

Benefits Beyond Boundaries

Report of the Vth IUCN World Parks Congress



Durban, South Africa
8-17 September 2003



IUCN
The World Conservation Union

Benefits Beyond Boundaries

**Proceedings of the Vth IUCN
World Parks Congress**



Benefits Beyond Boundaries

**Proceedings of the Vth IUCN
World Parks Congress**

**Durban, South Africa
8–17 September 2003**

The designation of geographical entities in this book, and the presentation of the material, do not imply the expression of any opinion whatsoever on the part of IUCN concerning the legal status of any country, territory, or area, or of its authorities, or concerning the delimitation of its frontiers or boundaries.

The views expressed in this publication do not necessarily reflect those of IUCN.

Published by: IUCN, Gland, Switzerland and Cambridge, UK



Copyright: © 2005 International Union for Conservation of Nature and Natural Resources

Reproduction of this publication for educational or other non-commercial purposes is authorised without prior written permission from the copyright holder provided the source is fully acknowledged.

Reproduction of this publication for resale or other commercial purposes is prohibited without prior written permission of the copyright holder.

Citation: IUCN (2005). *Benefits Beyond Boundaries. Proceedings of the Vth IUCN World Parks Congress*. IUCN, Gland, Switzerland and Cambridge, UK. ix + 306 pp.

ISBN: 2-8317-0829-X

Cover design by: McHale Ward Associates, Ware, UK

Cover photos by: Corbis Disk, Digital Stock, <http://reefpix.com.au>, Iconotec Disk, IUCN / Aseem Srivastav, IUCN / David Sheppard, IUCN / Jim Thorsell

Compiled, edited
and designed by: DJEnvironmental, Devon, UK

Produced by: IUCN Publications Services Unit

Printed by: Thanet Press Limited, UK

Available from: IUCN Publications Services Unit
219c Huntingdon Road, Cambridge CB3 0DL
United Kingdom
Tel: +44 1223 277894, Fax: +44 1223 277175
E-mail: books@iucn.org
www.iucn.org/bookstore

A catalogue of IUCN publications is also available.

The text of this publication is printed on 115gsm Fineblade Smooth made from low-chlorine pulp.



Contents

| | |
|--|-----|
| Foreword | vii |
| Acknowledgements | ix |
| Executive Summary | 1 |
| Opening Ceremony | 5 |
| Plenary Sessions | 15 |
| 1 Benefits Beyond Boundaries | 16 |
| 2 Briefing for Workshop Streams | 19 |
| 3 Global Partners for Protected Areas | 21 |
| 4 Protected Areas in Africa | 25 |
| Special Plenary Session | 30 |
| Symposia | 33 |
| A Benefits to People | 34 |
| B Managing with Change | 36 |
| C Communities and Parks | 40 |
| D Working at Scale | 44 |
| Workshop Streams | 47 |
| I Linkages in the Landscape and Seascape | 48 |
| II Building Broader Support for Protected Areas | 56 |
| III Governance of Protected Areas – New Ways of Working Together | 64 |
| IV Developing the Capacity to Manage Protected Areas | 76 |
| V Evaluating Management Effectiveness | 84 |
| VI Building a Secure Financial Future | 93 |
| VII Building Comprehensive Protected Area Systems | 104 |
| Cross-cutting Themes | 113 |
| Communities and Equity | 114 |
| Marine | 119 |
| World Heritage | 125 |
| Congress Outputs – Plenary Sessions | 129 |
| 5 Outputs of the Congress | 129 |
| 6 Implementing the Congress Outputs and Closing Ceremonies | 133 |
| Recommendations | 139 |
| The Durban Accord | 219 |
| The Durban Action Plan | 224 |
| Message of the V th IUCN World Parks Congress to the Convention on Biological Diversity | 267 |
| Emerging Issues | 273 |
| The Durban Consensus on African Protected Areas for the New Millennium | 283 |
| Fred M Packard International Parks Merit Award | 287 |
| 2003 UN List of Protected Areas | 289 |

| | |
|---|-----|
| State of the World’s Protected Areas Report (SoWPA) | 290 |
| Protected Areas Learning Network – PALNet | 291 |
| Special Focus Areas | 292 |
| Mountain Protected Areas | 292 |
| Tourism and Protected Areas | 292 |
| Transboundary Protected Areas | 292 |
| WPC Exhibition, Events, Field Trips, and Short Courses | 294 |
| Digital Repository of WPC Documents and Presentations | 296 |
| Publications Launched at the Congress | 297 |
| Profile of WPC Participation | 300 |
| Survey of Participants at the V th IUCN World Parks Congress | 301 |
| Acronyms | 305 |



Foreword

On any occasion which is as big as the Vth IUCN World Parks Congress it is easy to lose sight of the power of such an event and its meaning to the world. When one thinks of ten years of planning, nearly 3000 participants, and ten days packed with technical workshops, energetic discussions, launches, initiatives and a smorgasbord of ideas for protected areas (PAs), it is easy to feel a little overwhelmed. These proceedings of the 2003 World Parks Congress capture the excitement of the event and reflect the incredible diversity of issues and the richness of the discussions which took place in Durban during September 2003. How then does one make sense of it all?

Perhaps one looks for inspiration to both the opening of the Congress and then again to the closing. The clarity of messages from our speakers at the opening ceremony – President Mbeki; our Patrons, Nelson Mandela and Queen Noor; and the two young South African Junior Rangers, Boitumelo Rampeng and Tshegofatso Monama – were universal. All spoke with such eloquence about the vital role of protected areas in our society, the challenges they face in a rapidly changing world, and the tremendous opportunities before them in the new millennium. At the close of the Congress one is equally struck by the power and humanity of *The Durban Accord* – the message from the Congress to the world.

Speakers at the opening of the Congress emphasised the extraordinary success story of creating protected areas as perhaps the greatest single collective land-use decision ever taken. Speakers also focused upon the essential need for protected areas to become mainstreamed into broader human concerns, culturally and economically, to capitalise on the benefits they can contribute to sustainable development and poverty reduction – indeed the very survival of these areas depends on this.

All speakers stressed the need for an inclusive approach to protected areas, one which forges productive partnerships and builds trust. The Congress was immeasurably enriched by the opportunity to meet in South Africa and to learn from the experiences of the host country. In President Mbeki's words, "to generate new knowledge, new ideas, new perspectives and relationships". Finally we were exhorted to think hard about the next generation, both as beneficiaries of our world at the beginning of this new century and as the stewards of tomorrow.

At the end of ten days in Durban, Congress participants produced *The Durban Accord*, an ambitious but essential document that captures and communicates the passion, commitment, hope, and urgency of action within the global community on the future of protected areas. The *Accord* is not a technical document, its power rests in its articulation of the values and aspirations we as humans place upon protected areas.

We sincerely hope that the impetus created by the Vth IUCN World Parks Congress will be a lasting one, one that will reinforce the core role and relevance of protected areas to a healthy and sustainable future for the planet and those who live there.

Kenton Miller
Chair, IUCN World Commission
on Protected Areas

Achim Steiner
Director General
IUCN – The World Conservation Union



Acknowledgements



IUCN wishes to acknowledge the generous support of the Global Environment Facility (GEF) and the project facilitation by the United Nations Environment Programme (UNEP) which, along with the many donors and supporters listed below, made possible the successful staging of the Vth IUCN World Parks Congress, in Durban, South Africa.

IUCN gratefully acknowledges the following supporters who have helped ensure that the Congress outputs are impacting protected areas thinking around the world:

- | | | |
|--|--|--|
| Aboriginal and Torres Strait Islander Services | Government of the Netherlands, Ministry of Foreign Affairs, Environment & Development Cooperation, Biodiversity & Forests Division | Santa Monica Mountains Conservancy, Resources Agency of California, USA |
| Agence intergouvernementale de la Francophonie | Government of South Africa – Department of Environment Affairs & Tourism | Shell International |
| Andreas Stihl Stiftung – Andreas Stihl Foundation | Groundwork, UK | South African National Parks |
| Augusto Dammert | GTZ – Deutsche Gesellschaft für Technische Zusammenarbeit | Swedish International Biodiversity Programme |
| AusAID – Australian Agency for International Development | International Ecotourism Society | Swedish Society for Nature Conservation |
| Australian Government | International Ranger Federation | Swiss Federal Office of the Environment, Forests and Landscape |
| BirdLife International | International Tropical Timber Organization | Terralingua |
| BP – British Petroleum | InWent, Capacity Building International, Germany | The Banff Centre, Canada |
| Bundesministerium für Land und Forstwirtschaft, Umwelt & Wasserwirtschaft, Austria | John D. and Catherine T. MacArthur Foundation | The Commonwealth Foundation, UK |
| California Institute of Public Affairs, USA | Ministry of Environment and Protection of the Territory, Nature Conservation Service, Italy | The Mountain Institute |
| Canadian International Development Agency | Ministry for Foreign Affairs of Finland | The Netherlands Centre for Indigenous Peoples |
| Canon Inc. | National Botanical Institute of South Africa and Kirstenbosch National Botanical Garden | The Turner Foundation |
| Center for Applied Biodiversity Science at Conservation International | National Geographic Society | The University of Queensland, Australia |
| CI – Conservation International | Nationwide Building Society, UK | TNC – The Nature Conservancy |
| Convention on Biological Diversity | NCPA – National Parks and Conservation Association | Transgrid |
| Council of Agriculture, Forestry Department, Taiwan, Province of China | New South Wales National Parks and Wildlife Service | UNEP/WCMC – World Conservation Monitoring Centre |
| The Countryside Agency, UK | NRCA – Natural Resources Council of America | UNESCO – United Nations Educational, Scientific and Cultural Organization |
| CRC Reef Centre Ltd, Australia | NRPA – National Recreation & Parks Association | United Nations Development Programme |
| DEFRA – UK Department for Environment, Food and Rural Affairs | OPEC Fund for International Development | United Nations Foundation |
| Department for Environment and Heritage, Government of South Australia | Organismo Autónomo Parques Nacionales | University of Aquila, Italy |
| DEZA – Swiss Agency for Development and Cooperation | Parks Australia | University of Montana, USA |
| DGCS – Ministry of Foreign Affairs, Italy | Parks Canada | University of Torino, Italy |
| Directorate of Nature, Norway | Parks Victoria, Australia | University of Waterloo, Canada |
| Equator Initiative | Peace Parks Foundation | University of Western Sydney, Australia |
| Ezemvelo Kwa Zulu Natal Wildlife | Policy and Coordination Division, Nature Conservation Bureau, The Environment Agency of Japan | USAID – US Agency for International Development |
| Fauna & Flora International | Queensland Parks and Wildlife Service, Australia | USDA Forest Service |
| Fondo Nacional para Áreas Protegidas por el Estado, Perú | Quebec Labrador Foundation | US Department of the Interior – National Park Service |
| Ford Foundation | Rainforest Alliance | US Department of State – Bureau of Oceans and International Environmental and Scientific Affairs |
| French Ministry of Foreign Affairs | Rainforest Cooperative Research Centre, Australia | USEPA – US Environmental Protection Agency |
| German Federal Agency for Nature Conservation | Ramsar Convention on Wetlands | US Fish and Wildlife Service |
| Girringun Aboriginal Corporation, Australia | | USNOAA – US National Oceanic & Atmospheric Administration |
| Global Dimension Trust, UK | | The World Bank |
| | | WCS – The Wildlife Conservation Society |
| | | WRI – World Resources Institute |
| | | WWF – World Wide Fund For Nature |
| | | Yale University – Yale School of Forestry and Environmental Studies |



Executive Summary

The Vth IUCN World Parks Congress (WPC) was held in Durban, South Africa in September 2003. With close to 3000 participants from 160 countries, the Congress represented the largest and most diverse gathering of protected area experts in history.

Congress Patrons – former President Nelson Mandela of South Africa and Her Majesty Queen Noor of Jordan – set the scene in the inspiring opening session, urging delegates to celebrate one of the most significant conservation achievements of the last century – the inclusion of more than 11.5% of the Earth’s land surface in protected areas. However they also noted that many threats face these precious areas and urged all involved with protected areas to reach out – beyond their boundaries and constituencies – to engage the wider community.

The Congress illustrated the message of ‘Protected Areas: Benefits Beyond Boundaries’ through an extraordinarily rich range of plenary sessions, workshop sessions, side events and exhibitions. More than 150 workshops (organised around ten major themes) and 200 side meetings were held, underscoring the depth and richness of the technical component of the Congress. A wide range of stakeholders, including indigenous peoples, youth and the private sector, were actively involved in all sessions. A range of communication tools was used throughout, including theatre, video, song and dance, as well as formal presentations.

An unprecedented level of genuine engagement characterised the Congress, which was pervaded by a spirit of true partnership. This is reflected in the nature of the Congress outputs and offers exciting new opportunities to work together in the future to implement the ambitious agenda arising from Durban.

The Congress delivered a number of key outcomes that will significantly impact the future of the world’s protected areas. These included the *Durban Accord* and the *Durban Action Plan*, a set of 32 *WPC Recommendations*, a series of initiatives for African protected areas and a *Message to the Convention on Biological Diversity (CBD)*. All the key outcomes are included in these proceedings. In addition, dozens of other outputs were launched or finalised through the impetus generated by the Congress.

Numerous commitments were made to assist the world’s protected areas, including the establishment of 200,000 km² of new protected areas, and support of more than US\$50 million to strengthen management of existing areas.

Significant messages from the Congress included:

1. Considerable progress has been made in the establishment of protected areas, although significant gaps remain

The 2003 *United Nations List of Protected Areas* was launched at the Congress. This noted that there are now 102,102 protected areas covering 18.8 million km² in all, and 11.5% of the Earth’s land surface – in 1962 there were only 1000 PAs covering 3% of the land surface. Remarkably, the global estate under protection has gone from an area the size of the United Kingdom to an area the size of South America in just four decades.

While the number of protected areas has increased substantially since Caracas, there remain serious gaps in coverage in the protection given to many important species and ecosystems. New

analyses presented at the Vth IUCN World Parks Congress have shown significant gaps in the coverage of marine ecosystems, freshwater and lake ecosystems, temperate grasslands, deserts and semi-deserts. Marine biodiversity is of particular concern as marine protected areas (MPAs) cover only 0.5% of the world's marine area. Moreover, the Durban Congress noted that, paradoxically, while protected area coverage has accelerated, so too has the rate of species extinction, with now more than 12,000 species threatened worldwide. This highlights the need for future PAs to better target threatened species.

Addressing these gaps and challenges requires expansion of existing protected areas, and the strategic creation of new ones, while ensuring the connectivity of suitable habitat between them. The Durban Congress emphasised that the establishment of future protected areas must be based on application of the best available scientific data and tools.

2. Protected areas face many challenges, and management effectiveness must be strengthened

Protected areas face many challenges, both within and from outside their boundaries. Many of these are associated with the impacts of global change. Such impacts, including increased population growth, increased competition for the use of scarce natural resources, urbanisation and climate change, are significant and increasing in scale. However, challenges can be both negative and positive. They provide a test for PAs but also the chance to capitalise on new opportunities and to rise to new levels of professionalism.

Therefore, a major response to these challenges is to concentrate on improving the effectiveness of protected area management. While the period since the Caracas World Parks Congress has been marked by a rapid expansion in the size of the protected area estate, the Durban World Parks Congress called for consolidation and for more emphasis to be placed on improving the quality or effectiveness of existing PAs. The Congress highlighted the need to develop and apply new tools for assessing management effectiveness. A number of tools and approaches have emerged over the past decade; these need to be more widely used and linked to action by a range of actors including donors, protected area agencies and local communities.

Improving the effectiveness of management of protected areas will require a significant increase in human and financial resources, and also strengthening the capacity of people and agencies involved.

The managers of protected areas and other primary stakeholders often do not have sufficient knowledge, skills, capabilities and tools to ensure that PAs can more effectively respond to the challenges posed by global change. Enhanced capacity is essential and is needed at a range of levels, including for protected areas agencies, park managers and key stakeholders. Skills and competencies need to be more specialised than in the past, requiring a range of innovative and adaptive approaches to PA management.

3. Protected areas play a vital role in biodiversity conservation and sustainable development

Protected areas are vital for both biodiversity conservation and sustainable development. They are key to the achievement of many of the Millennium Development Goals, particularly those relating to environmental sustainability and poverty alleviation. They are critical too in contributing to 2010 targets agreed at the World Summit on Sustainable Development (WSSD – Johannesburg, South Africa, August 2002), which aim to significantly reduce the loss of biodiversity.

Many parts of society still see protected areas as a barrier to their activities and aspirations. However, when set in the right policy context, they can in fact play a crucial role in achieving sustainable development objectives. The core values and importance of protected areas for biodiversity conservation must not be compromised.

4. A new deal is needed for protected areas, local communities and indigenous peoples

A clear and strong message from the Congress was that indigenous peoples and local communities have to be more effectively involved in protected areas and that, specifically, the rights of indigenous peoples – including mobile indigenous peoples – must be fully respected. The involvement of indigenous peoples and local communities in PA management has increased during the past decade but there is still a long way to go. This is particularly important as many live in areas of exceptionally high biodiversity. The international community has acknowledged the vital role of indigenous peoples in the achievement of sustainable development and has also recognised the value and importance of their special knowledge in managing natural and modified landscapes and resources, specific sites, species, sacred areas and burial grounds. This was reinforced in a very positive manner at the World Parks Congress.

5. New and innovative approaches need to be applied to protected areas, linked to broader agendas

A wide range of models of protected areas is increasingly being applied. As well as those established and managed by the public sector, increasing recognition is now given to the efforts of indigenous peoples and local communities (Community Conserved Areas (CCAs)). In addition, there are more private sector reserves and protected areas that are co-managed between public bodies and local communities. Protected areas are also increasingly being considered in the context of the wider landscape, as illustrated at the Congress through many case studies outlining large-scale biological corridors, ecological networks and transboundary protected areas (TBPAs – shared between two or more countries). The wealth of experience of the kind on display in Durban underlined that protected areas are of many kinds, they cannot be seen in isolation and they must be planned at broader scales.



IUCN / Jim Thorsell

Such approaches are important as many PAs have traditionally been cut off from the economic and social activities of the surrounding land and sea. Movement of species, nutrients and other environmental flows are not limited by protected area boundaries; socio-economic activities occur at the broader ecosystem level. Accordingly, there will be an increasing need to apply such regional-level models in the future, many of which contribute to the ecosystem management approach endorsed by the Convention on Biological Diversity.

6. Protected areas require a significant boost in financial investment

Financial resources are still seriously inadequate. The Congress Workshop Stream on sustainable financing considered that between US\$20 and 30 billion per year would be required over the next 30 years to establish and maintain a comprehensive global protected areas system, including adequate coverage of terrestrial, wetland and marine ecosystems. Only about 20% of this is currently available.

Under-investment in protected areas by governments and others means that PAs are often failing to meet their conservation and social objectives. Inadequate human and financial resources mean that many protected areas lack effective protection and management, particularly in developing countries. The challenge is to achieve a major boost for investment in protected areas and to develop more sustainable methods of financing.

7. Protected areas management must involve young people

For the most part a phenomenon of the last half of the 20th century, protected areas need to engage the support and energy of youth to build a prosperous future. The protected areas profession needs

to connect more effectively with young people involved in conservation and empower the next generation.

The Durban World Parks Congress was a stimulating and catalytic event for the world's protected areas. While protected areas are a great global success story, many new tests loom in the 21st century. The Vth IUCN World Parks Congress provided the energy, focus and a clear agenda to ensure a prosperous future for these special places on Earth.



Opening Ceremony

IUCN's Director General, Achim Steiner, welcomed His Excellency Thabo Mbeki, President of the Republic of South Africa, Her Majesty Queen Noor, and Nelson Mandela, former President of the Republic of South Africa.

The Director General underlined that the Durban World Parks Congress represented the culmination of ten years' work. It was an opportunity not only to take stock of events since the IVth IUCN World Parks Congress, held in Caracas in 1992, but also to look ahead to action required during the next ten years. One of the key targets set in 1992 was for 10% of the world's land surface to be included within protected areas by the time of the Vth IUCN World Parks Congress. This target has been met and even surpassed, but represents only a beginning.

Speech by President Thabo Mbeki

Patrons of the Congress, President Nelson Mandela and Your Majesty Queen Noor,
Your Majesty King Zwelithini,
Honourable Presidents,
Honourable Members of the Diplomatic Corps,
Honourable Ministers and MECs,
President of IUCN, Yolanda Kakabadse,
Director General of IUCN, Achim Steiner,
Mayor of Durban, Mr Obed Mlaba,
Distinguished delegates and guests,
Members of the media,
Ladies and Gentlemen,



I am honoured to welcome you to Durban and South Africa and to wish you a successful and productive stay in this important port city of our country, Ethekekwini. I trust that you will find your working conditions conducive to a fruitful interaction among yourselves as delegates at this important Vth World Parks Congress.

Chairperson, we must assume this to be true: that throughout its existence, humanity has continuously pursued the goal of the maximum material and spiritual fulfilment of the human being. The specific and immediate goals that various societies have set themselves have varied through the ages. In many instances these have been governed by the balance of power within each of these societies.

In this country, all our people are engaged in an unrelenting struggle to decide what the national agenda is, and who should set this agenda. We must presume that a similar contest is taking place within the global human society. Necessarily, the outcome of this context will be determined within the paradigm of the distribution of power in the world in which we live.

We have convened here as the Vth World Parks Congress. In this context, it might very well seem that we have a very clear agenda to address.

In this context, our Minister of Environment and Tourism, the Hon. Mohamed Valli Moosa, has said I must say the following:

“Over time, protected areas have become a universally adopted way of conserving natural ecosystems. Today, more than 120,000 protected areas, covering nearly 12% of the Earth’s land surface, have been established in more than 130 countries.

“Such areas are meant to conserve the diversity of species (both plant and animal) as well as the genetic variation within them; maintain the productive capacities of ecosystems; preserve historic and cultural features of importance; secure landscapes and wildlife, which enrich human experience through their beauty; provide opportunities for community development, science, research, education, training, recreation and tourism; and serve as sources of national pride and human inspiration.

“Our natural resources and biodiversity are a priceless heritage. They hold the keys to many of our challenges on this Earth: from pharmaceutical properties to strengthening the gene base of our basic foodstuffs. We cannot afford to lose these resources – that is why this Congress is crucial to people’s well-being. Yet conservation management faces enormous constraints. These include threats to biodiversity from land degradation, climate change, human settlement and alien invasive species. They include lack of funds, high levels of poverty in and around protected areas, poaching and plant theft, and threats from extractive industries.”

I fully agree with all these sentiments and observations advanced by Minister Valli Moosa. I agree also with other things he suggested I should say, that:

“We are gathered here today in the land of birth of King Shaka, one of Africa’s great leaders, to celebrate and rejoice at the world’s achievements in the conservation and management of biodiversity. This vision constitutes the bedrock of economic upliftment, especially for the poor.

“Now more than ever, we require new knowledge, new ideas, new perspectives and relationships. This Congress is charged with generating these.”

The Congress will have to define these new things within the context of extant global thinking about the future of our common world and human society as a whole. Of course, the question that then arises is whether such a global consensus on matters of major concern exists.

I would argue that it both does, and must be a matter of interest to this important Vth World Parks Congress.

The first point to make in this regard relates to the important issue of globalisation. There is universal recognition of the fact that, among other things, globalisation means the accelerated integration of human society within an unequal set of relationships within and between countries. This has given birth to such concepts as a global village and a common neighbourhood.

The fact of such integration has been emphasised by such phenomena as the East Asian financial and economic crisis of 1997/98, the recent outbreak and spread of SARS, and such matters as climate change and global warming.

In this context, I would like to draw the attention of the Congress to the unanimous position adopted by the countries of the world as reflected in the UN Millennium Declaration, which said:

“We believe that the central challenge we face today is to ensure that globalisation becomes a positive force for all the world’s people. For while globalisation offers great opportunities, at present its benefits are very unevenly shared, while its costs are unevenly distributed. We recognise that developing countries and countries with economies in transition face special difficulties in responding to this central challenge. Thus, only through broad and sustained efforts to create a shared future, based upon our common humanity in all its diversity, can globalisation be made fully inclusive and equitable. These efforts must include policies and measures, at the global level, which correspond to the needs of developing countries and economies in transition and are formulated and implemented with their effective participation.”

And of direct relevance to this Congress, last year’s Johannesburg World Summit on Sustainable Development reaffirmed these conclusions. In its Political Declaration, it said:

“From this Continent, the Cradle of Humanity, we declare, through the Plan of Implementation and this Declaration, our responsibility to one another, to the greater community of life and to our children.”

Accordingly, I believe that in its deliberations the World Parks Congress should focus on the issue of “a shared future, based upon our common humanity in all its diversity”, and “our responsibility to one another, to the greater community of life and to our children”. This calls for a special focus on the matter of national parks in Africa and the rest of the developing world, which we should treat as part of a common human heritage, deserving of protection and expansion for the benefit of all humanity.

This brings us to the second matter we believe constitutes one of the central issues of the common global agenda. This is the issue of poverty and underdevelopment.

In this regard, the Millennium Declaration said:

“We will spare no effort to free our fellow men, women and children from the abject and dehumanising conditions of extreme poverty, to which more than a billion of them are currently subjected. We are committed to making the right to development a reality for everyone and to freeing the entire human race from want.”

The Declaration of the World Summit on Sustainable Development also addressed this matter when it said:

“The deep fault line that divides human society between the rich and the poor and the ever-increasing gap between the developed and developing worlds pose a major threat to global prosperity, security and stability.”

The commitment made in the Millennium Declaration was informed by the reality that human society has the financial, technological and human capital to achieve the objective of freeing the entire human race from want, of effectively addressing the deep fault line that divides human society between the rich and the poor.

The reality we face is that poverty and underdevelopment constitute an important obstacle to the achievement of the goals we spoke of earlier, which this Congress must seek to reinforce.

These include the conservation of the diversity of species (both plant and animal) as well as the genetic variation within them; maintaining the productive capacities of ecosystems; preserving historic and cultural features of importance; securing landscapes and wildlife, which enrich human experience through their beauty, and so on.

The mere search for food among poor people, who have limited access to the various means to sustain life available to people in the developed world, has put pressure and will continue to put pressure on the national parks in poor countries.

Mere exhortations to poor people to value and respect the ecosystems contained within national parks will not succeed. It is critically important that alternative means of livelihood be found for the poor of the world, so that they are not forced to act in a manner that undermines the global effort to protect these ecosystems, driven by hunger and underdevelopment.

Similarly, we must work to ensure proper accountability on the part of the corporations of the developed and other countries, so that they undertake their economic activities, fully taking into account the imperatives of sustainable development, which includes the protection of the national parks.

If this World Congress is convinced that “our natural resources and biodiversity are a priceless heritage...(and that) they hold the keys to many of our challenges on this Earth”, as I am certain it is, it must then act on these matters in a way that ensures us success.

In this regard, I return to the statement we made earlier, that human society disposes of all the necessary means we need to ensure that we achieve the goal stated in the Millennium Declaration, to make the right to development a reality for everyone and to free the entire human race from want.

As the distinguished delegates are aware, our continent, Africa, has decided on the New Partnership for Africa’s Development, NEPAD. The protection of the African environment is one of the priority areas of focus of the New Partnership. It would therefore be the wish and hope of the governments and peoples of our continent that this World Parks Congress will join in this Partnership, to reinforce Africa’s efforts to address the very same challenges this Congress will address.

As an expression of the African resolve to address the environmental challenges we face, an African Ministerial Conference on the Environment held earlier this year decided on the African Protected Areas Initiative (APAI). This initiative seeks to develop, for all African countries, a well-managed system of protected areas that will meet with the environmental and social needs of each country. It is based on the environment component of the NEPAD programme.

Accordingly, it is perhaps appropriate that the Vth World Parks Congress should take place in Africa. Nevertheless, our continent is humbled by the confidence and trust that the people of the world have bestowed on us through IUCN – The World Conservation Union, by agreeing that Africa should host the Vth World Parks Congress.

In the decade ahead, conservation will face many thorny issues, from approaches to the commercialisation of national parks, finding the middle ground in the co-management of parks with communities and peoples, to the creation of effective trans-frontier protected areas that facilitate regional peace, growth and development. Undoubtedly, one of the most important challenges that we will face is to formulate a productive and inclusive working relationship with controversial land-use industries such as the mines and other extractive industries.

Our own freedom has made possible new ways of working together and the restoration of land to communities forcibly removed from their lands, some of which are today protected areas. This gives this Congress a special meaning for us as South Africans.

In as much as we can learn from others' experiences, our own experience in the first decade of freedom has valuable lessons, as do our achievements in giving communities a stake in the development of protected areas.

The theme of the Vth World Parks Congress is 'Benefits Beyond Boundaries'. We, together with the rest of the peoples of the world, do indeed expect that this important Congress will help to bring benefits to all, recognising the reality that the existence of boundaries should not be a fetter on human fulfilment.

I wish you a successful World Parks Congress.

Thank you.

Speech by Her Majesty Queen Noor

Mr President,
President Mandela,
Distinguished speakers,
Ladies and Gentlemen,
Members of the IUCN,

It is my enormous honour to join Mr Mandela in welcoming you today to this IUCN World Parks Congress.

In fact, it is more than an honour because protected areas have long been a passion of mine, from the network of reserve areas in Jordan I joined the struggle to establish over the past 25 years, to the many parks and preserves I have visited around the world. I can't think of a more ideal place to hold this Congress – from the Vhembe Dongola National Park on the northern frontier, which preserves the glories of nature and ancient civilisations and looks to the future as a transboundary park, to the new Agulhas National Park on the southern tip of the continent, from the remote desert of Richtersveld National Park in the west to the long-renowned Kruger park in the east – South Africa can be justly proud of a network of protected areas uniquely rich in history and diversity.

Anyone who sees these treasures knows that the world's protected areas are a precious gift – from previous generations – to us.

It is also significant that this meeting is taking place one year after the historic World Summit on Sustainable Development. The timing of the World Parks Congress is fortuitous, in that it carries forward where the Summit left off; particularly on ensuring that protected areas contribute to the achievement of the goals set out in the 'Johannesburg Plan of Implementation'.

These priceless places – national parks, wilderness preserves, community-managed areas – together serve as the green lungs of the planet. The establishment of more than 10% of the Earth's surface as protected areas by sovereign governments ranks as one of the most significant collective land-use decisions in history.

Such areas protect our ecosystem, providing clean air and clean water. They also support human livelihoods, thus making a major contribution to sustainable development.

But in addition to such material benefits, parks and preserved wilderness also feed our souls. Some encompass religious and sacred sites, and all provide inspiration and solace in an increasingly urbanised and materialistic world.

Protected areas can also nurture peace and security. The recent establishment of peace parks around the world – transnational reserves built on the principle that sharing our most precious

resources is in the best interests of nations – shows how protected areas can be used as stepping stones towards peace in troubled regions of the world.

For instance, the fences between protected areas in three African countries – South Africa, Mozambique, and Zimbabwe – have recently been removed. This landmark collective decision has established the Great Limpopo Trans-frontier Park, the world's largest transboundary reserve. It is an example of how protected areas, peace and security are inextricably linked and can contribute to human well-being.

The recent translocation of elephants from the Kruger Park to Mozambique attests to the level of that cooperation across international boundaries.

I gather, however, there is an ulterior motive involved. President Mandela admits that the elephants are actually his payment of the traditional lobola for his Mozambican wife, Graca Machel. Unfortunately, some of the elephants do not appreciate their responsibilities, either as symbols of international understanding or as bride barter, and have wandered back to South Africa. They've been encouraged to return. Let us hope for Mr Mandela's sake that this most recent payment honours his commitment by remaining in Mozambique.

During the next ten days these and other issues will be reviewed at this World Parks Congress under the banner of the Congress Theme: 'Protected Areas: Benefits Beyond Boundaries'.

This theme is particularly relevant as it reflects the need for a shift in the way in which protected areas should be established and managed. If these areas are to survive and prosper in the 21st century, everyone involved must reach out and engage with partners beyond their boundaries.

This is essential to ensure that governments and society as a whole can fully value and support these areas. This is also a key message that this Congress should pass to the Convention on Biological Diversity, which will hold its next Conference in Malaysia in 2004.

Reverence for our natural world is enshrined in every faith. There is an Ashanti verse known in Ghana and Côte d'Ivoire that says:

The stream crosses the path, the path crosses the stream:

Which of them is the elder?

Did we not cut the path to go and meet this stream?

The stream had its origin long, long ago.

It had its origin in the Creator.

He created things pure – pure – tano (meaning good omen)

The Holy Qur'an, also, teaches proper respect for the other members of Creation with whom we share this planet:

No creature is there crawling on the earth,

no bird flying with its wings,

but they are nations like yourselves.

Perhaps the Kruger elephants understood better than we think the nature of transboundary areas; they are a nation unto themselves – a nation we are bound to protect.

I wish you all the best for a successful Congress and will look forward to working with you all to ensure that the results of our discussions are heard and implemented around the world.

Speech by Nelson Mandela

Distinguished speakers,
Ladies and gentlemen,

I have been asked in my address today to reflect on challenges for the 21st century as they affect conservation and protected areas. You may very well be a little curious to hear what an old man without a job, office, power or influence, and with his roots far in the past, is going to say about challenges for the future! The future is, after all, in the hands of the youth.

If this seems ironical, I know that I am not alone in this situation. It is well known that, among those who are preoccupied with the future of protected areas, there are a great many grey heads and far too few youthful ones. I am told that under-representation of the youth is a widespread phenomenon in many fields associated with protected area management. This is of course a matter for concern because without the involvement of the youth, the future cannot be secured.

I am therefore particularly gratified and impressed to note the importance that this Congress has attached to engaging the youth. Let me take the opportunity to express my appreciation and support for all Junior Rangers and other programmes involving the youth the world over. It must surely be one of the greatest challenges for the future to build on such programmes, to develop them and to give them yet higher priority.

I am also encouraged to learn that the contribution protected areas can make to alleviating poverty is going to be given serious consideration over the next few days.

Our government is justifiably proud of projects such as 'Parks Empowering People', 'Working for Water' and related programmes.

In these programmes, millions of rands are being spent to create jobs which increase the effectiveness and viability of our protected areas by removing alien plant species, and building infrastructure, visitor facilities, roads and fencing.

By these means, people in need are provided with a living, at the same time involving them in protected area development, increasing their capacity and awareness. It will be a challenge for the future to develop these and other programmes and to analyse both their successes and their shortcomings in making protected areas relevant to the poor.

We know that the key to a sustainable future for protected areas lies in the development of partnerships. It is only through alliances and partnerships that protected areas can be made relevant to the needs of society.

In southern Africa we are in the process of laying the groundwork for very exciting partnerships in the field of transboundary conservation. The countries of southern Africa are working together to challenge the rigidity of their national boundaries, developing opportunities and potential for both biodiversity conservation and tourism that would be impossible to reach through individual and uncoordinated efforts.

Fully realising this potential will take time. The plans for transboundary protected areas that have been laid now will need to be carefully developed and implemented before they will finally and fully bear fruit.

We have entered a phase where there are many promising opportunities; the key challenge for the future will be to realise the full potential of these great opportunities.

The aims and objectives of the World Parks Congress have clearly been very well chosen.

I wish you every success in your deliberations over the next ten days. And more importantly, success in your efforts to implement the decisions you will arrive at. A sustainable future for humankind depends on a caring partnership with nature as much as anything else.

I thank you.

Following on from the theme of Mr Mandela's speech, two young South African Park Rangers **Boitumelo Rampeng** and **Tshegofatso Monama** spoke of the significance of protected areas for their generation. They called for more funding to be made available for projects that involve young people in protected area management. There is no lack of interest in conservation, but rather a lack of opportunities to put it into practice. It should be recognised that protected areas are a unique asset, not forgetting that, in the past, the establishment of some protected areas involved relocating indigenous people by force. If managed properly, protected areas should create jobs for people and places for recreation; they should not be 'no-go', 'no-entry' zones. Young people want to see benefits and progress.



A message from the Secretary-General of the United Nations, **Kofi Annan**, was delivered by **Dr Klaus Töpfer**, Executive Director of the United Nations Environment Programme. Protected areas now cover 11.5% of the Earth's surface, yet biodiversity is declining at a rate unprecedented since prehistoric times. The inability or unwillingness of countries to adequately fund and enforce protected areas is precipitating a global crisis because the services provided by ecosystems are the foundation for human development. This is especially so in those areas – mainly in developing countries – where proportionally more people depend on natural resources for their basic living requirements. By far the greatest threat is habitat degradation and fragmentation; protected areas that are merely islands in a sea of degradation are doomed to wither and die. There is no universal solution; we need an open-minded, pragmatic and flexible approach. A special effort is needed for the world's oceans, of which less than 1% is under protection.

Ian Johnson, Vice-President for Sustainable Development, The World Bank, presented an address on behalf of **James Wolfensohn**, President, of The World Bank. Referring to commitments made at the WSSD, Mr Wolfensohn urged the Congress to address three key issues: finding the human and financial resources to manage established protected areas and to maintain their values; ensuring that protected areas are ecologically and socially sustainable; and ensuring equitable sharing of the costs and benefits of protected areas to improve the lives of the people living in and around them, including indigenous peoples.

Speaking on 'Protected Areas: Vital for Sustainability, Vital for our Future – The Case of China', **Zhu Guangyao**, Vice-Minister, State Environmental Protection Administration of China, described how, in recent decades, the Government of China has come to realise that the establishment of protected areas and the protection of key ecological systems are of vital importance to China. In the past ten years, China has designated many new protected areas, including those listed under global and regional networks. The planning and legal system for environmental protection have also gradually improved, as have the resources for managing protected areas. However, there remain many challenges and a comprehensive framework for protected areas is yet to be established. China wishes to further strengthen its cooperation with the international community in the interests of protected areas worldwide.

Len Good, Chief Executive Officer of the Global Environment Facility, recalled that since 1991, the GEF has provided US\$1.1 billion for approximately 200 projects, in 86 countries. These include over 1000 protected areas covering 226 million hectares, or just over one-quarter of global protected area coverage. The GEF enters its second decade with a US\$3 billion replenishment and a strong mandate to broaden and accelerate its work. Protected areas will continue to be a primary

focus, though with new approaches to emphasise ‘benefits beyond boundaries’ including the breaking down of old barriers between protected areas and local communities.

Aroha Te Pareake Mead, IUCN Councillor, spoke on behalf of indigenous peoples, noting that South Africa, with 11 official languages, is a country that embodies diversity. Ironically, conservationists and indigenous people are often in conflict. There is a need for conservation to take a new approach that sees nature *with* people. Recognition of the role of indigenous peoples is one of the key issues that should be addressed by this Congress, as reflected in a Declaration made by the Indigenous Peoples’ Preparatory Conference held in Durban over the last two days.

Yolanda Kakabadse, IUCN President, challenged participants to consider how we are going to mobilise the resources needed to manage the biologically richest and most important parts of the planet. How can protected areas be linked to adjacent lands most effectively? Who else needs to be involved in deciding how protected areas will be managed? How can these areas make the most useful contribution to society? How can these sites continue to support the cultural life of indigenous peoples who have long occupied the same land? How can we ensure that protected areas receive the support they deserve from the majority of the world’s population that lives in cities? In short, how can we deliver ‘benefits beyond boundaries’? Who gets the benefits? And who pays the costs?



IUCN

Drawing formalities to a close, Achim Steiner thanked IUCN’s Patrons, the Republic of South Africa and all of the afternoon’s speakers.

The Opening Ceremony was accompanied by a musical theatre premiere of *The Contract*, created by Nicholas Ellenbogen, with music by Neill Solomon and Raymond Kasawaya.

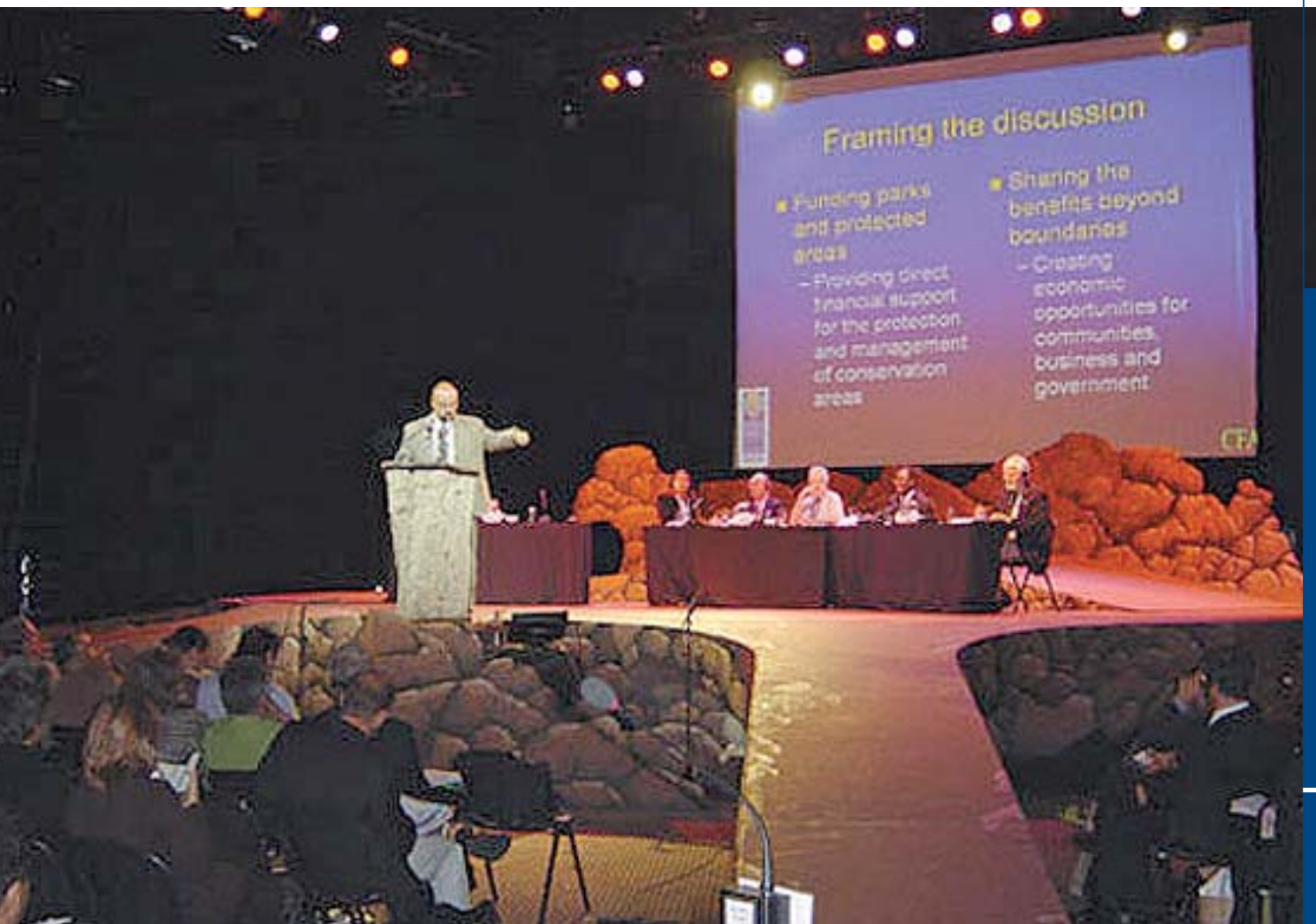
During the evening, immediately following the Opening Ceremony, the Republic of South Africa hosted an Official Banquet and Welcome Reception.



Plenary Sessions

A stimulating programme framework was developed for the Congress aimed at delivering concrete outputs and positive change for protected areas. The Congress met in full plenary on a number of occasions during both the opening days and toward the close of the event. These sessions acted as global scene-setters for the more detailed deliberations and work that occurred within the Symposia and the Workshop Streams. The Plenary Sessions also provided participants with the opportunity to focus on special issues, such as African protected areas and developing global partnerships for protected areas. The Plenaries also allowed participants, as a body, to consider and reach consensus on significant Congress outputs.

The full texts of Plenary Session presentations and papers, where provided by the author, are available on the World Commission on Protected Areas (WCPA) web portal: www.wcpa.info/wcpa/ev.php – select 2003 World Parks Congress. (See also page 296, Digital Repository of WPC Documents and Presentations.)





Plenary Session 1

Benefits Beyond Boundaries

- Chair:** Abdulaziz Abuzinada, Head, Saudi Arabia's National Commission for Wildlife Conservation and Development
- Co-Chair:** Achim Steiner, Director General, IUCN
- Rapporteurs:** Katerina Sarafidou, IUCN Environmental Law Centre
Tim Jones, DJEnvironmental

David Sheppard, Secretary-General of the Vth IUCN World Parks Congress, welcomed delegates, introduced the programme and outlined the overall goals for the Congress: to review the global status of protected areas, to assess the critical issues facing them and to map out future directions and actions, noting that one of the main challenges is to integrate PAs into broader economic, social and environmental agendas.

Dr Sylvia Earle, Explorer in Residence, National Geographic Society, and Executive Director of Marine Programmes, Conservation International (CI), introduced a National Geographic video entitled *Change – The Impacts of Change on Nature and People*. Dr Earle then presented two case studies describing how communities, governments and non-governmental organisations (NGOs) can work together to find innovative solutions for ensuring that PAs make vital contributions to sustaining life on Earth.



IUCN

Dr Angela Cropper, Chief Executive, The Cropper Foundation, recalled the principal issues addressed by the IVth Congress on National Parks and Protected Areas, held in Caracas, Venezuela in February 1992. In the ten years since, most countries have established or planned national systems of PAs and there has been a significant increase in the overall number of protected areas worldwide. However, there is an urgent need for more effective management of PAs, and efforts should be made for a better understanding of the relationship between ecosystems and human well-being.

Dr Kenton Miller, Vice-President, International Development and Conservation at the World Resources Institute, and Chair, World Commission on Protected Areas, spoke on 'Benefits Beyond Boundaries'. The protected areas community has achieved the goal of 10% of the world's land area being within protected areas. Now is the time to set new targets to address issues such as equitable sharing of the material and non-material benefits of PAs, co-management, partnerships among governments, agencies, civil society organisations and local communities, and the use of technology, science and quantitative methods to determine high-priority sites for future expansion of the protected area system. There should also be systematic revision of management plans and constant evaluation of new ideas and approaches in order to adapt to global change and to achieve knowledge building, capacity development and sustainable financial flows for PAs.

Dr Klaus Töpfer, Executive Director, United Nations Environment Programme, reiterated the progress made, in terms of the number, extent and status of protected areas worldwide, since 1992. He also endorsed the view that it is essential to link PAs into broader agendas, such as the Millennium Development Goals, in order to reduce poverty and hunger, to ensure environmental sustainability, reduce the proportion of people without access to drinking water, and prevent the loss of environmental resources. There is a need to consider the contribution of PAs to biodiversity, genetic

protection, access and benefit sharing, and to support indigenous knowledge and cultural diversity as a precondition for stability. Adequate monitoring systems must be established to assess the finances needed for conservation and to convince individuals and institutions to invest accordingly.

