has set up a Steering Group chaired by the CNPPA Vice-Chair for Europe to promote and oversee implementation of the plan.

**Priority Project 30.** Through CNPPA and the European Programme, IUCN should spearhead the implementation of the plan. To do this, it should:

- a) Appoint a European Protected Areas Officer, whose terms of reference would include:
  - i) Seeking collaboration across the region for implementing the plan;
  - ii) Utilizing the various networks of IUCN to promote implementation of the plan;
  - iii) Acting as a focal point for support and contributions to implementing the plan;
  - iv) Monitoring the implementation and reporting annually to all donors, partners and contributors on implementation;
  - v) Keeping the plan in the public eye.
- b) Take the lead in carrying out those Priority Projects where lead responsibility is assigned to IUCN.

### 12.3 Encourage and maintain the partnerships developed in preparing the plan

As many as 200 different organizations and individuals have participated in preparing *Parks for Life*. Every European country has been represented in the process. In a region like Europe, where there are so many different organizations and initiatives, this partnership is an asset of incalculable value. It is vital to keep it healthy and intact in the move from preparing the plan to the more difficult step of implementing it. The Actions below are designed to address this.

#### **ACTION**

#### 12.3.1 Hold an Annual Forum for all partners and interested parties that are international in character.

**Recommendation.** The CNPPA Steering Group for the plan — see 12.2.2 — is planning to arrange an annual forum open to all international partners and others to monitor, plan and coordinate implementation of the plan at a national level.

#### 12.3.2 Convene a Regional Congress.

**Recommendation.** To give the implementation of the plan a greater impact and momentum, IUCN and its partners should convene a European Regional Congress on National Parks and Protected Areas, to be held in 1996 or 1997. (This follows a recommendation of the IVth World Parks Congress that regional congresses of this kind be held.)

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