Dr Bob Scholes, Co-Chair, Condition and Trends Working Group of the Millennium Ecosystem Assessment, described some of the findings of the South Africa Millennium Assessment and the implications for biodiversity conservation in the region. He emphasised the need to demonstrate the considerable economic value of nature and to incorporate this value into national economic frameworks.

Russell A. Mittermeier, President, Conservation International, spoke on ‘Biodiversity Conservation and Protected Areas’, stressing the need to act strategically when creating new protected areas. PAs are of critical importance for biodiversity conservation, and therefore high priority should be given to expanding the global PA network, targeting areas of high irreplaceability – such as wilderness areas and biodiversity hotspots.

HM Queen Noor spoke on ‘Responding to the Challenges’. In recent years, governments and communities have made major efforts to establish protected areas, but the world’s system of PAs is neither complete nor secure, and at the same time there are major gaps in the protection of the world’s ecosystems, particularly the marine environment. PAs are critical to conserving and developing the natural environment in a way that can be sustained permanently. Some of the key elements in this endeavour are increased financial support for the conservation of protected areas, and increased involvement of indigenous peoples and local communities in the management of PAs.



IUCN

The Chair introduced a video entitled *Future Challenges and Scenarios for the World’s Protected Areas*. Depicting a journey set in 2023, the video presented three scenarios for the future of protected areas as guardians of our natural heritage.

Panel Discussion: Responding to the challenge: how can protected areas best provide benefits beyond boundaries?

Moderator: Vuyo Mbuli, South Africa

Sayyaad Soltani, Chair of the Council of Elders, Kuhi sub-tribe of the Cashqui pastoral nomads in Iran, described how his people’s nomadic way of life, cultural integrity, and associated wildlife have been damaged through the obstruction of movement by new developments, such as the construction of dams and diversion of watercourses.

Andre van der Zande, Director General, Ministry of Agriculture, Nature Management and Fisheries, The Netherlands, made a plea for ecological networks that go beyond protected areas. Such networks should be designed for the enhancement of PAs, to provide real, physical connections (e.g. corridors). In addition, new PAs should be specially designed to address the needs of particular species and fragmented habitats should be restored.

Ernesto Enkerlin Höflich, President, National Commission on Protected Areas, Mexico, argued that protected areas are not recognised by societies and there is neither equity nor solidarity for the indigenous peoples who live in them, and who are burdened with most of the cost of protected area systems. In future, user fees for PAs should be re-invested into conserving PAs, and resources should be transferred to projects related to community needs in and around PAs.

John Makombo, Chief Warden, Bwindi/Mgahinga Conservation Area, Uganda, said that planning, implementation and evaluation of protected area systems and their management should

involve all stakeholders in order to achieve consensus and mutual respect. A strategy is needed for sharing PA revenues among partners as a means of empowering communities.

Estherine Lisinge Fotabong, Director of Policy, WWF Central Africa Regional Programme Office, explained that many African peoples depend on nature for their livelihoods, and that nature is a part of African lifestyles and cultures. While protected areas have a long history in Africa, they have not always been successful; for example, some laws dating back to colonial times and still applicable today deprive people of the land rights and interactions with nature enjoyed by their forebears. Too little has been done to ensure that communities feel included in current policies and plans. Over the coming decade PAs should be promoted as essential agents for positive social and economic change



Plenary Session 2

Briefing for Workshop Streams

Chair: David Sheppard, Head, IUCN Programme on Protected Areas
Co-Chair: Kenton Miller, Vice-President, International Development and Conservation, World Resources Institute
Rapporteur: Guido Broekhoven, IUCN

Overview

The objective of this plenary session was to brief participants on the seven Workshop Streams and three Cross-cutting Themes that together comprised the technical focus of the Congress:

Workshop Streams

- ❑ **I Linkages in the Landscape and Seascape**
Stream Lead: Peter Bridgewater, Ramsar Convention Secretariat
- ❑ **II Building Broader Support for Protected Areas**
Stream Lead: Jeffrey McNeely, IUCN
- ❑ **III Governance of Protected Areas – New Ways of Working Together**
Stream Leads: Jim Johnston, Canadian Parks Service and Grazia Borrini-Feyerabend, Commission on Environmental, Economic and Social Policy (CEESP)
- ❑ **IV Developing Capacity to Manage Protected Areas**
Stream Lead: Julia Carabias, Faculty of Science, National Autonomous University of Mexico
- ❑ **V Evaluating Management Effectiveness**
Stream Lead: Marc Hockings, WCPA
- ❑ **VI Building a Secure Financial Future**
Stream Lead: Carlos Quintela, Wildlife Conservation Society
- ❑ **VII Building Comprehensive Protected Area Systems**
Stream Leads: Mohamed I. Bakarr, Conservation International and Gustavo A.B. da Fonseca, Center for Applied Biodiversity Science, Conservation International

Cross-cutting Themes

- ❑ **Marine**
Theme Lead: Charles Ehler, National Oceanic and Atmospheric Administration, USA
- ❑ **World Heritage**
Theme Lead: Natarajan Ishwaran, UNESCO World Heritage Centre
- ❑ **Communities and Equity**
Theme Lead: Ashish Kothari, Kalpraviksh

The leads for each Workshop Stream outlined the key issues, objectives, workshop structure and anticipated outputs. Presenters of the Cross-cutting Themes described how these would be dealt with during the Congress and, in particular, how they would be integrated into the various Workshop Streams.

Participants were then informed of the process for preparing the primary outputs of the Congress as a whole, namely: *WPC Recommendations*, the *Durban Accord* and the *Durban Action Plan*, and the *Message to the 7th Conference of Parties to the Convention on Biological Diversity*. Each of these would be further developed to take account of the deliberations of the Workshop Streams and Cross-cutting Themes and all participants were invited to contribute accordingly.

At the close of the session, **Dr Kenton Miller** (pictured right below with Gerardo Budowski) presented WPCA plaques to:

- ❑ **Dr Enrique Belltran Senior** (posthumously to his son Dr Enrique Belltran Junior), on the occasion of his 100th birthday, recognising his contributions to protected areas globally and in particular to the establishment of protected areas in Mexico;
- ❑ **Bing Lucas** (posthumously to Hugh Logan), commemorating his contributions to protected area management, in particular in New Zealand; and
- ❑ **Gerardo Budowski**, who had attended all five World Park Congresses. In accepting his plaque, Mr Budowski expressed his pleasure that so many younger people were attending the Vth IUCN World Parks Congress.



IUCN



Plenary Session 3

Global Partners for Protected Areas

Chair: Cheryl Carolus, Chief Executive, South African Tourism

Co-Chairs: Achim Steiner, Director General, IUCN and Bill Jackson, IUCN

This session focused on the relationship between conservation of protected areas and two major economic sectors, namely tourism and extractive industries.

Tourism and protected areas

Keynote speakers

Mike Leach, Tribal Chief, Tit'qet St'at'imc Nation, said that he had been taught that all lands are sacred and that people should live in harmony with the land. Industrial nations tend to alienate indigenous communities, and protected areas sometimes leave heritage and cultural values without protection. Government, industry, indigenous peoples, young people and other actors need to develop mutually beneficial working relationships.

Les Carlisle, Manager, Conservation Corporation Africa, felt that Africa is sometimes seen as the panacea for tourism, but stressed the need to integrate conservation and community needs. Ecotourism operators have a responsibility to make tourism and conservation mutually supportive, and to take social and economic development into account. Conservation Corporation Africa operates a six-point environmental strategy and supports several conservation programmes.

Faustine Kobero, Manager, Conservation Corporation Africa – Kleins Concession, said that conservation and ecotourism can only succeed if they have community support. Communities in Tanzania benefit from tourism in terms of income and job generation, while investment from ecotourism revenues goes towards medical facilities, schools, access to water, waste removal and bee-keeping programmes. Tourism has thus become a means of support for conservation.

Debra Epstein, Vice-President, Corporate Communications, Canon, spoke of the company's corporate philosophy of living and working together for the common good. Canon supports environmental education and research, and is attempting to bring science, conservation and business together.

Hans Jürgen Grabias, Marketing Manager, Krombacher Brewery, Germany, spoke of his company's launch of the 'Rainforest Campaign' with WWF-Germany, media companies and other business-sector partners. Allied to the company business of selling beer is a commitment to the environment and increasing public awareness. Lessons learned to date include the difficulty of engaging with government as a partner and the importance of building the need for new approaches into the mind-sets of both environmental organisations and industrial companies.



IUCN / Jim Thorsell

Panel Discussion: Tourism, business and protected areas

Moderator: Bill Jackson, IUCN

Panellists: Cheryl Carolus, Chief Executive, South African Tourism
Penelope Figgis, Vice-President, Australian Conservation Foundation
Robert Hepworth, Deputy Director, Conventions and Policy, UNEP
Eugenio Yunis, Chief, Sustainable Development, World Tourism Organization (WTO)

Questions:

- How can tourism be optimised to support sustainable development?
- Can tourism be seen as a panacea for development?

Bill Jackson: The relationship between tourism and conservation is very strong and getting stronger. However, protected areas are still often regarded as a resource for tourism and not as an engine to drive conservation.

Penelope Figgis: Protected areas are not merely a tourism resource but essential for species conservation as well as for other functions. There is a vital need to deliver PA benefits to people. Tourism cannot be the only development strategy to support people living in and around PAs; there must be involvement of other economic and development sectors.

Eugenio Yunis: Policy and planning are key in successfully regulating tourism. The World Tourism Organization is now working with government bodies to stimulate policy action. Comprehensive guidelines have been produced by the WTO, UNEP and other international actors. It is the responsibility of governments, both national and local, to apply these guidelines. It is also very important to develop indicators for monitoring the impact of tourism. Tourism cannot be considered a panacea for social development, and all other sectors/institutions have to be involved. Rural traditions have to be maintained alongside tourism development.

Cheryl Carolus: It is important to emphasise that tourism should not be viewed as a panacea. South Africa locates tourism in a wider set of imperatives for development. Tourism however can and must make a difference, for example by reducing poverty through job creation. The World Summit on Sustainable Development identified poverty as the biggest threat to sustainability. People who have lived for generations in harmony with a given area of land have the right to be involved in its management and governance.

Robert Hepworth: The key point is to achieve a balance between conservation and the mobilisation of rich biodiversity resources to achieve poverty reduction. Such a balance must be sought at the appropriate scale. Measuring the footprint of tourism is extremely important; tourists use water, generate solid waste and degrade the environment in several ways, meaning that some of the money derived from tourism should be used for environmental conservation. What is needed is more – and better – regulation, and pushing forward the current thinking on certification and eco-labelling.

Question:

- Given that marine protected areas (MPAs) are under-represented, what is the negative impact of tourism on marine ecosystems?

Cheryl Carolus: When speaking about marine resources, community education is extremely important. A key issue is generation of sustainable employment and development plans for communities around sensitive marine areas. Clear policy development is also essential. Fishing communities are part of this equation and must therefore be involved in all stages of the process.

Penelope Figgis: Australia's Great Barrier Reef provides a good example to illustrate this issue. Tourism there is based on planning and a partnership approach. This has brought about a great

improvement in the overall situation, and the tourism industry itself – as well as conservation groups – has produced a great deal of information for its customers, explaining how responsible visitors can contribute to conservation of the reef system.

Eugenio Yunis: Tourism cuts across economic and social sectors, and requires the cooperation of numerous stakeholders to produce opportunities that are both rewarding to tourists and sensitive to environmental considerations. The WTO promotes public-private partnerships, where institutional cooperation is encouraged among a wide spectrum of public agencies and the private sector. Cooperation between WTO and other international agencies, such as UNEP and IUCN, has resulted in several publications and valuable guidelines on sustainable tourism, aiding the further development of the tourism sector.

Robert Hepworth: The International Coral Reef Action Network is a significant partnership that has helped to produce guidance on good practice for developing countries with coral reef resources. There is much to be done if tourism is to develop sustainably. Through developing new partnerships, UNEP is looking at policy and implementation tools to support sustainable tourism, as well as at processes for certifying environmentally sound ventures.

Panel Discussion: Extractive industries and protected areas

Moderator: Achim Steiner, Director General, IUCN

Panellists: Joji Carino, President, Tebbeba Foundation, Philippines
Greg Coleman, Vice-President, Health & Safety, British Petroleum (BP)
Adrian Loader, Director, Planning & Strategy, Shell
Christine Milne, IUCN Councillor
Professor Adrian Phillips, Senior Adviser, World Heritage, IUCN WCPA
Sir Robert Wilson, President, International Council on Mining and Metals & Chief Executive, Rio Tinto

Christine Milne argued that as a result of globalisation and the activities of the conservation movement, extractive companies have been subjected to increased scrutiny and that this has brought them to the negotiating table. Some international conservation organisations are already working closely with mining companies. However, there are others who are adamant that conservation NGOs should not work with extractive industries. The issue is fundamentally related to the future allocation of land for either conservation or extractive purposes.

Sir Robert Wilson drew attention to the International Council on Mining and Metals' (ICMM) 'Dialogue' with IUCN for better practice by the mining industry. For various reasons, in ICMM's view, the existing network of PAs is not very effective and there is a need to find a way of allowing compatible mining within PAs while respecting 'no-go' areas. Hopefully, ICMM's announcement that it will not operate in natural World Heritage sites will mark the beginning of a new partnership with the conservation community. Goodwill from both sides is needed for effective dialogue between the mining sector and the conservation community.

Adrian Loader reflected that, ten years ago, few would have imagined an energy and petrochemical company such as Shell playing a role at the World Parks Congress. He drew attention to the steps adopted by Shell to integrate biodiversity into its business practices and recalled that Shell has committed not to explore for, or develop oil and gas resources within natural World Heritage sites and is improving its operating practices in IUCN Category I–IV Protected Areas. The way forward is through open and honest dialogue.

Greg Coleman explained BP's belief that there should be no trade-off between conservation and energy. Local relationships are important, as are partnerships with others. BP's activities sometimes take place in very sensitive areas, for example in World Heritage sites. In all areas, whether designated or not, the goal is to have a positive measurable impact on biodiversity as a whole, through transparent, appropriate policies and partnerships. BP needs to be responsible in the way

it undertakes its operations and in this regard has developed biodiversity action plans for all relevant sites. In some areas, a regional biodiversity action plan has been developed. The objective is to limit direct impacts. Only through partnerships can the goals of sustainable development and proper land-use planning be achieved.

Joji Carino spoke of indigenous peoples' values. She argued that mining is a major competitor for water, forests, land and sub-soil resources, leading to displacement, degradation of nature, loss of livelihoods and community impoverishment. Moreover, mining has not contributed to poverty alleviation; almost all communities around many mining areas continue to be poor and debt-laden. Irrespective of best-practice initiatives, benefits are not trickling down to local communities. The mining industry is imposing a major environmental footprint on indigenous people and IUCN is conferring undeserved credibility on the mining industry through the ICMM–IUCN Dialogue.

Adrian Phillips noted that dialogue between the protected areas community and the leading mining companies has developed considerably since the adoption in October 2000 of a Recommendation at the 2nd IUCN World Conservation Congress (WCC) seeking to exclude mining and energy operations from certain categories of PAs. The issue of protected areas and 'no-go' areas for mining has become a major topic for the Mining, Mineral and Sustainable Development initiative which began in 2002 in the run-up to the WSSD. The Dialogue between IUCN and ICMM was then launched during the WSSD itself. Alongside these developments, the following tasks need to be addressed jointly by mining and conservation interests:

- ❑ Development of agreed principles and guidelines on how to take account of both biodiversity and other natural values on one hand, and of mineral and hydrocarbon potential at an early stage of PA planning on the other; and
- ❑ Preparation of guidelines covering: mining within Category V and VI PAs; mining near PAs; the ground rules that mining companies should follow; case studies and best practice on offsets or trade-offs; and the development of an agreed set of principles, pre-conditions and strict procedures that should be applied when considering any re-designation of PAs.

The following were among interventions made from the plenary floor:

- ❑ Indiscriminate mining is happening in most parts of the developing world without respect for local laws. Some offending companies are members of ICMM. The industry does not seem to be doing anything about this, even though the problems have been documented by the UN;
- ❑ Some conservation organisations are very good at putting pressure on the mining industry, while others are very good at dialogue. Both approaches are needed;
- ❑ High-level, international dialogue must not undermine the activities of indigenous people and other community groups on the ground; and
- ❑ IUCN does not have the capacity to work everywhere at field level, so the new partnership will probably not deliver the results expected.

Following brief responses from each of the panellists, **Achim Steiner**, closed the session, underlining that IUCN's mandate was to take discussion on the Dialogue forward for further consideration at the 3rd IUCN World Conservation Congress in November 2004.



Plenary Session 4

Protected Areas in Africa

Chair: Walter Lusigi, Senior Adviser, GEF
Co-Chair: Eldad Tukahirwa, Regional Director, IUCN Eastern Africa Regional Office
Rapporteurs: Wendy Goldstein, IUCN
Geoffrey Howard, IUCN

The Chair hailed the hosting of the IUCN World Parks Congress as a great moment in Africa's history, recalling that the IIIrd and IVth Congresses had urged Africa to take a broader view of its protected areas and to build greater support for them within Africa. Now, in Durban, the views of African elders and heads of state are being heard, protected area conservation successes in Africa celebrated, and new African conservation initiatives being launched.

In an opening video message, **Chief Emeka Anyaoku**, WWF International President, recalled that well-managed protected areas serve many purposes, including the preservation of biodiversity, assuring sustainable water supplies, and contributing to revenue-earning. There is huge potential in Africa to provide livelihood opportunities and to address poverty through PAs. The success of the New Partnership for African Development would depend on a robust PA network in Africa.

Also speaking on video, **Dr Mohamed Bakarr**, Conservation International, said African peoples' ancestors valued the land and had an understanding of nature. It is crucial for Africans to play a role in protected areas, which are among Africa's most vital assets, providing benefits for human well-being on a continent where more than 70% of people eke out a living on marginal land. African people must be embraced as managers of protected areas.

HM King Goodwill Zwelithini of the Zulu Nation said all men desire knowledge and those with the greatest knowledge must act as custodians of nature. Those without knowledge have abused nature. The forefathers of the Zulu kingdom understood the value of flora and fauna and today's traditional leaders must also be advocates for nature because of the benefits it provides for people. Rather than competing with social programmes, conservation should be part of an holistic approach to development.

HM King Osagyefou Amoatia Ofori Panin of Ghana stressed that the Congress provided a momentous opportunity to look back and learn from the respect that our ancestors had for biodiversity. He presented a vision for biodiversity conservation and sustainable development in Africa, but cautioned that achieving the vision will require changes in attitudes and identification of workable alternatives to current resource-use patterns. While much is being done in Ghana to reconnect people with the land, the main challenge is to provide sustainable livelihood alternatives. The Congress is a path-finding opportunity, but we must avoid dreaming of the impossible, and focus on what is realistic. Under NEPAD, the 'African House of Traditional Leaders' initiative provides an important contribution to building a new Africa that is self-sustaining and that protects its natural resources.

HE Marc Ravalomanana, President of Madagascar, referred to the rapid and large-scale loss of forests in his country due to clearance for rice growing and felling for wood. The destruction and overexploitation of natural resources has to be halted, but a strategy is needed to provide for fair distribution of natural resource benefits. At present, protected areas cover just 3% of Mada-

gascar's land surface and there are only two marine protected areas. Over the next five years it is hoped that PA coverage will increase to 10% and include additional marine and freshwater systems. However, an action plan and resources are required to translate this goal into reality. The President thanked those donors that were already helping and expressed his commitment to supporting NEPAD and international conventions such as Ramsar and World Heritage.

Dr Claude Martin, Director General, WWF International, and **Dr Yaa Ntiamoah-Baidu**, Director, WWF Africa Regional Programme, presented 'Gift to the Earth' certificates to **HE Marc Ravalomanana**, President of Madagascar, **HE Pape Diouf**, Minister of Fisheries, Senegal, and **HE John Kachamila**, Minister of Environmental Affairs, Mozambique, acknowledging commitments to conservation in their respective countries.

Panel Discussion A: The future of protected areas in Africa – enhancing partnerships for conservation and sustainable development in Africa

Moderator: Achim Steiner, Director General, IUCN

Panellists: Dr Patrick Bergin, Chief Executive, African Wildlife Foundation

HE Pape Diouf, Minister of Fisheries, Senegal

Augusta Henriques, Chair, Tinguena, Guinea Bissau

Phathelike Holomisa, Traditional Leader, South Africa

HE John Kachamila, Minister of Environmental Affairs, Mozambique

Dr Claude Martin, Director General, WWF International

Murphy Morobe, Chair/Chief Executive, Financial and Fiscal Commission, South Africa

Charles Sylvain Rabotoarison, Minister of Environment, Madagascar

Dr Michael Rands, Chief Executive, BirdLife International

Question to HE Pape Diouf: How does your government have confidence that these new marine protected areas have public support?

Answer: Communities are very much involved in the PA development process and there are strong links between local authorities and central government, which supports the NEPAD principles. Senegal does not view these PAs as luxuries, but as helping in the fight against poverty.

Question to Claude Martin: WWF has been successful at communicating its message, but how do you communicate the challenges and complexities for the conservation agenda in Africa?

Answer: Achieving conservation in Africa and portraying it in real, as opposed to simplistic, terms to the development community is a huge challenge. There is no place for wildlife without people, or for untouched wildernesses, yet there are huge conflicts between people and wildlife. In the past we have had to favour the culling of elephants in the face of fierce opposition because we believed it was the right thing to do under the circumstances prevailing at that time. We encourage and support people in Africa who are affected by the realities of these conflicts to continue communicating the issues to the 'North'.

Question to Murphy Morobe: With a limited conservation budget, how do you build public support and provide adequate investment for protected areas?

Answer: The most pressing issue for South Africa is poverty, which means that financial resources are weighted towards health, social welfare and education, with less allocated directly to the environment. However, there is a need to help people to appreciate the inter-relationships between all of these elements. Certainly, more resources are needed and new initiatives are being established to find alternative funds.



IUCN / Jim Thorsell

Questions to Patrick Bergin: How does the African Wildlife Foundation deal with competing issues and competition for resources? And how does conservation justify itself in relation to human livelihoods?

Answer: AWF sees protected areas as anchors in a larger area of conservation and development. The task is to negotiate the relevance of parks to the wider landscape. Constituents in the United States want to contribute, want to hear real stories and want to support balancing livelihoods with conservation.

Question to Charles Sylvain Rabotoarison: Can you explain how the decision to increase PAs to cover 10% of Madagascar will impact on people's livelihoods?

Answer: Revenues for entry into PAs are shared equally among local communities. Over the last 15 years, management of forests has been handed over to local communities who are well aware of the need to preserve the resource.

Questions to Michael Rands: BirdLife has 100 national affiliates around the world. Where are the points of engagement on national policy? How do you work with local communities? And how do you strategise?

Answer: BirdLife is a partnership of national bird-related societies in which each organisation is a membership organisation. Birds are entry points to wider conservation issues. BirdLife works at the national level with local organisations and communities to sustain biological diversity. Increasingly we are establishing dialogue with national governments that, to begin with, were reluctant to work with NGOs. The local NGO network can gather information and work with local people and be an additional support to government in the delivery of national policy.

Question to Murphy Morobe: Who sets the priorities for management in protected areas?

Answer: In South Africa there are significant legal frameworks to support participation of local communities and NGOs. The parliamentary system is open and any decision from the relevant ministry is open to public scrutiny. The recently approved Biodiversity Management Act received significant input at village level.

Question to Claude Martin: In terms of sustainable financial support for protected areas, WWF is a significant source of funding. What are your priorities?

Answer: Sustainable financing of the PA system is going to be a major challenge and capacity building is an overarching need. Where PAs are concerned, it is a question of the right capacity in the right place. One should look at what is necessary to develop capacity, including education, at all levels. It is not only about strengthening the capacity for managing PAs, but also about building the capacity to go out and find the 'big bucks' needed for conservation.

Question to HE Papa Diouf: To what extent can fisheries be part of conservation financing in future?

Answer: This is a rather contradictory question. What needs to be done is to improve the lives of communities. A protected area is simply space if neither people nor development are involved. Whether one can invest part of the income from fishing in other sectors needs the right balance – many fisheries are overexploited so the people involved are earning less and less. There is a need to develop the sector through marine protected areas to allow fish resources to recover. As MPAs are perceived as 'no-go' areas for fishing, there is a need to raise awareness and to get people on board.

Question to Patrick Bergin: Have you had success with long-term financing?

Answer: This is a challenge. Aside from the United States Agency for International Development (USAID), which has allowed a variety of soft and hard inputs, hard inputs are not favoured by most donors, yet appropriate infrastructure and funds are needed, including for land acquisition. Workshops, reports and study tours have a limited value.

Question to Charles Sylvain Rabotoarison: How do you create protected area management capacity? Where do you look for solutions?

Answer: The realisation that we need to restructure and decentralise our skills base prompted us to set up a trust fund and appeal to donors for help.

Question to Michael Rands: What are the most pressing capacity needs?

Answer: Capacity building should be directed at protecting and managing biodiversity for the needs of people. Government departments of environment need the capacity to integrate their work with larger departments that are better resourced. The NGO community needs greater capacity to build sustainable funding for conservation and development. It is not enough to train, or put money into establishing reserves. The answer is to invest in people, at national, regional and continental levels.

Question to Claude Martin: Thousands now receive training for conservation, but how will training help if people are not paid and civil conflicts and lack of infrastructure for field staff continue to frustrate their efforts?

Answer: Capacity should be looked at in the broadest sense. In Madagascar, where the Fisheries Minister is a fisheries biologist with wide knowledge of issues related to protected areas, he was able to recognise when the EU was offering an extremely poor deal which would have wrecked local fisheries. Communications have much to answer for in that the media's portrayal of Africa is invariably unhelpful, not corresponding to realities and focusing on misery, an approach that is not conducive to achieving goals for conservation and people.



IUCN / Jim Thorsell

Panel Discussion B: Looking into the future

Moderator: Dr Crispin Olver, Director General, Department of Environmental Affairs and Tourism, Ministry of Environment, South Africa

Panellists: Dr Ahmed Djoghlaif, Assistant Executive Director, UNEP
Dr Luc Hoffmann, President, WWF-France
HE John Kachamila, Minister of Environmental Affairs, Mozambique
Murphy Morobe, Chair/Chief Executive, Financial and Fiscal Commission, South Africa

Ahmed Djoghlaif said that NEPAD's Environment Action Plan has been adopted by African heads of state, who have also adopted a rejuvenated African Convention on the Conservation of Nature and Natural Resources. The next step is implementation. A key priority is capacity building and a major capacity-building programme has been prepared for consideration by partners and donors.

From the floor, **Nick Robinson**, IUCN Environmental Law Centre, commended the African Convention as the first treaty to adopt IUCN Protected Area Categories and to provide a framework for consistent environmental law in Africa, and a coordinated approach to traditional communities, capacity building and the participation of people. The priority now is to move forward to ratification and implementation.

Murphy Morobe stressed that poverty remains the main cause of resource depletion in Africa. This needs to be addressed collectively by all. Many PAs are succumbing to the pressures of an expanding population, while armed conflicts bring about the collapse of management systems, and a shortage of funds and capacity. The Africa Protected Areas Initiative is seeking to develop innovative approaches to managing PAs in Africa and to maintain the benefits of biodiversity.

Luc Hoffman outlined the Regional Coastal Zone and Marine Conservation Programme for West Africa. Along the coastline from Mauritania to Guinea there are eight National Parks and ten

Nature Reserves, plus the four new MPAs just announced by Senegal. The Regional Programme brings together 50 partners in a regional strategy for MPAs in six countries. Among its aims are institutional strengthening, research support, and the creation of regional networks of protected areas to enhance their overall contribution to sustainable regional development.

HE John Kachamila underscored the efforts being made on the African continent to increase conservation awareness. However, there is a need for countries to come together to prepare joint policies and to translate the environmental component of NEPAD into an action plan. Trans-boundary agreements will be an essential part of such a plan.

Summing up, **Crispin Olver** said that African countries need international support to protect the continent's biodiversity. Protected areas cannot be treated in isolation from development. A pro-people approach is needed. He invited Congress participants to join in this partnership and to provide support for NEPAD implementation.



Special Plenary Session

Chair: Juan Mayr
Rapporteurs: Tim Jones, DJEnvironmental
Dorothy Bright, IUCN

The purpose of the Special Plenary Session was to brief participants on the current status of the primary Congress outputs, namely the *Durban Accord* and the *Durban Action Plan*, the *Message to the Convention on Biological Diversity* and *WPC Recommendations*.

The Chair invited the focal points for the *Durban Accord* and *Durban Action Plan* process (Roger Crofts) and *CBD Message* (Peter Schei) to present updates on these documents.

Roger Crofts explained that finalisation of the *Durban Accord* and *Durban Action Plan* was the end of a process arising from a 'mid-term review' (conducted between the IVth and Vth IUCN World Parks Congresses), in Albany, Australia, in 1997. A working group produced the draft texts contained in Durban participants' registration packs, while a web-based consultation was initiated in mid-2003. In addition, informal opportunities have been provided in Durban for participants to contribute ideas and suggestions for the final version.

The *Durban Accord* is an outreach document. It says who we are, expresses urgency and opportunity, celebrates what the Vth IUCN World Parks Congress has achieved, lays down challenges, and calls for action to move things forward. The *Durban Action Plan* is what participants at the Congress would like to see happen, with suggestions for who might do what.

Peter Schei reported that the *CBD Message* deals with issues under four main headings:

1. Planning and management of protected area systems
2. Sharing of benefits and participation
3. Enabling activities (including capacity building)
4. Standards, assessment, monitoring and technology transfer

The text contains a clear request for the 7th Conference of the Parties (COP7) to the Convention on Biological Diversity to adopt a strong and comprehensive programme of work covering each of these headings.

On behalf of the IUCN Secretariat, **John Scanlon** noted that each of the three documents has developed in a slightly different manner and with slightly different purposes, and underlined that none is binding in nature (whether on individuals, organisations, governments or IUCN itself). The *Durban Accord* is the principal Congress output and seeks to speak to the world at large. The *Durban Action Plan* provides the detail on how to get from broad actions to implementation. The *CBD Message* is a specific document tailored to one audience, namely CBD COP7. The *WPC Recommendations* are the recommendations of the Workshop Streams. They are aimed at many different audiences, have widely differing purposes, and the draft texts reflect this diversity. One key audience will be the 3rd IUCN World Conservation Congress in Bangkok in November 2004. On the closing day of the Durban Congress, participants meeting in plenary will be asked collectively to note and acknowledge, not to adopt, the *Recommendations*.



IUCN / Peter Shradie

The Chair opened the floor to comments and questions. Among the points made by participants were the need for:

- ❑ greater clarity about the precise mechanisms linking the Durban and Bangkok Congresses;
- ❑ greater emphasis within the *Durban Accord* on building trust within and between constituencies;
- ❑ building credibility through generating realistic Congress outputs based on sound technical knowledge and science;
- ❑ recognising that many protected areas do not have sufficient – or in some cases any – staffing;
- ❑ ensuring adequate North-South transfer of funding in order to achieve a comprehensive and effectively managed global protected areas system by 2010;
- ❑ avoiding the impression of complacency or self-satisfaction as a result of surpassing the figure of 10% of the Earth’s land surface included within protected areas;
- ❑ giving greater recognition to the varied roles and contributions of the private sector;
- ❑ recognising fragmentation as a key challenge for the future;
- ❑ stressing that sustainable development means minimising or mitigating impacts on nature everywhere, not exclusively in protected areas;
- ❑ promoting connectivity between protected areas, especially in transboundary situations;
- ❑ looking at opportunities offered by other international fora and processes, not only the CBD;
- ❑ emphasising more strongly the linkages between protected areas and poverty alleviation as a component of sustainable development; and
- ❑ ensuring maximum coherence between the different Congress outputs.

Roger Crofts and **Peter Schei** assured participants that all contributions, oral and written, would be taken into account in finalising the Congress outputs. **Peter Shadie** (IUCN Secretariat) explained the logistical procedure for preparing and distributing final drafts, with the aim of giving all participants adequate time to review the texts prior to consideration in the closing plenary session.



Symposia

In the early part of the Congress four Symposia were conducted in two concurrent sessions. They provided innovative and lively sessions where thought-provoking issues were aired and vigorously debated. Leading international speakers discussed the most pressing issues for protected areas as we enter the new millennium, including protected area benefits, managing in the face of global change, building better relationships with communities; and thinking about protected areas at broader scales. The Symposia challenged participants to consider the shifting constituencies for protected areas and the expectations they hold for these areas.

The full texts of Symposia presentations and papers, where provided by the author, are available on the WCPA web portal: www.wcpa.info/wcpa/ev.php – select 2003 World Parks Congress. (See also page 296, Digital Repository of WPC Documents and Presentations.)





Symposium A

Benefits to People

Chair: Professor Hamid A. Zakri, Director, Institute of Advanced Studies,
United Nations University

Co-Chair: Aban Marker Kabraji, Regional Director, IUCN Asia Region

Rapporteurs: Usman Ali Iftikhar, IUCN Pakistan
Shamen Vidanage, IUCN Sri Lanka

Context

Protected areas provide many benefits – environmental, economic and social – and yet there is limited assessment of these multiple values. Consequently, they are often not reflected in national decision-making processes. The objectives of Symposium A, were to:

- explore the many values of protected areas;
- promote support for protected areas, especially among those not directly involved with their management; and
- explore, at a strategic level, how values are described and characterised.

The Chair emphasised that these objectives lay within the context – and inherent challenges – of globalisation, poverty eradication, health, urbanisation, peace and security, and climate change, as each of these issues have important consequences for the protected area community.

Presentation highlights

Ian Johnson, Vice-President for Sustainable Development, The World Bank, spoke on the issue of protected areas and poverty, highlighting the need to measure and value the benefits of protection and to recognise fully these benefits as an essential part of development. This in turn requires ensuring that actual benefits are in line with estimated benefits and that people with genuine needs and rights are the ones receiving benefits. Those living in and around a protected area should not only benefit from the protected area but also be involved in its management, thereby both benefiting from and contributing to sustainability. Responding to these challenges requires: valuation and payment for environmental services from PAs; exploiting amenity values and ecotourism; building on local knowledge and know-how; promoting policy changes; reducing corruption; encouraging third-party certification; appropriation of global values; public-private partnerships; and greater political commitment.

Carlos Manuel Rodriguez, Minister of Environment and Energy, Costa Rica, stressed the importance of protected areas as engines for economic development. The key is to identify and charge for services from protected areas – in other words, to develop an environmental services market. However, the state must act as a facilitator to develop private markets and the legal framework must include fiscal and environmental aspects.

HE Emeka Anyaoku, President, WWF International, highlighted protected areas as crucial for the future of Africa. He stressed that Africa's resource base was shrinking and that well-managed PAs could generate long-term benefits and break the vicious cycle faced by African nations. African traditions and customs have long meant wise use of natural areas. PAs are directly linked to the continent's environmental and social development.

Virgilio Viana, Secretary of State for the Environment, Amazonas State, Brazil, said that as a result of industrialisation and deforestation in Manaus, small rivers are highly polluted. He emphasised the need for safeguarding urban protected areas and the need for international support. He noted the recent commitment by Amazonas State to establish substantial protected areas and challenged the international community to provide equivalent support.

Eulaile Bashige, Head, Congolese Institute for the Conservation of Nature, Democratic Republic of Congo (DRC), highlighted the issues of peace and security – the benefits of protected areas in DRC. He stressed that conservation could be carried out in conflict areas by bringing together warring parties to safeguard important resources and threatened species. Community participation is essential and the international community must intensify its commitment and efforts for a durable peace.

Dr Hamdallah Zedan, Executive Secretary, Convention on Biological Diversity, highlighted the role of the CBD in building a global network of protected areas, the need for all efforts to support each other, and working in a harmonised way. But these initiatives faced challenges such as the financing of protected areas; filling gaps in knowledge and implementation; the establishment and management of PAs that crossed national borders; and ensuring that efforts under regional and international agreements added up to more than the sum of parts.

HRH Irene van Lippe-Biesterfeld, Princess of The Netherlands, addressed the issue of non-material values that parks could provide to humankind and indirectly to nature. She emphasised the need to recognise parks for the spiritual and practical traditions that showed how it was possible to live in close and constant harmony with nature. We need to revise our relationship with nature and see ourselves as part of it.

Denise Hamú, Chair, IUCN Commission on Education and Communication (CEC), spoke on communication and education for the management of protected areas. She stressed that the role of communication is to prepare the ground for policy development and implementation. This involves imagination, participation and interaction. Solutions for biodiversity conservation call for social change.

Panel Discussion: Do people really benefit from protected areas?

Moderator: Peter Bridgewater, Secretary-General, Ramsar Convention on Wetlands

Thomas Lovejoy, President, The Heinz Centre, underscored the need to look at the appropriate scale, and stressed the importance of benefit provision at local level.

Rili Djohani, Director, Coastal and Marine Programme, The Nature Conservancy (TNC), emphasised that the key was to provide long-term gains for local people. Inherent challenges include the importance of addressing immediate needs, developing collaborative management, and managing expectations.

Alan Latourelle, Chief Executive, Parks Canada, noted that government commitment to increasing the coverage of protected areas is essential. Moreover, success requires engaging communities and developing a common vision.

Aroha Te Pareake Mead, IUCN Councillor, recognised the honourable intent behind protected areas, but stressed that the negative legacy for many local communities and indigenous peoples is not being addressed. Benefits are not filtering through and much needs to be done to redress this.

The moderator concluded that, overall, benefits from protected areas are accruing to people. However, there are many challenges remaining, especially the critical issue of property rights for poor and indigenous peoples.



Symposium B

Managing with Change

Co-Chairs: HE Valli Moosa, Minister of Environmental Affairs and Tourism, Republic of South Africa
Ibrahim Thiaw, IUCN Regional Director for West Africa

Rapporteurs: Tim Jones, DJEnvironmental
Frederik Schutyser, IUCN

Context

The Symposium set out to consider possible responses to the challenges to protected areas deriving from global change, recognising that continued growth in the number and extent of protected areas is occurring in an ever-changing world. The past ten years, in particular, have brought profound changes in climate, demography, politics/governance, the global economy, and technology, among others. Some changes are ‘one off’, while others are ongoing. Protected area managers are faced with the challenge of ensuring that PAs continue to fulfil their functions in the face of global change; a challenge complicated by the fact that the drivers of change vary widely.

Responding to the imperatives of change will force a rethink of the concepts traditionally underpinning protected area designation and management. For example, ‘moving’ PAs in response to the impacts of climate change poses enormous practical, cultural, economic and political problems. Eventually, there may be a need to move beyond conventional notions of ‘protected’ and ‘non-protected’ areas.

Presentation highlights

Claude Martin, Director General, WWF International, said that the need to respond to climate change could not be clearer and that it is essential to adopt strategies for mitigating the impacts of climate change on protected areas. A two-tiered approach is necessary: rapid reduction of carbon dioxide emissions and rapid implementation of damage control plans for PAs. Conservation organisations, government aid agencies, multilateral financial institutions and governments must all join together in consolidated action to reduce emissions and increase the resilience of protected areas.

Kristalina Georgieva, Director, Environment Department, The World Bank, spoke on the drivers of change, the actions needed to address them, and the need to ensure sustainability of protected areas in a changing world. She concluded that protected areas are cornerstones of development as well as of conservation and must therefore be integrated into development planning. PAs provide critical ecosystem services, which are undervalued by governments and markets, but which need to be reflected in national accounts and in the marketplace. The sustainability of PAs relies on a three-pronged approach: ecological, social and financial. Ecologists, communities, governments, development and financial organisations must work together. Solutions exist – they just have to be used.

Christian Samper, Director, National Museum of Natural History, Smithsonian Institute, said that since biodiversity and human populations are unevenly distributed, the impact of the human footprint varies around the world. The drivers of global change include agricultural subsidies, increasing globalisation of tourism, the HIV/AIDS pandemic, regional and within-country armed conflicts, and climate change. The precise impacts of these drivers varies according to temporal and spatial scale and this has to be taken into account in managing protected areas. Remote sensing provides an essential tool for PA managers to assess the extent of impacts due to global change.

Koh Kheng Lian, Director, Asia-Pacific Centre for Environmental Law, said that cooperation on the environment started among the ten-member Association of Southeast Asian Nations (ASEAN) in 1978, but it was not until after the Rio Earth Summit in 1992 that the region became more active in biodiversity issues. To help deal with global environmental change, ASEAN member states are being encouraged to adopt multilateral environmental agreements (MEA) such as the CBD and the Ramsar Convention on Wetlands.

Marija Zupanic-Vicar, Senior Adviser, WCPA Europe, spoke of the problems facing protected areas and areas of national importance for biodiversity as a consequence of land redistribution in central and eastern European countries whose economies are in transition. Compensation schemes for land owners have either not yet been approved or do not exist. Among the problems facing protected areas are weak enforcement of nature conservation legislation, conflict with sectors interested in exploiting natural resources, and low management effectiveness (exacerbated by a lack of management planning, poor consultation, and tensions between private owners, municipalities and foresters). A new approach is required, including strengthening of government policies and support systems for PAs, greater use of participatory processes and increased communication, education and public awareness.



Steven McCormick, President and Chief Executive Officer, The Nature Conservancy, said that the conservation community needs to change how it thinks about protected areas and that an entirely new vision for the 21st century is required. PAs should not be set aside, but rather treated as part of the wider landscape. The future depends on our ability to overcome the figurative boundaries we have created, as well as the physical ones, and to adopt a mindset adapted to implementing the ecosystem approach. We must accept and work with economic interests; examples from Indonesia and the Mesoamerican Reef show how conservation of PAs and the economic benefits derived from sustainable resource use can be mutually reinforcing. To quote Ghandi: “If you want change, *you* must *be* the change.”

Julia Carabias, Chair, WCPA Capacity Building Team, spoke about the minimum standards needed for strengthening protected areas. Eleven minimum standards had been identified in a consultation process carried out in Asia, Africa and Latin America:

1. State policy on protected areas in all nations;
2. Fully representative national systems of PAs;
3. Strategic plan for national PA systems, and a management plan for each individual PA;
4. National legislation to support protected areas;
5. Specialised PA management agencies, backed by adequate finances and professional staff;
6. Coordination mechanisms with relevant governmental agencies;
7. Participation by all stakeholders;
8. Provision of infrastructure and equipment necessary to maintain PAs;
9. Research programmes;
10. Standard monitoring and evaluation techniques; and
11. National communication, education and public awareness strategies.

A commitment to these standards by 2010 should be part of the CBD Work Programme. Agreement on minimum standards among Congress participants would help influence the revision of CBD Article 8 concerning PAs at the forthcoming COP7.

Adrian Phillips, IUCN Senior Adviser, WCPA, spoke about the IUCN system of Protected Area Management Categories which has been in place for nine years. It is widely known in conservation circles, and other sectors with interests linked to PAs have also become aware of its significance. The main findings of a wide consultation have revealed:

- ❑ The system is having a significant impact and enjoys wide support, but understanding of it is limited;
- ❑ The system is being used in new ways, e.g. as a basis for national legislation, standard setting and as tools in bioregional planning;
- ❑ There are many technical questions over the application of the system, e.g. how to reflect protected area zoning in the system; and
- ❑ There are concerns about how PAs are assigned to categories and further concerns that the system does not reflect the efforts of local communities, the private sector and others who own and/or manage PAs.

John Turner, Assistant Secretary of State, Oceans and International Environmental and Scientific Affairs, United States, said that while the value of PAs cannot be adequately measured in monetary terms, they have to be managed properly for present and future generations. US National Parks now cover 38 million hectares, with a further 260 million hectares of PAs in other categories. Progress on PA designation has been made worldwide and developing countries are now taking the lead. Application of the following principles can help to ensure that the positive trend continues:

- ❑ ‘Systems’ thinking
- ❑ Science-based decision-making
- ❑ Partnership building and ‘bottom-up’ working
- ❑ Capacity building and training – for strong institutions and sound governance
- ❑ Engagement of the often disenfranchised – youth, women and other minorities
- ❑ Greater spirituality – applying basic ethics of responsibility and stewardship

Panel Discussion

Moderator: Jeffrey McNeely, Chief Scientist, IUCN

Panellists: Abdul Rahman Al-Awadi, Executive Secretary, Regional Organization for the Protection of the Marine Environment (ROPME), Kuwait
Juan Carlos Gambarotta, Ranger and Vice-President, International Ranger Federation, Uruguay
Ratu Osea Gavidi, Fiji Tourism Resource Owners Association, Fiji
Ton van der Zon, Head, Biodiversity and Forests Division, Ministry of Foreign Affairs, The Netherlands

Summary of discussion topics

Climate change: the main strategy is reducing carbon dioxide emissions rapidly and substantially, as well as developing and implementing damage control plans for PAs. This implies a paradigm shift in thinking and planning about protected areas.

Partnerships: it is time to look beyond the boundaries of protected areas and to think in terms of partnerships with a broad range of stakeholders, including all levels of government, the private sector, local communities and NGOs. Examples from South Africa, Indonesia, Belize and Mexico illustrated practical approaches to partnerships.

Linkages: it is essential to protect landscape integrity and decrease the fragmentation of protected areas, for example through reforestation and integrated catchment management. Such approaches are likely to have benefits beyond the protected area boundaries.

Social sustainability: protected areas and habitat protection should be used to help meet development goals, but this will require application of new management models (e.g. community-based conservation) combined with capacity building and training.

Financial sustainability: it is essential to ensure that ecosystem services are valued and paid for. Promoting the role of protected areas in conserving freshwater supplies, for example, would help make their value more explicit.

Legal measures to cope with change: Many international legal instruments are based on ‘soft law’. In the case of ‘hard law’ instruments, the challenge is often to obtain sufficient ratifications for entry into force. Privatisation and associated land (re)allocation both offer opportunities and pitfalls for conservation. There does not seem to have been a loss of protected areas *per se*, but management planning and enforcement are often weak and financial resources very limited. There are widespread conflicts between different sectors, but little experience of public participation/consultation.

Standards: responding successfully to the challenges of global change requires the setting of agreed standards for protected areas. The IUCN system of Protected Area Management Categories provides an essential common language for the PA community.

Oceans: it was noted that only 0.5% of the oceans had protective status, in sharp contrast to land surface under protection.

Attacks on protected areas rangers: special reference was made to the increasing dangers faced by rangers and the violence to which they are sometimes subjected.

Conclusions

The entire protected areas community needs to think more about change. It is essential to adapt to change to maintain biological and cultural diversity. By planning ahead and anticipating more, perhaps some of the worst consequences can be avoided. Protected area managers need to respond to the drivers of change over longer time scales and at larger spatial scales. There is a need to re-think the way that PAs are managed and the linkages made between protected areas and wider society, especially in terms of poverty alleviation. The need to address the drivers and impacts of change must be prominent in the *Durban Accord* and other Congress outputs.



Symposium C

Communities and Parks

Chair: Yolanda Kakabadse, President, IUCN
Co-Chair: Claudio Maretti, Vice-Chair WCPA, Brazil
Rapporteurs: Tim Jones, DJEnvironmental
Andrew Ingles, IUCN

Context

By provoking, challenging and inviting comments on new thinking, the aim of this symposium was to highlight the importance of local communities and indigenous peoples in conservation – and the importance of governments working cooperatively with other stakeholders.

Presentation highlights

The Honourable Bob Debus, Attorney-General and Minister for the Environment, New South Wales (NSW), Australia, said that the benefits derived from stakeholder involvement are finally being understood by politicians. There are rational political incentives, including the chance to reduce possible conflicts with those exercising their democratic rights. It is becoming ever more important for conservation agencies to engage with the public at the most general level – to influence public opinion – since public understanding and support are essential for protected areas. Part of the message is to show that economic profit and environmental protection are compatible and that environmental protection is also compatible with equity, participation and rights. A particular challenge is to demonstrate the benefits that flow from protected areas. Many studies in NSW have successfully proven such benefits; for example, a visitor centre in the Southern Highlands attracts 400,000 visits per year, indirectly sustaining 500 jobs.

NSW is beginning to foster new means of participation for aboriginal people. For example, in Mutawintji National Park land is leased back to the government by aboriginal owners and jointly managed. Other communities favour a different approach, which has led to the establishment of Indigenous Land Use Agreements. In fact, there is a wide variety of formal and informal processes aimed at bringing all viewpoints to the table. While it is always important to set ground rules, this does not mean imposing inflexible prescriptions, a biophysical focus at the expense of other issues, or trying to do things without having communities on board.

Ortenio Castillo, from Venezuela, representing the Coordination of Indigenous Organizations of the Amazon Basin, spoke of the benefits of indigenous peoples' participation in protected areas. PAs hold hundreds of millions of plants and animals, many unknown to Western science. The Amazon region alone covers a huge area containing 20% of the world's freshwater resources, and supports many different indigenous peoples, as well as enormous biodiversity. There is also a great need to alleviate poverty in the region. Access to mineral and genetic resources provides fertile ground for conflict. The economic system is disruptive to natural systems and fails to take into account the needs and wishes of indigenous people. Where PAs are imposed, people's rights to participate in co-management of PAs and resources must be enshrined in law.

Francesco Bandarin, Director, UNESCO World Heritage Centre, summarised the current status of Natural World Heritage sites under the World Heritage Convention and of Biosphere Reserves under UNESCO's Man and the Biosphere Programme (MAB), referring to opportunities under both designation types for community linkages to be developed. Since 1999, up to 90 World Heritage sites have received funding worth US\$30 million through a partnership with the UN

Foundation (UNF). The World Heritage Centre has also developed bilateral agreements that focus on community development activities. The International Council on Metals and Mining and Shell International have agreed not to operate in World Heritage sites. Partnerships have also been developed with the aim of achieving conservation and sustainable development around World Heritage sites; the 'World Heritage Pact – Partners for Conservation' was launched in 2003.

Walter Erdelen, Assistant Director General, Natural Sciences, UNESCO, added that since the IVth IUCN World Parks Congress (Caracas, 1992), the 1995 'Seville Strategy' had provided Biosphere Reserves with a new role, as pilot sites where new approaches can be tested, with particular emphasis on the social and cultural dimensions. The approach is now less 'top-down' and more community based.

For World Heritage sites, the challenges for the next ten years are to complete a credible list of Natural and Mixed properties, to systematise and expand the international support system, and to build local and global pride for World Heritage sites. Over the same period, there is a need to grapple with major questions confronting the Biosphere Reserve network: Is there an 'ultimate' number of Biosphere Reserves or could the list grow indefinitely? Are there optimum upper and lower limits to the size of a Biosphere Reserve? How can/should Biosphere Reserves respond to issues of global change?

Ashish Kothari, Coordinator, Technical and Policy Core Group, National Biodiversity Strategy and Action Plan, India, stated that a major concern of the conservation community is that the current network of PAs is not as representative as it should be. A separate but complementary system has been relatively neglected. A map of part of the Indian Himalayas shows large gaps between formal protected areas. These 'gaps' in fact contain significant tracts of biodiversity-rich forest, which are traditionally managed by communities. Community Conserved Areas need to be recognised by the Congress as an important mechanism for conservation. CCAs are defined as "natural and modified ecosystems, containing significant biodiversity values, ecological services, and cultural values, voluntarily conserved by indigenous and local communities through customary laws or other effective means". They include sacred spaces, indigenous territories, cultural landscapes and seascapes, nomadic territories, resource reserves (for water, biomass, medicinal plants, etc.) and village tanks. CCAs have existed for much longer than formal protected areas. Their origin lies in traditional common property resource management systems. CCA objectives and motivations are based on livelihood/economic aspects, ecological functions, self-empowerment, religious/cultural values, protection from destructive forces, and concern for wildlife and biodiversity. CCAs should be included in the IUCN system of Management Categories for PAs and integrated into the *Durban Accord* and *Durban Action Plan*, the UN List of Protected Areas, the *Message to the CBD* and other key Congress outputs.

Luz Maria de la Torre, representative of the Confederation of Indigenous Nations of Ecuador, presented the Declaration of the Indigenous Peoples Preparatory Meeting for the Vth IUCN World Parks Congress, which reasserts indigenous peoples' inherent right to self-determination and underlines that indigenous peoples are rights holders, not merely stakeholders. The Declaration calls upon the Congress *inter alia* to:

- ❑ Seek an immediate halt to forced expulsion and exclusion of indigenous peoples from protected areas;
- ❑ Respect and protect ancestral and customary rights of indigenous peoples, and where lands have been expropriated to provide compensation or restitution;
- ❑ Reject any protected area and conservation policy which promotes the discrimination, exclusion and/or expulsion of indigenous peoples from their territories and their impoverishment;
- ❑ Uphold civil, political, economic, social and cultural rights in all protected area policies, programmes projects and activities, and to endorse a rights-based approach to conservation as the best way forward;

- ❑ Support the immediate adoption of the UN Draft Declaration on the Rights of Indigenous Peoples;
- ❑ Recognise that prior informed consent of indigenous peoples must be obtained for new parks, appropriate social and cultural impact assessments must be carried out, and that indigenous peoples reserve the right to say “no”;
- ❑ Support the rapid establishment of a legal framework for existing protected areas that are located on indigenous people’s territories, to ensure culturally appropriate, full and effective participation of indigenous peoples in all aspects of administration and management;
- ❑ Recognise that indigenous peoples, their lands and territories must not be the objects of tourism development. If tourism is to benefit indigenous peoples, it must be under their full control;
- ❑ Uphold and strengthen Resolution 2.82 of the 2000 IUCN World Conservation Congress held in Amman, Jordan, to prohibit extractive industries in and around protected areas, and to halt planned and existing extractive activities in and around World Heritage sites;
- ❑ Recognise the cultural integrity of indigenous peoples, and integration of traditional collective management systems as a basis for protected area management; and
- ❑ Protect and promote indigenous people’s rights and integration of their dynamic and holistic visions help to secure the future of humanity and social and environmental justice for all.

Panel Discussion: Parks with or without people?

Moderator: Yolande Kakabadse, President, IUCN

Panellists: Grazia Borrini-Feyerabend, Vice-Chair, CEESP
 Jannie Lasimbang, Asia Indigenous Peoples Pact, Malaysia
 Richard Leakey, Eden Wildlife Trust, Kenya
 Kai Schmidt-Soltau, German Technical Cooperation (GTZ), Germany
 Gustavo Suarez de Freitas, Director General, Protected Areas, Peru

Jannie Lasimbang commented on situations where parks had been established over indigenous peoples’ lands. Many problems and conflicts arise when this happens, related to the loss of use and access rights, including relocation, and associated with changes in land use. There are ethical problems with violating the rights of indigenous peoples, and there are many practical problems in their exclusion from PA management. Conservation might not work at all without the involvement of indigenous peoples. He noted that indigenous peoples should not be the target for education, but should actively contribute to education. Conflicts over parks could be costly, so it is better to plan them well and engage with indigenous peoples, as is being done in Australia. Park management is costly, so it would be cheaper in the long run to respect these rights and engage effectively with concerned indigenous peoples.

Grazia Borrini-Feyerabend spoke of three general entry points for considering the question of parks with or without people. The first is a consideration of the history of nature and people. Natural systems are also a product of past interaction with people. Conservation by people pre-dates not just protected areas but many nation states, but this fact has been largely ignored. The second is a consideration of culture and political economy. Concepts and ideas about nature and conservation are relatively recent cultural products, but ones that have a tendency to dominate. Ideas about separating people from nature fit well in political systems where the few decide for the many. In this setting, protected area management becomes dominated by the state, scientists and tourism entrepreneurs. The third entry point is a more positive one where there is a consideration of the plurality of forms of environmental governance, especially the rediscovery of the role of the community in conservation.



IUCN / Jim Thorsell

Gustavo Suarez de Freitas noted the diversity of situations globally and cautioned that generalisations and sweeping statements should be avoided. While it is true that people can conserve nature, local actions are not always compatible with national interests. There are cases where pre-existing, sometimes latent, conflicts exist and these need to be resolved. Protected areas are not homogenous and there will be cases where restrictions on resource use are needed, which may lead to conflict. The term 'people' is inadequate to reflect differences in interests and capacities. For example, recently arrived migrants are likely to have views and knowledge that differ from those of local communities and indigenous peoples. We should be clear about whom we are talking. Uses and values also differ. It is clear that formal agreements on resource use can help to achieve a balance between competing interests.

Richard Leakey recalled that attendance at the World Parks Congress is in an individual capacity and that the Congress does not therefore make decisions that are binding on anyone. He was concerned that some previous speakers had attempted to politicise the meeting with potentially dangerous consequences. In Kenya, indigenous peoples issues are different from those in Australia, and there are no 'non-indigenous' representatives in parliament. The political process itself must incorporate the interests of smaller interest groups. In Kenya, national interests cannot be subjugated entirely to a small number of increasingly vocal interest groups. Parks are important and those espousing biodiversity conservation cannot afford to make another mistake. The politicisation of indigenous people issues in relation to protected areas is a very dangerous road to follow and needs to be handled with caution.

Kai Schmidt-Soltau wondered if there are any parks that were empty of people at the time they were established. A study of 12 parks in Central Africa had shown that this was not the case and that people have been displaced. The same situation has been reported in eastern Africa, South America and Southeast Asia. Displacing people is wrong and has led to increased poverty. Formal resettlements (based on World Bank policy 420) are expensive and are frequently mishandled. Either we have to improve the standard of resettlement to achieve 'empty' protected areas or we need to 'de-mainstream' resettlement as an option for conservation.

Following the conclusion of the Panel Discussion, **Rejoice T. Mabudafhasi**, Deputy Minister of Environmental Affairs and Tourism, South Africa, introduced a video on gender and protected areas. Gender equity should be seen as a cornerstone of sustainable development as well a human rights issue. Women and men have different approaches to the conservation of the environment, and equity is not guaranteed through the simple participation of women in a given process.



Symposium D

Working at Scale

Co-Chairs: Gwen Mahlangu, Chair, Parliamentary Portfolio Committee on Environment and Tourism, South Africa
Trevor Sandwith, Cape Action for People and the Environment, South Africa;
Chair, IUCN WCPA Task Force on Transboundary Protected Areas

Rapporteurs: Simon Rietbergen, Acting Coordinator, IUCN Ecosystem Management Programme
Usman Iftikhar, IUCN Pakistan

Context

Protected areas must be seen within the broader land and seascapes in which they sit. There is a need to move beyond a view of protected areas as ‘isolated islands’ to a broader view of protected areas as essential contributors to regional development. The symposium highlighted experience gained in this area, such as the Mesoamerican Biological Corridor and the transboundary Peace Parks shared by South Africa, Mozambique and Zimbabwe. It also explored the new frontiers of marine conservation, including the increased understanding of connections between land and sea.

Presentation highlights

John Briceño, Deputy Prime Minister and Minister of Natural Resources, Environment, Commerce and Industry, Belize, introduced the concept of the Mesoamerican Biological Corridor. This initiative was conceived as an extension of protected areas, establishing a natural bridge for the movement of species and genetic material throughout the Central American region. The initiative has been instrumental in uniting the region – both geographically and politically – and addresses the challenges of working at an ecosystem scale. It has also stimulated the promotion of actions outside PAs to reduce threats, recognise their value and to transform them into engines of development.

Fran Mainella, Director, United States Parks Service, underlined that effective representation and long-term protection of protected areas requires different models for establishment, ownership and management suited to both resource and political needs. She emphasised that it is crucial that PAs develop a web of partnerships and alliances to facilitate a ‘seamless network of parks’.

HE Mohammed Valli Moosa, Minister of Environmental Affairs and Tourism, South Africa, described the southern African experience in developing and managing transboundary national parks, emphasising the need for a common political agenda to gather nations together around the cause of protected areas.

Gustavo Fonseca, Executive President, Programmes and Science, Conservation International, and Professor of Zoology, Federal University of Minas Gerais, Brazil, presented the scientific case for connectivity in the landscape vis-à-vis networks of protected areas.

Michael Fay, Wildlife Conservation Society, described the Congo Basin Forest Partnership – a Central African transboundary initiative. The project provides the opportunity for a broad coalition of governments and NGOs to put in place a transboundary model that integrates natural resource management with development. This model underscores the importance of natural resource management as the foundation of poverty reduction, health, education, private investment and law and order.

Sylvia Earle, Executive Director, Marine Programmes, Conservation International, described the importance of marine protected areas to life on Earth through their role in shaping climate and weather, generating oxygen, absorbing carbon and stabilising temperature. She noted that oceans embrace about 95% of the biosphere and have greater biological diversity at the higher taxonomic level than terrestrial systems. In the face of many threats and challenges, there is a considerable need to grasp the current opportunities to protect and strengthen MPAs.

HE Ahmedou Ould Ahmedou, Minister, Fisheries and Maritime Economy, Islamic Republic of Mauritania, outlined the West African Marine Protected Area Initiative. He drew attention to the role of fisheries in economic development and security of West African countries and hence the need to adopt a collective, common regional approach to address the problems and challenges confronting the marine environment.

Panel Discussion: Corridor initiatives – political dimensions of making multi-country corridors work

Moderator: Dr Steven Sanderson, Chief Executive, Wildlife Conservation Society

Panellists: Abdulaziz H. Abuzinada, Secretary-General, National Commission for Wildlife Conservation and Development, Saudi Arabia
Nick Hanley, Head, Biodiversity and Nature Unit, European Commission
Dr Hemanta R. Mishra, Senior NGO Specialist, Asian Development Bank
Prof Hartmut Vogtmann, President, Federal Agency for Nature Conservation, Germany

Hemanta Mishra stated that the success of corridor initiatives depends largely on political leaders and decision-makers finding common ground and interest, and on governments, civil society and the private sector gaining mutual advantage through negotiation and institutionalisation of transboundary corridors.

Hartmut Vogtmann described the vision of a ‘European Green Belt’. A critical element in achieving this would be the participation and cooperation of all stakeholders active in nature conservation and sustainable regional development.

Nick Hanley emphasised the role of political willingness and commitment for the success of Natura 2000, the European Ecological Network. More importantly, this initiative requires EU Member States to establish appropriate protection and management regimes and develop cross-border cooperation.

Abdulaziz H. Abuzinada underscored the existence of basic differences and inequality of resource distribution between different parts of transboundary and corridor protected areas. Success would require political interaction across the full spectrum, from local to international levels, to resolve conflicts and maximise benefits.

Discussion highlights and conclusions

Many speakers highlighted the need for urgent action to secure and extend ecologically viable and socio-economically beneficial PA networks, given the accelerating degradation of ecosystems over the past 50 years. Huge ‘wilderness’ areas that once seemed beyond the capacity of humanity to degrade now appear much more fragile than was thought possible. At the same time, we are discovering the limits to the damage we can inflict without suffering massive negative consequences. There are still major opportunities to establish coherent PA networks in extensive marine and forest ecosystems. These opportunities are being vigorously pursued through initiatives in many regions, such as the Galapagos Marine Corridor, the southern and central Amazon region, and the forests of Gabon.



IUCN / Jim Thorsell

While corridors and linkages between protected areas are important, increasing the effectiveness of the management of PAs is crucial. If management objectives inside PAs are not met, sustainable benefits beyond their boundaries are unlikely to be achieved.

While there has been a dramatic increase in the extent and number of terrestrial PAs since the Caracas Congress, the current global coverage of 11.5% will not be sufficient to prevent major biodiversity loss. Increasing protected area coverage for marine ecosystems is even more critical since it started from a very low base.

One important element of improving management effectiveness is to ensure that PAs are ecologically viable, which means making them larger, either by expanding their boundaries or by linking them to other protected areas, both on land and in the sea.

Corridors can be used to link different types of PAs, thereby creating networks of protected areas that enjoy support from many different sectors of society, because they are not only networks of protected areas, but also networks of people and institutions managing land and other natural resources. Through these personal and institutional networks, local support can be built for conservation objectives. Partnerships are also necessary for mobilising increased support for more effective management of protected areas and better delivery of benefits beyond their boundaries.

Where corridors can be extended across borders, they can promote international cooperation and peace between neighbouring nations, even those once separated by war.

The 'Ecosystem Approach' is a strategy for the integrated management of land, water and living resources that promotes conservation and sustainable use in an equitable way. Endorsed by the Parties to the Convention on Biological Diversity in 2000, it deserves wider application as a tool for managing PA networks and ensuring benefits beyond their boundaries.

Many protected areas are now completely isolated and are starting to lose plant and animal species, for example in Madagascar and in the Atlantic Forest of Brazil. Re-establishing connectivity through ecosystem restoration is essential if this extinction process is to be contained.



Workshop Streams

Seven unifying Workshop Streams followed the Symposia, meeting in parallel over three days. The workshops explored, in depth, many of the common issues faced by protected areas throughout the world. The Workshop Streams worked to identify and develop the tools needed to address these issues, highlighting case studies, illustrating innovative approaches, and recommending the way forward. The Streams also contributed to the main Congress outputs such as the *Durban Accord* and the *Durban Action Plan*, as well as crafting and adopting specific *WPC Recommendations*.

Each of the Workshop Streams was structured in a flexible fashion with a number of sessions designed to address a broad variety of issues. The session numbering system has been standardised to be consistent with the WPC programme, on site in Durban. Sessions may not be reported upon chronologically within the proceedings.

The full texts of Workshop Stream presentations and papers, where provided by the author, are available on the WCPA web portal: www.wcpa.info/wcpa/ev.php – select 2003 World Parks Congress. (See also page 296, Digital Repository of WPC Documents and Presentations.)





Workshop Stream I

Linkages in the Landscape and Seascape

Stream Lead: Peter Bridgewater, Ramsar Convention on Wetlands
IUCN support: Simon Rietbergen
Report compiler: Sebastià Semene Guitart, Centre for Biodiversity, Andorra
Rapporteurs: Edmund Barrow, Anne Sophie Bentz, Andrew Gilder, Sebastià Semene Guitart, Valerie Hickey, David Lindley, Francine Madden, Brett Orlando, Arthur Paterson, Elisabeth Petruska, Richard Sandbrook, Marieke Wit

Overview

Protected areas are often seen as ‘hermetically sealed bubbles’ or ‘islands of conservation in an ocean of destruction’. But unless PAs are part of overall landscapes and seascapes that are themselves well managed, there will eventually be nothing left to protect. The establishment of networks and linkages can be used as a vehicle for extending protected area benefits beyond their formal boundaries.

Protected areas need to be connected – or, in many cases, reconnected – to the surrounding landscape/seascape. Only by placing them in this wider context can we meet conservation goals and ensure effective planning and management for terrestrial, aquatic and marine ecosystems. However, understanding linkages in the landscape or seascape is not just about good ecological science; this must be coupled with an understanding that cultural and biological diversity are inextricably linked.

This Workshop Stream examined four types of linkage to and from protected areas (ecological, economic, institutional, and cultural), as well as the effectiveness of these linkages in benefiting protected areas. Participants helped to develop a ‘recipe book’ for integrating protected area–landscape/seascape linkages into land-use planning, and discussed techniques for ensuring that these linkages support protected area designation objectives, human needs, and maintenance of ecological services.

Introductory presentations to the Workshop Stream plenary

Hillary Masundire, Chair, IUCN Commission on Ecosystem Management (CEM), called on participants to challenge traditional notions of protected areas and urged participants to make action-oriented recommendations.

Sanjayan Muttulingam, The Nature Conservancy, stressed that ecological and biological factors must remain the most important considerations when creating new PAs, taking into account design, management and adaptation.

Marshall Murphree, Professor Emeritus, University of Zimbabwe, pointed out the mismatch between institutional landscapes (i.e. political and socio-economic artefacts) and ecological landscapes (i.e. landscapes based on ecosystem realities). It would be possible to achieve congruence, or at least a closer alignment between these two types of landscape, by accepting institutional diversity and by trying to scale up institutional management, thus linking the different regimes with a system of functional cooperation. This could be made easier if the principles of ‘subsidiarity’ and ‘reciprocity’ were applied.

Driss Fassi, Chair of the UNESCO Man and the Biosphere International Council, Morocco, spoke on the cultural aspects of linkages, focusing on the human component of inter-relations in the

landscape. Though in some regions of the world a de-populated area reverts to nature and ‘re-greens itself’, in other regions, particularly arid landscapes such as sub-Saharan Africa, the absence of any human presence quickly results in desolation. Oases are a case in point. Viewed as a cultural landscape, oases offer an idea of how human beings can live in equilibrium with a given ecosystem. Unfortunately, this equilibrium was broken by the impositions of colonial rule. Negative impacts on mobile peoples and their livestock, as well as unsustainable exploitation of resources, brought about the degradation and loss of oases. One solution is to adopt an integrated approach to protected areas and the linkages between them, since the problem lies between man and the biosphere. Such an approach should be implemented across both regional and global protected area networks.

Eugenio Figueroa, University of Chile and Alberta, dealt with the economic aspects of protected area linkages. External linkages have great social relevance and are important for the long-term survival of protected areas all over the world, and in developing countries in particular. Whether from a conceptual, economic or practical standpoint, the value attached to a PA is crucial to its long-term survival and fulfilment of its conservation objectives. Policy-makers and conservationists do not yet fully understand that economic value and natural value are not competing concepts. In the real world, where every individual and every society faces scarcity, they are indistinguishable. Well-structured and efficient linkages are crucial to avoid the depreciation of PAs over time, making them less acceptable as ‘goods’ deserving of protection. In developing countries, where the scarcity of resources maintains closer relationships between protected landscapes and seascapes and the surrounding populations, the creation of appropriate links between PAs and ‘the outside world’ is particularly urgent.

Thora Amend, German Technical Cooperation, provided a donor perspective. While the overarching goal of the GTZ is to combat poverty, GTZ projects adopt an integrated approach taking into account education and training, health, environmental protection and conservation of natural resources, and poverty alleviation. Core principles are self-help, participation and ownership. The main challenge is to identify the best means of achieving positive protected area linkages, that generate real benefits for people. An integrated approach is the only way to sustainable success.

‘Linkages in practice’ – introductory presentation and concurrent panel sessions

Graham Bennett, Syzygy, The Netherlands, presented four practical examples of linkages designed to address the conservation needs of species that undertake local movements, wider dispersal, nomadic movements, or seasonal migrations. Also illustrated was the use of various linkage types, including ‘stepping stones’ and corridors. There is a substantial and growing body of evidence from conservation practice showing that linkages can have a positive conservation effect on the viability of fragmented species populations. In most of the examples studied, protecting, enhancing, restoring or creating a linkage was clearly the most cost-effective conservation option, and in many cases the only option available to achieve a given conservation objective.

Panel Ia: Climate change and nature: adapting for the future

Lead: Brett Orlando, IUCN Climate Change and Ecosystems Adviser

The panel addressed two questions:

- Is the current protected areas system sufficient to conserve the world’s biodiversity over the next century, taking climate change into account?
- If not, then what adaptive changes need to be made in conservation policy and practice?

There is evidence to suggest a poleward range shift among some species, in response to climate change. This raises concerns for the future of range-restricted and slow-dispersing species. The

adaptive management approach is one means of responding to climate change. Linkages can be used to restore or conserve connectivity between remaining ecosystem fragments and thereby assist species whose ranges are shifting. The debate highlighted the need to define the type and extent of impacts on biodiversity likely to occur under different global warming scenarios.

Panel Ib: Linkages design and restoration

Lead: David Lamb, Theme Leader on Ecosystem Restoration, Commission on Ecosystem Management

Presentations provided examples of how ecological restoration can permit the establishment or re-establishment of linkages (e.g. corridors) in the landscape. Examples of ecological restoration experience and means of putting theory into practice were analysed. The social dimension of restoration, through involvement of local communities, was highlighted, as were funding mechanisms and the need to build strong linkages between relevant institutions. However, restoration is no substitute for maintaining biodiversity in the first place. National strategies for protected areas should be included in national biodiversity action plans and national desertification plans.

Panel Ic: The role of communities in sustaining linkages in the landscape and seascape

Lead: Jessica Brown, Quebec-Labrador Foundation/Atlantic Center for the Environment

Case studies highlighted the various institutional and management arrangements for environmental stewardship at the community level in pastoralist societies, as well as some of the problems facing mobile communities in terms of lost power, lost access, and lost mobility. The importance of pressure for policy reform – as a prerequisite for greater accountability between conservation and government authorities on one hand, and communities on the other – was emphasised. Such reform will also help to encourage devolved responsibility for conservation.

Within areas under community ownership, ensuring community rights to land and resources is key and will help ensure that community rights to land are not further eroded. A variety of options need to be explored, including various forms of community ownership and co-management. In addition, restitution will become increasingly important. However, community ownership is both political and often context-specific. There are many opportunities to enhance the value of community conserved systems through, for example, restoration, thereby re-empowering the local groups responsible for their management.

Breakout groups

Seven breakout groups dealt with a particular aspect of the linkages theme, and – in most cases – with draft *Recommendations* to be submitted for adoption by the closing Workshop Stream plenary.

Session Id: Planning the linkages in the landscape

Moderator: Kathy MacKinnon, World Bank

This session dealt with corridors and transboundary protected areas. Case studies highlighted the need for greater emphasis on freshwater ecosystems, large marine ecosystems and land-sea interface linkages. Scale also appeared as a major factor when planning protected areas, whether in geographic terms or in institutional terms. Corridors are complements to PAs, not alternatives, and habitat *quality* is of considerable importance. There is potential to harness certain ‘non-conservation’ funding sources (e.g. development funds, carbon funds, ecological fines) to support corridor initiatives.

With respect to transboundary protected areas, participants noted that these areas can be a mosaic of PAs, private lands and other types of land use. Transboundary PAs are useful for promoting

cooperation, not only between governments, but also involving local communities and NGOs. However, there is a need for an enabling framework and harmonisation of legislation. Furthermore, transboundary protected areas are often difficult to establish and manage and adequate preparatory planning and finance are essential.

Session Ie: Protecting landscapes and seascapes – IUCN Categories V and VI, World Heritage Cultural Landscapes and other designations

Moderator: Jessica Brown, Quebec-Labrador Foundation/Atlantic Center for the Environment

Participants analysed a variety of issues relating to these types of protected area. Category V sites, for example, involve linkages between nature conservation and human activities, but this potentially makes them more difficult to manage. In fact, the links between cultural and biological diversity – i.e. people and nature – was a recurring concern throughout the debate. A related point highlighted the challenges of integrating working landscapes, that reflect local culture and traditions, into Category VI.

Participants split into regional sub-groups (Africa, Asia, Europe, Latin America, and North America) to discuss:

- regional experience of these protected area types
- new opportunities for protecting landscapes and seascapes, and
- involvement of local communities in this process



IUCN / Jim Thorsell

The necessity of increasing local community involvement in planning and management decisions was stressed, as were the need to promote wider understanding of the IUCN Protected Area Management Categories, and the potential for designating UNESCO Biosphere Reserves to link existing protected areas.

Two further questions were addressed:

- Do formal designations help to protect landscapes and seascapes?
- Do Category V and VI designations undermine other protected area types?

Complementarities between Categories V and VI and other IUCN Protected Area Management Categories were discussed. It was agreed that while Categories V and VI allow greater consideration of cultural and social aspects than other Management Categories, further clarification and guidance is required.

Session If: The 'Freshwater Issue' – the role of protected areas in integrated catchments management

Moderator: Bill Phillips, MainStream Environmental Consulting/WWF Living Waters Programme

This session highlighted the key elements required for designing and applying a system of protected areas within an integrated river basin management (IRBM) framework. The following key points were raised:

- Freshwater protected areas are typically the meeting point for multiple interests (conservation, poverty reduction, water and food security, human health, flood management, and maintenance of indigenous cultures and traditional ways of life), and thereby require an integrated, basin-wide approach;

- ❑ This means developing mechanisms for bringing together multiple stakeholders, agreeing priorities and sorting out who is responsible for what;
- ❑ Freshwater PAs can help maximise the positive linkages between water security, poverty alleviation and biodiversity protection when managed within an IRBM framework;
- ❑ Nevertheless, freshwater systems are grossly under-represented in the global protected area network;
- ❑ There is an urgent need to harmonise relevant multilateral environmental agreements that encourage the designation of freshwater protected areas, and to ensure greater cohesion between legislation, policies and institutions;
- ❑ It is vital that groundwater issues (not just surface water) are integrated into planning and management and that lake basins are included alongside river basins;
- ❑ The provision of financial, institutional and cultural incentives – and the removal of disincentives – is vital for successful management of freshwater PAs;
- ❑ The fact that administrative/jurisdictional boundaries rarely overlap with the hydrological boundaries of river/lake basins is an important constraint to be overcome;
- ❑ There may be significant threats to freshwater protected areas from invasive plant, animal and invertebrate species; and
- ❑ As for terrestrial and marine systems, a solid scientific platform must underpin the decision-making process when planning protected areas in freshwater ecosystems.



IUCN / Jim Thorseil

Session Ig: Benefits of marine protected area networks for fisheries and endangered species: experiences and innovation in scaling up to build networks

Moderator: Arthur Paterson, National Oceanic and Atmospheric Administration

This session focused on a range of issues relevant to marine protected areas and sustainable fisheries management, as well as the link between marine species conservation programmes and building MPA networks.

- ❑ Much greater action is required to stem the global collapse of fisheries and the associated destruction of ecosystems;
- ❑ MPAs contribute to securing more sustainable fisheries and more effective protection and management of ecosystems;
- ❑ Convergence between MPAs and fisheries management still has a long way to go in some countries because of historic opposition from commercial, military and other interests relevant to MPAs; and
- ❑ The decline in catches due to overfishing has encouraged efforts to build innovative networks of MPAs that incorporate dual fishery and conservation objectives. A range of practical examples were used to demonstrate cases where the relationship between fisheries and conservation is working very effectively; some of these included transboundary issues, small island states and large-scale coastal examples.

The following points were taken forward for consideration in the final Workshop Stream plenary:

- ❑ The need to establish, as an urgent priority by 2012, a global system of effectively managed, representative networks of marine and coastal protected areas, which contribute to global ocean health and protected area coverage in the marine biome;

- ❑ The need to recognise networks of MPAs as an integral part of sustainable fisheries management and endangered and migratory species conservation, particularly through protection of spawning grounds;
- ❑ The need to consider designation of MPAs within large marine ecosystems as one of the strategies available to secure recovery of depleted fish stocks, reduce coastal pollution, and conserve and restore biodiversity; and
- ❑ The need to integrate MPAs with other policies, as recommended by the Jakarta Mandate of the CBD, in order to achieve sustainable fisheries, biodiversity conservation, and to meet objectives for integrated watershed management and management of coasts, oceans (including the High Seas) and polar regions.

Session 1h: Creating coexistence between humans and wildlife

Moderator: Francine Madden, Terralingua

The group identified critical gaps and needs that have to be met if human-wildlife conflicts are to be better addressed across taxonomic groups and geographic regions. One of the key gaps/needs is for capacity building of communities and protected area managers to improve understanding of conflict-related socio-economic issues, including power differentials, value conflicts, and social threats. Misconceptions of how human-wildlife conflicts have typically been presented and handled to date were also addressed, and lessons learned identified. There is a need for:

- ❑ community assessment and management of human-wildlife conflicts;
- ❑ political, legal and international institutional support to address human-wildlife conflicts;
- ❑ the creation and dissemination of policies, processes and systems for addressing such conflicts;
- ❑ increased financial, institutional, and human resources committed to addressing human-wildlife conflicts; and
- ❑ improved communication at the local level between stakeholders and at the global level between experts, practitioners, local communities, international conservation organisations and NGOs.

The following points were taken forward for consideration in the final Workshop Stream plenary:

- ❑ Reduction of human-wildlife conflicts is an essential contribution to biodiversity conservation, sustainable use, and benefit sharing objectives;
- ❑ To support linkages and to ensure ‘benefits beyond boundaries’, it is vital to address the social, economic, cultural and biological aspects of human-wildlife conflict; and
- ❑ An international forum should be established to address human-wildlife conflict issues where stakeholders share lessons, resources and expertise, and develop appropriate approaches and strategies, relevant across taxa, disciplines and geographic regions.

Session 1i: The international game board

Moderator: Jane Robertson, UNESCO Man and the Biosphere Programme

Case studies involving the CBD, the Ramsar Convention, the World Heritage Convention, the World Network of Biosphere Reserves, regional initiatives such as the Mediterranean Action Plan, the Bern Convention, the Arctic Environmental Protection Strategy, and the Natura 2000 Network were reviewed. The group analysed how international agreements, conventions and institutions can provide support for the establishment of linkages. The following were among the key points raised:

- ❑ It is important to examine how different international conventions and agreements can be used in complementary ways to help achieve a desired conservation objective;
- ❑ The development of further informal policy linkages between conventions offers a way forward and should be encouraged;
- ❑ In spite of the title ‘Benefits Beyond Boundaries’, which implies looking outside protected areas themselves, the Congress has still been too inward looking at times;
- ❑ Protected areas will ultimately fail if they are not integrated into conservation efforts for the wider landscape/seascape. This implies the need for greater integration between WCPA and the Commission on Ecosystem Management;
- ❑ The concept of ‘cultural landscapes’ can help to promote conservation and sustainable development objectives simultaneously; and
- ❑ Implementation of the ‘Ecosystem Approach’ will vary from place to place according to scientific, cultural, economic and institutional factors.

Session Ij: Landscape/seascape planning and management strategies: biodiversity conservation, protected areas and resource extraction

Moderators: Scott Houston, International Council on Mining and Metals
 Mohammad Rafiq, IUCN

Following a brief overview of the IUCN/ICMM Dialogue and of the joint Landscape Planning Project, a series of presentations highlighted various aspects of planning and management strategies, with an emphasis on the controversial issues surrounding mining in protected areas. A considerable part of the session was dedicated to discussing draft *WPC Recommendation V.28: Protected Areas: Mining and Energy*. There was a vigorous exchange of views, representing widely differing positions. The following were among the points raised:

- ❑ The exploitation of landscapes and seascapes for non-renewable resources continues to be a highly contentious area. The conflicts and legacy of the past obscure the debate, while other disputes are ongoing. Property rights (particularly for indigenous peoples), land-use and decision-making processes are often contested, and levels of trust between constituencies are low. However, examples of integrated planning that link social, economic and environmental objectives are available. This is an experimental arena, in which many different stakeholders are involved;
- ❑ Prior informed consent is essential – affected people should receive all appropriate information and take part in the decision-making process by giving their consent to a given project before it is implemented;
- ❑ There may be adverse synergies among the conservation threats associated with mining – i.e. multiple individual threats often combine in such a way that the overall negative impact is greater than would be expected from simply summing their individual effects;
- ❑ ICMM only represents some 15 leading mining companies. What about other companies? Are these other companies ready for the Dialogue? Does IUCN compromise its core goal of defending PAs in seeking to advance the Dialogue? Is there sufficient trust to proceed?
- ❑ There is much to do on a local, site-by-site basis to build mutual understanding and the linkages required for holistic land-use management strategies and conservation. Local efforts have to be reinforced by national processes, particularly the framing of laws that allow for integration and inclusiveness of interests. At the international level, the focus should be on developing equitable, transparent and environmentally robust solutions; and
- ❑ The debate on PAs and resource extraction has really only just begun and will be a difficult one. A constituency-wide consensus on the benefits of the Dialogue remains to be achieved.

Closing plenary

Each Session Lead presented a summary of the key points emerging from each session.

Emerging Issues

A draft text presenting Ecosystem Restoration as an ‘Emerging Issue’ was accepted without any modification for submission to the Congress plenary.

Outputs and follow-up actions

Six draft *WPC Recommendations* relevant to the linkages theme were discussed and the following five texts were adopted with minor modifications.

- ❑ *WPC Recommendation V.9: Integrated Landscape Management to Support Protected Areas*
- ❑ *WPC Recommendation V.10: Policy Linkages between Relevant International Conventions and Programmes in Integrating Protected Areas in the Wider Landscape/Seascape*
- ❑ *WPC Recommendation V.11: A Global Network to Support the Development of Trans-boundary Conservation Initiatives*
- ❑ *WPC Recommendation V.20: Preventing and Mitigating Human-Wildlife Conflicts*
- ❑ *WPC Recommendation V.31: Protected Areas, Freshwater and Integrated River Basin Management Frameworks*

Draft *WPC Recommendation V.28: Protected Areas: Mining and Energy* was more problematic. The debate on mining and biodiversity initiated during Session Ij, especially with regard to the IUCN/ICMM Dialogue, continued during the plenary session. As a consequence, two operative paragraphs were modified, but no consensus could be reached on a third paragraph. The Chair ruled that the disputed text should be referred to the WPC Recommendations Committee.

The main published output from the ‘Linkages in the Landscape and Seascape’ Workshop Stream is *THE DURBAN LINK Strengthening Protected Areas: Ten Target Areas for Action in the Next Decade*. This provides a practical agenda for implementation over the next ten years, and is complementary to the *Durban Action Plan*. For further information, see: <http://www.iucn.org/themes/wcpa/wpc2003/english/outputs/durbanlink.htm>

An additional booklet, *Linkages in Practice: A Review of their Conservation Value*, by Graham Bennett, will give positive examples of where (re)establishing linkages between protected areas has benefited both conservation and sustainable development.

Workshop Stream Lead

Peter Bridgewater
Secretary-General
Ramsar Convention Secretariat
Rue Mauverney 28
CH-1196 Gland
Switzerland

T: +41 22 999 0180
E: bridgewater@ramsar.org
W: www.ramsar.org



Workshop Stream II

Building Broader Support for Protected Areas

Stream Lead: Jeffrey McNeely, IUCN
IUCN support: Stewart Maginnis, John Waugh, Holly Dublin
Rapporteur: Frederik Schutyser

Overview

This Workshop Stream examined means of building broader support among many different interest groups to help ensure the long-term survival of protected areas in the face of social, economic and environmental change. New or previously under-explored sources of support were discussed, and opportunities for enhancing existing sources of support identified. Financial support was not dealt with in any detail, being the theme of Workshop Stream VI ‘Building a Secure Financial Future’.

Seven individual workshops formed the core of the stream:

1. Building cultural support for protected areas
2. Working with neighbours: protected areas and local and indigenous communities
3. Supporting protected areas in times of violent conflict
4. The urban imperative: urban outreach strategies for protected area agencies
5. Building support from ‘new constituencies’
6. Building political support for protected areas
7. Communications as a means of building support for protected areas

Workshop summaries

Session IIa: Building cultural support for protected areas

Organiser: Allen Putney
Session Chairs: Dave Harmon, Gonzalo Oviedo, Allen Putney, Mechtild Rossler, Miriam Torres
Rapporteur: James Laver

The workshop looked at two issues:

- Non-material values of protected areas, and how these can be incorporated into management
- Sacred natural sites and how they are dealt with in and outside protected areas

Participants drew on case studies from around the world, some of which demonstrated successful conflict resolution between apparently clashing interests and competing values (e.g. urban values versus rural values).

The workshop concluded that:

- discussions about non-material values and sacred natural sites which were once impossible are now possible, but a supporting legal framework is essential to converting discussion into policy and action;
- non-material values are essential to the development of a social strategy for conservation, and are very useful links to local communities;

- ❑ the challenge is to include sacred natural sites in protected areas; some sites suffer from industrial pollution. Where a site lies within a PA, a measure of protection is afforded. In any case, all PA Categories should be managed to protect cultural and spiritual values; and
- ❑ it is important to transmit spiritual values and conservation instincts to urban communities that are losing their links with nature.

The workshop was responsible for reviewing draft *WPC Recommendation V.13: Cultural and Spiritual Values of Protected Areas*. A large part of the discussion centred around the future direction of the WCPA Task Force on Cultural and Spiritual Values of Protected Areas. Case studies will be compiled, analysed and posted online. The workshop also discussed further work on non-material values and a new, multi-institutional Sacred Natural Sites Initiative.

Session IIb: Working with neighbours: protected areas and local and indigenous communities

Organiser: Lea Scherl
Session Chairs: Maud Dlomo, Lucy Emerton, Maria Fernanda Espinosa, Alison Johnston, Tom McShane, Rob Wild, Ashish Kothari
Rapporteurs: Alison Johnston, Jennifer Jones, Rob Wild



IUCN / Jim Thorsell

The need to focus on ethical and moral issues with respect to protected areas and communities was recognised, as PAs have the ability both to create poverty and contribute to alleviating it. The linkage between the two needs to be mainstreamed in mechanisms that contribute to sustainable development, poverty reduction and protected areas.

Among the key points discussed were:

Tenure arrangements and indigenous rights: different tenure arrangements imply specific impacts on the management of natural resources and respond to different governance models. Land tenure security is a very important step in rights recognition but is not sufficient on its own to guarantee control over resources and decision-making. Local empowerment and inclusive governance are also needed.

Integrated Conservation and Development (ICD): the relationship between protected areas and communities lies at the heart of conservation. ICD has been a widely used model for reconciling PA management with the interests of local communities. While the objectives underpinning ICD – empowerment, more equitable benefit sharing and more effective management of natural resources – remain sound, the concept itself is poorly understood and implementation has been weak.

Incentives and fair reward for stewardship: conservation-based enterprise has great potential for generating incentives for conservation, but it is important to recognise that non-cash benefits may be as important as cash benefits. The effectiveness of revenue-based incentives depends on the mechanism for distributing community-level benefits. Payments for environmental services have the potential to generate local benefits, but the concept needs further exploration.

Tourism: tools that can help to secure sustainable tourism are needed, but there is currently a vast divide between industry proposals for certification and indigenous peoples' initiatives for exercising their ancestral title and rights. Extreme care must be taken to avoid industry profiteering and exploitation. A key concern is how to ensure good business practice in the midst of highly differing views of conservation. Cases where indigenous peoples successfully assert their decisions vis-à-vis tourism tend to have one feature in common: active customary law.

The workshop concluded that:

- ❑ biodiversity must be conserved for its value both as a local livelihood resource and as a national global public good. It is often poor, local people who bear the costs of unsustainable resource management;
- ❑ there is a need to address ethical issues involving communities, biodiversity and protected areas. PA management should strive to contribute to poverty reduction at the local level, and at the very minimum should not create, contribute to, or exacerbate poverty; and
- ❑ to achieve their full potential, in terms of both biodiversity conservation and poverty reduction, protected areas should be integrated within a broad sustainable development system.

This workshop was responsible for reviewing draft *WPC Recommendation V.29: Poverty and Protected Areas*.

Session IIc: Supporting protected areas in times of violent conflict

Organisers: Jeffrey McNeely, Uday Sharma, Jason Switzer

Session Chairs: Mahesh Banskota, Holly Dublin, Uday Sharma, Jason Switzer

Rapporteur: Jason Switzer

Protected areas can benefit from peaceful conditions, both within and between countries. They may also contribute to promoting peace; for example, in fostering peaceful cooperation in the case of a transboundary protected area. However, many PAs are located in politically and socio-economically sensitive regions where the risk of conflict is historically high, or within countries facing significant insecurity. The outbreak of armed conflict can halt and reverse conservation and management efforts and destroy natural resources, lives and livelihoods. Poverty is closely linked to and exacerbated by conflict and poor governance.

Nearly 30 presentations on experiences from around the globe provided the basis for a review of the key lessons learned in conflict prevention, post-conflict reconstruction, and the practice of conservation in situations of violent conflict. Participants sought to identify the factors that have proved vital for effective conservation in conflict-prone or openly violent situations, the areas where further effort or research is necessary, and the actions IUCN and its members might take.

The establishment and management of PAs in sensitive situations can influence and be influenced by peace and conflict dynamics, both negatively and positively. It is particularly important to ensure that protected area managers have the capacity to understand, evaluate and address the special challenges inherent in such situations.

Five main themes were discussed:

- ❑ Towards effective protected areas management in times of conflict
- ❑ Strengthening the enabling framework for effective conservation during violent conflict
- ❑ Strengthening conservationists' management capacity
- ❑ Integrating conservation in post-conflict reconstruction
- ❑ Engaging in policy dialogue to prevent conflict

The workshop was responsible for reviewing draft *WPC Recommendation V.15: Peace, Conflict and Protected Areas*. The operative part of the *Recommendation* was expanded significantly as a conse-



IUCN / Jim Thorseil

quence. The Commission on Environmental Law (CEL) and the Commission on Environmental, Economic and Social Policy suggested the following as key areas for further work:

- Identifying the range of relevant international instruments available in times of armed conflict;
- Enhancing the capacity for international crisis response through the United Nations to take protected areas into account;
- Providing a 'neutral' status for PA personnel;
- Enhancing accountability for the impacts of armed conflict on protected areas and their staff; and
- Compiling guidelines and examples of good practice in PA management in times of armed conflict, and in post-conflict reconstruction.

Session IId: The urban imperative: urban outreach strategies for protected area agencies

Organiser: Ted Trzyna

Session Chairs: Deanne Adams, John Davidson, George Davis, Todd Miller, Ted Trzyna

Rapporteurs: Mark Lellouch, Ted Trzyna

More than half the world's population now lives in cities and this proportion is growing steadily, leading to a weakening of the direct links between people and nature, and possible erosion of political support for environmental issues.

Protected areas provide a range of benefits to cities but these are rarely presented in clear terms and, as a result, urban dwellers often have a poor understanding. The argument needs to progress beyond biodiversity, aesthetics, recreation and education to address benefits such as water supply, flood protection, income from tourism, and health.

Protected areas also depend on cities. Political power, opinion-makers, and communications media are often concentrated in major cities. What are PA agencies and their allies doing to meet this opportunity? What more can be done? Case studies discussed how urban areas can be taken into account and given priority in PA systems, how urban-based NGOs have rallied support for protected areas, and how urban support can be very important for protected areas.

The scope of this workshop extended to the full range of connections between cities and protected area systems. Case studies were presented from developing and industrialised countries and from all the major regions of the world.

The objectives were to:

- help the protected areas community understand the importance of city dwellers in achieving protected area goals, and
- examine how the protected areas community can better reach out to – and serve – people in large cities and thereby build stronger urban constituencies for nature conservation.

The following 'urban-protected area' issues were discussed:

- Nature education, cities and protected areas: innovative approaches
- The greening of cities: what can protected area agencies contribute and learn?
- Bridging divisions in urban society
- Protected area agencies as engines of sustainable development
- Making partnerships work: urban institutions and protected area agencies
- Making the case for urban outreach

This workshop was responsible for reviewing draft *WPC Recommendation V.14: Cities and Protected Areas*.

Future outputs on the theme of cities and protected areas will include an IUCN report containing case studies and guidelines, and the establishment of an IUCN WCPA Task Force on Cities and Protected Areas.

Session IIe: Building support from ‘new constituencies’

Organisers: Assheton Carter, Jeffrey McNeely, Kent Redford

Session Chairs: Robyn Bushell, Assheton Carter, Nigel Dudley, Michel Masozera, William Millan, Kent Redford

Rapporteur: Marielle Canter

Protected areas are an important tool for sustainable living. All efforts towards protected areas will fail without a well-knit, properly managed set of constituencies that can collectively ensure the long-term success of individual PAs and portfolios of PAs. This workshop discussed a wide range of ‘new constituencies’ where new support for protected areas may be sought. These included:

- water
- forestry and agriculture
- oil and gas
- tourism
- hunting and fishing
- the military
- the health sector

Some of these sectors may be contentious or unusual, but engaging with new constituencies is the best way to find much-needed new support. A real partnership should be based on mutual respect, shared objectives, business relevance, capacity to deliver, an active relationship, and commitment over time.

Building support for protected areas through site-based planning: companies should consider biodiversity from the outset, at the site-selection phase of planning. Governments are an important pressure point in ensuring that areas supporting rich biodiversity are protected in company site-selection processes. Smaller companies should be engaged in addition to multinationals. International agencies should not project their own conceptions of what local communities want/need. Companies can be strong actors in planning and supporting PAs, so their involvement must start from inception and move beyond consultation to active participation.

Leveraging private sector contributions: the investment community can be an important avenue for influencing companies and encouraging them to improve performance with respect to environmental, social and other ethical issues.

Developing and managing new partnerships: it is important to access expertise and spread knowledge, and to learn different ways of conducting business, building trust and consensus. Discussing and agreeing common objectives is essential. Management of protected areas in clusters, including linking corridors, can be a useful means of bringing together partners that otherwise would remain disconnected. Communities are only part of the answer in protected area management; when it comes to funding, the private sector has to be engaged. A benefit to partnering with business is being able to influence corporate policy development.



IUCN / David Sheppard

Session II: Building political support for protected areas

Organiser: David Ostergren

Session Chairs: Tom Kiernan, Tom Lovejoy, Steve McCool, Gwen Mhlangu, Greg Miller, Kathryn Monk, David Ostergren, Tomme Young

Rapporteur: David Ostergren

Designating and managing protected areas is a political process that requires engagement and discourse on the part of protected area managers, communities, policy-makers, NGOs and other stakeholders. Using case studies from around the world, this workshop looked at how political support for PAs can be strengthened.

In order to build trust, cooperation and ultimately enhance political support, protected area authorities/managers and advocates need to invest in meeting and connecting with community members. Generating support from politicians and the wider community relies on transmission of clear and simple messages about how PAs can help serve the goals of both groups.

The workshop examined both international (i.e. conventions and other formal political agreements) and national dimensions. Participants concluded that:

- ❑ the issues involved in building political support for protected areas vary according to geographical scale (international, national and local levels);
- ❑ relationships are important in every instance, including at a personal level;
- ❑ information needs to be communicated between international conventions and governments, governments and governments, governments and local organisations, and even between individuals. Information should be conveyed using clear and friendly language, giving a clear expression of the values of the protected areas in question;
- ❑ organisations, governments and individuals will generate greater support if they work together (synergies of funding, time, and realising goals);
- ❑ if politicians are to be encouraged to back environmental initiatives, they need to hear about specific benefits for people that are likely to be translated into electoral support. In this regard, protected area projects and programmes need to be explicit about how they will generate jobs and/or revenue, in addition to protecting ecosystems and natural resources;
- ❑ politicians and communities need clear and simple messages – if politicians see that their constituency supports protected areas, they are far more likely to lend their own support; and
- ❑ politicians and decision-makers should be provided with direct, first-hand knowledge and experience of nature.

Session II: Communications as a means of building support for protected areas

Organisers: Denise Hamú, Wendy Goldstein, Ana Puyol

Session Chairs: Gwen van Boven, Denise Hamú, Solly Moisi, Ana Puyol, Daniella Tilbury

Rapporteurs: Robin Abadia, Marco Encalada, Patricia Fernandez, Wendy Goldstein, Anna Kalinowska, Margarita Lavidés, Peter B. Milko, Rosa Maria Vidal, Merlijn van Weerd

Good communications – applied at the outset – to a protected area policy, project or management planning process can help achieve the desired conservation objectives. Poor communications can result in unprofessional and uncoordinated messages, a ‘fire fighting’ response to the issues of the day, and can seriously damage external relations. The very reputation of a protected area agency depends on skilful communications to build positive relationships, to share successes, and to involve others.

An exchange of lessons and experiences was based around 30 presentations reflecting trans-boundary projects, as well as country-specific projects implemented by governments, protected area agencies, development agencies and NGOs. Some drew on over ten years of communications experience and emphasised elements of strategic communications. Also discussed were the issues of professionalising communications, supporting young professionals, and leveraging support for communications through the use of volunteers and mass media.

The workshop concluded that communications need to be institutionalised, professionalised and integrated into all protected area agencies and projects, keeping in mind the following key points:

- Develop communications capacity to enhance the role and objectives of the protected area;
- Consider communications at the beginning of any policy or planning process;
- Ensure that stakeholders are clearly identified and consider a study of their attitudes, knowledge and activities in relation to the protected area(s) in question;
- Design messages with specific audiences and actions in mind;
- Use channels of delivery that are credible and appropriate to the given audience;
- Recognise that interpersonal communication is often the most effective means;
- Define monitoring and evaluation indicators in advance; and
- Assess the impact of communications against the baseline study.

Participants agreed that over the next ten years the protected area community should:

- provide communications capacity development programmes through a joint Commission on Education and Communication and WCPA working group and projects;
- stimulate a ‘communications common agenda’ at international, regional and national levels, in order to establish priorities, joint efforts, mutual reinforcement, and to stimulate funding for communications;
- integrate communications into projects, programmes and institutional processes to gain better access to funding and to develop more effective partnerships; and
- promote journalist/media involvement in training and field visits; CEC could consider developing a basic curriculum on protected areas for journalism colleges.



IUCN / Jim Thorsell

The workshop was also responsible for reviewing draft *WPC Recommendation V.32: Strategic Agenda for Communication, Education and Public Awareness for Protected Areas*.

Outputs and follow-up actions

The Workshop Stream agreed on a ten-year multi-stakeholder initiative to build broader support for protected areas, including action at global, regional, national and site levels.

The Workshop Stream also finalised and adopted the following *WPC Recommendations*:

- WPC Recommendation V.13: Cultural and Spiritual Values of Protected Areas*
- WPC Recommendation V.14: Cities and Protected Areas*
- WPC Recommendation V.15: Peace, Conflict and Protected Areas*
- WPC Recommendation V.29: Poverty and Protected Areas*

- ❑ *WPC Recommendation V.32: Strategic Agenda for Communication, Education and Public Awareness for Protected Areas*

In addition, participants provided substantial inputs to *WPC Recommendation V.12: Tourism as a Vehicle for Conservation and Support of Protected Areas*.

Three of the *Emerging Issues* highlighted by the Congress emerged from the workshop on ‘new constituencies’:

- ❑ Sustainable hunting, fishing and other wildlife issues
- ❑ Disease and protected area management
- ❑ Building support for protected areas through site-based planning

Workshop Stream Lead

Jeffrey McNeely

Chief Scientist
IUCN – The World Conservation Union
Rue Mauverney 28
CH-1196 Gland
Switzerland

T: + 41 22 999 0284
F: + 41 22 999 0025
E: jam@iucn.org
W: www.iucn.org



Workshop Stream III

Governance of Protected Areas – New Ways of Working Together

Stream Leads: Grazia Borrini-Feyerabend, IUCN CEESP
Jim Johnston, Parks Canada
IUCN support: John Scanlon
Rapporteurs: Diane Pansky, Andrew Tilling

Overview

Governance is about power, relationships and accountability. It is about who has influence, who decides, and how decision-makers are held accountable. It can be defined as “the interactions among structures, processes and traditions that determine how power is exercised, how decisions are taken on issues of public concern, and how citizens or other stakeholders have their say”. Over the last decade or so, the term ‘governance’ has progressed from relative obscurity to widespread usage. Governance improvements are advocated on issues of public information, transparency and accountability in decision-making, fair treatment of social concerns, equitable sharing of the costs and benefits of conservation, strategic vision and actual effectiveness of management.

In a protected area context, governance can be examined at the level of a broad conservation network, as well as at a level of an individual PA. It covers a broad range of issues, from policy to practice, from behaviour to meaning, from investments to impacts. Governance has an influence on the achievement of protected area objectives (management effectiveness) but also determines the sharing of relevant cost and benefits (management equity). And it affects the generation and sustenance of community, political and financial support.



IUCN / Jim Thorsell

The Workshop Stream explored two principal questions:

- ❑ What are the different types of protected area governance and how do these compare with one another in terms of conservation effectiveness and equity?
- ❑ What constitutes ‘good governance’ for a protected area and what can help us to understand and evaluate this concept?

A range of governance types was reviewed and examined through thematic and case study presentations, with particular emphasis on innovative approaches to governing individual PAs and PA systems. In particular, lessons were drawn from community and private sector experiences outside official PA systems, from region-specific practices and conditions and from mechanisms to link protected areas within broader ecosystems (e.g. regional/landscape and global). Co-management approaches, currently flourishing all over the world, were an important focus of discussion.

Summary of sessions

Plenary Session: Governance of protected areas: a topic whose time has come

Chair: Aroha Te Pareake Mead

Governance is a new idea; a key issue for protected areas and society as a whole. It is not only about power, relationships and accountability, but responsibility as well. Acknowledgement of and support for many different forms of conservation, including private, community and government-based, can empower people of widely varied backgrounds, capacities and motivations for conservation.

Principles of good governance include legitimacy and voice, direction, performance, accountability, and fairness. Good governance is a means to achieve ends, but is also an end in itself. Many different actors are involved and the power balance between them may shift over time. While broad ‘good governance’ principles may be universally recognised, their application must be grounded in specific contexts, traditions and cultures.

Four main governance types can be distinguished on the basis of who holds PA authority, responsibility and accountability: state agencies, various social actors (co-management), private owners (private PAs), and indigenous and local communities (Community Conserved Areas). Recognition of these diverse governance types within official PA systems (including the IUCN Protected Area Management Categories) will allow expanded PA coverage, close gaps in ecosystem representation and landscape connectivity, assist in the development of biological and cultural corridors, and reach out to new partners in conservation. However, accompanying policies and support are required.

Sessions addressing protected area governance types

Session IIIa: Protected areas: model examples

Chair: Juan Mayr Maldonado

The following key points arose from the session:

- The governance systems illustrated use and integrate traditional and scientific knowledge and treat people and the environment as inseparable;
- The world can benefit from a rich legacy of local governance through traditional authorities and customary law, which should be rediscovered and applied to improve PA governance;
- Western governance approaches tend to be based on majority rule, whereas traditional societies favour consensus; the challenge is to use the best of both systems and to ensure full participation;
- PA managers need to think in terms of broader objectives: to conserve biological diversity, protect cultural diversity, and build trust and respect among all conservation partners;
- Secure tenure and local empowerment are key to successful community efforts to support conservation and protected areas;
- Consensus decision-making is critical to most Community Conserved Areas and community-based conservation initiatives;
- Government institutions need to change and adapt to new approaches. Co-management has to be seen as an opportunity rather than an obligation or a problem;
- PA governance successfully based on social consensus demands large investments in staff time and resources. This often requires a change of attitude on the part of PA staff;
- The strict formalisation of co-management agreements reveals a lack of basic trust among those who need to cooperate;
- Poverty must be addressed in PA management and, where possible, linked with conservation initiatives;
- Not even the best natural resource governance arrangement will solve all the problems in a community; and
- Good governance needs to start with local empowerment, but each experience is different and there is no one formula.

Plenary Session: Regional lessons learned in protected area governance

Chairs: Vivienne Solis and Webster Whande

The following key points arose from the session:

- ❑ An historical perspective on protected areas and the overall social, political and cultural context is required;
- ❑ PA authority and responsibility should be devolved to the lowest appropriate level (subsidiarity) with mechanisms for negotiation and consultation to legitimate power;
- ❑ Methods for effective and equitable sharing of the costs and benefits of conservation are difficult to devise and implement;
- ❑ A plurality of actors, institutions and levels needs to be recognised to broaden the participation of all stakeholders in PA management;
- ❑ The limits and duties of the stakeholders need to be defined and their collective rights recognised;
- ❑ An overarching legal framework and recognition of communal and indigenous tenure and customary management arrangements is necessary;
- ❑ Different values, visions of conservation, and definitions of nature need to be taken into account, and the non-comparability of contemporary, coexisting value systems appreciated;
- ❑ A conceptual framework for different governance types is needed;
- ❑ ‘Community’ or ‘indigenous’ solutions for conservation depend on flexible and adaptable negotiation approaches involving all stakeholders; and
- ❑ Principles for good governance are important, but their application depends on regional circumstances, history and cultural context.

Session IIIe: Territories and resources conserved by indigenous and local communities – Community Conserved Areas

Session IIIeA: CCAs: issues of governance and state recognition

Chair: Neema Pathak Broome

Session IIIeB: CCAs: issues of livelihoods, agro-biodiversity and landscape conservation

Chairs: Alejandro Argumedo and John Hutton

The following key points arose from the sessions:

- ❑ CCAs are natural and modified ecosystems with significant biodiversity, cultural and ecological values, voluntarily conserved by indigenous and local communities through customary laws and other effective means;
- ❑ There are many and diverse CCAs that merit support from the conservation community. Most have developed with little or no outside support and many face impending threats;
- ❑ CCAs are fundamental strategies through which agro-biodiversity can be maintained within a strong cultural context;
- ❑ The holistic and integrated treatment of key concepts, such as biodiversity and landscapes, challenges the jurisdictional, disciplinary and professional divisions of major organisations. Organisational transformation and reorientation are needed to accommodate these realities;
- ❑ The diversity of indigenous and local concepts, spirit, and world views must be retained. Expressing such diversity in the languages used in national and international fora presents a challenge. The legitimacy of CCAs arises within the community. External support may add to this process of internal legitimisation, but cannot and should not replace it;
- ❑ A key challenge is to provide recognition of CCAs without co-opting or subverting their governance systems;
- ❑ Many CCAs have arisen in response to external triggers;
- ❑ CCA governance structures include community councils and indigenous land management agencies, community nature trusts or boards, multi-stakeholder boards, and traditional institutions;

- ❑ CCA benefits include: examples of excellent biodiversity conservation and protection of ecologically sensitive areas, restoration of degraded land, regained pride and inspiration, economic benefits, a halt to destructive practices, local control of tourism, capacity building for various social actors, and recognition of traditional rights and systems of management;
- ❑ Limitations of CCAs include sometimes time-consuming decision-making, limited ability to cope with rapid change, power imbalances with the state and other actors, ongoing disputes, and management authority weakened by cultural change and lack of trust by governments. Many communities recognise these limitations and seek appropriate support and partnerships; and
- ❑ Reform of corporate governance that destabilises local cultures is necessary and should be integrated with other policy changes (e.g. those governing trade).

Session IIIk: Territories and resources conserved by indigenous and local communities in partnership with governments and other stakeholders – co-managed protected areas

Session IIIkC: Co-managed protected areas: from conflict to collaboration

Chairs: Arthur Mugisha and Gonzalo Oviedo

Session IIIkD: Co-managed protected areas: social, institutional and environmental linkages

Chairs: Claudio Carrera Maretti and Antonino Morabito

The following key points arose from the sessions:

- ❑ Co-management is an ongoing process of resolving conflicts and tensions between conservation and development. Conflict resolution is expensive but not as costly as the hidden costs to people and biodiversity of poaching, purposeful and gratuitous violence and impoverishment;
- ❑ The terms ‘co-management’ and ‘collaborative’, ‘participatory’ and ‘joint management’ are defined by degrees of power-sharing among stakeholders and the government;
- ❑ Sharing power must be specific in terms of linked responsibility, authority and structures that address equity concerns in negotiations. There is a risk of states ‘co-opting’ co-management;
- ❑ Co-management depends on active vertical and horizontal linkages and flexible decision-making and legal frameworks. When this is not the case, co-managed PAs are vulnerable to changes in personnel;
- ❑ A key issue is the legitimacy of representatives. The effectiveness and equity of different forms of representation (e.g. traditional, elected, professional) need to be questioned;
- ❑ Monitoring and evaluation of the outcomes and impacts of co-management need more systematic attention. A mixture of anecdotal information and some hard data is often available, but poorly analysed and communicated; and
- ❑ Costs associated with design and implementation of the complex institutional mechanisms required for co-management are rarely budgeted for.

Session IIIg: Transboundary protected areas

Leads: Charles Besançon, Trevor Sandwith and Sandra Slater-Jones

Chairs: Alfredo Guillet, Annette Lanjouw, Kishore Rao and Trevor Sandwith

The following key points arose from the session:

- ❑ Transboundary cooperation works best when initiated by local institutions rather than by large non-local entities acting in a top-down manner. The context of proposed transboundary PAs must be fully examined to ensure that the appropriate levels of cooperation are pursued. In some cases transboundary initiatives should not be attempted because of high financial cost and other factors;

- ❑ Local communities must be actively involved at all stages of assessment and implementation of transboundary initiatives. Community development projects that arise as a result of such initiatives can, if implemented correctly, benefit communities;
- ❑ In certain situations there is great potential for peace to be supported through transboundary initiatives, and this should be promoted;
- ❑ More attention is needed to measuring progress made in achieving transboundary goals of increased biological diversity, regional economic integration and enhanced peace and cooperation. In some cases transboundary initiatives may actually exacerbate conflict, biodiversity loss, and poverty;
- ❑ Global interest in transboundary PAs has continued to grow in recent years. Along with this enthusiasm and exploration of the issues comes an increased need to share information and knowledge, and to synthesise current understanding of how transboundary PAs can and should operate. There is a need to build a coordinated global network of transboundary experts, with regional hubs that can further build this constituency;
- ❑ There is a need to develop new tools for managers to operate in the new and complex transboundary context; and
- ❑ There is a need for an internationally recognised register of transboundary protected areas.

Session IIIh: Non-governmental organisations and protected area governance

Leads: Janis Alcorn and David Rothschild

The following key points arose from the session:

- ❑ NGOs have made a major contribution to conservation and their involvement has been essential in establishing and managing PAs;
- ❑ Many donors undertake or provide assistance for conservation through supporting NGOs, which in turn deliver conservation programmes;
- ❑ NGOs have significant influence – on political parties, elected bodies, private corporations, and in shaping public opinion;
- ❑ The five governance principles (see *WPC Recommendation V.16*) are useful to promote and evaluate the quality of governance by NGOs;
- ❑ Contributions by NGOs to good governance include: serving as watchdogs on government (accountability), implementing PA management to promote good governance, providing information/expertise so government can engage citizens and communities (transparency), providing financial resources necessary for good governance, and leading by example;
- ❑ Negative impacts on governance can also occur, such as bypassing participatory processes, overstepping mandates, and inadvertently contributing to weakening of government PA agencies;
- ❑ NGOs are most effective when they have legitimacy, and mechanisms to ensure their accountability and transparency are needed; one option is certification of NGOs supporting good governance principles;
- ❑ Enforcement is usually undertaken by the state but NGOs can assist so long as clear responsibilities are defined;
- ❑ Traditional systems of governance can provide good enforcement structures. NGOs can help provide coherence between customary laws and national laws/enforcement – this is both a challenge and an opportunity;
- ❑ The power of international NGOs is swamping local and national conservation agendas. Donors should refrain from focusing exclusively on global priorities; and
- ❑ NGO-owned and managed reserves, as well as indigenous peoples' territories and private landowners' reserves, should be recognised as part of PA networks. The approach taken by Colombia is a good example.

Session III: Private protected areas

Leads: Wolf Krug and Jeff Langholz

The following key points arose from the session:

- ❑ Thousands of privately owned protected areas (PPAs) worldwide provide protection for several million hectares of biologically important habitat and endangered species. They serve increasingly as a component of national conservation strategies, make a significant contribution to development through tourism, and provide a public good at a relatively low cost;
- ❑ In recent years PPAs have been rapidly expanding, funded not by donors but by the private sector, often without subsidies or incentives. A close examination of this trend is warranted to assess its overall scope and direction and to determine ways of maximising PPA strengths and minimising their weaknesses;
- ❑ There is a plethora of different types of PPAs, including formally declared areas, game ranches, mixed commercial areas and land trusts, increasingly with the involvement of local communities, for example in partnership arrangements;
- ❑ PPAs are often innovative, efficient, accountable and sustainable, forming collaborative networks. They provide an opportunity for education and training and a testing ground for development and conservation projects;
- ❑ PPAs are vulnerable to economic fluctuations. In some countries land ownership issues are impeding conservation, while in others issues revolve around the ownership of wild resources;
- ❑ PPAs require secure tenure arrangements, policy support and recognition; and
- ❑ PPAs serve best as supplements, not replacements to strong public PA systems.



IUCN / Jim Thorsell

Session III: Governance requirements of large-scale protected area structures and systems

Chairs: Phil Dearden, Jim Johnston and Effendy Samardja

The following key points arose from the session:

- ❑ Innovative governance solutions are being developed by government PA agencies worldwide. An international survey of trends in PA governance found a move toward greater participation, stronger accountability measures, stronger agency structures, increased decentralisation, more stakeholder input and increased capacity building. Yet more can be done;
- ❑ Good governance principles of fairness, legitimacy and voice can be combined to provide an underlying foundation for governance. Principles of direction, performance and accountability can then be objectively assessed;
- ❑ Principles and attributes of good governance provide a useful analytical structure overall, but context must be considered;
- ❑ The integrity and ethics of PA managers are critical to good governance for protected areas;
- ❑ Rules and roles of partners in governance must be clearly defined and understood. Partnerships bring obligations (capacity, financial), not just opportunities, and require commitment at organisational and personal levels;
- ❑ Management and governance systems are growing increasingly complex, especially as they involve interplay between national, regional and local government and management bodies;

- ❑ Regional PA agreements can be more effective than global multilateral environmental agreements, and provide a mechanism for managing natural resources and biodiversity at the ecosystem level;
- ❑ A range of regional governance arrangements is being used, including binding mechanisms, voluntary arrangements and collaborative arrangements within a multilateral context;
- ❑ Regional agreements are time-consuming to negotiate and implement, but some implementation can begin in the absence of legally binding undertakings; and
- ❑ Successful regional initiatives benefit from legal, financial and political support.

Sessions dealing with culture, community empowerment and conservation

Session III d: Customary law and governance

Chair: Aroha Te Pareake Mead

The following key points arose from the session:

- ❑ Ancestral laws and rights of indigenous peoples must be recognised, including rights to indigenous lands and territories. The issue of the imposition of protected areas without consultation and consent must be addressed;
- ❑ In Ghana, some customary law is now recognised as part of common law. In Fiji, customary and other laws are being merged to address environmental matters;
- ❑ In order to gain official recognition of customary laws, it is critical to document them, as well as to document their legitimacy within communities;
- ❑ Religious beliefs impact on customary law in many ways;
- ❑ Although colonisation has had major adverse effects, it has also introduced legal and other mechanisms that can be useful in addressing customary law issues; and
- ❑ In New Zealand, land settlement has been a way of redressing land alienation. The establishment of PAs regardless of traditional and/or tribal boundaries has often exacerbated existing or new land grievances and claims by the Maori people. The legitimisation and adoption of Community Conserved Areas might help address issues of alienation.

Session III f: Mobile peoples and conservation

Leads: Taghi Farvar and Maryam Niamir-Fuller

Chairs: Ed Barrow, Dawn Chatty and Taghi Farvar

The following key points arose from the session:

- ❑ Mobility is a major feature allowing a sound and sustainable use of natural resources;
- ❑ There are a number of misconceptions about mobile peoples that need to be dispelled;
- ❑ Mobile land use is not an old-fashioned form of land use whose time has passed. It is not true that it has low productivity or that sedentary land use is more productive. Mobile peoples contribute a great deal to national economic development and do not need and often do not want to be resettled;
- ❑ It is necessary to reach effective collaborative management arrangements with mobile peoples in existing PAs to ensure access to traditional resources and new income opportunities;
- ❑ Mobile peoples' Community Conserved Areas should be recognised as a PA governance type, based on traditional institutions and customary norms. This will help conserve biodiversity and ecosystem values and re-establish connectivity through biocultural corridors;
- ❑ Customary collective rights of access to natural resources have to be recognised in international and national contexts; and

- ❑ Concerns around mobile peoples and conservation should be addressed further by promoting and building upon the Dana Declaration of 2002.

Session IIIIn: Community empowerment for conservation

Panel IIIInA: Key conditions for effective community conservation: issues of culture, rights, legislation, policy and capacities

Chairs: Taghi Farvar and Fergus MacKay

Panel IIIInB: Key conditions for effective community conservation: results from relevant workshops

Chairs: Juan Mayr Maldonado and Michel Pimbert

The following key points arose from the sessions:

- ❑ There is a need to create bridges between indigenous peoples' territories and PA networks to secure ecological processes, develop a socio-political context favourable to indigenous rights and independence, forge intercultural legal and political systems, and evaluate and document indigenous and informal sector forms of governance;
- ❑ Community support is important for the sustainability of PAs but it is not always a necessary condition. PAs maintained by oppressive means leave the weak and powerless disenfranchised and dispossessed. Hence, moral and ethical principles, as well as pragmatic considerations, should be the basis for empowering local communities;
- ❑ Forcible resettlements from PAs are a cause of impoverishment through a variety of risk factors, from loss of cultural identity and deep-rooted traditions, to a loss of jobs and food security. As radical improvements in displacement policy and practices are expensive and unlikely, forced resettlement must be dropped from PA management policies and approaches;
- ❑ Devolution that binds responsibility with authority is necessary for social cohesion and ecological management. It creates institutional diversity and opens up spaces for civil society, giving people the possibility to experiment and make mistakes. However, devolution in itself is not a panacea; and
- ❑ Good governance must be based on respect for peoples' rights. There is currently a disconnection between environmental and human rights. There is a need to link biological and cultural diversity through a rights-based agenda.



IUCN / Jim Thorsell

Sessions dealing with governance of marine protected areas

Session IIIc: Protecting marine biodiversity beyond national jurisdiction

Chair: Graeme Kelleher

The following key points arose from the session:

- ❑ The WSSD 'Call for Action' explicitly includes the High Seas in its target of a global representative system of MPA networks by 2012. This and other outputs from international fora provide a good foundation for further action;
- ❑ The *Draft Ten-Year Strategy to Promote the Development of a Global Representative System of High-Seas Marine Protected Area (HSMPA) Networks*, after finalisation, will provide the necessary framework for achieving a global representative system of HSMPA networks;

- ❑ The UN General Assembly should be urged to adopt, as a matter of urgency, a moratorium on deep-water trawling on seamounts and other vulnerable deep-sea habitats;
- ❑ Partnerships between IUCN, WCPA, WWF, Greenpeace, some governments, scientists and others should be expanded. This should work to achieve protection of the biological diversity, productivity and sustainable use of the High Seas, with the global system of MPA networks as a principal tool; and
- ❑ Such partnerships must push for all governments to ratify important international agreements and treaties, particularly the UN Convention on the Law of the Sea (UNCLOS), and the CBD. In addition, there is significant potential for improving governance of the High Seas by making the provisions of different international and regional legal instruments compatible and complementary.

Session III: Integrating MPA management with coastal and ocean governance: principles and practices

Chairs: Bud Ehler and Magnus Ngoile

The following key points arose from the session:

- ❑ MPAs and networks of MPAs can be more effectively managed within the broader context of ocean and coastal management. The draft principles and guidelines developed at the Baltimore workshop (July 2003) ‘Integrating MPA Management with Coastal and Ocean Governance: Principles and Practices’ are a good basis from which to develop guidelines for MPA managers;
- ❑ Developing small-island states represent a special case in relation to the management of MPAs and coastal and ocean areas. Whole islands should be taken as a single management unit. Revised principles and guidelines should include a special section on their application to small islands; and
- ❑ The objectives of integrated coastal management and MPA principles and guidelines need to be closely linked, recognising also their different approaches as well as their contribution to national sustainable development strategies.

Session IIIm: The role of MPAs in sustainable fisheries

Chair: Wendy Craik

The following key points arose from the session:

- ❑ There is an urgent need to define the role of MPAs;
- ❑ There is a need to encourage capacity building of regional fisheries management organisations and increase dialogue between them and MPA managers;
- ❑ There is an urgent need to provide fishers with a scientifically-based analysis of the benefits of MPAs, and to integrate this information into fishery management systems and plans;
- ❑ Ways of increasing meaningful dialogue with key fisheries stakeholders must be found;
- ❑ There is a need to review and include the fisheries component in the IUCN PA Categories system;
- ❑ The Food and Agriculture Organisation (FAO) fisheries code of conduct should be updated to embrace, recognise and reflect the concept and role of MPAs; and
- ❑ Targets, while useful in some contexts, are often manipulated. The best approach may be to express targets in terms of ‘healthy oceans’ and note that a measure of this target may be the quality of MPA representativeness.

Sessions dealing with global trends and instruments

Session IIIb: International designations and global governance

Chair: Albert Mumma

The following key points arose from the session:

- ❑ There is a growing body of law (both hard law and principles that represent soft law) that constitutes the governance framework for the management of PAs;
- ❑ There is a lack of synergy between existing international PA governance instruments, and more effort is needed to enhance coherence and synergy;
- ❑ Efforts to increase PA effectiveness are needed, focusing not only on the number of sites protected but also on their quality and representativeness;
- ❑ A key challenge is reconciling local needs with international obligations of sites designated under international instruments; and
- ❑ Sustainable development, in which resource use must meet present-day needs without impairing future needs (i.e. intergenerational equity), provides a useful context in which to consider sites designated under international PA governance instruments.



IUCN / Jim Thorsell

Session IIIj: Globalisation and decentralisation: the role of legal frameworks

Chair: John Scanlon

The following key points arose from the session:

- ❑ Globalisation is both a positive and negative force for protected areas;
- ❑ As far as international law is concerned, there should be increased efforts to achieve ratification by all countries of multilateral environmental agreements such as the CBD;
- ❑ Greater attention needs to be given to the domestic implementation of MEAs;
- ❑ From the point of view of decentralisation, protected area management without the participation of local communities is doomed to failure;
- ❑ Decentralisation of decision-making for PAs is crucial, but must be carried out in tandem with capacity building and education;
- ❑ Local communities must meet reasonable and legitimate standards in managing PAs, to ensure effectiveness and to meet defined objectives; and
- ❑ Regional approaches benefit conservation and should be pursued, particularly in respect of transboundary PAs and as a way of managing at the ecosystem level.

Overall conclusions

The emergence of governance as a key dimension in conservation: Concern about the management of protected areas and their relevance to society, as well as how decisions are made and applied at various levels, led to the identification of governance as a major new 'Emerging Issue' at the Congress. The outcome is a new emphasis on collaboration on conservation and social equity goals.

Adoption of the principles of good governance: Five principles of good governance – legitimacy and voice, accountability, performance, fairness, and direction – based on work done by the United Nations Development Programme (UNDP), were adopted as a basis for governments and civil society to develop their own principles to improve PA management. Participants recognised that good governance needs to be considered in the light of particular local circumstances and traditions.

A diversity of PA management types: Legitimising and collaborating with new actors provides the potential to engage and empower communities, brings accountability and transparency into PA management, improves conservation, and shares the benefits of PAs more equitably. New governance models for PAs, beyond management by government agencies at various levels, include various forms of collaborative management, management by indigenous and local communities, management by NGOs, and management by private landowners (both for profit and not for profit). Participants adopted a typology of governance that acknowledges this diversity, adding a new dimension to the IUCN Protected Area Categories. Discussions, presentations, experiences and case studies clearly showed that PAs managed on the basis of a range of governance types can achieve biodiversity conservation, address gaps in PA systems, and improve connectivity and equity. Cooperation among various PA governance types benefits both people and conservation. New governance models, such as Community Conserved Areas, both deliver conservation and empower local communities.

Building partnerships: New conservation partners, especially communities, NGOs and the private sector, are driving changes to governance models. Governance is a unifying concept that allows the building of partnerships to benefit both people and conservation. Partnerships should respect and adhere to the principles of good governance for PAs.

Empowering communities for conservation: Community support is important for the sustainability of PAs but it is not always a necessary precondition. PAs can be maintained by oppressive means and the weak and powerless can be disenfranchised and dispossessed. Hence, moral and ethical principles, as well as pragmatic reasons, should provide the basis for empowering local communities. Devolution and decentralisation are ways to empower people, as well as ensure respect for human rights. Much should be done, including strengthening the cultural identity of communities, securing their rights, developing policies that can fully deliver the benefits of Community Conserved Areas and co-managed PAs, and building the capacity of PA managers and community members.

Managing change: Global change is happening rapidly, with considerable effect on socio-economic and environmental conditions and PA governance. As an example, the internet, which puts decision-makers just a click away from their constituents, is a powerful tool that empowers people and enables them to demand accountability in a way that did not exist at the time of the 1992 IUCN World Parks Congress. It allows citizens to participate in community, national and international fora. As a counterforce, there is a pervasive trend towards the homogenisation of ideas, language and ways of operating that works against diversity and the use of local approaches and indigenous knowledge. Vigilance is needed to safeguard traditional systems.

Filling the gaps: Remarkable progress has been achieved in meeting the targets for expansion of the global PA system. However, more needs to be done to fill gaps in the system and to conserve biodiversity, especially in the marine environment, and to improve the quality and effectiveness of PA management. A great opportunity exists to recognise and promote Community Conserved Areas and protected areas under private ownership as part of national PA systems; this is both socially just and empowering. It also serves to improve livelihoods and the natural environment and fosters trust and responsibility among conservation parties.

Outputs and follow-up actions

The Workshop Stream on governance of protected areas developed and approved inputs into the *Durban Accord* and *Durban Action Plan*, and the *Message to the Convention on Biological Diversity*. Participants also prepared and approved the final text of six *WPC Recommendations* for adoption by the Congress Plenary:

- ❑ *WPC Recommendation V.11: A Global Network to Support the Development of Trans-boundary Conservation Initiatives*
- ❑ *WPC Recommendation V.16: Good Governance of Protected Areas*

- ❑ *WPC Recommendation V.17: Recognising and Supporting a Diversity of Governance Types for Protected Areas*
- ❑ *WPC Recommendation V.24: Indigenous Peoples and Protected Areas*
- ❑ *WPC Recommendation V.25: Co-management of Protected Areas*
- ❑ *WPC Recommendation V.26: Community Conserved Areas*
- ❑ *WPC Recommendation V.27: Mobile Indigenous Peoples and Conservation*

Workshop Stream participants also contributed to development of additional *WPC Recommendations* and other outputs:

- ❑ *WPC Recommendation V.22: Building a Global System of Marine and Coastal Protected Area Networks*
- ❑ *WPC Recommendation V.23: Protecting Marine Biodiversity and Ecosystem Processes through Marine Protected Areas beyond National Jurisdiction*
- ❑ *WPC Recommendation V.29: Poverty and Protected Areas*
- ❑ Proposal to establish a new Inter-Commission (WCPA, CEESP, CEL) Task Force on PA governance (see *WPC Recommendation V.17*)
- ❑ Proposal to set up an international Truth and Reconciliation Commission between indigenous and local communities and PAs (see *WPC Recommendation V.24*)
- ❑ Endorsement of the Dana Declaration of 2000 on Mobile Peoples and Conservation (see *WPC Recommendation V.27*)
- ❑ Development of a Private Protected Area Action Plan
- ❑ Establishment of the World Alliance of Mobile Indigenous Peoples to promote mobility as a strategy for conservation
- ❑ Endorsement of the Executive Summary of the *Ten-Year Strategy to Promote the Development of a Global Representative System of High-Seas Marine Protected Area Networks*
- ❑ Endorsement of a proposal to expand the existing coalition on HSMMPA
- ❑ Review and elaboration of the draft principles and guidelines on ‘Integrating Marine Protected Area Management with Coastal and Ocean Governance’.

Workshop Stream Leads

Grazia Borrini-Feyerabend

Chair, IUCN CEESP Collaborative
Management Working Group &
Co-Chair, CEESP/WCPA Theme on
Communities, Equity and Protected Areas
Ancienne Ecole
CH-1180 Bugnauz
Switzerland

T/F: +41 21 826 0024
E: gbf@cenesta.org
W: [www.iucn.org/themes/ceesp/
Wkg_grp/TILCEPA](http://www.iucn.org/themes/ceesp/Wkg_grp/TILCEPA)
W: [www.iucn.org/themes/ceesp/
Wkg_grp/CMWG](http://www.iucn.org/themes/ceesp/Wkg_grp/CMWG)

Jim Johnston

Project Manager, Governance Streams
Parks Canada – Department of Canadian
Heritage
4th Floor, Jules Léger Building
25 Eddy Street
Gatineau
Québec K1A 0M5
Canada

T: +1 819 994 3013
F: +1 819 997 5883
E: jim.johnston@pch.gc.ca
W: www.pc.gc.ca



Workshop Stream IV

Developing the Capacity to Manage Protected Areas

Stream Lead: Julia Carabias, Faculty of Science, National Autonomous University of Mexico

IUCN support: Lorena Aguilar Revelo

Rapporteur: Sergio Graf

Overview

The general objective of this Workshop Stream was to contribute recommendations on strategies, methodologies and tools to strengthen the capacity of protected area personnel and stakeholders to apply adaptive management in dealing effectively with threats and to capitalise on opportunities. More specific objectives were to:

- ❑ identify the critical capacities needed by PA managers and stakeholders for effective management of protected areas in the face of present conditions and global change;
- ❑ identify approaches, methodologies, tools and other resources that have been successful in developing capacity at various levels and in different regional and institutional contexts; and
- ❑ recommend a strategy and action plan, including roles of key organisations, priorities and projected impacts, for capacity development at various levels for effective conservation and management of protected areas.

Background

During the 21st century, global change (e.g. climate change, ecosystem fragmentation, population growth) will intensify the pressures on protected areas, making the future for biodiversity and related goods and services increasingly uncertain. At the same time, the introduction of new technologies, greater access to information and communication, and consolidation and expansion of democratisation processes may open new opportunities which could make it easier to respond to the challenges of climate change. This will very much depend on what we, as a global society, do in the years to come.

Managing protected areas in a way that is adapted to dealing with global change – and capable of responding to new opportunities – requires PA managers and institutions to have sufficient knowledge, capabilities and resources, including the capacity to ensure the constructive involvement of a diversity of stakeholders.

During the 20th century, when thousands of PAs were conceived and designated, the context was very different, and a vision of protected areas based on isolation from local stakeholders often prevailed. PA managers and other primary stakeholders were trained in this context and generally lacked the capacities needed to deal with the challenges of global change. Put simply, current PA management structures are not adapted to face the new pressures.

Enormous efforts will be needed over the next ten years to develop a range of creative responses and adaptation strategies, including new methods for sharing lessons learnt from diverse sites across the world. This will require capacity development at all spatial levels, from global to local, and across all strands of society. Circumstances differ within and between countries; thus, the process of capacity development itself involves continual adaptation and experimentation.

Capacity development efforts for protected areas have, to date, been dispersed, repetitive and, in the main, mired in traditional approaches that do not address new needs. Making a substantive

change over the next decade requires changing the way we are currently working. The roots of the problem have less to do with an overall shortage of economic resources and more to do with the inefficiency of resource use. While a great deal of expenditure is invested in securing the survival of PA-related institutions and bureaucracies, the level of funding reaching protected areas on the ground is far from adequate.

Among the most important and urgent questions are:

- ❑ How can access to information and knowledge be improved?
- ❑ How can managers and stakeholders best be helped to sort through the mass of information available in order to connect with the experiences, approaches and ideas that are most likely to be useful to them?
- ❑ How can the development of innovative and adaptive management best be encouraged and supported?

Two distinct lines of support are needed:

- ❑ Development of an enabling environment that supports protected areas and managers by ensuring that PAs operate within an adequate policy and legal framework, with public participation and support, and with adequate resources to implement management programmes, and
- ❑ Development of management capacity – knowledge, skills, strategies and systems – within the PA system, to enhance the performance of PA managers and the achievement of system objectives.

Furthermore, it is important to bear in mind that development of management capacity takes place at the level of the individual, as well as at the organisational or institutional level. At the level of the individual, capacity building consists primarily of developing knowledge and skills. At the institutional level, capacity building generally focuses on development of structures, systems and strategies and that will enhance effectiveness.

Pre-Durban preparations

An extensive consultation process, supported by The Nature Conservancy, was implemented through regional workshops in Africa, Asia, and Latin America and the Caribbean. These brought together the main stakeholders from 32 field sites to analyse successful experiences in managing protected areas, and to prepare general guidelines and recommendations on the tools, techniques and factors associated with successful PA management, for potential replication worldwide.

Participants were mainly individuals responsible for PA management at national and local level, as well as representatives of NGOs and indigenous people involved in PA management. The outputs derived from the regional workshops were fed into a ‘synthesis workshop’ of capacity-building specialists held in Costa Rica. They were also published and made available to participants in the Workshop Stream, and used as the basis for the opening plenary sessions.

The Workshop Stream brought together a total of 135 participants, of whom 72 were from developing countries. Presentations included 18 from Latin America and the Caribbean, 21 from Asia and Oceania, 17 from Africa, 11 from Europe, 7 from the USA and Canada, and 3 from West and Central Asia and North Africa.

Summary of plenary and workshop sessions

Plenary sessions 1 and 2

Opening plenary presentations and discussion focused first on ‘what do we need?’, examining the capacity requirements for dealing with the threats and opportunities facing protected area management. Subsequent topics included ‘what are we doing?’ and ‘tools for developing capacities’.

There followed a series of thematic working groups based around the key issues identified in the pre-Congress regional meetings. Each group developed:

- ❑ up to three priority initiatives relating to developing capacity to manage PAs
- ❑ a maximum of three major inputs to *WPC Recommendations*
- ❑ a maximum of three recommendations for CBD COP7

Session IVa: Developing capacity for site-level planning, management and monitoring, including stakeholder participation

Coordinators: Sergio Graf, Nick Salafsky and Caroline Stem

The following key points arose from the session:

- ❑ Adaptive management must be carried out at all levels of the conservation process. Conservation will only succeed if we can build learning institutions, organisations and networks. In particular, all stakeholders – community members, institutional staff, trainers, experts, park managers and trainee staff, etc. – need to be empowered to fulfil their role in protected area management;
- ❑ Adaptive management will not automatically provide the definitive answer to managing effectively. It is more a process that enables conservation practitioners to pose and solve their own problems and take advantage of opportunities. To this end, a vital skill that needs to be developed among all conservation practitioners is the ability to think critically. For example, we cannot merely develop lists of indicators to monitor marine conservation projects; we need to enable people to review lists and determine the minimum set of indicators that will provide adequate answers to the problems faced;
- ❑ Adaptive management is best done by the practitioners themselves. To this end, it is difficult to learn from a book or through a university course. The best training comes through on-site experiential learning – learning techniques through a process of ‘watch one, do one, teach one’. Capacity building is thus best done *in situ* or through cross-site visits and exchanges. This requires substantial investments of money and time;
- ❑ Capacity building is not a one-way, top-down exercise; the best trainers will learn as much as they teach; and
- ❑ Stakeholder capacities to engage effectively in protected area planning, monitoring and evaluation need to be developed.

Session IVb: Systems level policy, legal, communication and participation instruments

Coordinator: Carlos Ponce

The following key points arose from the session:

- ❑ IUCN PA Categories I and II must be kept as core areas for conservation. PA systems should also have other flexible areas that allow human intervention and sustainable use (Category VII). A thorough review of current Categories and the use made of them should be carried out;
- ❑ The planning processes for PA systems must be based on scientific information and integrated into national and local development programmes. Ecosystem diversity must be represented in PAs;
- ❑ There is a clear need for diversified governance and ownership of PAs;
- ❑ International Conventions and Agreements (e.g. Ramsar, CBD, World Heritage, Agenda 21) should offer key recommendations that must be incorporated in national legislation. Conventions have yet to be fully employed as legislative tools;
- ❑ Conservation must be included in national legislation and recognised as a priority;

- ❑ Broad consensus and participation must be prerequisites in the development of new laws and in creating new protected areas. Flexibility is needed in gathering and collating the different viewpoints of stakeholders;
- ❑ National governments must include financial support for PAs, including other stakeholders such as administrators from NGOs and indigenous communities, etc;
- ❑ Economic compensation to PAs affected by climate change must be included in international agreements and in funding priorities;
- ❑ Conflict management skills are required in PA manager training curricula;
- ❑ PA management boards must be representative of the different stakeholders and move towards a greater spirit of participation;
- ❑ There should be a transition from traditional PA staff management to approaches that favour the participation of indigenous and local communities; and
- ❑ Natural resource use plans must accord with the needs and wishes of local communities.

The following recommendations were made:

Priority initiatives:

- ❑ Establish in law national standards for participatory mechanisms (including freedom of access to information);
- ❑ Promote the creation of management committees for PAs; and
- ❑ Promote, and define in legal terms, an enabling environment for wide participation and the use and valuation of local knowledge.



IUCN / Jim Thorsell

Inputs to Congress Recommendations:

- ❑ Promote conflict resolution as a central capacity for PA staff at different levels;
- ❑ Promote the need for intercultural respect in dialogues between different stakeholders in the PA management process; and
- ❑ Stress the need for a coherent legal national framework.

Inputs to the Message to the CBD:

- ❑ Stress the need for economic valuation of natural ecosystems.

Session IVc: Systems level planning, institutional strengthening and inter-institutional coordination

Coordinators: Jim Barborak and Luis Alfaro

The objectives of this group were to identify successful strategies for strengthening institutional capacity: (a) to plan and manage protected area systems, taking account of the increasingly complex network of public and private organisations involved, and (b) to achieve this in a complementary and coordinated fashion to maximise effectiveness, efficiency and active involvement of a wide range of stakeholders.

Session IVd: Human resources development and institutional management

Coordinators: Mike Appleton, Roger Fotso and Rick Smith

This workshop discussed issues relating to capacity development from the perspective of the protected area itself, including special approaches to capacity development of staff, and the role

of training centres. The main objective was to ensure that Congress outputs relating to human resource management and development (notably *WPC Recommendations V.1* and *V.2*) reflected the diversity of needs, approaches and solutions of PAs around the world. Key points raised were:

Societal/enabling environment

- ❑ Donor and international NGOs should work with local partners and beneficiaries to identify capacity development needs and to ensure local ownership of capacity development programmes (recommended for inclusion in the *Durban Accord*); and
- ❑ A strong international framework should be established to promote and monitor good governance.

Institutional capacity

- ❑ Recruitment of staff should consider long-term human resource needs. Local and indigenous people living inside and around PAs should be given employment priority;
- ❑ Institutional capacity building must be continuous and systematic, linking training to performance and retention of staff after training;
- ❑ Protected areas should have the ability to retain revenues generated within the PA and to invest them in improving capacity;
- ❑ Management authority and responsibilities should be delegated to regional and site-level decision-making bodies; and
- ❑ All governments should provide PA staff with adequate living and working conditions, including provision of management support, appropriate equipment and training (recommended for the attention of CBD COP7).

Individual training

- ❑ Global competency standards for PA staff at all levels should be agreed and adopted;
- ❑ An audit of PA staff training centres should be conducted; and
- ❑ Means and funding should be sought to enable such centres to share expertise and to develop global competencies to a common baseline standard (recommended for inclusion in the *Durban Action Plan*).

Capacity development for and with communities and other stakeholders

- ❑ Protected areas should work synergistically with local and indigenous communities – with special emphasis on youth and women, and with other stakeholders as partners – by developing facilitation, negotiation and business planning skills, and by making use of traditional knowledge and indigenous systems to improve PA management, biodiversity conservation and the development of sustainable lifestyles;
- ❑ Management processes should be adapted so that they address values, attitudes and relationships;
- ❑ Small-scale initiatives should be developed to support capacity building for communities and other stakeholders; and
- ❑ Best practice should be documented and disseminated.

Session IVe: Learning, skills development and training

Coordinators: John Chapman and Jim Taylor

This workshop reviewed methodologies and tools, experiences with courses, and community initiatives. Key principles and cautions were developed.

Guiding principles

To be effective capacity development approaches need to:

- be responsive
- be flexible and reflexive (i.e. able to change according to issues and circumstances)
- be context-based
- be participatory and involve partnerships
- include workplace-based learning
- encourage active learning and ‘action competence’
- recognise and build on existing knowledge
- encourage learning through doing
- support curriculum deliberation and collaboration (over and above the simple delivery of courses and programmes)

Session IVg: Developing capacity through networks

Coordinator: Carlos Castaño

This workshop analysed capacities needed to develop networks, and networks to develop capacities.

The following recommendations were made:

- Strengthen the working capacity of existing networks before creating new mechanisms that duplicate or weaken those already in existence;
- Require that the various regional and sub-regional networks of cooperation and information exchange support communication efforts within their area(s) of coverage and establish cooperation mechanisms with IUCN;
- Ensure that the outputs of the Vth IUCN World Parks Congress reach as wide an audience as possible, especially those who most need the information, such as PA managers;
- Encourage cooperation agencies, governments and donor institutions to contribute to the establishment of internet facilities in PAs, as a fundamental element for increasing management capacity and exchange of knowledge; and
- Require the scientific, technical and policy groups/committees of global conventions to increase coordination and exchange of information concerning their PA activities, in order to facilitate better decision-making.

Plenary Session 3: Conclusions and recommendations from the working groups

Coordinator: Kishore Rao

Rapporteur: David Gutierrez

Representatives from each of the working groups presented their conclusions and recommendations.

Plenary Session 4: Looking towards the future

Chair: Julia Carabias

Kishore Rao presented the elements of a strategy and priority initiatives for developing the capacity to manage protected areas. This was followed by a panel discussion on the theme ‘Making it possible’, involving representatives of key organisations concerned with capacity development, such as WWF, The Nature Conservancy, Conservation International, Italian Cooperation, GTZ, Global Environment Facility and the CBD Secretariat. All of these bodies

committed to incorporating the findings and recommendations of the Workshop Stream into their own agendas.

Outputs and follow-up actions

The closing plenary (Session 4) adopted a number of revisions to:

- ❑ *WPC Recommendation V.1: Strengthening Institutional and Societal Capacities for Protected Area Management in the 21st Century*
- ❑ *WPC Recommendation V.2: Strengthening Individual and Group Capacities for Protected Area Management in the 21st Century*

The plenary recommended that the following points should be considered at CBD COP7 for inclusion in the CBD work programme, to be achieved by each Contracting Party by 2010:

- ❑ Constitute a state/national policy on protected areas and ensure that governments consider them in national development strategies;
- ❑ Include representative samples of all national biodiversity, including species, ecosystems, landscapes, seascapes, ecological and environmental services, and associated cultural resources, in national systems of protected areas. The latter should promote robust and complementary national, state, regional, municipal, community and private protected area systems;
- ❑ Elaborate and implement strategic plans for national PA systems, including the timely implementation of management plans for each PA;
- ❑ Build coherent national legal and policy frameworks for conservation of biodiversity and protected area management, and harmonise sectoral policies and laws with conservation policies and laws at the constitutional level;
- ❑ Establish specific PA management bodies, with adequate statutory powers, sufficient funds for the long term, and operational autonomy, subject to regular public scrutiny. Such bodies should be staffed by properly selected, highly qualified professional personnel, civil service career and PA managers with decision-making capacity and authority, providing safety and welfare measures for all staff;
- ❑ Establish mechanisms to harmonise policies and efforts among government agencies and other civil society organisations responsible for conservation and sustainable development;
- ❑ Adopt mechanisms to enable representation and participation of all PA stakeholders at national, regional and local levels;
- ❑ Promote public pride in, and adoption of, protected areas as an asset to society by developing low-impact public infrastructure or services through which PAs can share benefits;
- ❑ Establish monitoring and evaluation mechanisms based on PA objectives and using compatible methods, indicators and site-specific standards. This will enhance management effectiveness, help measure conservation impact and assure biological and cultural integrity;
- ❑ Ensure that all PA management bodies, particularly newly established ones (including decentralised and devolved statutory authorities engaged in co-management and community-based management) have the skills, knowledge, abilities and resources necessary to meet their responsibilities;
- ❑ Promote local ownership and sustainability of capacity development programmes by ensuring that PA institutions maintain core funding for new and continuing capacity development as part of their ongoing business plans; and



IUCN / Jim Thorsell

- ❑ Ensure that capacity development programmes are designed and conducted by the beneficiaries themselves in collaboration with government bodies, partnerships, international agencies, NGOs and other relevant bodies, based on mutually agreed needs and priorities.

In addition, the Workshop Stream recommended that the World Heritage Committee should:

- ❑ consider linking World Heritage training activities with the global protected area capacity development agenda; and
- ❑ require technical, political and scientific bodies from the global conventions to work and agree with Contracting Parties an action plan and strategy to value and demonstrate the vulnerability of PAs and biodiversity in the face of global change.

The Workshop Stream also made the following recommendations regarding the proposed 'Protected Areas Learning Network' (PALNet) under the Ecosystems, Protected Areas, and People Project of IUCN's World Commission on Protected Areas, in partnership with the World Resources Institute, The Nature Conservancy, Conservation International, UNESCO, and the GEF:

- ❑ The proposal to establish the Protected Areas Learning Network be accepted and supported institutionally;
- ❑ Invite WCPA and its partners to develop the full programme as proposed, following adequate consultation with the user community;
- ❑ Establish a Steering Committee for PALNet, under the leadership of WCPA, to guide the development and management of the programme;
- ❑ The thematic technical working groups and task forces of WCPA and other parts of IUCN serve to backstop the scientific, technical and policy elements of the programme; and
- ❑ IUCN and its partners and donors consider means to raise sufficient funding to develop the programme and ensure its sustainability.

Workshop Stream Lead

Julia Carabias

National Autonomous University of Mexico
Faculty of Science
Edificio L rida 202
Pedregal 2, Santa Teresa Contreras
Magdalena Contreras
M xico DF
10720 Mexico

T: +52 2 5622 9014

E: jcarabias@miranda.ecologia.unam.mx



Workshop Stream V

Evaluating Management Effectiveness

Stream Lead: Marc Hockings, School of Natural and Rural Systems Management, University of Queensland, Australia
IUCN support: Pedro Rosabal, Sue Mainka
Organisers: Fiona Leverington, Robyn James
Rapporteurs: Geoffrey Vincent, Jamison Ervin

Overview

The decade since the IVth IUCN World Parks Congress has seen the elaboration of a range of methodologies for assessing the effectiveness of protected area management. The aim of this Workshop Stream was to examine in detail the status of management effectiveness evaluations, including principles, methods, applications and current issues. Fourteen workshops and two plenary sessions, with 20 separate breakout sessions, covered a range of topics under four broad themes:

- Implementing evaluation systems and processes;
- Key ecological, economic, social and institutional indicators for assessing marine and terrestrial systems;
- Threats to protected areas, including hunting, invasive alien species (IAS) and climate change; and
- Work in progress on the assessment of Protected Area Categories and the certification of protected area management effectiveness.

The main points arising from each session are summarised below, followed by a synthesis of conclusions and recommendations.

Plenary sessions

Opening Plenary: Management effectiveness monitoring and evaluation

Lead: Marc Hockings

Closing Plenary: Where to from here?

Lead: Marc Hockings

The opening plenary introduced the issue of protected area management effectiveness monitoring and evaluation. Plenary speakers presented a diversity of experiences and perspectives from around the world to illustrate what is being done and what has been learnt. It was noted that although monitoring and evaluation of management effectiveness has only risen to prominence over the last decade, much has been achieved during this period. It was suggested that increasing interest in this issue indicates a shift within the international protected area community from a focus on 'quantity' to 'quality' of protected areas.

The closing plenary determined that strengthening information management and reporting (i.e. presentation and use of information from monitoring and evaluation) are the next major challenges in this field.

Key points raised were:

- WCPA has developed a framework for assessing management effectiveness that has been widely used to develop a number of assessment methodologies worldwide;

- ❑ The management effectiveness community needs to develop benchmarks of excellence, flexible standards and clearer milestones;
- ❑ Evaluation tools that provide objective data can be used to resist pressures from powerful lobby and advocacy groups;
- ❑ The World Bank has incorporated routine management effectiveness assessments into their portfolio-monitoring process;
- ❑ The 600 PA management effectiveness evaluations conducted by WWF indicate that the top threats are hunting and poaching of plants and animals, logging, invasive species, fire, and agricultural encroachment. The greatest management weaknesses are lack of funding and inadequate staffing levels, weak law enforcement and poor community relations;
- ❑ Evaluation of ecological integrity is a cornerstone of evaluating management effectiveness. Sound science, which should underpin such assessments, can generate considerable volumes of data, but these are frequently lost over time. This means that sound information management systems are as important as sound data;
- ❑ There is a need to continue to share information and learn from the existing diversity of assessments. Simple indicators and systems can be just as important as more complex management effectiveness evaluation systems;
- ❑ Data storage and management, and the building of institutional memory are key future issues;
- ❑ Monitoring and evaluation needs to be ongoing and built into core business and fiscal decision-making;
- ❑ Protected area certification processes need to incorporate verification and to move from being primarily reactive to being far more proactive; and
- ❑ Restoration of damaged ecosystems will assume greater importance in the future. Information from management effectiveness evaluations can provide a greater understanding of what is required in restoration efforts, as well as in monitoring the success of such efforts.

Summary of parallel sessions

Theme: Evaluation systems and processes

Session Vb: Learning from experiences in monitoring and evaluation of management effectiveness

Leads: Marc Hockings and Dan Salzer

Session Ve: Regional experiences in management effectiveness evaluation

Lead: Enrique Lahmann

Session Vm: Using evaluation for better management

Leads: Jose Courrau, Fiona Leverington and Caroline Stem

This theme focused on the process of undertaking management effectiveness evaluations and the application of the information generated in terms of adaptive management, reporting and other purposes. The following key points were made:

Evaluation systems and processes

- ❑ There is a broad range of experience in the design and implementation of management effectiveness evaluations, and such assessments are increasingly being recognised as a critical component of protected area management;
- ❑ Assessment results need to be clearly linked with improvements in management effectiveness;
- ❑ Both site-level and system-level assessments are equally important tools for improving management effectiveness;

- ❑ Management effectiveness evaluations need to look at the broad context in which PAs are situated, and to include assessment of relevant processes occurring beyond PA boundaries;
- ❑ Methodologies for assessing management effectiveness should be tailored to the specific needs of the users. The WCPA framework provides a tool for developing and adapting methodologies;
- ❑ Management effectiveness evaluations should become part of the core requirements of PA management, with budgets routinely dedicated to the implementation and reporting of such assessments;
- ❑ Both subjective, qualitative indicators and objective, quantitative measurements can provide useful data in assessing management effectiveness;
- ❑ The institutional context of management effectiveness evaluations – including agency support for, and commitment to, the process – and long-term organisational stability can be critical to the overall success of an assessment;
- ❑ The choice of methodologies for assessing management effectiveness should be guided by the objectives of the assessment, the needs of the users, and the resource constraints;
- ❑ Management effectiveness evaluations should look at all aspects of the WCPA framework (context, planning, inputs, processes, outputs and outcomes). Many existing assessments do not address ecological integrity, which is key for establishing targets, identifying research needs, and providing a basis for adaptive management;
- ❑ Management effectiveness evaluations can be a particularly important adaptive management tool in rapidly changing areas, such as marine environments and areas with a high degree of threat; and
- ❑ Reporting and communicating results should be an essential component of the overall assessment process.

Gaps and challenges

- ❑ Rapid, site-level methodologies for the purposes of adaptive management are still lacking in the suite of existing assessment tools and need to be developed;
- ❑ PA managers often lack the capacity to conduct management effectiveness evaluations;
- ❑ There is widespread recognition that some elements of management effectiveness evaluations, particularly assessment of the ecological impacts arising from particular threats, often suffer from a paucity of data, and that simple methodologies are needed to fill these gaps;
- ❑ Barriers to the implementation of management effectiveness evaluations include the absence of a conducive environment for undertaking assessments, lack of an ‘assessment culture’, insufficient understanding – and therefore support – among PA staff and/or local communities, and the sometimes political or otherwise controversial nature of assessments; and
- ❑ Although the many PA assessments conducted to date have demonstrated a remarkable concordance of major threats and management weaknesses in protected areas worldwide, there have been few concerted efforts – by either governments or NGOs – to address these issues systematically.

Theme: Indicators of management effectiveness

Session Va: Meeting the needs of indigenous and local communities in management effectiveness evaluations

Lead: Hanna Jaireth

Session Vc: Assessing operational, economic and social aspects of management

Lead: Ian Dutton

Session Vd: Management of protected areas in arid environments: constraints and prospects

Lead: Abdulaziz Abuzinada

Session Vf: Assessing ecological integrity

Leads: Nik Lopoukhine and Jeffrey Parrish

Session Vg: Evaluating management effectiveness in marine protected areas

Leads: Simon Cripps and Charles Ehler

This theme focused on the selection and use of those indicators of management effectiveness that provide the most useful information under particular circumstances and/or for addressing certain requirements. Participants looked at different ecosystem types (e.g. marine, arid) and specific management issues (e.g. ecological integrity, indigenous and local community issues, operational, economic and social aspects). Key points raised were:

- ❑ To facilitate learning (e.g. between sites, countries, programmes) and to improve the practice of management effectiveness evaluations, common indicators should be developed;
- ❑ Effective indicators for assessing management effectiveness are those that:
 - can be applied and/or adapted across a range of conditions, countries and approaches
 - are efficient at providing high levels of information with minimal resources
 - relate to PA objectives, threats and other critical management issues
 - are easy to understand, measure and communicate, and
 - are relevant to, and directly linked with, management planning;
- ❑ Clear indicators can help to improve the transparency and public accountability of management effectiveness evaluations;
- ❑ When developing indicators, particularly ecological indicators, clear baseline thresholds should be established as reference points for the future;
- ❑ Methodologies for assessing management effectiveness, particularly for assessing ecological integrity, must be robust and based on sound science;
- ❑ There are several approaches available for rapid assessment of ecological integrity, including those developed by The Nature Conservancy and Conservation International. There are also many longer-term, in-depth approaches to assessing ecological integrity;
- ❑ Though applicable universally in a general sense, management effectiveness evaluations should be adapted to the specific context and scale of a given situation;
- ❑ Social, economic and institutional indicators are typically not as well developed – and not utilised as widely or as effectively in PA management assessments – as biological and physical indicators. Greater prominence should be given to socio-economic indicators, for example through the involvement of social scientists, establishment of closer linkages with sustainable development initiatives (e.g. state of environment reporting), capacity building for protected area managers, and adaptation of assessment methodologies;
- ❑ Of particular importance to local and indigenous communities are the recognition and maintenance of traditional rights and land tenure, the existence of effective dispute resolution mechanisms, involvement in management decision-making processes, and the incorporation of traditional ecological knowledge into planning; and
- ❑ The subsistence values of PA resources, such as non-timber forest products, are frequently under-recognised in management planning and effectiveness evaluations.



IUCN / Peter Shadie

Theme: Threats to protected areas

Session Vi: Threats to biodiversity and ecological integrity of protected areas from unsustainable hunting for subsistence and trade

Lead: Elizabeth Bennett

Session Vj: Invasive alien species

Leads: Maj De Poorter and Geoffrey Howard

Session Vk: Managing protected areas in the face of climate change

Leads: Lara Hansen and Jennifer Morgan

Assessing the source, distribution, prevalence and impact of threats within individual protected areas and across protected area systems has become a routine part of assessing PA effectiveness. These three sessions examined threats to protected areas, focusing on unsustainable hunting, invasive species and climate change. Key points raised were:

Unsustainable hunting

- ❑ Unsustainable hunting and commercial trade in wildlife are increasing in frequency and intensity in and around PAs across the tropics and sub-tropics;
- ❑ Factors causing the increase in hunting pressure include:
 - increased demand
 - rapidly decreasing populations of key wildlife species
 - increased access to protected areas
 - improved hunting technologies
 - inadequate management capacity and resources to prevent hunting, and
 - unintended consequences of development programmes;
- ❑ Hunting is beginning to have or has already had drastic consequences in PAs, including the extirpation of species and impaired ecosystem functioning. Such effects are not uniform, being more serious in areas with low wildlife productivity and high levels of commercial trade;
- ❑ Addressing the problem of unsustainable hunting is critical not only for biodiversity conservation and maintenance of ecological functions within PAs, but also for meeting the subsistence and livelihood needs of some of the world's poorest peoples; and
- ❑ Elements of effective anti-poaching programmes include:
 - emphasising science-based solutions underpinned by accurate data
 - using traditional ecological knowledge as the basis of educational programmes and enforcement
 - meeting the subsistence and livelihood needs of local communities through alternative means
 - including local communities in the design and implementation phases of anti-poaching programmes
 - designating totally protected no-hunting zones, and
 - curtailing commercial wildlife trade.

Invasive alien species

- ❑ Invasive alien species constitute an urgent and inadequately recognised threat to protected areas;
- ❑ This threat is not distributed uniformly; some areas face a much higher degree of threat than others;
- ❑ Many innovative methods for preventing, controlling and eliminating invasive alien species exist, but lack of awareness of the severity of threat and the absence of information-sharing help to perpetuate inaction;

- ❑ Effective management of invasive alien species in PAs involves several steps, including:
 - recognition of the potential or existing problems of invasive alien species
 - evaluation of ecological and social impacts
 - decision to act, including adequate resource allocation, and
 - selection of appropriate interventions;

- ❑ When considering management options, prevention, including the use of early-warning mechanisms, must be the top priority. Eradication, where possible, is the next best option, with long-term control required if eradication is not feasible;



IUCN / Jim Thorsell

- ❑ The management of invasive alien species should also take an Ecosystem Approach, focusing on the maintenance of ecosystem functions and processes, rather than simply targeting a single species. However, there is a lack of methodologies for rapidly assessing the impact of invasive alien species on ecosystem functions and processes; and

- ❑ There needs to be greater collaboration and knowledge building between existing initiatives that focus on invasive alien species.

Climate change

- ❑ Climate change has evolved from a theoretical concern ten years ago to a major and measurable threat to protected areas worldwide. A much broader awareness of this phenomenon, and its impacts on PA management, is imperative;

- ❑ Major challenges include:
 - improving the resistance and resilience of natural systems to climate change
 - ensuring that protected areas are both adequate (e.g. in number and extent) and appropriate (e.g. in location) in relation to predicted climate change scenarios
 - limiting the impacts on PAs from other sources of stress
 - experimenting with a range of strategies, and
 - using the effects of climate change on PAs to advocate reduction of greenhouse gases;

- ❑ Climate change affects tropical, temperate and arctic ecosystems, and marine and terrestrial biomes very differently. PA managers should consider the range of specific impacts that climate change is likely to have within their own area(s) of work;

- ❑ Developing and implementing adequate responses to climate change will require increases in PA staffing levels and budgets, greater collaboration and regional coordination, landscape-level planning, and a long-term planning horizon;

- ❑ Social readiness for the impacts of climate change (e.g. increased frequency and intensity of severe weather events) can also be an important aspect of PA planning (e.g. prioritisation of mangrove restoration to prevent storm-surge flooding);

- ❑ Arctic ecosystems are especially vulnerable to climate change, with compounding threats including resource exploitation, toxic pollution, ozone depletion, localised increases of CO₂ from thawed permafrost, and decreased ice mass;

- ❑ Mountain ecosystems are also disproportionately sensitive to climate change because they are typically isolated, face a high degree of other threats, contain species that are highly sensitive to change, and are frequently the repository for rare and endemic species – many of which are likely to become extinct; and

- ❑ Specific strategies to increase resilience to climate change in forest ecosystems include the avoidance of further fragmentation, development of buffer zones and linking corridors, and ensuring representation of all forest types.

Theme: Protected Area Management Categories and certification

Session Vh: Assessing the IUCN Protected Area Management Categories system

Leads: Kevin Bishop, Nigel Dudley, Adrian Phillips and Sue Stolton

Session VI: Protected area management standards and certification

Lead: Nigel Dudley

Session Vn: Protected area category certification

Lead: Marija Zupancic-Vicar

The first of three parallel sessions reviewed interim results from ‘Speaking a Common Language’, a project designed to assess the IUCN Protected Areas Management Category system. The second session examined the verification process for assigning categories in cases where there is uncertainty or dispute. The third session considered whether there are approaches or methodologies that can be used to certify or ‘guarantee’ that a given protected area is managed effectively. There was strong support from participants in all three sessions for IUCN WCPA to continue working on these related issues. Key points raised were:

IUCN Protected Area Management Categories system

- ❑ There was strong support for the system, but also recognition that enhanced guidance on its application is needed, taking into account that the categories are now being used in ways that go beyond those foreseen when the present system was introduced in 1994;
- ❑ There needs to be greater clarity in the use of language and terminology;
- ❑ There is a need to ensure effective links with the CBD to avoid the emergence of two systems for categorising protected areas, while recognising that the CBD uses a different definition of ‘protected area’; and
- ❑ There is a need to develop a wider sense of ownership of the IUCN system and this needs to be based on achieving a common understanding.



Protected area category assignment certification

- ❑ Many PAs in the UNEP/World Conservation Monitoring Centre database are not yet assigned to IUCN Categories, meaning that accurate analyses of protected area coverage and representativeness are difficult;
- ❑ Country-level classifications of protected areas are numbered in the hundreds; although the IUCN Categories system is capable of reflecting these, reconciliation is not always straightforward; and
- ❑ There is a proposal to establish a voluntary, experimental process of verifying IUCN categorisation of PAs in Europe.

Protected area standards and certification

- ❑ While certification can attract financial and political support, it is also highly controversial, and any feasibility assessments must include the full range of costs and benefits of certification;
- ❑ There are a number of potential barriers to certification of PAs, including inadequate infrastructure, capacity and funding. There is also a widespread belief that the limited resources available should go toward improving, rather than certifying, PA management; and
- ❑ It is important to recognise that any potential certification or verification system must be a participatory process.

Conclusions

If assessment of management effectiveness is to become a routine component of the way in which protected areas are managed, there is a need to establish an enabling environment for evaluations and to commit the resources needed to act on the findings and recommendations that flow from evaluations. There is evidence that management agencies, donors, NGOs and other groups are giving increased attention to monitoring and evaluation. However, the potential benefits can easily be undermined by continual changes in monitoring programmes, driven by the evolving views or interests of scientific, technical or managerial staff. The end result can be data gaps and data incompatibility that confound identification or analysis of long-term trends. As a consequence, the usefulness of monitoring as an aid to decision-making may be significantly reduced and this can lead to a decline in institutional support for monitoring. Long-term planning and investment are required so that monitoring becomes an institutional commitment and results really are used to enhance management effectiveness.

Given the proliferation of assessment methodologies, participants recognised the need for some harmonisation of standards and indicators across systems. The WCPA management effectiveness evaluation framework provides a starting point for this but there is still much to be learnt about the most relevant, useful and reliable indicators and assessment methods. Work will continue on development of assessment systems to address methodological gaps, including rapid, site-level assessments of management effectiveness.

Many presenters emphasised the need to use robust, rigorous and scientifically sound methodologies. This is particularly important for assessing ecological integrity (recognised as a critical and underdeveloped component of management effectiveness evaluations). However, sound biophysical science is not the only requirement for useful and valid assessments. Other requirements are the need to include consideration of social and cultural factors, including traditional knowledge, into the design, implementation and reporting of management effectiveness evaluations.

Outputs and follow-up actions

The findings from the Workshop Stream led to the adoption of two *WPC Recommendations* and provided direct inputs to the *Durban Accord* and *Durban Action Plan*, the *Message to the CBD* and two *Emerging Issues*:

❑ *WPC Recommendation V.18: Management Effectiveness Evaluation to Support Protected Area Management*

Participants affirmed the importance of management effectiveness evaluations for adaptive management of PAs, encouraged the development of standards and thresholds for PA management effectiveness, encouraged states to report on the findings of management effectiveness assessments, and encouraged the formation of a task force to address the emerging issues of PA management certification and management category verification.

❑ *WPC Recommendation V.19: IUCN Protected Area Management Categories*

Participants reaffirmed their support for IUCN's objectives-based six-category system. However, they recommended an update to the 1994 guidelines (e.g. provision of further guidance on the use and assignment of the categories, inclusion of private and community-conserved protected areas, and an explanation of how the categories relate to ecological networks and wider regional planning) in light of the new uses to which the system is being put.

❑ *Durban Accord and Action Plan*

Participants affirmed the importance of monitoring, evaluating and reporting on the effectiveness of PA management to ensure that the status and values of a given protected area are conserved. They further recognised the importance of an Ecosystem Approach, where adaptive management principles are used to ensure effective conservation of PA resources in the face of changes and pressures.

❑ *Message to the CBD*

Several contributions were agreed, including an emphasis on the need to promote, adopt and implement best-practice systems for assessing management effectiveness of PAs at local, national and regional levels; and the need to ensure that evaluation processes and results are used transparently and methodically at system and site levels to improve management outcomes. It was also recommended that the CBD should promote the IUCN Protected Area Management Categories system.

❑ *Emerging Issues*

The Workshop Stream contributed significantly to the texts on ‘Sustainable hunting, fishing, and other wildlife issues’ and ‘Management of invasive species’ developed and adopted at the Congress:

In addition, participants made the following general recommendations:

- ❑ The lessons learned from the Workshop Stream should guide the future direction of the WCPA Management Effectiveness Theme Programme, and specific lessons and examples should be summarised and published;
- ❑ WCPA should consider creating specific task forces to examine the most important threats facing PAs, and to address the emerging issues highlighted in these proceedings;
- ❑ The findings of these task forces should guide the development of a training programme for implementing ecological integrity assessments;
- ❑ New methodologies to assess management effectiveness should be developed to address the specific gaps identified in this Workshop Stream, including rapid, site-level assessments of both management effectiveness and threats;
- ❑ There should be clear targets for the adoption and application of management effectiveness evaluations at both site and system levels;
- ❑ There should be a coordinated and concerted effort among a range of PA institutions to address systematically the most prevalent and destructive threats, and the most critical management weaknesses, in PA systems worldwide; and
- ❑ There should be widespread commitment by funders, governments and NGOs to institution-alise and support management effectiveness evaluations at the site and system levels.

Workshop Stream Lead

Marc Hockings

School of Natural and Rural Systems Management
University of Queensland
Gatton Campus
Queensland, 4343
Australia

T: +61 7 5460 1140
F: +61 7 5460 1324
E: m.hockings@uq.edu.au
W: www.iucn.org/themes/wcpa/theme/mgteffect.html



Workshop Stream VI

Building a Secure Financial Future

Stream Leads: Carlos E. Quintela, Wildlife Conservation Society
Lee Thomas, IUCN

IUCN support: Joshua Bishop

Rapporteur: Lee Thomas, IUCN

Overview

Plenary 1: Introduction to the sustainable finance stream and the policy context for protected area financing

Chair: Carlos E. Quintela

The opening plenary gave participants a better understanding of the high costs of financing conservation and what needs to be done to apply funds in a more effective and sustainable way. Three fundamental questions were asked:

- How much is spent on protected areas?
- How much should be spent?
- Is the extra worth it?

The following points were made during discussion:

- A realistic estimate is needed of how much it will take to meet global conservation commitments. Management costs for terrestrial and marine protected areas are estimated at US\$38 billion a year. This figure contrasts with current estimated expenditure of US\$4–7 billion per year, of which over half is spent in North America. Meanwhile, the gap between rich and poor countries continues to widen. Diversification and innovation are necessary if the financing available for PAs is to increase;
- A key challenge is that of communication. Often, the benefits of protected areas have not been adequately or convincingly demonstrated to decision-makers. Accordingly, there is a need to link pressing social and economic issues with conservation, and to communicate more readily the relationship between PAs, conservation, and poverty alleviation. Success stories that highlight and explain this relationship need to be widely disseminated;
- Business plans can help to quantify the financial situation of protected areas and communicate this information to a broad audience. Understanding the true financial costs of operating PAs is important because they have been underestimated. Reasons for this have included data constraints, inconsistency in reporting, lack of expertise in preparing budgets, lack of standardised budgeting processes, not factoring in depreciation, and reluctance to divulge financial information;
- A key challenge is deciding on priorities. Should funds be directed to species or ecosystems? What decision-making frameworks should be adopted, and how does this issue rate alongside the clear need to expand the PA network? It was suggested that the priority should be to ensure adequate funding for the existing network before considering any expansion;
- Continued growth in funding from the international community is crucial. Conservation brings global benefits, and this case needs to be made in the context of population growth, growing poverty and increasing income inequality;

- ❑ The conservation community needs a stronger position in order to demand the resources to close funding gaps. The GEF replenishment, for example, was successful but very difficult. The challenge is how to pay for recurrent costs and long-term processes, and how to minimise dependence on external funding, especially given that a significant increase in overseas development aid is unlikely. For that reason, diversification, capacity building and mechanisms affecting national policies are important;
- ❑ Conservation funding sources must be diversified. Mechanisms include trust funds, cost recovery, management through concessions, and tax incentives for private conservation, as well as partnerships. While tourism is also an important source, sustainable income flows cannot be guaranteed due to the effects of economic downturns or political instability; neither should tourism be relied upon as the sole source of revenue; and
- ❑ In addition to funding constraints, distortions created by perverse subsidies, such as in the fisheries and agricultural sector, lead to misallocation of resources, create pressures on protected areas and serve to increase degradation. Governments need to reduce subsidies and redirect funding in order to increase financial flows to protected areas.

Overall, the financial flows to protected areas and biodiversity conservation need to be diversified and stabilised. Moreover, a proper valuation of the goods and services provided by PAs, and biodiversity in general, should be undertaken so that decisions about economic development are made with the full understanding of the costs, benefits and social impacts involved. Policy-makers need to grasp the fact that biodiversity conservation contributes significantly to national and local economies and to poverty alleviation, making conservation a vital component of any poverty reduction strategy.

Parallel session summaries

Session: Institutional arrangements for financing protected areas

Chair: Richard Leakey

Session IVa: Government structures for financing protected areas

Chair: Murphy Morobe

Session IVb: Donor support for protected areas

Chair: Marianne Guerin-McManus

Session IVc: Private sector investments

Chair: Pedro Leitão

Session: Concluding plenary

Chair: Lorenzo Rosenzweig

Discussion within these sessions centred around the following points, distilled in a concluding plenary:

- ❑ Successful financing for protected areas will depend on the coordination of multiple financial sources based on jointly agreed strategies established with all relevant stakeholders;
- ❑ In seeking to provide sustainable finance for the management of PAs, institutions often face a complex set of social, cultural, physical, biological, political, legal and financial factors. By taking each of these factors into account and by working closely with other institutions, comprehensive and effective arrangements can be developed, increasing the likelihood of PA biodiversity objectives being met. Since it is generally institutions (at local, national, regional and international levels) that provide the framework for generating and allocating PA funding, the setting up of sound institutional arrangements is a priority;
- ❑ Participants focused on three issues related to institutions: government structures for financing protected areas, donor support, and private investments in protected areas. There is a need for

institutions to create synergies and partnerships that formalise legal and operational arrangements by consensus, and approach the funding challenge via a united front. New approaches, that integrate conservation with poverty alleviation strategies, are essential, as is the development of private and long-term public funding mechanisms, such as trust funds, to ensure a predictable flow of resources to PAs in perpetuity;

- ❑ Governments bear the ultimate responsibility for managing PAs, but they cannot do this task alone. Governments need to develop flexible partnerships with the private sector without losing their ultimate responsibility for the management of PAs. There is an urgent need to create greater awareness, within all levels of government, of the benefits provided to society by protected areas, so that political and financial support is strengthened. Some participants argued for a constitutional mandate for PAs, to ensure long-term commitment;
- ❑ Donors continue to play a leading role in funding protected areas. Opportunities for creating ‘donor coalitions’ to support the funding of PAs should be explored. Donors also need to adopt transparent funding strategies, as well as more flexible mechanisms for delivering both targeted and long-term funding for PA management. A further requirement is to open up opportunities for endowments and other mechanisms to mitigate fluctuations in funding. In addition, donors and governments both need to improve the link between protected area conservation and socio-economic development and poverty reduction;
- ❑ The private sector is insufficiently engaged as a partner in protected areas and this may constitute a risk, given the important economic role of the private sector. Institutional arrangements and an enabling environment must be created to attract private sector investments, with a focus on quality and ‘triple bottom-line benefits’ (i.e. social, environmental and economic benefits). It is also essential to ensure that private sector investments are attuned to the objectives of PA management. Partnerships among the private sector, civil society and local communities are critical for assuring sustainable and holistic management of protected areas.



IUCN / Jim Thorsell

Plenary 2: Applications of sustainably financing protected areas: learning from concrete successes

Chair: Sean Southey

This session was composed of an introductory plenary, followed by 11 concurrent workshops. Five questions were posed to stimulate discussion:

- ❑ Why and for whom are we doing sustainable financing, and who will benefit?
- ❑ How do we raise funds in order to empower local people?
- ❑ How do we deal with the fact that money spent unwisely can do more harm than good?
- ❑ Should we only finance conservation, or should we also focus on education and pro-poor activities?
- ❑ Are funds really lacking?

Session VI d: Trusts and endowment funds

Coordinator: Ray Victorine

The general objective of this session was to provide participants with lessons learnt in the operation and management of environmental funds in support of biodiversity conservation, with a focus on financing related to PA management and support.

Participants recommended that:

- ❑ the *Durban Accord* should urge greater donor and governmental support for the establishment of trust funds and endowments for the conservation of biodiversity. Specifically, donors should increase levels of financing to establish new environmental funds and enhance the operation of existing funds by ensuring they have sufficient capital to meet their objectives; and
- ❑ donors should explore the use of more flexible and innovative fund disbursement and financing mechanisms, thereby enabling existing environmental funds to improve leveraging of capital and to build long-term funding opportunities. This could include ‘front-loading’ allocations (i.e. larger initial transfers) to allow investment of undisbursed revenues to create a revenue stream to support fund endowment.

Session VIe: World Heritage status appeal to donors: a tool to strengthen sustainable financing mechanisms

Coordinator: Marc Patry

Chair: Andrew Bovarnick

Participants recommended that:

- ❑ UNESCO’s World Heritage Centre should carry out a recurring costs review of all natural World Heritage sites in order to establish baseline information on the financial situation of each site;
- ❑ a substantial restructuring of international conservation finance mechanisms should be carried out to provide for the real needs of conservation;
- ❑ the GEF, as the mechanism created to finance globally important biodiversity values, should increase the scope of its operations in order to provide sustainable recurring-cost financing to PAs critical for biodiversity conservation. This should be done either through direct subsidy, and/or supporting a rigorous sustainable financing transformation process on the ground. ‘Criteria 4’ World Heritage sites should be used as the initial focus of such efforts; and
- ❑ UNESCO’s World Heritage Centre and signatories to the World Heritage Convention should work together to activate the aspects of the World Heritage Convention that encourage benefits from World Heritage sites to flow to other national heritage properties.

Session VI f: Building a complex portfolio to sustainably finance marine protected area networks

Coordinator and Chair: Scott Smith

This session explored opportunities, challenges and experiences in assembling ‘portfolios’ of revenue generation and cost-reducing management approaches to sustain marine protected area networks.

The following key points emerged:

- ❑ To achieve long-term sustainability, it is important to consider both direct operational costs of PAs and indirect and opportunity costs. Key ingredients for sustainability include: increasing, diversifying and retaining funding at sites, and using valuation to determine fair payments for rewarding MPA benefits generated. Equally important are balancing the full range of MPA costs, targeting the full range of cost-bearers and benefit-providers, diversifying the financial beneficiaries, and diversifying the payments made and mechanisms for benefit generation;
- ❑ Given that managing MPAs and MPA networks is expensive, diversified portfolios of financial support are critical, but there is no ‘one size fits all’ solution. Local support for funding systems is essential, and fees need to be retained at the sites that generate them – users’ willingness to pay is significantly affected by this;

- ❑ Cutting costs (e.g. by establishing volunteer programmes, garnering in-kind support from the tourism industry, and sharing resources among MPAs) is an important ingredient in sustainable financing strategies;
- ❑ Government policies and programmes (e.g. tax treatment, fee retention) can significantly influence the financial sustainability of PAs; creativity is needed to encourage policies that are more favourable to long-term sustainability; and
- ❑ Consider whether pelagic fisheries might contribute to sustainable financing of MPAs.

Session VIg: Role of communities in sustainable financing of protected areas

Part 1 Coordinator: Sean Southey

Chair: Charles McNeill

Part 2 Coordinator and Chair: Dermot Smyth

Case study examples from Belize, Fiji, Honduras, Guatemala, Australia, Bolivia, Côte d'Ivoire, Nepal and Pakistan indicated that community-based national resource management initiatives can result in substantial increases in income for communities, as well as benefits to conservation. One of the main challenges is to ensure that appropriate incentives are created for communities to engage effectively in sustainable resource use.

Participants reached the following conclusions:

- ❑ With growing recognition of the importance of social issues in PA management, there must be a community voice in PA management decisions;
- ❑ Working with communities and empowering them to manage their resources sustainably can be a slow process, requiring long-term involvement and a step-by-step process. Often, there is a disconnection between donor time horizons and needs on the ground. Donors provide short-term funding with required outputs, while communities require more sustainable, longer-term support;
- ❑ Ecotourism ventures can be extremely lucrative but the industry is fickle, making resource flows potentially unstable, particularly where foreign tourists are concerned. More effort must be invested in developing domestic tourism, as well as other non-tourist based sources of revenue;
- ❑ Community-based management initiatives offer tremendous potential to increase revenue at the community level, though there is potential for subversion by powerful individuals; and
- ❑ Mechanisms to ensure transparent and accountable leadership need to be built into projects at inception. These systems and structures are most likely to succeed if the communities are entrusted with ownership and control.

Session VIh: Marketing the ecosystem services of your park

Coordinator and Chair: Joshua Bishop

Several methods are currently being used to increase revenues for PA management through ecosystem services. These include: economic analysis of payment systems for environmental services, carbon offsets, payment for watershed services, fiscal instruments for conservation and consideration of alternative conservation strategies.

Participants stressed the importance of identifying and valuing environmental services as justification for setting up payment systems, particularly in the context of building local, national and global support. Four case studies, from Indonesia and the USA, demonstrated environmental services provided by PAs that have a significant economic value to both local and global communities.

The following points emerged from discussion:

- ❑ The carbon storage capacity of forests is of major importance and can be increased by projects related to afforestation/reforestation, rehabilitation, and agro-forestry. There is a need to increase participation of PAs and small-scale producers in the carbon offset market, and to reduce bureaucracy and transaction costs;
- ❑ Projects based on the value of watershed services must clearly identify the beneficiaries of these services and their willingness to pay for watershed conservation. Ideally, downstream externalities should be converted into upstream payments for conservation;
- ❑ Fiscal instruments can be used to promote conservation, with a relatively small reallocation of funds (e.g. from sales tax as demonstrated in one Brazilian case study) having a potentially substantial impact; and
- ❑ Given that between 400 and 800 million hectares of forest are community owned, there is tremendous potential to involve indigenous people and other rural land users in conservation work.



IUCN / Jim Thorsell

Session VII: Tourism-based revenue generation

Coordinator: Andy Drumm

Chair: Peter Fearnhead

This session examined how the values of protected areas can be transferred into financial revenues through tourism, recognising that there is a potentially significant role for the private sector.

During discussion it was noted that:

- ❑ mechanisms that can help to cover PA costs by generating income from tourism revenues should be put into place. These must be flexible in order to deal with unplanned impacts and unidentified needs. The fee structure should differentiate between local and foreign visitors, where appropriate. Local stakeholders should be involved and revenues shared with local communities, the latter benefiting from the income generated. All of this requires a long-term strategic vision for the development of resources, and a clear policy and mechanism for tourism-based revenues; and
- ❑ research is critical for effective management of tourism in PAs, providing invaluable data for strategic planning, policy development and for the setting of fee structures. However, this requires substantial investment of time, money and skills, and is often subject to budget cutbacks. Several research methods and tools are available and can be tailored specifically for PAs.

Participants concluded that:

- ❑ fees should be charged by all national parks;
- ❑ revenues raised from tourism should be used to cover all costs related to the management of tourism activities within those parks;
- ❑ revenues should be retained by the park, with a proportion going to the national park agency;
- ❑ decisions and operations related to tourism-based revenues need to be decentralised to the site level, where implementation is undertaken; and
- ❑ national parks need to develop business plans that identify total costs and revenues, where tourism is an integral part of, but not the only source of, revenue.

Session VII: Financial issues and tourism

Coordinator: Elizabeth Halpenny

Chair: Paul Eagles

This session considered global issues relating to the role of tourism in financing protected areas. Because financing of PAs is ultimately dependent upon factors that affect PA visitation, tourism and management, it is important to consider macro-scale trends.

One case study demonstrated that an effective means of making commercial tourism operators and other users contribute to PA costs is imposition of an environmental management fee for use of the park and its facilities. One significant advantage that both PA agencies and the tourism industry can draw from such schemes is detailed visitation data which helps in identifying trends, visitor 'hotspots' and other key issues. These data can be applied to marketing and promoting PA visitation.

A key benefit of raising conservation revenues through charging visitor fees is building the skills and capacity of protected area staff to manage tourism and visitor-related issues.

Session VIj: Role of private sector partnerships in supporting protected areas

Coordinator: Phil Voorhees

Chair: Steve Raney

Discussion on the opportunities for engaging the private sector to give support to protected areas led to the following conclusions:

- The private sector is well positioned to deliver services and benefits to conservation and to local communities. To achieve this requires development of multi-level partnerships involving the state, local government, communities and businesses;
- There is a need for a paradigm shift away from the perception that business is the wrongdoer that needs to be controlled and regulated, or that the private sector is purely a source of funds;
- Private sector profit is not always incompatible with conservation and can actually bring greater conservation benefits;
- There are many models of private sector partnerships that can be built upon. However caution should be applied, as some models elaborated for industrialised countries may not necessarily work well in developing country contexts; and
- NGOs and protected area managers need to explore appropriate models for private sector partnerships that will meet conservation objectives and provide a diversity of income sources to support these objectives.

Session VIk: Forging effective partnerships with oil and gas companies for protected area conservation

Coordinator: Ray Victorine

Chair: John Robinson

The aim of this session was to bring representatives from the oil and gas industry and the conservation community together to discuss the issues involved in forging partnerships that could support conservation.

The following points emerged from discussion:

- Conservation organisations need to explore how best to relate to and influence oil and gas exploration projects, so that companies better accept responsibility for both immediate and

secondary impacts of their investments. In so doing, it is important to work with governments that are responsible for licensing oil and gas projects;

- ❑ Of particular importance is early engagement of all stakeholders in the process, and the need to go beyond the requirements of the law to safeguard protected areas and assure the needs of local communities;
- ❑ Prior to negotiations with extractive companies, the costs of PA management need to be assessed, in addition to the investments needed to meet sustainable development goals. Knowing these costs can allow the establishment of more appropriate funding mechanisms. In many cases to date, PA costs have not been properly considered, and this has led to insufficient financial support for conservation being made available by resource extraction companies;
- ❑ Companies can also provide non-monetary contributions to conservation, including technical expertise that can help conservation objectives; and
- ❑ Where specific private sector activities adversely affect biodiversity, natural or cultural heritage, the responsible party should meet the costs of avoiding, minimising, mitigating, restoring or compensating for such damage, including through provision of support to protected areas.

Some participants expressed concern about the appropriateness of working with oil and gas companies at all, fearing unequal dialogue. There was also a fear that, by dealing with such companies, there was explicit acceptance that the companies should be allowed to exploit resources even though this might harm protected areas and local communities.

The following recommendations were made:

- ❑ Dialogue within the conservation community should determine how and under what conditions conservation organisations can best engage with oil and gas companies to ensure adequate financing for protected area conservation at the same time as ensuring that the interests of all stakeholders are equally represented in the dialogue; and
- ❑ Development of policies, frameworks and mechanisms for engagement should be developed without delay, to minimise impacts on biodiversity.

Session VII: Conservation incentive agreements

Coordinator: Richard Rice

Chair: Agi Kiss

Based around case study presentations, this session discussed the sustainability of direct economic incentives, monitoring of these schemes, the payment vehicle and rates (lump-sum or smaller instalments), the distribution of revenues, local involvement, and the ‘pro-poor’ methodology.

General conclusions:

- ❑ Direct economic incentives for biodiversity conservation can be more effective and efficient than indirect incentives. The more direct the incentive, the closer the link and benefit to biodiversity;
- ❑ Economic payments provided in direct incentive schemes might be inadequate to offset the opportunity costs of changing land use, or they might distort the market; and
- ❑ Providing direct economic incentives to protect biodiversity is not the ultimate solution but an option that should be considered and which gets the job done at a fairly low cost. For this to work properly, a secure land-tenure system needs to be in place.

Session VIIm: Debt relief and conservation finance

Coordinator: Matthias von Bechtolsheim

Chair: Jean-Paul Paddock

Four case studies formed the basis for discussion: bilateral debt-for-nature swaps in Peru, debt-for-nature swaps and highly indebted poor country debt relief in Madagascar, debt relief and endowment funds in the Philippines, and poverty reduction strategy programmes.

The following conclusions were reached:

- Debt-for-nature swaps are alive and well 20 years after their inception;
- Three types of debt-swap mechanisms contribute to long-term financing strategies for protected areas: bilateral debt-swaps, commercial debt-swaps, and relatively new swaps related to highly indebted poor country poverty reduction strategy programmes;
- Strong alliances between different practitioners, diplomacy, time (1–3 years) and momentum, as well as an adequate legal structure, are all required to ensure success;
- Other requirements include good projects, the right timing for political processes and the prevailing discount rate, financial expertise and skilled intermediation, and NGO commitment;
- As a general precautionary principle, it is advisable to combine debt-swaps with local mechanisms and funds; and
- Debt-swaps require transparency and active lobbying and advocacy.

Plenary 3: Tools and capacity building

Panellists: Sheldon Cohen, Peter Fearnhead, Alain Lambert, Patrick Maguire and Alberto Paniagua

Existing conservation finance mechanisms need to be significantly scaled up, and the number of practitioners who can use these tools expanded. Created in 2002, the Conservation Finance Alliance (CFA) is a network of organisations formed to provide information on conservation finance mechanisms, training and capacity building. The CFA Guide, available as a CD-ROM and through the internet, covers in detail 13 specific mechanisms – such as business planning and trust funds – for financing protected areas. The tools provided allow for quick, practical finance training for protected area managers. These tools now need to be further developed into courses and curricula for training, for which the CFA is seeking funding.

Session VIIn: Conservation finance capacity building programme

Co-Chairs: Alain Lambert and Dan Biller

This discussion produced several ideas on how to develop a more comprehensive programme of training and capacity building in conservation finance mechanisms:

- Creating textbooks for university courses based on the CFA guide;
- Linking the tools in the CFA guide to other capacity-building initiatives worldwide;
- Collaborating with academic institutions to develop core curricula for PA managers, in programmes such as forestry, wildlife management and agriculture;
- Integrating conservation finance curricula into business planning and finance courses;
- Presenting conservation finance tools to the annual meeting of UNDP/GEF Small Grants regional coordinators;
- Promoting the content of the guide among both technical and non-technical audiences;

- Approaching existing environmental funds to help support CFA training programmes; and
- Approaching ethical investment funds with the CFA guide.

Session Vlp: Business planning

Chair: Scott Edwards

Panellists: Brian O’Neil, Robert Rajaonarison and Sonia Peixoto

Case studies from three protected areas – Golden Gate (USA), Masoala (Madagascar) and Tijuca (Brazil) – introduced the notion of business planning. This included discussion of the structure of business plans and lessons learned in their application by the international PA community. The session underscored the usefulness of business plans as both fundraising and communications tools and as frameworks for annual and quarterly planning.

Session Vlr: Regional case studies

Chair: Lee Thomas

Eleven case studies from different regions in the world demonstrated the financial challenges of managing conservation programmes and the need to diversify sources of funding. The presentations posed several important challenges to the conservation community:

- Should financial constraints make us settle for lower levels of protection?
- Can we still do a good job with the limited resources available?
- Is it possible to achieve a balance between sustainable financing and sustainable conservation?
- Are we creative enough in mobilising resources?

It was concluded that there is a need to:

- develop long-term sustainable sources of funding;
- ensure proper advice is obtained on the drafting of legal documents dealing with implementation of financing mechanisms;
- diversify funding sources to cope with reduced budgets and donor fatigue; and
- adopt better business approaches; for example, well-executed socio-economic analyses can convince policy-makers and increase government investment in PA facilities and maintenance.

Short courses

Three short courses were held in association with this Workshop Stream.

Business planning

Instructors: Juan Jose Dada, Scott Edwards, Valerie Hickey, Andreas Merkl and Phil Voorhees

The concept of business planning was explained, together with six steps to developing a business plan, the contents of the plan, and the timeframe needed for this process. ‘Real life’ examples were presented, with the most common weaknesses being a poor management plan, poor budgeting, lack of baseline information, and lack of coordination and institutional capacity.

Economic valuation

Instructors: Stefano Pagiola and Gunars Platais

This course examined the values that environmental services provide through natural ecosystem processes. The process of identifying environmental services and determining what economic values to assign to these services for the benefit of protected areas were explained.

Conservation finance tools

Instructors: Sheldon Cohen, Alain Lambert, Patrick Maguire, Alex Shenkin and Ray Victurine

This course provided an overview of the finance mechanisms in the Conservation Finance Alliance training guide (see summary for Session VIIn). Participants were able to test these tools in a computer laboratory facility.

Conclusions

The Workshop Stream raised awareness of the value of biodiversity in financial and socio-economic terms and explored how best that value can be translated into both revenue and broader support for biodiversity conservation.

The value of benefits provided by PAs throughout the world far exceeds the costs required to manage and protect them. Benefits accrue to local and indigenous communities, to national economies, and to the wider world. As such, the contribution of biodiversity conservation to economic development and poverty alleviation cannot be over-emphasised.

Outputs and follow-up actions

The outcomes of the various workshops are embodied in the following *WPC Recommendations*:

- WPC Recommendation V.7: Financial Security for Protected Areas*
- WPC Recommendation V.8: Private Sector Funding of Protected Areas*

These stress the necessity of diversifying and stabilising financial flows to protected areas and biodiversity conservation. To achieve the desired conservation results, there is a need to remove policy and institutional barriers to sustainable financing. This will ensure more effective allocation of resources across PA networks, so that funding from both new and existing sources, and revenue generated by the PAs can be fully and efficiently directed to their management. There is also a need to expand partnerships for the mutual benefit of all stakeholders.

The Workshop Stream reconfirmed that more efficient and coherent implementation of the Convention on Biological Diversity is required. It also reaffirmed that achievement by 2010 of a significant reduction in the current rate of loss of biological diversity will require new and additional financial and technical resources, as stated in the WSSD Plan of Implementation.

Workshop Stream Leads

Carlos E. Quintela
Conservation Finance Program
Wildlife Conservation Society
Suite 403
1700 Connecticut Avenue NW
Washington DC 20009
USA

T: +1 202 588 1108
E: cequintela@wcs-cfp.org
W: www.conservationfinance.org

Lee Thomas
Deputy Chair, WCPA
IUCN
P O Box 251
Hall
ACT 2618
Australia

T: +61 2 6230 2282
E: lee.thomas2@bigpond.com



Workshop Stream VII

Building Comprehensive Protected Area Systems

Stream Leaders: Mohamed I. Bakarr, World Agroforestry Center
Gustavo A.B. da Fonseca, Center for Applied Biodiversity Science,
Conservation International

IUCN support and Rapporteur: Jean-Christophe Vié

Overview

Goals and specific objectives

Biodiversity is not evenly distributed across the globe, thus an effective network of protected areas to reduce the rate of loss of biological diversity should be based on an adequate understanding of the patterns of distribution of species, habitats, ecosystems and ecological processes across all scales. Systematic conservation planning and decision-support tools should be used to identify targets for protection based on such understanding.

New analyses presented during the World Parks Congress show that the global protected areas network is far from complete, with significant gaps in coverage for threatened species, globally important sites, biomes and habitats. These gaps require the expansion of existing protected areas, the strategic creation of new ones, and measures to ensure connectivity by maintaining or restoring suitable habitat between them.

The overall goal of this Workshop Stream was to assess strategies for ensuring that protected areas adequately represent the full range of terrestrial, freshwater and marine species and biomes around the world, and that innovative experience with different PA approaches (e.g. bioregional approaches, peace parks) and connectivity (e.g. corridors) is shared within the global conservation community.

Specific objectives were to:

- establish an understanding and appreciation of the need to identify and document gaps in PA systems at national, regional and global scales, including data needs, criteria, tools and procedures to identify and select biodiversity-based targets;
- establish an understanding of gaps in the existing global PA system that must be filled to ensure coverage of as many species as possible (and most importantly, of threatened species on the IUCN Red List), and of all biomes (terrestrial, freshwater and marine);
- establish an understanding of what it would take to build comprehensive PA systems, including an assessment of data needs, costs, and the potential role of 'unconventional' protected area designations;
- suggest procedures and criteria to equip PAs with adequate connectivity, for example through establishing landscape corridors, especially where this is needed for adaptation to global change; and
- propose methods for establishing bioregional approaches to landscapes surrounding PAs with the aim of achieving enhanced social and economic equity and improved land/water stewardship, with a mosaic of 'biodiversity-friendly' agriculture, forestry, fishing and other practices.

The stream consisted of three plenary sessions, three breakout group sessions, and 21 sub-sessions, with a total of 161 presentations.

Key messages emerging from the Workshop Stream

1. Protected area networks (global, regional, national) are far from complete

The 2003 World Database on Protected Areas (WDPA) – released at the Congress – is a vital tool for measuring the efforts of governments and civil society to build comprehensive protected area networks. The database is maintained by UNEP/WCMC, with the support and assistance of the WDPA Consortium that includes IUCN members of international conservation NGOs and other interested agencies.

Coverage

The 10% land coverage target set at the 1992 IUCN World Parks Congress was an important step in building the global PA system. This target has been met for the terrestrial realm but is incomplete for marine areas, which cover over 70% of the Earth's surface. Less than 1% of the planet's marine and coastal systems are protected, and even less is managed effectively. It is also clear that the 10% target is insufficient to represent the majority of species associated with most ecosystems. Finer-scale analysis using habitat suitability models has revealed 'hidden' gaps in Africa and Europe, indicating that current estimates of species at risk of extinction may be too low. Furthermore, research suggests that gap analyses based only on the known distribution range of a species may result in gaps being underestimated.

Gaps

New analyses have shown that the current global PA network is far from complete and is not representative of overall biodiversity. Critical gaps exist at all levels, from species, to ecoregion, to biome, and at all spatial scales from sub-national to global. There was broad consensus among participants that future expansion of the PA network needs to be made strategically, focusing conservation efforts on the biodiversity components and regions that require most urgent attention.

A global gap analysis for vertebrate species has been generated from distribution maps (covering 11,171 species) produced by the IUCN Red List Partnership. This analysis revealed that at least 831 species classified as 'threatened with extinction' currently have no protection whatsoever in any part of their ranges. Areas requiring urgent attention are mainly concentrated in tropical forests and on islands. Asia was identified as a high priority for expansion of the global network, while in Africa and South America the emphasis should be on strengthening existing networks.

While significant data advances have been made, serious challenges lie ahead, not only with filling the gaps that remain in terrestrial and freshwater biodiversity assessments, but in keeping information up to date. Mechanisms for gathering geo-referenced data on species for distribution modelling are needed, as are more effective mechanisms for data sharing and dissemination.

Identification of gaps in the PA system (and subsequent prioritising for conservation action) is often based on biodiversity data. However, management effectiveness has also to be taken into account when undertaking global gap analysis and in subsequent designation of new areas. While many species are formally protected 'on paper', the actual effectiveness of many protected areas is limited.

Biodiversity loss

Increasing habitat fragmentation and the growing number of species on the IUCN Red List show that biodiversity loss remains a major challenge. Indeed, the target of achieving by 2010 "a significant reduction in the current rate of loss of biological diversity", as agreed by the 6th COP to the Convention on Biological Diversity (Decision VI/26), restated in the Hague Ministerial Declaration of April 2002, and endorsed at the World Summit on Sustainable Development in



IUCN / Jim Thorsell

September 2002, remains valid. Protected areas have an important role to play in striving to meet this target and in ensuring that valuable ecosystem services are sustained. As stated in the WSSD Plan of Implementation, biological diversity “plays a critical role in overall sustainable development and poverty eradication” and “...is currently being lost at unprecedented rates due to human activities”.

With these points in mind, participants concluded that nations need to consider biodiversity-based targets as a means of maximising the coverage and representation of biological diversity and, in particular, threatened components of biological diversity in their PA systems.

Freshwater ecosystems

Participants acknowledged that urgent action is needed to enhance both coverage and representation of the freshwater biome within the global PA system, and that freshwater systems require a special approach to ensure effective protection. The Ramsar Convention’s List of Wetlands of International Importance (currently 1308 sites covering 110 million hectares) offers a global framework for freshwater PAs, but could be significantly strengthened by further designations of under-represented ecosystem types, transboundary sites, and sites designated for taxa other than waterbirds. Many Ramsar Contracting Parties currently have only one designated wetland of international importance and few apply a strategic approach to designation.

The location of protected areas is poorly correlated with ‘hotspots’ for aquatic biodiversity in terms of richness, endemism or presence of threatened species. Protected areas often fail to address factors that influence the ecological integrity of aquatic ecosystems (e.g. flow rates, water quality, invasive species) and thus habitat and species viability. Attempts should be made to conserve whole rivers and catchments where possible, to protect processes and biodiversity, but also to relate to scales that planners can use.



IUCN / Jim Thorsell

Participants in the workshop session on fresh water provided the following recommendations:

- Due to the distinctive characteristics of freshwater systems (e.g. flow regimes, thermal regimes, linear connectivity), additional gap analyses need to be carried out and integrated with gap analyses for terrestrial systems;
- Effective protection for aquatic ecosystems and species has to be assessed at river catchment or lake basin level;
- Human-induced stresses must be incorporated into any aquatic gap analysis;
- A global analysis of data availability should be completed;
- Assessments of the status of additional aquatic taxa should be completed to improve the coverage of freshwater species on the IUCN Red List of Threatened Species;
- A globally standardised, hierarchical classification system of freshwater ecosystem types should be completed; and
- The Ramsar Convention should ensure better representation of freshwater ecosystem types in the List of Wetlands of International Importance.

Marine ecosystems

With regard to marine protected areas, participants questioned the validity of simply translating conservation approaches from terrestrial systems to the marine environment, given that many marine species travel over extensive areas throughout their life cycles. It was also argued that the

occurrence of threatened and endemic species would be more appropriate guides, and that MPAs should not be seen as the only tool for marine conservation.

The constraints imposed by lack of data on marine species and the need for resources to address this were highlighted. In particular, the paucity of information on invertebrates was noted; this was considered particularly significant given the role of invertebrates in the marine environment. Noting that effective gap analysis is held back by lack of information on distribution of and degree of threat to marine species, participants recommended an effective combination of FAO data (Species Identification Service and Catalogues) and the IUCN Red List. A first attempt has been made in the Caribbean with the aim of assessing 1000 marine species per year against Red List criteria.

Rigorous inclusion of socio-economic factors in MPA network design is essential. The central role of the fishing industry in designing MPA networks was highlighted, given the potential impact on fishing communities. Minimisation of impacts while achieving conservation goals requires flexibility in design.

Participants also noted the need for networks of MPAs to be designed to enable adaptation to change, particularly climate change.

There is an urgent need to extend planning for networks to international waters. The need to use MPAs as a tool in international waters was highlighted, given the pressures on this environment. Where information is incomplete, a representative approach to MPA network design, rather than a 'hotspot' approach, was strongly advocated by a number of parties. A marine gap analysis to support the design of a global MPA network was also supported.

Overall, it was agreed that comprehensive protection of marine biodiversity will require novel conceptual approaches; for example, consideration of ocean volumes that are not defined by solid boundaries. Important Bird Areas, an approach which deals effectively with species in one fluid system (the atmosphere), might be a useful model in a denser fluid system (the ocean).

2. We need to be strategic in the selection of new protected areas

If protected areas are to meet their biodiversity conservation and economic development objectives, they must receive adequate financial support. However, it is those countries with the highest levels of biodiversity that are confronted with inadequate financial means and the imperative of poverty reduction. Many countries therefore compromise on establishing and managing a PA system, even when it is not in the national or global interest to do so. National PA bodies require the information base and tools to manage protected areas effectively. Many countries are committed to developing national biodiversity plans but may be losing an opportunity to contribute as they lack 'best practice' tools to develop a PA network.

Access to data

Access to global-scale data on biodiversity (species and ecosystems) has made it possible to assess representation and coverage for some taxa (i.e. the gap analysis). It was noted, however, that species data are almost inevitably biased, so they should be used with caution and together with land classes and habitat units. Species data can be used to define boundaries of land classes and to set species-based targets for land classes. It was recommended that collection of species data should focus on stratified sampling and on distribution data for species of special concern (e.g. threatened species, rare species, and endemic species with limited ranges). See also section 4 below.

Highly threatened species

Major gaps have been identified for highly threatened species through gap analysis and the Alliance for Zero Extinction (AZE). Gap analyses based on known species ranges are potentially misleading, as some gaps in the PA network may well be covered by other conservation

approaches. One of the pillars of the conservation movement is avoiding extinction. Several conservation organisations joined forces to create the AZE, which aims to identify epicentres of imminent extinction (AZE sites). For a site to qualify, it must meet three criteria: degree of threat (the species must be on the IUCN Red List), irreplaceability and discreteness. A total of 362 AZE sites have been identified in 80 countries; and 461 species meet the criteria, including 183 Critically Endangered and 178 Endangered species. Forty-five per cent of AZE sites are in tropical moist forests, 10% in tropical dry forests, 10% in deserts and roughly half on islands. It is hoped that AZE will be extended to include plants, invertebrates and the marine environment.

Biodiversity-based targets

Biodiversity-based targets should be further reinforced by assessments of biome coverage and ecosystem processes. In many cases an ecological framework has been created so that a portion of each ecoregion is included in the PA network. A range of methods exists for identifying and mapping the spatial components of ecological processes. These can be incorporated as biodiversity features in conservation plans, and targets can be set accordingly. Lack of standard taxonomies and classifications of natural features constitute an important obstacle.

Biodiversity and landscape planning

Biodiversity issues should be combined with landscape planning in designating new protected areas. The landscape approach helps to integrate the objectives of conservation and development. The integration of conservation and development objectives requires the use of specifically developed tools addressing scale, connectivity, representation, viability and resilience of PAs. The conservation landscape-planning process provides an important forum for constructive discussion between different sectors and stakeholders. A necessary extension of the approach is the integration of both landscape and seascape approaches in order to achieve conservation goals.

Opportunities for World Heritage designation

One of the key goals for the global network of protected areas is to protect sites of high irreplaceability. The network of World Heritage sites is an important element of meeting this goal, but many regions, such as the Eastern Palearctic and Nearctic, are poorly represented. Ecosystem representation is also uneven, with relatively high representation for mountains and marine systems.

3. Building comprehensive global protected area systems must consider current management shortfalls and the future costs of establishment and management

Shortfalls in protected area funding

Results from the only global estimate of PA management needs suggest that the budget shortfall for effectively maintaining existing protected areas is approximately US\$2.5 billion annually, US\$1.5 billion of which relates to developing countries. Although US\$7 billion per year is currently spent globally on PAs, less than US\$1 billion of this is spent in developing countries. To ensure effective management of existing PAs and to expand the system into as yet unprotected areas of irreplaceable biological value, an estimated US\$23 billion per year for the next ten years will be needed.

Promoting the benefits of protected areas

There is a need to clearly demonstrate and communicate the benefits of protected areas, especially in relation to their role in providing ecosystem services, reducing poverty and providing non-market benefits to all groups (e.g. local communities, private sector, governments and bilateral and multilateral international bodies). Reducing poverty should be an essential component of PA management and establishment. In addition to the conventional system of PAs based on the IUCN Protected Area Management Categories, a range of opportunities exists for enhancing coverage of protected areas, including Community Conserved Areas, sacred groves, community-managed

areas, and private and indigenous reserves. In Madagascar, for example, forests have been identified as the richest ecosystem for potential protected areas. Accordingly, measures have been developed to conserve forests outside protected areas, including management by local communities.

Working in partnership

There are creative ways both to reduce costs and improve current management shortfalls, such as working directly through partnerships with the private sector, local communities, NGOs, etc. Partnerships at all levels and including all stakeholders help to ensure long-term viability, and are essential if gaps in the global system of PAs are to be filled. For small, developing countries, protected areas should be integral to the national development strategy, NGOs should help with funding, and political will is crucial. Protected areas must be scientifically justified and real economic benefits must be realised from them. Consultations must be participatory and culturally appropriate.

Capacity building

Even countries without significant gaps in their protected area systems face significant challenges, one of the greatest of which is to strengthen PA conservation at the community level. There is an urgent need for institutional structures and financial mechanisms that enable protected areas to provide tangible benefits to the people who live in and around them, based on the principles of co-ownership and co-management. Capacity building has an essential role in addressing this need.



IUCN / Jim Thorsell

Information sharing and mapping

The forging of alliances and sharing of information are vital in building the global PA system. However, such efforts must be transparent and inclusive if they are to serve as the basis for future work.

Mapping at different scales is fundamental for completing the global PA system. Community mapping and zoning have significant roles in resource management, especially in relation to the rights of indigenous people. These approaches should be recognised and strengthened through the provision of support to indigenous organisations and communities to delineate their territories, define use zones and develop management plans. Governments should not impose restrictions on vital information such as topographic and geographical information system (GIS) maps; a policy of open access should be encouraged.

Governments should acknowledge and respect the role of indigenous people and indigenous knowledge systems in the conservation of biodiversity in protected areas, and include them in conservation efforts.

Implementation

Conservation plans need to include an explicit focus on 'planning for implementation'. Such an approach should focus on assessing effectiveness of existing PAs, identifying targets for new PAs, and parallel priorities for conservation action in adjacent areas. The plan should include advice for land use in all sectors, not just the conservation sector. Conservation planning must be mainstreamed within the policies and decisions of a wide range of stakeholders.

Legal framework for dealing with transboundary sites

The World Heritage Convention can provide legal recognition of transboundary sites. Nine such sites currently exist, together with two transboundary cultural landscapes.

Because of the political nature of transboundary cooperation, the World Heritage Secretariat is requested to provide technical support to enable states to submit joint nominations. The detailed technical, administrative and logistical issues that arise in the collaborative management of transboundary natural World Heritage sites pose substantial challenges to site managers. It is recommended that a set of guidelines be produced in order to highlight the issues that should be dealt with during the nomination process, and subsequently to enhance the prospects for successful collaboration in the management of such sites.

Transboundary conservation in World Heritage sites satisfies a range of objectives – economic, political, social and ecological. It is recommended that the transboundary strategy be adapted to the specific objectives for each site so that impacts can be monitored. Self-criticism is important in determining the added value of a transboundary World Heritage site and in ensuring that objectives are met. Actual designation of a transboundary World Heritage site is only one of the possible outcomes.

4. A comprehensive global PA system must address biophysical change, especially climate change

A two-fold response is needed to the impacts of climate change on protected areas:

- Limiting climate change by stabilising global greenhouse gas concentrations; and
- Implementing new conservation strategies that include the creation of new protected areas specifically designed to be resilient to change, including the creation of corridors which allow species to move in response to climate change.

Data tools for conservation planning in response to global change

Conservation planners need to assess predicted changes in habitat/species distributions and modelling of such changes is one of the major challenges currently facing researchers. Climate change impacts are particularly relevant for coral reef and arctic systems, which will undergo potentially severe ecological change as a result of rising global temperatures.

Greater emphasis is needed on the compilation of geo-referenced, open-source biological databases as the foundation for improved modelling and planning. Since the IVth IUCN World Parks Congress, computer software for conservation planning has assumed an increasingly important role. However, planning software should only be applied in the context of a broader conceptual framework and data gathered/generated should be disseminated freely and widely. As a case in point, the Workshop Stream recommended that the World Database on Protected Areas should continue to be freely available as a significant global tool.

Although there is an increased tendency to make information available on the internet, in reality there is a ‘digital divide’ between those with and without internet access. It is therefore important to bear in mind that internet access is not universal and that this will remain the situation for some time to come. Paradoxically, many protected area professionals who benefit from internet access are sometimes overwhelmed by the sheer volume of information. There is also a knowledge divide, which influences the conversion and/or interpretation of technical and scientific data into user-friendly outputs for conservation practitioners and others.

It is also important that the protected areas ‘information highway’ functions as a two-way process – that is, information from the field, incorporating local, indigenous and traditional knowledge, is fed into data-gathering initiatives and assessments in order to continually improve the robustness of datasets. In this respect, local PA managers are a crucial source of information.

Emerging technologies

Emerging technologies (e.g. new satellite data and fire-detection tools) should be made more easily available to the scientific and conservation communities. Information gathered must be

disseminated freely and widely. This becomes essential in the case of information relating to catastrophic events such as severe fires. GIS and remote-sensing data distribution systems should be made available to the natural resource management community, for whom accessing and processing satellite data is costly and time consuming.

5. Protected areas need to be designated and managed in the context of regional networks

Conservation planning at regional landscape and seascape levels should involve all stakeholders and account for variations in land and resource ownership and use. Furthermore, if conservation plans are to lead to action on the ground, they need to include a focus on ‘planning for implementation’, and should be conducted within a framework that addresses implementation issues. Thus, the main implementing agency should be involved in leading a conservation plan that provides guidance for land-use planning and decision-making throughout the landscape/seascape in all sectors, not just the conservation sector. There is growing use of a range of decision-support tools and software that can assist agencies, practitioners and experts. However, examination of local case studies can improve the adaptation of generic approaches to local and regional circumstances.

There are several ongoing initiatives that can potentially be used as a basis for developing a representative network of MPAs, including regional agreements and existing protected areas. However, increased political commitment and cooperation are essential, as is the integration of MPA networks with wider marine management efforts.



IUCN / Jim Thorsell

The conservation status of wilderness areas (IUCN Protected Area Management Category 1B) – including extent, degree of protection, and level of degradation – must be reliably and regularly monitored and assessed. As such, development financing for wilderness areas should promote ‘rewilding’, not ‘de-wilding’, of protected areas. Furthermore, a global conservation corridor initiative, linking wild areas across continents, could serve to inspire international conservation collaboration, in turn promoting large-scale, long-term biodiversity conservation.

Outputs and follow-up actions

Participants debated two draft *WPC Recommendations* and subsequently adopted final versions to be forwarded to the Congress plenary:

- ❑ *WPC Recommendation V.4: Building Comprehensive and Effective Protected Area Systems*
- ❑ *WPC Recommendation V.5: Climate Change and Protected Areas*

In addition, the Workshop Stream recommended that the IUCN World Commission on Protected Areas should establish a Conservation Planning Task Force to:

- ❑ complement the existing Task Force on Management Effectiveness (which is focused on established PAs) by assisting decisions concerning the location and design of new protected areas;
- ❑ develop and promote the application of explicit methodologies for: (a) assessing the adequacy of existing conservation areas in terms of their location and design; (b) planning and implementing new conservation areas; and (c) integrating expert judgment with decision-support software;

- ❑ serve as a clearing-house for information on conservation planning, and provide technical support and training courses to planners and managers interested in using decision-support software;
- ❑ develop syntheses of approaches to conservation planning and compile case studies to illustrate the need for adapting generic approaches to local and regional circumstances; and
- ❑ undertake demonstration projects that focus on: (a) improved approaches to conservation planning; and (b) streamlined transition from planning to implementation.

Workshop Stream Leads

Dr Mohamed I. Bakarr
World Agroforestry Center (ICRAF)
P O Box 30677
Nairobi
Kenya

T: +254 2 524000
F: +254 2 524001
E: m.bakarr@cgiar.org

Dr Gustavo A.B. da Fonseca
Center for Applied Biodiversity Science
Conservation International
1919 M Street NW, Suite 600
Washington DC 20036
USA

T: +1 202 912 1000
F: +1 202 912 0770
E: g.fonseca@conservation.org



Cross-cutting Themes

Three important areas were identified as cutting across the seven Workshop Streams: Communities and Equity, Marine Protected Areas, and World Heritage Sites. Each received significant attention within the Congress programme and also produced specific Congress outputs. Acting as a connecting thread across the issues under discussion in the Workshop Streams, the special sessions devoted to the Cross-cutting Themes allowed participants to concentrate on these areas of special interest.

The full texts of Cross-cutting Theme presentations and papers, where provided by the author, are available on the WCPA web portal: www.wcpa.info/wcpa/ev.php – select 2003 World Parks Congress. (See also page 296, Digital Repository of WPC Documents and Presentations.)





Cross-cutting Themes

Communities and Equity

Theme Leads/Co-Chairs:

Ashish Kothari and Grazia Borrini-Feyerabend, Theme on Indigenous and Local Communities, Equity and Protected Areas

IUCN support: Gonzalo Oviedo

Rapporteurs: Hanna Jaireth, Manisha Sheth Gutman

Workshop rapporteurs:

Marco Bassi, Regina Birner, Chimère Diaw, Sherrie-Lee Evans, James Everett, Julia Gardner, Sandy Gauntlett, Melissa George, Mark Infield, Michael Jeffrey, Alison Johnston, Jennifer Jones, Elizabeth Petruska, Dianne Pansky, Sabine Schmidt, Lars Soeftestad, Frederik Schutyer, Andrew Tilling, Rob Wild, Sejal Worah

Overview

The Theme on Indigenous and Local Communities, Equity and Protected Areas (TILCEPA¹) was established in 2000 by the World Commission on Protected Areas and the Commission on Environmental, Economic and Social Policy. TILCEPA has a 'core group' membership of about 20 members from various IUCN Commissions or outside, and a total membership of over 100 people.

TILCEPA seeks the full and effective recognition of the rights and responsibilities of local communities in the development and implementation of conservation policies and strategies that affect the lands, waters and other natural and cultural resources to which they relate. It advocates, in all countries, the recognition of community-conserved and managed areas that are significant from a biodiversity point of view, and the development of management partnerships with the communities resident in or surrounding official protected areas.

TILCEPA contributed to one of the most exciting and cutting-edge processes at the Vth IUCN World Parks Congress: the mainstreaming of community and equity issues. Many of the key outputs of the Congress reflect the increasing commitment of the conservation community to respecting the rights of indigenous peoples and local communities, including minority peoples, and to working with these constituencies for the more effective conservation of cultural and biological diversity.

TILCEPA's aims for the Congress were to progress, promote understanding of, and advocate for participatory approaches to protected area management and the conservation of biological and cultural diversity, and in particular:

- to promote recognition of Community Conserved Areas within national and international systems including the IUCN Protected Area Categories; and
- to promote recognition of the central role of indigenous and mobile peoples and local communities in officially recognised protected areas by moving towards co-management of such protected areas.

Other important topics included:

- promoting the inseparability of cultural and biological diversity;

¹ TILCEPA is a joint initiative of the IUCN World Commission on Protected Areas and the IUCN Commission on Environmental, Economic and Social Policy.

- ❑ promoting an equitable distribution of the costs and benefits of protected areas;
- ❑ empowering people and communities and redressing impoverishment;
- ❑ filling gaps in protected area systems, including through recognition of the contribution made by CCAs;
- ❑ promoting the resolution of human-wildlife conflicts, sharing experiences and lessons learned about the evaluations of management effectiveness;
- ❑ assessing the feasibility and impacts of ‘ecotourism’ vis-à-vis indigenous/local communities lands and resources, exploring the potential of indigenous and local community-based tourism;
- ❑ exploring the concepts and principles of cultural and community indicators from the perspectives of indigenous and local communities; and
- ❑ discussing the draft *Durban Accord* and *Durban Action Plan*, draft *Message to the Convention on Biological Diversity* and the *Congress Recommendations* with a focus on meeting the needs of indigenous and local communities.

Pre-Congress inputs

In October 2002, the WCPA Steering Committee mandated TILCEPA (with inputs from the WCPA membership including the Regional and other Vice-Chairs) to initiate a programme of work on a range of protected areas, or conservation areas, that are outside the officially designated or government-managed protected areas system. This required TILCEPA to:

- ❑ formulate a typology of governance of protected areas, including the entire range from totally government-managed protected areas, through a diversity of co-managed protected areas, to wholly community-managed or wholly privately managed areas;
- ❑ suggest a process by which such protected areas would be nominated and accepted for inclusion in the World Database on Protected Areas and the United Nations List of Protected Areas, including means of determining whether such areas are managed through legal or ‘other effective means’ (as required by the IUCN Protected Area Category system);
- ❑ provide inputs to the *State of the World’s Parks* report, for initial recognition and analysis of non-official protected areas;
- ❑ provide to the World Parks Congress, through discussion and refinement in the Workshop Stream on governance, a *Recommendation* on the above; and
- ❑ initiate, as follow-up to the World Parks Congress, steps for the inclusion of such protected areas into the WDPA and UN List of Protected Areas.

Indigenous, local and mobile peoples’ participation

In partnership with the Ad Hoc Working Group for the World Parks Congress, TILCEPA focused on ensuring fair participation of indigenous peoples, local community representatives and mobile peoples at the Congress. The Indigenous Peoples’ Ad Hoc Working Group for the Congress was set up in January 2003 to promote effective participation of indigenous peoples. This was run by a small, open steering committee of key indigenous peoples’ organisations from North, Central and South America, Central and East Africa, Southeast Asia, South Asia, Russia and Oceania.

With considerable help from IUCN and TILCEPA, as well as through its own fundraising efforts, the Ad Hoc Group sponsored and hosted the participation of about 100 indigenous peoples’ representatives at the Congress, from Africa, Asia, Latin America, Canada, northern Europe and Oceania. Through this coordination, the Ad Hoc Group helped to ensure that indigenous peoples’



IUCN / Jim Thorsell

spokespersons participated directly in a large number of workshops, symposia and in the plenary events of the Congress.

The Ad Hoc Group also organised a two-day Indigenous Peoples' Preparatory Conference, which was held in Durban on 6–7 September 2004, with the aim of ensuring a well-informed and coordinated input by indigenous peoples to the Congress. An *Indigenous Peoples' Declaration to the World Parks Congress* was issued following this workshop.

TILCEPA was active in a range of meetings held at regional and national levels to prepare for the Congress and facilitated the participation of mobile peoples from South America, Africa and Asia, with support people from Europe and North America.



Nominations to attend the IUCN World Parks Congress were received from all over the world – 404 were processed by TILCEPA and forwarded to the WCPA secretariat. TILCEPA/IUCN funded the participation of about 100 individuals.

Congress outcomes and outputs

Recommendations

Various TILCEPA-sponsored *Recommendations* were considered and amended by participants in the Workshop Stream and Cross-cutting Theme sessions and by various breakout meetings. In particular, TILCEPA participated in the preparation of the following *WPC Recommendations*:

- WPC Recommendation V.13: Cultural and Spiritual Values of Protected Areas*
- WPC Recommendation V.16: Good Governance of Protected Areas*
- WPC Recommendation V.17: Recognising and Supporting a Diversity of Governance Types for Protected Areas*
- WPC Recommendation V.20: Preventing and Mitigating Human-Wildlife Conflicts*
- WPC Recommendation V.24: Indigenous Peoples and Protected Areas*
- WPC Recommendation V.25: Co-management of Protected Areas*
- WPC Recommendation V.26: Community Conserved Areas*
- WPC Recommendation V.27: Mobile Indigenous Peoples and Conservation*
- WPC Recommendation V.29: Poverty and Protected Areas*

Emerging Issues

The development of the *Emerging Issue* on 'gender equity in the management and conservation of protected areas' aimed to promote protected area systems that take into account the rights, needs and aspirations of both women and men; to encourage the involvement of women in decision-making and management of existing protected areas through policies and incentives; and the mainstreaming of a gender-equity perspective into conservation and management of protected areas.

Key points from TILCEPA contributions

- Recognition that biodiversity conservation has a much longer history than government-designated protected areas; in particular that traditional ecosystem management systems of indigenous and mobile peoples and other local communities have helped to conserve cultural and biological diversity across landscapes and seascapes;
- Recognition that Community Conserved Areas – including indigenous protected areas, mobile peoples' territories, village wetlands and watersheds, marine and fisheries reserves, and others

– are a legitimate and effective means of conservation. In particular, the importance of providing a formal legal status and public acknowledgement of the role of CCAs in conserving critical biodiversity elements, providing linkages across landscapes and seascapes, filling gaps in conservation coverage, and providing cultural, livelihood, and political security to millions of people was recognised;

- ❑ Recognition that government-managed protected areas should move towards collaborative management by providing relevant indigenous and mobile peoples and local communities with full and equitable participation in decision-making;
- ❑ Discussion of the need for restitution of rights and responsibilities to indigenous and mobile peoples and local communities, and compensation for past injustices, to be addressed in national and international systems, including through the creation of a ‘Truth and Reconciliation Commission Regarding Protected Areas and Indigenous Peoples and Local Communities’;
- ❑ Recognition that cultural diversity and cultural survival are key objectives and strategies for protected areas, including in administrative guidance relating to the IUCN Protected Area Categories;
- ❑ Recognition that the costs and benefits of protected areas need to be more equitably distributed, including through securing of local livelihoods and revenues, reducing damage by wildlife, addressing poverty and resource deprivation, and encouraging ecologically and culturally sensitive tourism managed by communities. Impoverishment in terms of resource deprivation was recognised as one of the root causes of biodiversity loss and therefore as meriting far greater attention;
- ❑ Recognition that by addressing human-wildlife conflict issues, through coordinated global, national, regional and local action, the conservation community will be able to more successfully conserve protected areas and wildlife, mitigate the economic and social costs to local communities and thus recognise benefits beyond boundaries;
- ❑ Promoting positive linkages between sustainable agriculture and biodiversity conservation, especially building on traditional, biodiverse farming, pastoral, and fishery systems, that help to maintain ecosystem services, corridors and wildlife refuges; and
- ❑ Understanding and facilitating community-based approaches to livelihood security and sustainable development, as an alternative to the destructive path of development that is dominant today.

Indigenous Forum

The Indigenous Forum met daily to discuss issues and strategies. During the Congress, indigenous peoples from around the world participated in all of the Workshop Streams and Cross-cutting Themes and ensured that the voices of indigenous communities were heard. The *Indigenous Peoples’ Declaration to the World Parks Congress* recognised and spelled out the issue of protected areas imposed on indigenous lands and territories, often without prior and informed consent, and called for a system of restitution and redress of past injustices, including the recognition of indigenous lands and territories, cultures and customary law, and called for open, transparent and culturally appropriate consultation on both current and future conservation areas. A strong point was made about the issue of consent, including the right to say no.

A major step was made when the Indigenous Forum succeeded in securing adoption of the call for a high level, independent ‘Truth and Reconciliation Commission on Indigenous Peoples and Protected Areas’. Indigenous peoples envisage that this Commission will both investigate and respond to historical abuses of indigenous peoples’ rights and promote the processes of healing, reconciliation, restitution and redress in relation to their grievances.

The Forum stressed throughout the Congress the importance of the role that indigenous peoples and their knowledge play in the conservation of nature and it welcomed the emphasis given by the Congress to the issue of Community and Indigenous Conserved Areas. Major work was done by

the Forum on input to the *Durban Accord*, *Congress Recommendations*, the *Message to the CBD* and the work plan of IUCN itself. It is important to realise that indigenous peoples' belief systems include cultural and spiritual practices that need to be recognised and respected in order for dialogue between indigenous and non-indigenous communities to be possible. More than 130 indigenous peoples attended the preparatory meeting and more than 200 hundred participated at some stage during the Indigenous Forum. The call for respect for, and recognition of, indigenous values and belief systems was supported by all of the indigenous peoples of the world who attended the Congress. To the peoples of the forum, respect is the building block and foundation of the relationship with non-indigenous communities.

Community Park

TILCEPA was also one of the partners in the Community Park – along with the Equator Initiative, UNDP/GEF Small Grants Programme, Conservation International, IUCN, The Nature Conservancy, and the Indigenous Peoples Ad Hoc Group for the Congress. TILCEPA strongly advocated for the establishment of this community parks space which was designed to provide a forum for exploring the 'People/Parks Relationship', to highlight grassroots success stories, and to promote dialogue among local community representatives, international leaders and others about the future opportunities and challenges facing parks and protected areas.

Cross-cutting Theme Leads

Ashish Kothari

Kalpavriksh
Apt No. 5, Shree Dutta Krupa
908 Deccan Gymkhana
Pune 411004
India

T/F: +91 22 25654239, 25675450
E: ashish@nda.vsnl.net.in
W: [www.iucn.org/themes/ceesp/
Wkg_grp/TILCEPA/TILCEPA.htm](http://www.iucn.org/themes/ceesp/Wkg_grp/TILCEPA/TILCEPA.htm)

Grazia Borrini-Feyerabend

Ancienne Ecole
CH-1180 Bugnau
Switzerland

T/F: +41 21 826 0024
E: gbf@cenesta.org
W: [www.iucn.org/themes/ceesp/
Wkg_grp/TILCEPA/TILCEPA.htm](http://www.iucn.org/themes/ceesp/Wkg_grp/TILCEPA/TILCEPA.htm)



Cross-cutting Themes

Marine

Theme Leads/Co-Chairs:

Charles (Bud) Ehler, National Ocean Service (USA) and Vice-Chair WCPA Marine
Peter Cochrane, Director of National Parks (Australia)

IUCN support: Carl Gustav Lundin, Head of IUCN Marine Programme

Rapporteur: Arthur Paterson, National Oceanic and Atmospheric Administration

Overview

A new political commitment for the management of marine protected areas was made at the 2002 World Summit on Sustainable Development, which called for “establishment of representative MPA networks by 2012”. This commitment represented the transformation of a general consensus of scientific opinion about the value of ecological networks into a new political imperative. Elements of the WSSD Joint Plan of Implementation also include:

- maintaining or restoring depleted fish stocks on an urgent basis and, where possible, not later than 2015;
- halting the loss of marine biodiversity; and
- maintaining the productivity and biodiversity of important and vulnerable marine and coastal areas, including areas within and beyond national jurisdiction.

The UNEP/World Conservation Monitoring Centre records some 4000 MPAs worldwide, covering only about half of one percent of the world’s ocean surface. Most MPAs are very small and located in coastal areas, where the potential for adverse human impacts is greatest. Many are not managed effectively.

MPA networks are key to achieving ‘Benefits Beyond Boundaries’ because they reflect both the natural fluidity of the marine environment and overlapping human governance structures that vary from traditional communities to global treaty frameworks. Each of the ten sessions under the Marine Cross-cutting Theme was therefore designed as a contribution to addressing the following challenge:

How, by 2012, can individual MPAs – whether large or small – be transformed into networks for effective biodiversity conservation and for supporting sustainable use of living marine resources?

Five key objectives were identified:

1. Enhancing living marine resources and maintaining ecosystem function;
2. Incorporating resilience into MPA networks;
3. Enhancing the effectiveness of MPA management and benefits to stakeholders;
4. Integrating MPA management into marine and coastal governance; and
5. Conserving biodiversity in Exclusive Economic Zones (EEZs) and in areas beyond national jurisdiction.

Pre-Congress inputs

Organisation and product development through WCPA Marine programmes began 18–36 months prior to the Congress. Several discussion papers were developed through international work-

shops, while many partners contributed to identifying key speakers, participants and funding sources. These included WCPA, the IUCN Species Survival Commission (SSC), IUCN Marine Programme, IUCN Regional Offices, The Nature Conservancy, WWF, and Conservation International. Substantial financial support was provided by the US National Oceanic and Atmospheric Administration; the Director of National Parks, Australia; AusAID; IUCN Marine Programme; the Global Environment Facility, and others. Promotional materials were sponsored by the New Zealand Department of Conservation.

Congress outcomes and outputs

Two associated events, held just prior to the Congress itself, identified ways of enhancing capacity building for MPAs. These included a seminar on the development of a World Heritage Marine Strategy and workshop on management effectiveness.

Over 300 practitioners, representing an array of MPA disciplines and constituencies, attended the Congress itself. Their presentations and input reflected the global, regional, and country-level benefits derived from the marine environment:

- ❑ Provision of protein supply through fish to 6.2 billion people globally;
- ❑ Functioning of healthy marine ecosystems that cycle nutrients, including from land runoff into food chains that ultimately supply fish for consumption;
- ❑ Generation of significant tourism income and support to international commerce; and
- ❑ Regulation of global climate.

Participants concluded that, given the level of threat worldwide to marine ecosystems, there is an urgent need for action to protect and restore ocean health and productivity. This is reinforced by the growing evidence of fishery decline and collapse and the increasing pressures on coastal resources as a result of over 50% of the world's population living within 100 miles of the coast. Furthermore, the growing reach of fisheries technology means that the last natural refugia are now becoming accessible. Participants therefore called for:

- ❑ establishment by 2012 of a global system of effectively managed, representative networks of marine and coastal protected areas, consistent with international law and based on best-available scientific information;
- ❑ implementation of an ecosystem-based approach to sustainable fisheries management and marine biodiversity conservation; and
- ❑ protection of marine biodiversity and ecosystem processes through marine protected areas beyond national jurisdiction.

The information presented by the Marine Cross-cutting Theme in Workshop Stream sessions resulted in the adoption of two *WPC Recommendations*:

- ❑ *WPC Recommendation V.22: Building a Global System of Marine and Coastal Protected Area Networks*
- ❑ *WPC Recommendation V.23: Protecting Marine Biodiversity and Ecosystem Processes through Marine Protected Areas beyond National Jurisdiction*

Contributions were also made to the World Parks Congress *Message to the CBD* and the *Durban Accord* and *Durban Action Plan*, while two *Emerging Issues* were identified: 'Amendment to the IUCN Definition of Marine Protected Areas (MPAs)' and 'Moratorium on Deep-Sea Trawling'. Additional contributions to the Congress included a series of side events, publication launches and press briefings.

Summary of key points

1. Recent evidence shows that MPAs can be powerful tools for conservation and sustainable fisheries across a range of species, habitats, fisheries and scales. Effective marine and coastal conservation and sustainable fisheries outcomes need networks of MPAs based on best-available science, and the active participation of stakeholders. Recognising the need for both qualitative and quantitative additions to MPA networks, the participants called for action to:
 - a. increase the marine and coastal area managed in marine protected areas by 2012;
 - b. create networks that are extensive, that include strictly protected areas amounting to at least 20–30% of each habitat, and that contribute to a global target for healthy and productive oceans; and
 - c. contribute to *in situ* conservation of species with special management needs such as threatened and endangered species and their habitats and protection of ecosystem processes.
2. MPAs have long been used in fisheries management to achieve a variety of objectives, but have mainly been established to maintain fish stocks and their associated habitats. However, MPAs created for fisheries purposes may also provide increased stability for fishery stocks, act as an offset for the unavoidable effects in fishing grounds, and help to maintain well-being in local communities. Worldwide, many different types of MPAs are also used to achieve specific marine conservation objectives. While MPAs declared for fisheries purposes (e.g. areas closed to specific equipment types, habitat reserves) also contribute to biodiversity conservation, this is often not well recognised or documented.



IUCN

Additional related points:

- a. There is a growing engagement of industry in marine conservation, such as through the Marine Aquarium Council and Marine Stewardship Council, but there is a long way to go to build a truly collaborative approach based on shared information, understanding and trust;
 - b. IUCN was requested to foster dialogue with MPA managers and fishing interests through a joint SSC/WCPA project to provide analysis and advice on the benefits of MPAs for fishing interests and, in addition, to encourage updating of the Food and Agriculture Organisation's Code of Conduct For Responsible Fisheries to include marine protected areas; and
 - c. The application of MPA networks in Large Marine Ecosystems is an important strategy for the recovery of depleted fish stocks, reduction of coastal pollution, and conservation and restoration of biodiversity.
3. Human activities in coastal areas, inland, upland and offshore, often affect MPAs, reducing their ability to protect coastal and marine biodiversity and ecosystem functioning. Furthermore, MPA managers have only limited opportunities to influence the effects of such activities. Almost 700 integrated coastal management projects and programmes are reported around the world. However, these are being developed almost independently of each other.

Additional related points:

- a. Effective management of MPAs requires their integration into wider coast and ocean governance arrangements, including integrated coastal management programmes and ocean policies, from local and indigenous community-based systems to regional legal

instruments, from land to sea, and from individual marine habitats to large marine ecosystems and the High Seas;

- b. MPA network design must build on the best-available natural and social science to create networks that are ecologically coherent, and facilitate sharing of knowledge, skills and experience in conservation and the achievement of sustainable socio-economic benefits;
 - c. To provide ecological and social linkages between landscapes and seascapes, governance mechanisms should address watershed management throughout the catchment area and link between terrestrial and marine protected areas; and
 - d. Existing international and regional instruments will play a key role in supporting national implementation of MPA networks.
4. Recent technological advances and expanding human uses in the High Seas are depleting fish stocks, destroying ocean biodiversity, productivity and ecosystem processes. Therefore, urgent actions are necessary at international, regional and national levels to conserve this vital biodiversity and contribute to its restoration and health.

Additional related points:

- a. At least five high-seas MPAs that are ecologically significant and globally representative should be established by 2008 utilising available mechanisms and authorities;
 - b. In establishing a global system of effectively managed, representative networks of marine protected areas, immediate and urgent attention should be given to protecting the biodiversity and productivity of seamounts, cold water coral and persistent oceanographic features such as currents and frontal systems known to support life and contain critical habitat for species in need of protection;
 - c. The international community should cooperate to develop and promote a global framework or approach, building on the UN Convention on the Law of the Sea, the Convention on Biological Diversity, the UN Fish Stocks Agreement (UN-FSA), the Convention on Migratory Species (CMS) and other relevant agreements to facilitate the creation of a global representative system of high-seas marine protected area networks consistent with international law; and
 - d. WCPA should finalise the draft *Ten-Year Strategy to Promote Development of a Global Representative System of High-Seas Marine Protected Area Networks*.
5. Even the most effectively run MPAs may be vulnerable to the large-scale, diffuse threats that originate beyond the jurisdiction of management authorities. These stressors are often regional or global in nature – such as elevated water temperatures resulting in coral bleaching, invasive species, degraded water quality from land-based sources of pollution and disease – and represent unprecedented challenges to the sustainability of ecosystems. However, there are strategies that can be employed to maximise the potential for MPAs to survive in the face of these large-scale threats and global changes.

Additional related points:

- a. Effectively managed, representative networks of MPAs must be designed to be resilient in the face of global change and other large-scale threats; and
- b. A draft toolkit, *R2 Reef Resilience: Building Resilience in Coral Reef Conservation*, encourages the identification and protection of reefs that are naturally resistant to large-



IUCN

scale pressures such as elevated water temperature leading to coral bleaching and also protects the processes that are essential for recovery of reefs (such as spawning aggregation sites and larval connectivity).

6. The challenge of establishing MPAs is only surpassed by the challenge that they are managed effectively over time. It is by assuring their effective management that MPAs contribute to the ambitious goals of biodiversity conservation, sustainable use of marine resources and improved quality of life for coastal communities. (See the report from the Workshop Stream on Evaluating Management Effectiveness, page 84.)

Additional related points:

- a. The effectiveness of MPA management needs to be substantially improved with additional resources needed for management capacity, evaluation, and sustainable conservation outcomes;
- b. Linking appropriate indicators against relevant, and clearly articulated goals and objectives is essential in management effectiveness and adaptive management processes. MPA-specific indicators need to be considered for the unique and dynamic marine environment and the coastal communities that depend on this ecosystem;
- c. With careful planning, management effectiveness tools can help to galvanise support and interest around MPAs especially by communicating quantitative results from outcome indicators to help de-politicise and build multi-stakeholder support for MPA management; and
- d. MPA governance needs to provide for diverse portfolios of financing mechanisms and management approaches to support the long-term sustainability of MPA networks.

Further marine theme-related information can be obtained from the outcomes and outputs of the seven Workshop Streams.

Recommended WCPA follow-up actions

1. Work at global, regional and national levels to achieve the goals and objectives set out in the marine theme-related *WPC Recommendations*;
2. Pursue the following short-term priorities over the next three years:
 - a. Adoption by the CBD of the Subsidiary Body on Scientific, Technical and Technological Advice (SBSTTA) 8 decision on MPAs
 - b. Ten-year review of Small Island Developing States (SIDS) in 2004
 - c. International Marine Protected Area Congress in Australia in 2005
 - d. Cooperation with regional seas programmes in development and extension of networks of protected areas;
3. Re-design the WCPA-Marine strategy for the next IUCN WCPA Intersessional Programme to be adopted by the 3rd IUCN World Conservation Congress (Bangkok, Thailand, 2004);
4. Undertake development of a global strategy for a representative network of MPAs to reach the target set by the WSSD;
5. Consider development of a WCPA Marine working group on further elaborating the concept of resilience to global change;
6. Launch new cooperation with other IUCN Commissions, Programmes, and Regional Offices;

7. Collaborate with WCMC, governments, and other key partners such as Conservation International, WWF, and The Nature Conservancy, to improve global reporting on MPAs, including their distribution, extent and status, in support of the development of a global network;
8. Reconsider with WCMC and other partners, the existing IUCN definition of a marine protected area, in particular by considering the exclusion of coastal/intertidal sites if these do not include subtidal water. This could be discussed in preparation for the 3rd IUCN World Conservation Congress (Bangkok, Thailand, 2004); and
9. Further develop key marine issues at the International Marine Protected Areas Congress (IMPAC I) in Australia, 2005.

Cross-cutting Theme Leads

Charles Ehler

Director, International Program Office
National Oceanic and Atmospheric
Administration – Maryland
Room 13442-SSMC4, 13th floor
1305 East West Highway
Silver Spring
Maryland 20910
USA

T: +1 301 713 3080 x159
F: +1 301 713 4263
E: charles.ehler.iucn@noaa.gov
W: www.nos.noaa.gov/icm

Peter Cochrane

Director of National Parks
Parks Australia
GPO Box 787
Canberra ACT 2601
Australia

T: +61 2 6274 2221
F: +61 2 6274 2349
E: peter.cochrane@ea.gov.au
W: www.environment.gov.au



Cross-cutting Themes

World Heritage

Theme Leads: Natarajan Ishwaran, Chief, Natural Heritage Section, UNESCO World Heritage Centre
Adrian Phillips, WCPA Vice-Chair for World Heritage

IUCN support: Georgina Peard

Rapporteur: Marc Patry, UNESCO World Heritage Centre

Overview

The World Heritage Convention is the legal instrument that sets out the terms under which World Heritage sites are designated and monitored. Signed by 176 countries, the Convention is the most comprehensive binding international treaty under which countries have committed themselves to ensuring the conservation of natural protected areas and cultural sites, including cultural landscapes.

World Heritage sites designated by UNESCO's World Heritage Committee currently number 754, of which 149 are natural sites, with 23 of these also having a cultural component ('mixed' sites). Only sites demonstrating characteristics of outstanding universal value may be included on the World Heritage List. Once on the List, the international community, through UNESCO's World Heritage Committee, regularly monitors their state of conservation to ensure that the outstanding universal value and integrity for which the site was originally nominated are conserved. Should the value and integrity of a site be considered at risk, the Committee may place the site on the List of World Heritage in Danger, triggering a request for the country in question to carry out remedial actions.

Since its adoption in 1972, the number of protected areas listed under the World Heritage Convention has grown steadily to represent over 11.5% (by surface area) of all protected areas listed in the United Nations inventory prepared by UNEP. Trends over these past three decades reveal that the Convention has been used in increasingly innovative ways. It has encouraged the conservation of large forests, the recognition of interactions between people and the environment, helped save species from the brink of extinction, focused global attention on imminent threats to PA integrity, and drawn financial support to areas in critical need. In some cases, World Heritage site status has demonstrated a strong tourist appeal, helping create significant economic benefits for residents and investors. Efforts to increase the number and coverage of marine protected areas are leading to a flurry of new and potential marine sites being proposed for World Heritage status. More recently, the Convention has been used as the entry point to identify serial and transboundary sites and large-scale cultural landscapes where sustainable land-use practices contribute to biodiversity conservation. While undertaking these efforts, stakeholders are discovering that these processes also contribute to the furthering of regional cooperation in conservation and peace building.

Congress preparations and participation

Given the World Heritage Convention's growing prominence and relevance as an international framework under which a broad scope of various conservation strategies can be implemented, IUCN's World Commission on Protected Areas designated World Heritage as a Cross-cutting Theme at the Vth IUCN World Parks Congress. This decision reflected the relevance of World Heritage issues within each of the seven WPC Streams and the importance of the World Heritage Convention as a conservation tool.

UNESCO's World Heritage Centre – the Secretariat of the World Heritage Committee – undertook pre-conference preparations for each of the seven Streams well in advance of the main event. Workshops were organised, several studies and analyses were prepared, and a conference-specific website for World Heritage was launched. Workshops were designed to develop a consensus on the main World Heritage issues relating to specific streams. Pre-conference activity results then fed directly into the conference planning process, ensuring that World Heritage issues were dealt with systematically in each of the seven conference Streams. In some cases, important conference side events were held (covering for example, MPAs, ecotourism, partnerships, transboundary sites, extractive industries). World Heritage site managers and UNESCO World Heritage Centre staff presented case studies at many of the workshops to illustrate World Heritage responses to specific questions.

World Heritage site managers, UNESCO World Heritage Centre staff and other UN agency representatives made 39 World Heritage-related presentations during the course of the Congress. Two pre-Congress workshops (Management Effectiveness – 2 days, and Marine World Heritage – 1 day) were held, along with a two-day lessons learned workshop for 11 United Nations Foundation (UNF)-funded projects being carried out in World Heritage sites. Three World Heritage dedicated workshops formed part of the overall formal Congress programme, and well-attended side events were held for sustainable tourism (135 participants), marine World Heritage (80 participants) and for new partnerships (140 participants). Summaries and reports for most of these items can be found in these proceedings.

Congress outcomes and outputs

Specific products

- ❑ Information package on World Heritage Convention/UNF partnership projects and programmes;
- ❑ Several publications relating to World Heritage-related issues at the Congress;
- ❑ *World Heritage Convention: Effectiveness 1992–2002 and Lessons for Governance* (publication by Jim Thorsell); and
- ❑ World Heritage Centre special publication: *World Heritage at the Vth World Parks Congress*.

Key issues

The cross-cutting nature of the World Heritage theme was demonstrated in the numerous presentations given on World Heritage-related matters in all of the Congress Workshop Streams and other official components of the programme. Key points are summarised below.

- ❑ Globally, the total number of potential natural World Heritage sites is finite; however, not all of these potential sites have been identified. This continued gap in the overall list of potential World Heritage sites, in both the terrestrial and marine realms, may result in lost opportunities. In addition, threats to the integrity of yet-to-be-identified sites may go unchallenged, resulting in non-remediable degradation that would preclude eventual inclusion on the World Heritage List;
- ❑ World Heritage sites have a role to play in strengthening a country's national protected areas system;
- ❑ Despite their designation as sites of global value, and despite Parties' commitment under the World Heritage Convention to cooperate in their conservation, many World Heritage sites face chronic threats to the value and integrity for which they were designated, and are poorly equipped to counter them, often due to financial constraints;
- ❑ In situations of armed conflict, the World Heritage Convention has proved to be a diplomatically accepted conservation entry point. The potential to expand this role should be explored;
- ❑ Similarly, when there are opportunities for transboundary conservation, the World Heritage Convention provides an ideal framework for international cooperation under which discussions can take place;

- ❑ External support to natural World Heritage, such as that received from the United Nations Foundation, has been a successful means of strengthening the UNESCO World Heritage Centre and building partnerships with other conservation organisations;
- ❑ There is a need to go beyond coordination between convention secretariats (e.g. World Heritage, Convention on Biological Diversity, Ramsar Convention, etc.) and work at local, national and regional levels, as well as internationally, to share information, to reduce duplication, to foster lessons learned and to develop relevant joint work programmes; and
- ❑ The UNESCO World Heritage Centre coordinates reactive monitoring of World Heritage sites when there are indications that a site may be under threat. Reactive monitoring is not carried out systematically and could benefit from a clearer definition of process and procedures.



IUCN / Jim Thorsell

Recommended follow-up

1. The UNESCO World Heritage Centre and IUCN should develop, within the next ten years, a complete list of potential natural and mixed World Heritage sites;
2. The UNESCO World Heritage Centre should carry out a World Heritage site system-wide assessment of recurrent operating costs of managing natural and mixed World Heritage sites in an effort to establish a global financial needs baseline. The baseline could be used to start a dialogue on minimum sustainable financing options for protected areas;
3. World Heritage sites should be targeted for pilot conservation projects, with the understanding that a systematic effort between the UNESCO World Heritage Centre and national protected area system authorities be undertaken to develop mechanisms that ensure the sharing of benefits gained at World Heritage sites with the rest of the national PA system;
4. World Heritage sites should be used to leverage greater support for national PAs in general. Conservation proposals targeting World Heritage sites should include elements of capacity building for other national PA management authorities;
5. Because of the diplomatically sensitive nature of transboundary cooperation, the UNESCO World Heritage Centre, operating under the United Nations banner, should provide systematic legal and practical support in order to enable Contracting Parties to submit joint World Heritage nominations, facilitating the nomination process in the early stages and following up with support of joint management negotiations;
6. The UNESCO World Heritage Centre should further explore means by which the conservation impacts of armed conflict can be attenuated, such as advanced training of management staff, political dialogue and financial support;
7. The UNESCO World Heritage Centre should develop mechanisms and guidelines for consistent reactive monitoring and for the process of inclusion of sites on the List of World Heritage in Danger;
8. The support received from the United Nations Foundation should be considered a model for future partnership-building strategies. The UNESCO World Heritage Centre should maintain its close ties with the UNF, while actively fostering a broader range of such relationships with other foundations and with the private sector;
9. The UNESCO World Heritage Centre should build on the recent successes where existing and potential World Heritage sites have been set aside as ‘no-go areas’ for mining and oil and gas exploration and development;

10. A possible system of certifying management effectiveness should be explored, to give greater credibility to the accreditation of a site as World Heritage;
11. Closer collaboration and coordination, including joint work programmes with other multilateral environmental agreements, such as the Convention on Biological Diversity, the Ramsar Convention, and the UN Framework Convention on Climate Change (FCCC), is required. There is a need to go beyond coordination between convention secretariats, to work at local, national and regional levels, as well as internationally;
12. Linkages between natural World Heritage sites and cultural landscapes in a framework of large-scale serial sites require further exploration (examples include the Ruta Inca, Rift Valley, Line Islands, Alpine Arc); and
13. Cooperation and information exchange on lessons learnt between sites should be encouraged, possibly through the formation of networks or twinning of sites. World Heritage site management authorities and related NGOs have a wealth of experience and can often provide examples of 'best practice' both nationally and internationally.

Next steps

1. The World Heritage recommendations and targets will be presented to the 28th session of the World Heritage Committee in Suzhou, China in June/July 2004;
2. The UNESCO World Heritage Centre will work with IUCN and other conservation NGOs to develop a vision of what the natural and mixed World Heritage network should look like in ten years' time;
3. The UNESCO World Heritage Centre will work with the Secretariat of the Convention on Biological Diversity and other relevant convention secretariats to link World Heritage to other, broader instruments; and
4. The UNESCO World Heritage Centre will encourage sustainable financing efforts for protected areas at site and country-wide levels, using World Heritage sites as the focus for its efforts and seeking the participation of relevant sectors and agencies.

Cross-cutting Theme Leads

Ishwaran Natarajan
 Chief, Natural Heritage Section
 World Heritage Centre
 UNESCO – World Heritage Centre
 7 Place de Fontenoy
 75352 Paris 07 SP
 France

T: +33 1 45 68 15 59 or 40 60 94 56
 F: +33 1 45 68 55 70
 E: n.ishwaran@unesco.org

Adrian Phillips
 WCPA Vice-Chair for World Heritage
 2 The Old Rectory
 Dumbleton
 near Evesham
 WR11 7TG
 United Kingdom

T: +44 1386 882094
 E: adrianp@wcpa.demon.co.uk



Congress Outputs – Plenary Sessions

Plenary Session 5 Outputs of the Congress

Chair: Juan Mayr, IUCN CEESP, Colombia
Co-Chair: Kenton Miller, Vice-President, International Development and Conservation, World Resources Institute
Rapporteurs: Andrea Athanas, IUCN
Tim Reed, Fauna and Flora International (FFI)

Overview

The objective of the session was to ensure effective delivery of the wide range of WPC outputs.

Presentations were made on:

1. Key results from the WPC Workshop Streams and Cross-cutting Themes;
2. Results from the Participants Survey;
3. Recommendations adopted by the Workshop Streams, Cross-cutting Themes and *Emerging Issues*;
4. The *Durban Accord* and the *Durban Action Plan*;
5. *Message to the Convention on Biological Diversity (CBD)*; and
6. Private sector conservation.

The session concluded with the Packard Awards ceremony.



Key results from the WPC Workshop Streams and Cross-cutting Themes

Jeffrey McNeely, IUCN Chief Scientist, reported on the key results from the Workshop Streams and Cross-cutting Themes. He remarked on the richness of the discussion throughout the process and the identification of three fundamental issues: science – to provide a factual base for decision-making; knowledge – to provide the wisdom and experience for decision-making; and ethics – to ensure that decisions are just and equitable.

A question and answer session with **Julia Carabias**, IUCN WCPA Vice-Chair for Capacity Development, and **Dr Mohamed Bakarr**, Vice-President for Research, Center for Applied Biodiversity Science, Conservation International, highlighted some of the common messages from the Workshop Stream and Cross-cutting Theme sessions. These included:

- Embracing the diversity of stakeholders at all levels;
- Empowering local communities and indigenous peoples;
- Sharing costs and benefits of PAs equitably;
- The importance of partnerships;
- The need to address remaining gaps in the PA system, especially for the marine biome;
- The need for innovations to deal with global change and dynamic systems;
- The need to link PAs to the broader development agenda;
- The advantages and limitations of new technology; and
- The strengthening of international cooperation.

The Workshop Streams identified ten questions that will require answers during the coming decade to ensure that protected areas are not only effective in conserving biological and cultural diversity, but also contribute to sustainable development:

1. What are the best practices for PA management, and which are the most relevant indicators of management effectiveness?
2. How can we expand the global system of PAs to ensure that all ecosystems are represented, including adequate coverage of marine, coastal zone and freshwater ecosystems?
3. How can PAs maintain their ecological integrity against threats such as climate change, invasive alien species and human-wildlife conflicts?
4. How can the many social, economic and environmental values of PAs be turned into financial support?
5. How do we ensure that management of PAs is based on knowledge derived from both sound science and traditional knowledge and that science responds to management needs?
6. How can international cooperation in support of PAs be promoted most effectively?
7. How can the full diversity of conservation initiatives, including Community Conserved Areas, be integrated into PA systems?
8. How are we going to reconcile society's demands for natural resources with its demands for well-managed PAs?
9. How can we evaluate the PA management profession? and
10. How can we ensure that public investment in PAs becomes accepted as essential in the same manner as public investment in education, health and national security?



IUCN / Carl Gustav Lundin

Results from the Participant Survey

Gary Machlis, University of Idaho and Nyambe Nyambe University of Natal, reported on initial results of the Congress Participant Survey as follows:

- ❑ 455 surveys had been completed – a 20% response rate;
- ❑ About 18% are relatively new to PA management;
- ❑ Fundraising topped the list of key skills or knowledge needs and is perceived as the chief barrier to effective PA management;
- ❑ Socio-economic factors of growing human population and intensified land use topped the list of key global change factors currently influencing PAs, with climate change regarded as increasingly important for the future; and
- ❑ Greater emphasis on co-management, increased knowledge sharing, exponential growth in available data, and emergence of new networks and alliances are seen by Congress participants as encouraging innovations.

The preliminary results of the Participant Survey appear on pages 301–304.

Recommendations adopted by the Workshop Streams, Cross-cutting Themes and Emerging Issues

Alfred Oteng-Yeboah, Deputy Director General, Council for Scientific and Industrial Research, Ghana, and Chair of the WPC Recommendations Committee, presented the 32 *Recommendations* approved by the Workshop Streams and Cross-cutting Themes, along with ten *Emerging Issues* identified during the Congress (see pages 139–218 for the full texts of *Recommendations* and pages 273–282 for *Emerging Issues*).

The plenary noted and acknowledged the *Recommendations* and *Emerging Issues*.

The Durban Accord and the Durban Action Plan

Estherine Lisinge Fotabong, WWF Cameroon, presented the structure and highlights of the *Durban Accord* (see pages 219–223). She commended the *Accord* to participants as representing a new paradigm: by contributing effectively to other agendas and by reaching out positively to wider constituencies, it was possible to maintain and enhance the core goals of protected areas and to promote and achieve ‘benefits beyond boundaries’.

The plenary adopted the *Durban Accord* by acclamation and noted the associated *Durban Action Plan*.

Message to the Convention on Biological Diversity (CBD)

Peter Johan Schei, International Negotiations Director, Norwegian Directorate for Nature Management, summarised the process for formulating the *Message to the Convention on Biological Diversity* (see pages 267–271). In essence, this calls on the CBD Conference of Parties to:

- ❑ adopt a rigorous programme of work on PAs, including specific targets and timetables;
- ❑ establish effective means of monitoring and assessing implementation;
- ❑ reaffirm political commitment to implementation of the Programme of Work; and
- ❑ consider adoption of stricter measures, in the event that assessment indicates the Programme of Work to be insufficient.

Following some minor changes to the text, the plenary session adopted the *Message* by acclamation.

Private sector conservation

Peter Seligmann, President and Chief Executive Officer, Conservation International, spoke of the major contribution that private sector conservation makes in addition to governmental PA initiatives. For example, CI has three funds that are focused on: financing new PAs, building capacity, and lending support to eco-businesses around PAs. US\$75 million is currently available as matching funds for partner organisations, and CI is committed to growing the fund to US\$1 billion for high-biodiversity areas by 2010. Government leaders should come together and challenge the G8 to similarly scale up their commitments in support of PAs.

Packard Awards ceremony

The plenary closed with an awards ceremony during which Fred M. Packard International Parks Merit Awards were presented to:

- Michael McCloskey (USA), accepted by Richard Cellarius
- Young conservationists around the world, accepted by Boitumelo Rampeng (South Africa)
- The Arakwal Indigenous Land Use Agreement (NSW, Australia)
- Jaime Incer (Nicaragua), accepted by Liza Gonzales
- Marshall Murphree (Zimbabwe)
- Protected area rangers who have lost their lives in the course of duty, accepted by John Makombo (Uganda)
- Carmen Miranda (Bolivia)
- Prime Minister Jean Chrétien (Canada), accepted by Bruce Amos
- Mavuso Msimang (South Africa).

For further details, see pages 287–288.

Plenary Session 6

Implementing the Congress Outputs and Closing Ceremonies

Chair: Crispen Olver, Director General, Department of Environmental Affairs and Tourism, South Africa

Co-Chair: David Sheppard, Head, IUCN Programme on Protected Areas, Secretary-General, Vth IUCN World Parks Congress

Rapporteur: Andrew Ingles, IUCN

The Chair urged everyone present to communicate the major products of the Vth IUCN World Parks Congress, noting that the *Durban Accord* has created a new paradigm – which places people and development issues much higher on the protected areas agenda – while the *Durban Action Plan* provides a framework for focused action for the next ten years.

David Sheppard noted that the Congress had been marked by passion, energy and innovative thinking. With close to 3000 participants from 160 countries, this Congress represented the largest and most diverse gathering ever of those interested in protected areas. Over 150 workshops and more than 200 side events have taken place. The Congress has reached out to new audiences and partners. It has celebrated the creation of protected areas, now covering 11.5% of the Earth's surface, while noting the many gaps, particularly for marine and freshwater ecosystems, as well as the challenges facing PAs in a changing world. The Congress has reaffirmed the many values and benefits of protected areas but emphasised that these need to be better defined and communicated.

The Congress has achieved its broad objectives and produced outputs with the potential for significant and lasting impact on PAs. Now is the time for implementation. The task is large, with a price tag of US\$25 billion per annum. The first step is to disseminate the results and the materials from the Congress far and wide and to ensure that they are accessible to all.

Sincere thanks are due to all those who have helped fund, organise and otherwise support the Congress, especially the host country, South Africa, and colleagues in the IUCN Secretariat.

Panel Discussion: Implementing the message – the political imperative

Moderator: HE Valli Moosa, Minister of Environmental Affairs and Tourism, South Africa

Panellists: Antonio Waldez Goés da Silva, Governor of Amapa State, Brazil
Patricia Luna del Pozo, INRENA (National Protected Area Authority), Peru
Jannie Lasimbang, Asia Indigenous Peoples Pact Foundation, Malaysia
Dr Claude Martin, Director General, WWF International
HE Anoushiravan Najafi, Deputy Vice-President, Iran
HE Surech Prabhu, Chair, Interlinking Rivers Commission, India
Carlos Manuel Rodriguez, Minister for Environment and Energy, Costa Rica
David Richards, Principal Adviser on Environment, Rio Tinto
Peter Seligmann, President and Chief Executive Officer, Conservation International
Boku Tache, World Alliance of Mobile Indigenous Peoples, Ethiopia
Sweder van Voorst tot Voorst, Director, Environment and Development Department, Ministry of Foreign Affairs, The Netherlands

Each panellist was invited to make a statement on taking forward the outcomes and products of the Congress.

HE Surech Prabhu said that many of the *WPC Recommendations* are worth implementing and politicians can do a lot to help. They can work to develop joint initiatives with other governments, such as transboundary projects for ecosystem management. There is also a need to address population growth, to implement international treaties more effectively, and to solve crucial issues of financial flows and global trade distortions. But is it possible to find the political will for the changes required? This depends in turn on public opinion and perceptions, which in large part shape political will.

Dr Claude Martin said that the World Parks Congress had evolved over time. Whereas in Caracas most participants came from parks agencies and NGOs, in Durban there has been higher-level representation and from a much wider range of stakeholders. While in Caracas there had not been one convincing paper regarding people and parks – resulting in many complaints about how park managers were handling these issues – things have changed for the better, although there is still work to do. Care is needed in looking at the role of parks in alleviating poverty. PAs are not a panacea and we should be wary about generating unrealistically high expectations about their role.

Sweder van Voorst tot Voorst said that the government of The Netherlands is committed to sustainable development, allocating significant amounts for financing development programmes related to poverty and the environment. The WSSD process and the Millennium Development Goals provide a clear agenda for the future. Poverty alleviation is the biggest future challenge. Donors have committed themselves to poverty reduction strategies, but with environmental issues alarmingly absent from these strategies, the need remains to mainstream conservation and PAs into the social and economic dimensions of development.

Patricia Luna del Pozo said that in ten years time it will be important to demonstrate the benefits of protected areas and to have in place mechanisms for the fair distribution of these benefits. New PAs have to be added to the system in a strategic manner, rather than simply to increase the total area covered. Improvements are also needed in the sustainability of the PAs themselves and for the communities that depend on them. The involvement of all stakeholders needs to be secured, and more constructive and open dialogue is necessary. We must work particularly hard for the engagement of youth in PAs.

David Richards, speaking in a personal capacity, felt that the outputs of the Congress embrace the concepts of inclusiveness and openness in continuing to address the important issues surrounding PAs. Dialogue is worthwhile and requires goodwill and good faith, but identifiable outcomes are vital. Extractive industries are committed to a process of change, but it will take time for this to happen and for real results to show up on the ground.

HE Anoushiravan Najafi believed the main message of the Congress is the central role of communities in conservation, and the need for their empowerment. The Iranian experience is that people can conserve nature, that the rights of people must be taken into consideration, and communities must be given due respect in development programmes. The next steps are the need for practical approaches to empower people for conservation. Full use of traditional knowledge is a primary requirement, as is changing the dominant view in governments that views nature as a resource to be exploited, often including removing people from lands for which they have centuries of ownership and land management experience.

Jannie Lasimbang expressed satisfaction that indigenous people have made their presence felt at the Congress. A challenge for other protected area stakeholders is how they should properly consult indigenous people and negotiate free, prior informed consent for any action to be implemented when establishing and managing PAs. Designating PAs without such consent has resulted in dispossession and resettlement, the violation of rights, loss of sacred sites and culture, and human impoverishment. Ms Lasimbang reiterated the vital role of indigenous people in the achievement of sustainable development and for the recognition of the concepts, knowledge and capacities of indigenous people for PA management.

Antonio Waldez Goés da Silva stated that 96% of Brazil's Amapa State retains its original vegetation. Just over 55% of the state's territory lies within protected areas and the establishment of the Amapas Corridor was announced during the Congress. New PAs will be established to achieve a total of 70% under protection. Support will be given to indigenous people in the management of their lands. Mr da Silva emphasised that developed countries should understand how their agricultural policies affect other countries negatively. With just a small part of the costs of agricultural subsidies, the world's PA objectives and targets could be met.

Peter Seligmann said that Conservation International supports the openness of discussion during the Congress and that the organisation is ready to help identify new protected areas and to help indigenous people to implement their vision for PAs. There is much to be learnt from them. CI is also fully committed to engaging with young people. Mr Seligmann also urged state leaders who have made conservation commitments at the Congress to form a bloc to persuade G8 countries to increase their funding for PAs.

Boku Tache underlined the value of the Congress in creating an opportunity for mobile and indigenous peoples to come together. This has led to the establishment of the World Alliance of Mobile Indigenous Peoples. The vision of this alliance is to establish solidarity; achieve sustainable livelihoods; enhance complementarity; promote just policies leading to the freedom of movement, including transboundary movements; and promote respect and recognition for the rights of mobile and indigenous peoples.



IUCN / David Sheppard

Carlos Manuel Rodriguez said that the Congress has identified the major tasks and set a new paradigm. An enormous task lies ahead. There have been some achievements in the last ten years, but many protected areas in developing countries are 'paper parks'. There are few indicators for effective management and there is insufficient knowledge about them. PAs have to be managed to achieve their objectives. Quality, not quantity, is important. The costs of conserving these areas are not being shared fairly among global stakeholders, and more cooperation and investments are needed to overcome this.

Communicating the Congress outputs

Denise Hamú, Chair, IUCN Commission on Education and Communication, said that all participants have a responsibility to share the WPC outputs and what has been learnt and discussed in Durban. We need to consider how we should change what we do within our own organisations, and what and how we can get the messages out to others.

Following a brief video presenting communications suggestions from Congress participants, Ms Hamú challenged all those present to:

- engage in dialogue;
- share what has been learnt during the Congress with colleagues, beginning with participants' own organisations, but also reaching out to new constituencies;
- stimulate a discussion on how participants' own organisations can improve the way they work; and
- plan how the benefits of protected areas can be communicated more effectively.

Vote of thanks

Achim Steiner, IUCN Director General, thanked all those who had contributed to the success of the event, especially the South African host country team, led by Dr Crispin Olver, Director General, Department of Environmental Affairs and Tourism. Particular thanks are also due to the following people and their teams: Mavuso Msimang, Chief Executive, South African National Parks; Thandi Davids, WPC Executive Officer for South Africa; Kevin van der Molen, logistics;

Tish Troskie, exhibition; Nicholas Ellenbogen, Theatre for Africa; Khulani Mhkize, Chief Executive, Ezemvelo KwaZulu Natal Wildlife; Derek Potter, field trips; and Alec Gilbert and the staff of the Durban International Convention Centre.

Mr Steiner also expressed gratitude to the IUCN Congress core team and the many dozens of staff who worked with them. In particular he thanked David Sheppard, WPC Secretary-General; Peter Shadie, WPC Executive Officer; Kristin Luhn-Jensen and Julian Hopkins, WPC Fundraising Officers; all the staff of the IUCN Programme on Protected Areas; and members of the IUCN Secretariat drawn from across the world to work on the Congress. He also thanked Dr Kenton Miller, Chair, World Commission on Protected Areas, for his leadership of the WPC Steering Committee, and the numerous WCPA members for their enormous efforts in staging such a successful event.

In closing, Mr Steiner paid tribute once again to South Africa, expressing particular appreciation for the personal presence of President Mbeki, Nelson Mandela and HE Valli Moosa, Minister of Environmental Affairs and Tourism.

The Congress adopted the following *Recommendation* by acclamation:

Being aware of the generous support provided by the South African authorities at all levels and the significant financial contributions made by the government of the Republic of South Africa towards the organisation of the Vth IUCN World Parks Congress; and

Being grateful for the thorough and comprehensive preparations that they have made in providing the physical facilities, the reliable and modern services provided to the Secretariat and the participants, and other events, which have so enriched the experience of the delegates; and

Being mindful of the enormous amount of work that has been done by the South African staff and volunteers, who have made the events of the largest and most complicated of all World Parks Congresses proceed with efficiency, speed, reliability, warmth and good humour;

The participants wish to:

Record our thanks and appreciation to our South African hosts, in particular the Ministry of Environmental Affairs and Tourism, South African Parks, the City of Durban, and the South African non-governmental organisations;

Pay particular tribute to the Mayor and Councillors of the City of Durban for their extraordinary hospitality and the warmth with which they and the people of the city have welcomed Congress participants; and

Record our appreciation to the other organisations that have contributed materially to assisting delegates to participate in the Vth IUCN World Parks Congress.

HE Valli Moosa thanked participants on behalf of South Africa.

Invitation to the 2004 IUCN World Conservation Congress

Vitchit Pathanagosai, Deputy Director General, Department of National Parks, Ministry of Natural Resources and Environment, Thailand, speaking on behalf of the Royal Thai Government and Mr Plodprasop of the Ministry of Natural Resources and Environment, invited participants to Bangkok for the 3rd IUCN World Conservation Congress, to be held from 17–25 November 2004.

Closing remarks from host country

Jacob Zuma, Deputy President of South Africa, believed that the Congress has been successful in setting an agenda to secure the conservation of landscapes that nourish people in both spiritual and practical ways. PAs must play a role in development and poverty reduction, providing benefits beyond boundaries, cultures and generations. South Africa is interested in tackling poverty in the areas adjoining PAs. This will require innovative and adaptive approaches, involving the building of partnerships with industry, local communities – especially indigenous people, women and youth – and other stakeholders. PAs need substantial additional resources to develop their full potential, and work on the economic contribution made by protected areas needs to be further refined.

Mr Zuma congratulated IUCN for ensuring that the Congress objectives have been achieved and thanked all those who have contributed to the success of the Congress, in particular the host city of Durban.



Recommendations

To guide the Congress Secretariat and participants through the *Recommendations* process, a Congress Recommendations Committee was formed at the beginning of the Congress. This Committee was tasked with making decisions on points of procedure relating to the *Recommendations* process, in close consultation with the Secretariat and Workshop Streams, Cross-cutting Themes and Motion Leads.

The members of the Committee were Alfred A. Oteng-Yeboah (Chair, Ghana), Nikita Lopoukhine (Canada), Paul Mafabi (Uganda) and Juan Mayr Maldonado (Colombia).

Prior to the Congress, 29 motions that had been submitted to the WPC Recommendations Preparatory Committee were made available for online comment. In the course of the Congress, three new motions were approved for consideration by the Recommendations Committee. All 32 motions were discussed in the relevant discussion groups, then reviewed and approved in Workshop Stream/Cross-cutting Themes plenary sessions.





WPC Recommendation V.1

Strengthening Institutional and Societal Capacities for Protected Area Management in the 21st Century

During the 21st century pressure on protected areas will increase as a result of such global change issues as:

- Demographic shifts, population increases in urban areas; unsustainable consumption patterns and widespread poverty impacting on environmental services;
- Greater demands for production of goods and services from PAs;
- Development of inappropriate infrastructure, climate change, and invasion of exotic species;
- Fragmentation of natural habitats;
- Over-fishing and dramatic collapse of marine fisheries and coral reefs and coastal and fresh-water systems;
- Decreasing supplies of fresh water;
- Increasing threats to the welfare and safety of PA staff;
- Technological advances, especially in relation to access to and communication of information;
- Consolidation and expansion of democratisation, decentralisation, ‘deconcentration’ and expanded public participation processes; and
- International assistance flows that focus primarily on social needs of impoverished people.

Current management structures for protected areas were designed under different conditions and are not necessarily able to adapt to these new pressures. Conservation will only succeed if we can build learning institutions, organisations, and networks and enable conservation practitioners to identify and solve their own problems and take advantage of opportunities. In particular, we need to empower all stakeholders to fulfil their role in protected area management.

Capacity development at the institutional and societal level must include:

- Establishing and supporting institutions with adequate resources to implement plans and strategies for PA management; and
- Developing an enabling environment through sound legal and policy frameworks and through societal recognition of the benefits of protected areas and the value of the goods and services they provide.

Therefore, PARTICIPANTS in the Workshop Stream on Developing the Capacity to Manage Protected Areas at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

1. RECOMMEND that governments, intergovernmental organisations, NGOs, local communities and civil society:
 - a. Raise awareness of the value of protected areas and the benefits they provide to society and enhance general commitment to support protected areas;
 - b. Adjust current policies, laws, planning and management instruments, and institutional frameworks, to increase capacity for protected management at all levels, and, specifically, to:

- i. Promote robust and complementary national, state, regional, municipal, community, and private protected area systems;
- ii. Integrate conservation objectives into land/sea use and regional and sectoral planning at all levels and integrate protected areas planning and management into the wider land and seascape;
- iii. Promote, coordinate and support systematic applied social, economic, political and biophysical scientific research related to identified needs and priorities, informing protected area management and activities aimed at conserving, monitoring, and using biodiversity in a sustainable manner in the face of rapid global change;
- iv. Build coherent national frameworks for conservation of biodiversity and protected areas and harmonise sectoral policies and laws with conservation policies and laws at the constitutional level;
- v. Establish mechanisms to harmonise policies and efforts among government agencies and other civil society organisations responsible for conservation and sustainable development;
- vi. Elaborate and implement National Strategic Plans for Protected Area Systems and appropriate strategic and operational planning instruments for each protected area;
- vii. Ensure that the staff of protected areas and their management bodies have sufficient decision-making authority to achieve the management and conservation objectives of protected area systems;
- viii. Encourage and support the establishment of new protected areas and of co-management agreements by and between local, regional and national governments, non-governmental entities, the private sector, local and indigenous communities and other stakeholders;
- ix. Ensure that protected area management bodies (including decentralised and devolved statutory authorities, groups engaged in co-management and community based management) have the skills, knowledge and abilities to take on these responsibilities;
- x. Adopt mechanisms to enable representation and participation of all protected area stakeholders at national, regional and local levels; and
- xi. Establish monitoring and evaluation mechanisms based on protected area objectives and using compatible methods, indicators and site specific standards to ensure management effectiveness and assure biological and cultural integrity;



IUCN / Jim Thorsell

2. RECOMMEND that local ownership and sustainability of capacity development programmes be promoted by ensuring that:
 - a. Protected area institutions maintain core funding for new and continuing capacity development as part of their ongoing business plans; and
 - b. Capacity development programmes are designed and conducted by the beneficiaries themselves in collaboration with government at all levels, partnership, international agencies, NGOs and other relevant bodies, based on mutually agreed needs and priorities.



WPC Recommendation V.2

Strengthening Individual and Group Capacities for Protected Area Management in the 21st Century

Effective management of protected areas in the context of global change requires that managers, protected areas staff, including rangers, local communities, and other stakeholders have the knowledge, attitudes, skills, capabilities and tools to plan, manage and monitor protected areas. Managers and stakeholders also need the skills to be able to establish and maintain the complex relationships and networks that are essential for sustainable and effective management of protected areas.

Therefore, PARTICIPANTS in the Workshop Stream on Developing the Capacity to Manage Protected Areas at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

1. RECOMMEND that IUCN and the World Commission on Protected Areas:
 - a. Promote and support national and international collaborative capacity-development activities through which stakeholders at all levels can acquire and share best practices, develop appropriate responses to change, and thereby enable and empower themselves to play their full role in protected area management by:
 - i. Building ‘learning organisations’;
 - ii. Supporting learning exchanges for all stakeholders;
 - iii. Developing ‘communities of practice’ for protected area management; and
 - iv. Promoting learner-centred approaches;
 - b. Support learning processes within workplace and community settings which are flexible, contextual and responsive, that build on traditional knowledge and practices and that enhance two-way learning and sharing;
 - c. Support the enhancement of capacity for protected area managers, local and indigenous communities and other stakeholders to work together by enhancing their skills in areas such as:
 - i. Facilitation, negotiation and conflict resolution;
 - ii. Change management processes to address values, attitudes of all stakeholders and relationships among them;
 - iii. Participatory planning and joint management; and
 - iv. Financial and institutional management;
 - d. Encourage the full participation of local and indigenous communities and individuals by building confidence in the rule of law through assuring transparency, due process and access to public records;
2. RECOMMEND that protected area authorities recruit, develop and support staff in ways that will encourage and maintain high levels of commitment and performance by:
 - a. Employing and investing in the personal development of local and indigenous people living inside and around the protected area;
 - b. Provide all protected areas staff (in particular rangers, wardens and forest guards, who face hardships and threats in carrying out their jobs) with adequate living, working, health, safety and security conditions by providing management support, appropriate equipment and training;

- c. Ensure continuous and systematic institutional capacity development linking training to performance; and
 - d. Encourage career development and retention of staff by relating salary, benefits and progression to performance;
3. RECOMMEND that the World Commission on Protected Areas move towards common standards of competency by:
 - a. Agreeing generic global competency standards for protected areas staff, which can be adapted at local, regional and national levels; and
 - b. Encouraging and enabling use of standards and self-assessments to support improved effectiveness of protected area staff and training;
 4. RECOMMEND that the World Commission on Protected Areas coordinates a consortium of international organisations, training institutions, and other bodies to:
 - a. Develop and conduct campaigns for higher level decision-makers to develop understanding that protected areas and the goods and services they provide are critical for the well-being of society as a whole;
 - b. Encourage partnerships between training institutions, protected area agencies, private sector and community-based organisations for the design and implementation of responsive training; and
 - c. Promote establishment and strengthening of regional networks of trainers and training institutions for capacity development in protected areas management;
 5. RECOMMEND that IUCN, through the World Commission on Protected Areas Task Force on Capacity Building, elaborates an action plan for the next 10 years based on the work and conclusions of the Vth IUCN World Parks Congress; and
 6. RECOMMEND that the World Heritage Committee takes into account the Vth IUCN World Parks Congress Recommendations on capacity development and links World Heritage training activities with the global protected areas capacity development agenda.



IUCN / Jim Thorsell



WPC Recommendation V.3 Protected Areas Learning Network²

Many protected area managers and policy-makers, including local and indigenous communities and other stakeholders, have insufficient access to new knowledge, information, and guidelines coming out of science, traditional knowledge, and field practice.

Furthermore, they may have little opportunity to share what they are learning from their own work with policy, strategies, and field practices. Managers often learn of new topics of considerable significance to their ability to ensure the sustainability of their sites only after long periods of time. Typically, only those managers that are fortunate enough to participate in international events learn about new practices and opportunities.

A new mechanism is needed that will enable managers to share experience and learn from one another more efficiently. New guidelines from science, traditional knowledge, and practice need to be exchanged quickly so that managers can ensure that their practices are up to date.

The Ecosystems, Protected Areas, and People project of IUCN's World Commission on Protected Areas, in partnership with the World Resources Institute, The Nature Conservancy, Conservation International, and UNESCO, proposes, with the catalytic support of the Global Environment Facility among others, the establishment of the Protected Areas Learning Network – PALNet. This interactive website will enable interested individuals around the world to obtain guidance from science, traditional knowledge and peers, and in turn, upload their own experience on issues of common interest.

Of particular interest for development during the early stage of the programme are the issues and options related to the impacts and opportunities surrounding protected areas as the result of global change factors.

This programme will complement the Clearing-House Mechanism (CHM) of the Convention on Biological Diversity, and the UNEP/World Conservation Monitoring Centre, and is designed to avoid duplication wherever possible.

Therefore, PARTICIPANTS in the Workshop Stream on Developing the Capacity to Manage Protected Areas at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

RECOMMEND that:

- a. The proposal to establish the Protected Areas Learning Network (PALNet) be accepted and supported institutionally;



IUCN / Peter Shadie

² This *Recommendation* is endorsed by WCPA, CI, TNC, UNESCO, GEF, and IUCN, including the IUCN Commission on Environmental, Economic and Social Policy.

- b. WCPA and its partners be invited to develop the full programme as proposed following adequate consultation with the user community;
- c. A Steering Committee for PALNet be established under the leadership of WCPA, to guide the development and management of the programme;
- d. The thematic technical working groups and task forces of WCPA and other parts of the Union serve to backstop the scientific, technical and policy elements of the programme; and
- e. IUCN and its partners and donors consider means of raising sufficient funding for developing the programme and ensuring its sustainability.



WPC Recommendation V.4

Building Comprehensive and Effective Protected Area Systems

Economic, cultural, intrinsic, aesthetic and spiritual values of biological diversity are experienced by all people. At the same time the increasing rate of loss of biological diversity will seriously undermine the quality of life of future human generations unless this issue is addressed as a matter of urgency.

Ongoing and extremely rapid human-induced changes, such as habitat loss and the spread of alien invasive species, continue to erode biodiversity, and species ranges are shifting due to climate change.

New analyses presented at this Congress have shown that the global protected area network is far from complete, with significant gaps in coverage of protected area systems for threatened species, globally important sites, habitats and realms.

These gaps and changes require the expansion of existing protected areas, and the strategic creation of new protected areas, while ensuring the connectivity of suitable habitat between them.

A reduction in the rate of loss of biological diversity can be achieved through protected area systems in all ecoregions of the world that are comprehensive, ecologically and biologically viable, representative, and effectively managed. Threatened species, particularly those listed in the IUCN Red List of Threatened Species, must be effectively conserved in these networks of protected areas.

The target to achieve “a significant reduction in the current rate of loss of biological diversity” by the year 2010, agreed by the 6th Conference of the Parties of the Convention on Biological Diversity (Decision VI/26), restated in the Hague Ministerial Declaration of April 2002, and endorsed by the world’s leaders at the World Summit on Sustainable Development in September 2002 remains valid.

The WSSD Plan of Implementation states that biological diversity plays “a critical role” in “overall sustainable development and poverty eradication” and that “biodiversity is currently being lost at unprecedented rates due to human activities”. Protected area systems should ensure that valuable ecosystem services are sustained.

Biodiversity is not evenly distributed across the globe, thus an effective network of protected areas to reduce the rate of loss of biological diversity should be based on an adequate understanding of the patterns of distribution of species, habitats, ecosystems and ecological processes across all scales. Systematic conservation plans and decision-support tools should be used to identify targets for protection based on such understanding.

The World Database on Protected Areas is a vital tool for measuring the efforts of governments and civil society to build comprehensive protected area networks. This database is maintained by the UNEP/World Conservation Monitoring Centre with the support and assistance of the WDPA Consortium that includes members of international conservation NGOs and other interested agencies. The importance of the database has been reflected in the UNEP Governing Council decision of 2003, implemented through an MOU signed between IUCN and UNEP during the present Congress and supported by the WDPA Consortium.

Many multilateral environmental agreements, notably the Convention on Biological Diversity, the Convention on the Conservation of Migratory Species of Wild Animals, the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), the Convention for the Protection of the World Cultural and Natural Heritage, and the Ramsar Convention on Wetlands of International Importance, along with many regional agreements, recognise the importance of protecting biodiversity as a priority for all nations.

With these points in mind, participants in the Workshop Stream on Building Comprehensive Protected Area Systems concluded that nations need to consider biodiversity-based targets as a means of maximising the coverage and representation of biological diversity and, in particular, threatened components of biological diversity in their protected area systems.

In addition to the conventional system of protected areas based on IUCN-designated categories, a range of opportunities exists for enhancing coverage of protected areas, including community conservation areas, community managed areas, and private and indigenous reserves.

For protected areas to meet their biodiversity conservation and economic development objectives, they must receive adequate financial support. However, it is noted that many countries with the highest levels of biodiversity are challenged by inadequate financial means and by the imperative of poverty alleviation. Many countries therefore compromise on creating and/or effectively managing a comprehensive and effective protected area system even when it is not in the national or global interest.



IUCN / Jim Thorsell

Therefore, PARTICIPANTS in the Workshop Stream on Building Comprehensive Protected Area Systems at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

1. URGE governments, non-governmental organisations and local communities to maximise representation and persistence of biodiversity in comprehensive protected area networks in all ecoregions by 2012, focusing especially on threatened and under-protected ecosystems and those species that qualify as globally threatened with extinction under the IUCN criteria. This will require that:
 - a. Systematic conservation planning tools that use information on species, habitats and ecological processes to identify gaps in the existing system be applied to assist in the selection of new protected areas at the national level;
 - b. All globally threatened species are effectively conserved *in situ* with the following immediate targets:
 - i. all Critically Endangered and Endangered species globally confined to single sites are effectively conserved *in situ* by 2006;
 - ii. all other globally Critically Endangered and Endangered species are effectively conserved *in situ* by 2008;
 - iii. all other globally Threatened species are effectively conserved *in situ* by 2010; and
 - iv. sites that support internationally important populations of congregatory and/or restricted-range species are adequately conserved by 2010;
 - c. Viable representations of every terrestrial, freshwater and marine ecosystem are effectively conserved within protected areas, with the following immediate targets:
 - i. a common global framework for classifying and assessing the status of ecosystems established by 2006;

- ii. quantitative targets for each ecosystem type identified by 2008; and
 - iii. viable representations of every threatened or under-protected ecosystem conserved by 2010;
- d. Changes in biodiversity and key ecological processes affecting biodiversity in and around protected areas are identified and managed;
 - e. Regional landscape and seascape planning should consider locally generated maps, and incorporate zoning and management planning processes to assist in designing and enhancing comprehensive protected area networks that conserve wide-ranging and migratory species and sustain ecosystem services;
 - f. Protected area systems are established by 2006 that adequately cover all large intact ecosystems that hold globally significant assemblages of species and/or provide ecosystem services and processes;
 - g. Increase the coverage of protected areas in freshwater ecosystems as proposed by the Convention on Biological Diversity Recommendation VIII/2 to establish and maintain a “comprehensive, adequate and representative system of protected inland water ecosystems... using integrated catchment/watershed/river basin management” by 2012; and
 - h. Create a representative network of marine protected areas by 2012, as stated in the WSSD Plan of Implementation;
2. URGE the Parties to the CBD to make the achievement of the above-mentioned targets possible by adopting a strong Programme of Work and considering legal mechanisms for protected areas at COP7 that ensure the establishment of a representative global network of protected areas; and, in support of the Programme of Work, to establish an effective mechanism for measuring progress towards the achievement of the above-mentioned targets and for ensuring the provision of adequate financing to support such a network, in accordance with Article 20 and Article 8(m) of the CBD;
 3. CALL on governments, local authorities, donors and development assistance agencies, the private sector, and other stakeholders to financially support the strategic expansion of the global network of protected areas as well as the effective management of existing protected areas, whilst taking appropriate steps to defray the attendant human opportunity costs where appropriate;
 4. URGE governments to use international instruments, such as the Convention for the Protection of the World Cultural and Natural Heritage and the Convention on Wetlands of International Importance, to enhance the protection given to sites, and to pass domestic legislation to implement their convention obligations, with a view to achieving the targets outlined above;
 5. CALL on governments to develop and implement innovative plans and legislation, involving all stakeholders, to conserve biodiversity and ecological processes effectively under various conditions of land and resource ownership and usage rights, as well as across national boundaries;
 6. URGE governments, non-governmental organisations, donors, private sector and development assistance agencies to promote socio-economic and cultural benefits of protected areas to foster support for the expansion of protected area networks;
 7. REQUEST the consortium of institutions responsible for maintaining and managing the World Database on Protected Areas to continue the process of enhancing the quality of the data, and making these publicly available and accessible;
 8. URGE the Parties to the CBD to request all governments to provide annual updates of information to the WDPA;

9. URGE the private sector to adopt best practices that do not threaten, compromise or thwart the achievement of the aforementioned targets and to assist in the establishment of a comprehensive, ecologically and biologically viable and representative network of protected areas;
10. REQUEST the IUCN World Commission on Protected Areas to establish a task force on conservation planning to guide countries in the achievement of the targets outlined in this Recommendation;
11. CALL on parties to the World Heritage Convention to encourage the nomination of global physiographic, natural and cultural phenomena as large-scale multi-state, serial World Heritage Routes to serve as frameworks for local and transboundary World Heritage sites and protected areas; and
12. URGE governments, local authorities, the private sector, donors and development assistance agencies to ensure that further work towards building comprehensive protected areas systems takes full account of the rights, interests and aspirations of indigenous peoples, as well as of their desire to have their lands, territories and resources secured and protected for their own social and cultural survival.



WPC Recommendation V.5

Climate Change and Protected Areas

Nature is dynamic. Science and practice have demonstrated that the one constant in nature is change itself. Global change encompasses many facets – biophysical, socio-economic and political. Almost all of these have profound implications for protected areas. Whereas socio-economic and political issues have been addressed in other recommendations, participants in several Workshop Streams at the Vth IUCN World Parks Congress recognised that biophysical changes, in particular climate change, demand specific attention. Climate change is global in both cause and effects, altering basic physical parameters of the environment. Climate change and its synergies with other global changes is a new and unprecedented challenge confronting protected areas.

Ecosystems and species will change as climate changes, requiring new protected areas and new management strategies in existing protected areas. Polar ice and glaciers are melting; sea levels are rising. Climate change is exacerbating the problems of invasive alien species and diseases, displacing native species. In combination with growing human populations, human settlement patterns and land use changes, climate change is exerting new demands on limited resources. These changes will require new resources for protected areas to meet their goal of conserving biodiversity and ecosystem services.

Many of the impacts of climate change on biodiversity will occur in tropical countries while the major sources of global greenhouse gases are industrialised countries. This creates equity issues requiring new international funding mechanisms.

Recent research suggests that climate change associated with doubled pre-industrial CO₂ levels may result in high numbers of plant and animal extinctions. Since any extinction is unacceptable, urgent stabilisation of global greenhouse gas concentrations is required.



NOAA

Therefore a two-fold response is needed to protect biodiversity in the face of climate change:

- a. Limitation of climate change by stabilising global greenhouse gas concentrations; and
- b. The institution of new conservation strategies that include elements such as the creation of new protected areas that are specifically designed to be resilient to change and the creation of corridors to protect biodiversity from the effects of climate change.

Therefore, recognising input from other Streams, PARTICIPANTS in the Workshop Stream on Building Comprehensive Protected Area Systems at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

1. CALL on governments and citizens to recognise the threat posed to protected areas by climate change and other global changes;
2. URGE governments to stabilise global greenhouse gas concentrations in the atmosphere at a level that prevents species from becoming threatened or extinct due to climate change, by implementing policies (including the ratification of the Kyoto Protocol) that will lead to reductions in greenhouse gas emissions within their borders and globally;

3. URGE individuals to curtail their consumption of carbon-based fuels as an example to governments and other individuals, and urge individual protected areas to lead by example in installing and interpreting clean energy technologies;
4. CALL ON IUCN and its members to pursue regional analyses of the impact of climate change on protected areas and the consequent need for new conservation strategies, including:
 - a. Immediate application and ongoing refinement of existing knowledge and tools for building resilience into protected area networks;
 - b. A near-term, five-year goal of freshwater, marine and terrestrial pilot regional studies of climate change impacts on protected areas, each incorporating Regional Climate Models and multi-species modelling; and
 - c. A long-term, ten-year goal of establishing a programme of ongoing regional studies of climate change impacts on protected areas covering all areas of the globe;
5. URGE governments, donors and development assistance agencies to establish a global financing mechanism to cover the additional costs incurred by protected areas due to climate change;
6. CALL ON governments, non-governmental organisations and local communities to identify and designate protected areas that increase representation of species and ecosystems, the persistence of which is found to be jeopardised due to climate change, including:
 - a. All threatened species by 2012; and
 - b. All species and ecosystems by 2015;
7. RECOMMEND the IUCN World Commission on Protected Areas to:
 - a. Expand partnerships and deepen their expertise in the provision of advice to practitioners, management agencies and communities on options and guidelines for adapting protected areas to the forces of global change; and
 - b. Identify and communicate best practices to establish methods to anticipate the impacts and opportunities from global change, and adapt management to those changes;
8. RECOMMEND that the Task Force on Climate Change of the IUCN Species Survival Commission works with the IUCN World Commission on Protected Areas to make available to protected area managers the names of species which may be at particular risk of extinction within a given region due to climate change;
9. RECOMMEND that governments, and protected area managers and planners, include concepts of resilience and adaptive management of protected areas to mitigate the impacts of climate change, including designing and managing protected area networks flexibly to accommodate adaptations to change; and
10. RECOMMEND that the WCPA evaluates the effectiveness of efforts to incorporate climate change into protected area management and other conservation strategies.



WPC Recommendation V.6

Strengthening Mountain Protected Areas as a Key Contribution to Sustainable Mountain Development

Mountains and their protected areas provide ‘Benefits Beyond Boundaries’ for a significant proportion of humanity, in both mountain and lowland areas. In particular, they are the water towers of the world.

The establishment and effective management of an adequate and representative system or network of Mountain Protected Areas are essential ingredients of sustainable development in mountains as well as a paramount means of conserving biological and cultural diversity. Mountain areas are often along international frontiers where conflict occurs.

Chapter 13, the Mountain Chapter, of Agenda 21 from the UN Conference on Environment and Development (Rio de Janeiro, Brazil, 1992) calls on all countries with mountains to strengthen national capacity for sustainable mountain development, and to prepare long-term mountain action plans.

The International Year of Mountains, 2002, provided a remarkable and diverse array of events at local, national and international levels, which placed mountain ecosystems squarely on the global agenda as a priority concern.

The Bishkek Global Mountain Summit (Bishkek, Kyrgyzstan, October–November 2002), and the World Summit on Sustainable Development (Johannesburg, South Africa, August–September 2002), reinforced these calls for action.

The close relationship between mountain biodiversity and protected areas will be a focus of the forthcoming Conference of Parties to the Convention on Biological Diversity (Kuala Lumpur, Malaysia, 2004).

With these points in mind, a pre-World Parks Congress Workshop on Mountain Protected Areas, held in South Africa’s uKhahlamba-Drakensberg Park World Heritage site (5–8 September 2003), involving 60 managers, scientists and policy-makers representing 23 countries:

1. ENDORSES the establishment of an adequate and representative network of Mountain Protected Areas in all mountain regions as a key part of sustainable mountain development, including appropriate conservation linkages to adjacent landscapes and seascapes and working with local communities and land managers;
2. WELCOMES the support for Mountain Protected Areas from outdoor recreation interests, as expressed in the Environmental Objectives and Guidelines of the International Mountaineering and Climbing Federation, published during the International Year of Mountains;
3. URGES IUCN – The World Conservation Union, to:
 - a. Support the Mountain Initiative Task Force as an inter-Commission group involving primarily the World Commission on Protected Areas and the Commission on Ecosystem Management, with opportunities for other Commissions to contribute as appropriate;
 - b. Give particular attention to implementing the WCPA 2004–2008 Mountain Strategy, as endorsed by the Mountain Initiative Task Force;

- c. Engage fully in the International Partnership for Sustainable Development in Mountain Regions, as a method of implementing Chapter 13 of Agenda 21;
- d. Continue to press for recognition, during this International Year of Freshwater and beyond, of the vital role of Mountain Protected Areas in safeguarding water quality and quantity;
- e. Provide leadership to highlight the vital relationship between biodiversity, mountains and protected areas as the CBD considers these topics at its 2004 meetings;
- f. Give a prominent role to mountains and their protected areas at the 2004 IUCN World Conservation Congress; and
- g. Provide a forum to discuss and advance transboundary protected areas in contributing to the conservation of regional biodiversity, recognising the special circumstances of transboundary mountain communities, and resolving regional conflicts through mechanisms such as Peace Parks.



IUCN / Jim Thorsell



WPC Recommendation V.7

Financial Security for Protected Areas

Protected areas deserve significant financial support owing to the tremendous benefits they provide.

The international community agreed at the World Summit on Sustainable Development to work toward the goal of significantly reducing the loss of biodiversity by 2010.

However, a significant funding gap means that protected area system managers are being increasingly required to devote resources to raise their own funding and the protected areas themselves are facing greater degradation.

As an indicator of this need, it is estimated that protected area budgets in the early 1990s totalled only about 20% of the estimated US\$20–30 billion required annually over the next 30 years to establish and maintain a comprehensive protected area system including terrestrial, wetland, and marine ecosystems.

Nonetheless, there remain government policies and other institutional obstacles, which intentionally and unintentionally restrict the flow of funding to protected areas, such as:

- a. Insufficient priority allocated to the conservation of nature and associated cultural values against other competing budget programmes;
- b. Revenues from tourist income and environmental services provided by protected areas (e.g. water charges) not being earmarked for protected area management;
- c. Institutional barriers restricting the flow of funding to protected areas;
- d. Inappropriate management structures that fail to channel funding to protected area management;
- e. Lack of mechanisms to encourage donor organisations to participate in supporting protected areas; and
- f. Limited use of business planning at both a protected area systems level as well as for specific protected areas.

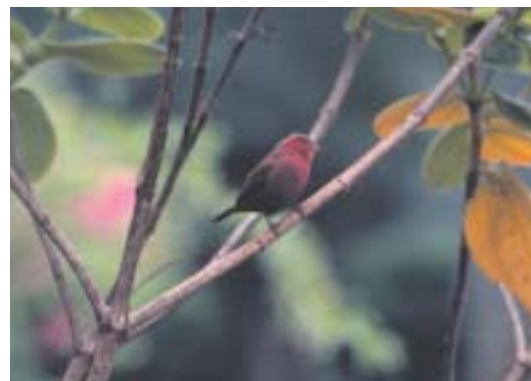
To help address these problems the IUCN World Commission on Protected Areas has implemented an initiative on Sustainable Financing.

Therefore, PARTICIPANTS in the Workshop Stream on Building a Secure Financial Future at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

RECOMMEND that governments, national and international non-governmental organisations, international conventions, indigenous and local communities, and civil society:

1. OPERATIONALISE the WSSD biodiversity goal and assess the cost of achieving it;

2. ENSURE that the financial mechanisms adopted to increase protected area revenue do not lead to the degradation of biodiversity or the destruction of natural and cultural heritage;
3. COMMUNICATE more effectively to the global and national community the results of investments in protected areas – including both conservation results and socio-economic benefits – in order to gain greater support for the funding of protected areas;
4. INCREASE, diversify and stabilise the financial flows to protected areas and biodiversity conservation, including through appropriate incentives and support for the implementation of diverse portfolios of financing mechanisms and cost-effective management approaches for terrestrial, wetland, and marine protected area networks and systems, so as to ensure that long-term conservation objectives are fully met in each ecoregion of the world;
5. ENSURE that there is proper valuation of the goods and services provided by protected areas, and biodiversity in general, so that decisions about economic development are made with the full understanding of the costs, as well as the benefits and the social impacts, involved;
6. REMOVE policy and institutional barriers to sustainable financing solutions, including barriers to the effective allocation of resources across protected area networks and systems, so that funding from both new and existing sources, and revenue generated by protected areas can be fully and efficiently directed to protected area management;
7. ENSURE that protected areas, and the surrounding local and indigenous communities, as primary beneficiaries, are granted access to the benefits from the increasing number of opportunities to gain remuneration from ecosystem services provided by protected areas. These comprise existing sources such as tourism-related revenues, as well as new opportunities like the provision of clean air and water, flood defence and disaster prevention, soil conservation, conservation of genetic material, recreational opportunities and carbon sequestration;
8. URGE donors, governments, and the private sector to support the establishment of trust and endowment funds for the conservation of biodiversity, as well as to support other sustainable financing mechanisms, such as debt swaps, and the inclusion of support for biodiversity and the environment in countries' poverty reduction strategies;
9. IMPROVE coordination of financial sources for protected areas, based on jointly agreed strategies established with all relevant stakeholders, to support coordination and to improve the quality and dissemination of conservation funding information;
10. INCREASE significantly future replenishments of the GEF to support the sustainable management of protected areas in developing countries through support for sustainable financing mechanisms;
11. ENCOURAGE governments at all levels to increase the financial flows to protected areas by reducing and redirecting funding currently allocated to subsidies for fishing, agriculture, and other sectors, that contribute to environmental degradation and biodiversity loss;



IUCN / Jim Thorsell

12. ENSURE, where appropriate, that environmental compensation payments from economic activities are effectively channelled to protected areas or ecosystem restoration; and
13. FOCUS greater attention on increasing the cost effectiveness of protected area financing through improved budgeting, financial planning and the use of innovative arrangements such as conservation easements, direct incentive payments, tax credits, and other market-based transactions.



WPC Recommendation V.8

Private Sector Funding of Protected Areas

There is a universal need to provide adequate funding to protected areas to ensure sustained conservation of biodiversity, and natural and cultural heritage without compromise.

At the same time there is increasing desire from the private sector to engage with protected area managers on a mutually beneficial basis.

Nevertheless, policy and institutional barriers exist, which may restrict the involvement of the private sector in the management and funding of protected areas.

These are exacerbated by lack of transparency and effective mechanisms for equitable participation in decision-making.

Further, protected area system managers are generally not familiar with the most appropriate forms of private sector participation required to secure the long-term financial future of protected areas, or the business methods and priorities of the private sector.

As a contribution to resolving this problem, the IUCN World Commission on Protected Areas has implemented an initiative on Sustainable Financing.



South African National Parks

Therefore, PARTICIPANTS in the Workshop Stream on Building a Secure Financial Future at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

1. RECOMMEND that governments, national and international non-governmental organisations, local and indigenous communities, businesses and civil society should:
 - a. REMOVE the obstacles to, and enhance the opportunities for, public–private–community partnerships in protected area management and funding to ensure sustained conservation of biodiversity, natural values and cultural heritage;
 - b. DEVELOP appropriate legal, administrative and financial instruments that implement new partnership arrangements for the benefit of both the protected area and its private sector partners;
 - c. ENSURE through adoption of appropriate legislation and other mechanisms a more effective, equitable and efficient distribution of returns to protected areas from emerging environmental services markets;
 - d. ENSURE that local and indigenous communities that provide services and contribute support to protected areas and their management, are able to participate and engage in an equitable dialogue with the private sector, including as part of project activities linked to protected areas, and to share in the financial benefits earned by protected areas;
 - e. FOSTER, ADOPT and PROMOTE business planning, marketing and related techniques appropriate to the management of protected areas;
 - f. CREATE business guidelines and standards for businesses that promote good governance and transparency and enhance the objectives of the protected areas; and

- g. ENSURE that where specific private sector activities affect biodiversity, natural or cultural heritage adversely, the responsible parties should meet the costs of avoiding, minimising, mitigating, restoring or compensating for damage caused, including through support for protected areas;
- 2. CALL on the WCPA to consider means of:
 - a. Enhancing finance opportunities for protected areas; and
 - b. Promoting a culture, within all levels of protected area management, which recognises and respects local and indigenous community aspirations, culture and values.



WPC Recommendation V.9

Integrated Landscape Management to Support Protected Areas

While protected areas focus on biodiversity conservation, to be effective they must be managed in the context of the broader land/seascape.

Conventions dealing with biodiversity have variously addressed this need, most notably through endorsement of the principles of the Ecosystem Approach (Decision V/6; Nairobi, 2000) by the Parties to the Convention on Biological Diversity and the adoption of Wise Use Guidance by the Contracting Parties to the Ramsar Convention on Wetlands.

Several other multilateral environmental agreements, notably the Convention on Migratory Species, Convention on International Trade in Endangered Species of Wild Fauna and Flora, along with several regional agreements, recognise the importance of integrated approaches to land/seascape management in pursuit of their conservation objectives, including also the cultural landscapes inscribed on the World Heritage List and the World Network of Biosphere Reserves.

At the same time, protected area design and management must reflect the structure and condition of surrounding landscapes/seascapes, and, in particular, must be flexible enough to adapt to increasing unpredictability in rates and directions of global changes.

Therefore, PARTICIPANTS in the Workshop Stream on Linkages in the Landscape and Seascape at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

1. RECOMMEND governments, non-governmental organisations, local communities and civil society to:
 - a. ADOPT and promote protected area design principles that reflect those inherent in the World Network of Biosphere Reserves where core protected areas are part of landscapes designed to enhance the overall conservation value;
 - b. ADOPT design principles for protected areas which emphasise linkages to surrounding ecosystems and ensure that the surrounding landscapes are managed for biodiversity conservation;
 - c. RECOGNISE the need to restore ecological processes in degraded areas both within protected areas and in their surrounding landscapes to ensure the ecological integrity of protected areas;
 - d. RECOGNISE that the presence and needs of human populations consistent with biodiversity conservation within and in the vicinity of protected areas should be reflected in the overall design and management of protected areas and the surrounding landscapes;
 - e. RECOGNISE the importance of participatory processes that link a diverse array of stakeholders in stewardship of the landscape linkages;
 - f. ENSURE that principles of adaptive management are applied to protected areas; and
 - g. ADOPT and promote a policy framework and incentives that encourage active involvement of local communities in biodiversity stewardship;
2. CALL on UNESCO, IUCN and secretariats of relevant multilateral environmental agreements, to work with governments, civil society, the private sector, indigenous and local communities and NGOs to:

- a. DEMONSTRATE how international law can contribute towards building site-specific, mutually beneficial relationships between biodiversity conservation, protected area management and sustainable development;
- b. USE linking protected areas with the surrounding landscape as an opportunity to regenerate cultural landscapes including those shaped by traditional and mobile people, and to revitalise rural communities; and
- c. ADOPT and PROMOTE the experience and lessons learned in integrated earthscape management of the UNESCO–MAB World Network of Biosphere Reserves, the Ramsar Convention and other relevant international agreements, in particular to move towards ‘Benefits Beyond Boundaries’.



IUCN / Jim Thorsell



WPC Recommendation V.10

Policy Linkages between Relevant International Conventions and Programmes in Integrating Protected Areas in the Wider Landscape/Seascape

The Plan of Implementation adopted in 2002 by the World Summit on Sustainable Development calls for a significant reduction in the loss of biodiversity by the year 2010, and notes the need for protected areas and ecological networks to achieve this goal.

Article 8(a) of the Convention on Biological Diversity calls upon Parties to establish a system of protected areas as part of the suite of actions needed to conserve biodiversity and Article 8(e) calls upon Parties to promote environmentally sound sustainable development in areas adjacent to these protected areas with a view to enhancing their protection of biodiversity.

A number of global and regional conventions and programmes specifically address protected area issues.

At global level:

- ❑ The Ramsar Convention on Wetlands makes provision for the conservation and wise use of wetlands and includes provision for the establishment of protected wetlands, which should be managed with an integrated approach within the wider land/seascape.
- ❑ The World Heritage Convention, through inscription of sites onto the World Heritage List, calls on Parties to recognise their duty to protect those sites, to ensure adequate legal protection is afforded such sites, to promote their outstanding universal value, to satisfy the condition of ecological integrity, and to ensure they are effectively managed; and
- ❑ The UNESCO–MAB World Network of Biosphere Reserves, through a focus on combining conservation, development and research/education objectives, and by applying a zonation system, which includes a protected core area, a surrounding buffer zone, and an outer transition area, which may be integrated into regional planning.

Each of these instruments includes processes to review the status of protected areas and to identify them as threatened or dysfunctional.

Likewise, the Convention on the Conservation of Migratory Species of Wild Animals serves to protect migratory species, and, while protected areas are not expressly noted in the Convention text, nonetheless protected areas are seen as being crucial to achieve its goals.

These instruments can all be used to link protected areas with the wider land/seascape.

Therefore, PARTICIPANTS in the Workshop Stream on Linkages in the Landscape and Seascape at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

RECOMMEND that:

- a. Governments, local and indigenous communities, civil society and NGOs maintain and strengthen their involvement with existing international instruments and pursue opportunities to harmonise their implementation in relation to protected area identification and management;

- b. Governments, local and indigenous communities, civil society and NGOs ensure consistency of their contributions to the above-mentioned international instruments with their contributions to implementing the WSSD Plan of Implementation, and with activities in the framework of the CBD in light of the conceptual integration offered by the Ecosystem Approach, as adopted by the Conference of Parties to the CBD;
- c. Governments, local and indigenous communities, civil society and NGOs working in protected areas and their surroundings, including Biosphere Reserves, which promote sustainable development, should make full use of the linkages between them, and ensure that actions with these sites are also coordinated with activities in the surrounding land/seascape;
- d. The governing bodies of relevant international conventions and programmes, as a means of achieving their conservation objectives, promote the establishment and maintenance of linkages in the land/seascape in their implementation plans or programmes;
- e. The governing bodies of MEAs and international programmes should promote the establishment and maintenance of linkages in the land/seascape in their implementation plans/programmes as a means of achieving their conservation objectives; and
- f. Sufficient financial resources be made available to governments, local communities, indigenous people, civil society, and NGOs who demonstrate the need for participating in discussions pertaining to international conventions and other instruments.



WPC Recommendation V.11

A Global Network to Support the Development of Transboundary Conservation Initiatives

The exponential growth in transboundary conservation initiatives worldwide has resulted in more than 169 transboundary protected area complexes, which involve 666 protected areas in 113 countries.

Transboundary conservation initiatives have the potential to conserve biodiversity and cultural resources at a landscape level, to foster peaceful cooperation among communities and societies across international boundaries, and to engender regional economic growth and integration.

The involvement and investment of many conservation and development agencies in transboundary conservation initiatives worldwide has been very important. Nevertheless, there remains a need for enhanced cooperation among agencies to support and develop transboundary conservation areas and to refine tools for their sustainable effective management.

A strategic global framework for transboundary conservation is lacking, along with an agreed approach towards monitoring and evaluating progress across biological, social, economic, political, legal, institutional and peace/cooperation objectives.



IUCN / Jim Thorsell

In order for protected area managers to conduct effective transboundary conservation programmes, there is a need to harmonise approaches to management, to involve communities in conservation and development programmes, to develop and jointly apply best practice at the site level and to share lessons learned.

Despite considerable efforts over many years to provide guidance and support, including the development of the World Commission on Protected Areas Best Practice Protected Area Guidelines Series No. 7 on *Transboundary Protected Areas for Peace and Cooperation*, containing both *Transboundary Protected Area Best Practice Guidelines* and a *Draft Code for transboundary protected areas in times of peace and armed conflict*, the absence of an international forum to support and develop transboundary conservation initiatives in a coordinated and collaborative manner impedes progress.

There is also a need for an international register/designation of transboundary conservation areas, which could formalise the status of these areas and ensure that appropriate standards are applied to their establishment and management.

Therefore, PARTICIPANTS in the Workshop Streams on Linkages in the Landscape and Seascape, and Governance of Protected Areas at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

RECOMMEND that governments, non-governmental organisations, international organisations, development agencies, and specifically IUCN – The World Conservation Union:

1. SUPPORT the establishment of an international forum that will act as a global network for transboundary conservation initiatives where IUCN members, Parties to the CBD, protected

area managers, and other actors can collaborate, share lessons and continue the development of appropriate approaches and strategies;

2. ESTABLISH and apply an agreed programme to develop tools and mechanisms for transboundary conservation initiatives, translating generic guidance into effective implementation for enhanced conservation at the site level, and especially to advance best practice for target-driven conservation management, for inclusive local governance and for implementing protocols for peaceful cooperation;
3. DEVELOP and apply an agreed programme of monitoring and evaluation for transboundary conservation of all types and across biological, social, economic, political, legal (including customary law), institutional and peace/cooperation indices; and
4. DEVELOP, with broad consultation, an international enabling framework and internationally recognised designation/register of transboundary conservation areas, and further recommend recognition of such sites through joint nominations under conventions such as Ramsar and World Heritage and the UNESCO Man and the Biosphere programme.



WPC Recommendation V.12

Tourism as a Vehicle for Conservation and Support of Protected Areas

The world's tourism and recreation sector potentially provides significant benefits to protected areas and associated communities. While tourism alone is not sufficient to support protected areas or community development, it can provide economic benefits, opportunities for communities, opportunities for land acquisition for protected areas, greater appreciation of cultural and natural heritage, greater knowledge of the interplay between humans and their environment, and increased interest in and commitment to the conservation of natural and cultural values. In this context, visitation, recreation and tourism are a critical component of fostering support for parks and the conservation of biological and cultural heritage. Careful and strategic implementation of policy, together with proactive and effective management of tourism is essential.

However, the ecological, social and cultural costs of tourism can be considerable. Even limited impacts may have major conservation significance. If not planned developed and managed appropriately, tourism can contribute to the deterioration of cultural landscapes, threaten biodiversity, contribute to pollution and degradation of ecosystems, displace agricultural land and open spaces, diminish water and energy resources, disrupt social systems, and increase poverty.

Tourism in and around protected areas must be designed as a vehicle for conservation: building support; raising awareness of the many important values of protected areas including ecological, cultural, spiritual, aesthetic, recreational, and economic values, and generating much-needed income for conservation work for the protection of biodiversity, ecosystem integrity and cultural heritage. Tourism should also contribute to the quality of life of indigenous and local communities, provide incentives to support traditional customs and values, protect and respect sacred sites, and acknowledge traditional knowledge.

There are many stakeholders concerned with protected areas, and thus managers need resources and training to enable them to work effectively with different constituencies, including the tourism industry, local communities and visitors.

There are numerous conventions, charters and guidelines that can be of assistance, including, *inter alia*:

- ❑ The Convention on Biological Diversity *Guidelines on Tourism in Vulnerable Ecosystems*;
- ❑ The International Council on Monuments and Sites (ICOMOS) *International Cultural Tourism Charter: Managing Tourism at Places of Heritage Significance*;
- ❑ The *Quebec Declaration on Ecotourism*;
- ❑ The IUCN WPCA publication *Sustainable Tourism in Protected Areas: Guidelines for Planning and Management*;
- ❑ The Convention Concerning the Protection of the World Cultural and Natural Heritage;
- ❑ The World Tourism Organization *Global Code of Ethics for Tourism*.

Therefore, PARTICIPANTS in the Workshop Stream on Building Broader Support for Protected Areas at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

1. RECOMMEND that the tourism sector, including appropriate institutions, associations, and operators, work together with protected area managers and communities to ensure that tourism initiatives associated with protected areas, in both developed and developing countries:
 - a. Respect the primacy of the role of conservation for protected areas;
 - b. Make tangible and equitable financial contributions to conservation and to protected area management;
 - c. Ensure tourism contributes to local economic development and poverty reduction through:
 - i. Support to local small and medium sized enterprises;
 - ii. Employment of local people;
 - iii. Purchasing of local goods and services; and
 - iv. Fair and equitable partnerships with local communities;
 - d. Use relevant approaches that encourage appropriate behaviour by visitors (e.g. environmental education, interpretation, and marketing);
 - e. Use ecologically and culturally appropriate technologies, infrastructure, facilities and materials in and/or near protected areas;
 - f. Monitor, report and mitigate negative impacts and enhance the positive effects of tourism;
 - g. Communicate the benefits of protected areas and the imperative for conservation; and
 - h. Promote the use of guidelines, codes of practice and certification programmes;

2. RECOMMEND that key decision-makers work with the conservation community, including the IUCN WCPA Task Force for Tourism and Protected Areas, to ensure that tourism:
 - a. Supports the sustainable use of natural and cultural heritage;
 - b. Supports local and indigenous community development and economic opportunities;
 - c. Provides political and financial support for the establishment, extension, and effective management of protected areas;
 - d. Supports implementation of relevant international agreements, national legislation, and guidelines on protected areas;
 - e. Fosters respect and stewardship for natural and cultural heritage through visitation and education; and
 - f. Promotes the use of culturally appropriately participatory processes;

3. THEREFORE RECOMMEND that key international and national agencies, local authorities and the private sector should support research and development designed to:
 - a. Understand the links between tourism, conservation and community development;
 - b. Establish reliable data on protected area tourism;
 - c. Determine optimum types and levels of protected area visitation;
 - d. Promote appropriate monitoring and evaluation;
 - e. Promote effective management;
 - f. Encourage policy development on protected area tourism;
 - g. Provide appropriate tourism training for protected area personnel;



IUCN / Peter Shadle

- h. Provide effective interpretation and education;
 - i. Understand visitor experiences, behaviour and impact; and
 - j. Develop appropriate tools and techniques for sustainable finance of protected areas through tourism;
4. ENCOURAGE dissemination of these Recommendations and coordination of their implementation by the IUCN WCPA Task Force for Tourism and Protected Areas.



WPC Recommendation V.13

Cultural and Spiritual Values of Protected Areas

The establishment of protected areas is the result of conscious choices of human societies to conserve nature, biodiversity and areas of special cultural value and significance.

Individuals and communities often use protected areas for spiritual reasons, because they inspire and heal them and/or provide them with a place for peace, education and communion with the natural world.

Many transboundary protected areas have already been promoted and managed as areas for peace and cooperation, thus adding a tangible and valuable dimension of peace-building among peoples, nations and communities.

Protected areas serve as fundamental tools for conservation of nature, and thus are an expression of the highest desires and commitments of humankind for the preservation of life on the planet, and that as such, those areas constitute places of deep reverence and ethical realisation.

Many societies, especially indigenous and traditional peoples, recognise sacred places and engage in traditional practices for the protection of geographical areas, nature, ecosystems, or species, as an expression of societal or cultural choice and of their worldview of the sacredness of nature and its inextricable links with culture. They also recognise sacred places as a unique source of knowledge and understanding of their own culture thus providing what could be considered the equivalent of a university.

Sacred places are revered and cared for by indigenous and traditional peoples and are a fundamental part of their territories, bringing significant benefits to local, national, and global communities. In some cases, they are seeking to have them recognised as part of existing protected areas systems.

With these points in mind participants in the Session entitled 'Building cultural support for protected areas' held in the Building Broader Support Workshop Stream, recommended that all protected area systems, recognise and incorporate spiritual values of protected areas and culture-based approaches to conservation.

Therefore, PARTICIPANTS in the Stream on Building Broader Support for Protected Areas at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

1. ACKNOWLEDGE indigenous peoples' internationally guaranteed rights to, among others, own and control their sacred places, their archaeological and cultural heritage, ceremonial objects and human remains contained in museums or collections within or adjacent to protected areas. These include the following rights to:
 - a. Define and name their sacred places and objects, ancestral remains and archaeological, cultural and intellectual heritage and to have such designations respected as authoritative;
 - b. Where relevant, maintain secrecy about and enjoy privacy in relation to their heritage, objects, remains and places as described above;
 - c. Receive restitution of sacred places, heritage, objects and remains taken without their free and informed consent;

- d. Freely exercise their ceremonies, religious and spiritual practices in the manner to which they are accustomed;
 - e. Gather, collect or harvest flora, fauna and other natural resources used in ceremonies and practices that take place at sacred places or places of archaeological and cultural heritage; and
 - f. Maintain their responsibilities to their ancestors and future generations;
2. THEREFORE RECOMMEND that international institutions, governments, protected area authorities, NGOs, churches, user and interest groups fully recognise and respect the above-mentioned rights in relation to conservation activities;
 3. RECOMMEND that governments should:
 - a. PROMOTE and ADOPT laws and policies that foster multicultural values and approaches to protected area systems;
 - b. PROMOTE and ADOPT laws and policies that acknowledge the importance of sacred places, particularly those of indigenous and traditional peoples, as valuable for biodiversity conservation and ecosystem management;
 - c. ADOPT and ENFORCE laws and policies, with the full and effective participation and consent of peoples and communities concerned, which protect the integrity of sacred places;
 - d. ADOPT and ENFORCE laws and policies that guarantee the restitution of sacred places as well as effective control and decision-making processes by local communities and indigenous peoples;
 - e. PROMOTE and ADOPT laws and policies, which recognise the effectiveness of innovative governance models such as Community Conserved Areas of indigenous peoples and local communities to ensure control and adequate protection over sacred areas;
 - f. PROMOTE and IMPLEMENT effective action to support community protection efforts in areas of cultural and spiritual importance including sacred places; and
 - g. ADOPT and ENFORCE policies and legal measures, which respect customary use and management of sacred places and ensure access for traditional practitioners in protected areas;
 4. FURTHER RECOMMEND that governments, NGOs, local communities and civil society should:
 - a. ENSURE that protected area systems, protected area designation, objective setting, management planning, zoning and training of managers, especially at the local level, give balanced attention to the full spectrum of material, cultural and spiritual values;
 - b. ASSIST indigenous and traditional peoples in obtaining legal and technical support related to protection of their sacred places when requested and in a manner that respects their rights and interests; and
 - c. DEVELOP and IMPLEMENT public education and media campaigns to raise awareness and respect for cultural and spiritual values and, in particular, sacred places;
 5. REQUEST protected area managers to:
 - a. IDENTIFY and RECOGNISE sacred places within their protected areas, with the participation and informed consent of those who revere such places, and to involve them actively in decisions regarding management and protection of their sacred places;



IUCN

- b. PROMOTE intercultural dialogue and conflict resolution with indigenous peoples, local communities and other actors interested in conservation;
 - c. SUPPORT the efforts of such communities to maintain their cultural and spiritual values and practices related to protected areas; and
 - d. PROMOTE the use of indigenous languages in these matters;
6. RECOGNISING the importance of cultural and spiritual values in all protected area categories, REQUEST IUCN to review the 1994 Protected Area Category Guidelines with the aim of including these values as additional potential management objectives in categories where they are currently excluded; and
7. REQUEST the IUCN World Commission on Protected Areas and its members to plan and implement actions within the protected areas component of the IUCN Programme for supporting the application of the actions recommended above.



WPC Recommendation V.14

Cities and Protected Areas

Half the world's population now lives in cities, and this proportion is expected to grow to 60% by 2030.

Protected areas both near and far provide many significant benefits to cities, ranging from education and healthy recreation, to watershed protection, biodiversity conservation, and income from tourism.

Protected area systems also depend on support from voters, leaders, opinion shapers, and financial resources, which are largely concentrated in cities. At the same time, city dwellers tend to be less and less connected to nature and consequently the quality of their lives is diminished and they may unwittingly behave irresponsibly toward the environment.

Nevertheless, urban residents can gain greater appreciation and love for nature through experiences in natural areas and open spaces as well as through education. Ecological restoration and environmental protection are essential to the quality of life of urban dwellers. Interaction with nature by city dwellers brings direct social, economic, and cultural benefits.

Agencies responsible for protected areas can serve urban residents through conventional activities such as preserving, restoring, and interpreting natural areas in and near cities, but also through less conventional roles such as reaching out to disadvantaged people, working to bridge social divisions through shared experiences in nature, and helping to 'green' and promote sustainable development in cities.

IUCN has recognised the critical roles that cities, urban people, and urban institutions play in achieving IUCN's overall mission; for example, in *Caring for the Earth* (1991) and at the Union's 50th Anniversary Celebration (Fontainebleau, 1998). Urban populations are also essential to achieving such fundamental goals of the IUCN World Commission on Protected Areas as 'Strengthening the constituency for protected areas' (Recommendation 1 of the IVth IUCN World Parks Congress, Caracas, 1992). Connecting protected areas to social and economic concerns is a priority of WCPA's 2001–2004 Action Plan.

At the same time, more should be done to facilitate exchange of experience in urban conservation and outreach among the increasing number of IUCN members with such activities, and many innovative local socio-environmental programmes, including programmes involving children and young people in making the case for conservation.

Finally, allied intergovernmental programmes such as UNESCO's Man and the Biosphere Programme and national programmes that connect natural and cultural heritage sites are placing greater emphasis on urban dimensions of protecting biodiversity.

Therefore, PARTICIPANTS in the Workshop Stream on Building Broader Support for Protected Areas at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

1. RECOMMEND that conservation agencies, NGOs, local authorities and local communities:
 - a. RECOGNISE the importance of protected areas and green spaces to the people living in

cities and ENCOURAGE and RESOURCE the development of strategies and programmes that engage groups in activities that improve their quality of life;

- b. RECOGNISE the interdependence of cities and protected areas, as demonstrated for example, through regional and ecosystem approaches linking urban and rural conservation areas and efforts, and the important contributions of protected areas to socio-economic priorities; and
 - c. STRENGTHEN the capacity of the protected area community to preserve and restore natural areas in and near cities, reach out to urban residents, and build stronger urban constituencies for nature conservation;
2. RECOMMEND that the IUCN World Commission on Protected Areas incorporate an urban dimension in its activities through a Theme on Cities and Protected Areas; and
 3. RECOMMEND that IUCN:
 - a. ORGANISES activities at the 3rd IUCN World Conservation Congress (Bangkok, 2004) spotlighting innovative programmes linking cities and protected areas;
 - b. INCORPORATES the urban dimensions of conservation into the 2005–2008 Intersessional Programme to be considered at the 3rd IUCN World Conservation Congress (Bangkok, 2004);
 - c. LINKS biodiversity conservation to human settlements in order to better advance the implementation of sustainable development objectives, including the United Nations Millennium Development Goals;
 - d. RECRUITS as members organisations engaged in urban environmental issues, and INVITES prominent leaders and experts in urban management to participate in the work of IUCN;
 - e. DEVELOPS partnerships with key organisations engaged in the urban environment; and
 - f. DEVELOPS tools, such as modelling techniques, which assist urban managers to incorporate ecosystem management approaches in their planning and management.



WPC Recommendation V.15

Peace, Conflict and Protected Areas

A just peace is a fundamental precondition for the conservation of biodiversity and other natural and associated cultural resources, and one to which all sectors of society should contribute. Protected areas benefit from peaceful conditions both within and between countries, and can contribute to peace when they are effectively managed. Protected areas can also contribute to fostering peaceful cooperation across borders, which led to the preparation of *Transboundary Protected Areas for Peace and Co-operation* in the WCPA Best Practice Protected Area Guidelines Series.

Many protected areas are however located in politically and socio-economically sensitive regions where the risk of conflict has been historically high, or within countries facing significant insecurity. Protected Areas can be both a focus and source of finance for conflict, and suffer from it. The outbreak of armed conflict can halt and reverse conservation and management efforts and destroy natural resources, lives and livelihoods. Poverty is linked to the cycle of conflict and poor governance.

It is therefore urgent that relevant actors understand, evaluate and address the challenges of establishing and managing protected areas in conflict-prone situations, drawing on international mechanisms such as the World Heritage in Danger listing to apply political pressure and mobilise financial support.

Therefore, PARTICIPANTS in the Workshop Stream on Building Broader Support for Protected Areas at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

1. RECOMMEND that governments, non-governmental organisations, local communities and civil society:
 - a. RECOGNISE that the establishment and management of a protected area can influence – and be influenced by – peace and conflict dynamics;
 - b. DEVELOP the capacity for international rapid response to provide training, mediation and support for field-based protected area staff in times of crisis including armed conflict;
 - c. ENSURE any humanitarian relief efforts minimise negative effects on protected areas;
 - d. REVIEW, DEVELOP and ADAPT design and management tools, such as Social Impact Assessment, Peace and Conflict Impact Assessment (PCIA), ecological monitoring, and law enforcement monitoring, to systematically monitor and evaluate the impacts of peace and conflict dynamics on protected areas, and the impacts of protected areas on those dynamics, using the results to inform practice;
 - e. INVESTIGATE and IMPLEMENT international and national instruments to strengthen protection of World Heritage sites and other protected areas in times of armed conflict and post-conflict reconstruction (Draft Convention on the Prohibition of Hostile Military Activities in Protected Areas), and enhance accountability by all parties for their impacts on protected areas and people, including field-based staff;
 - f. ENSURE that post-conflict social and economic development takes into account the importance of protected area integrity and conservation;
 - g. ENSURE that any parties supporting protected areas in the field in conflict situations are recognised as neutral in that capacity;

- h. ENABLE a management presence to be maintained in protected areas in times of armed conflict through contingency planning and other means;
- i. ENSURE that protected area field staff are adequately trained, equipped and continually supported to maintain conservation effectiveness, morale and safety;
- j. CALL on donors and other supporters to remain and provide continued funding and assistance to protected areas in situations of conflict;
- k. PROMOTE continued involvement of local communities in conservation through their engagement in protected area management, capacity building, education, incentives and benefit sharing, and provision of alternatives to exploitation of protected areas in times of crisis;
- l. SUPPORT prompt coordinated action to rehabilitate affected protected areas after conflict has ended;
- m. INCORPORATE protected area conservation in military and peacekeeping training programmes and operations;
- n. URGE countries in situations of real or potential conflict with other countries to explore protected area cooperation as a basis for peace building;
- o. ESTABLISH a fund to assist families of protected area staff killed or injured in the line of duty;
- p. ADDRESS root causes of violent conflict by promoting respect for human rights, improved governance, the elimination of corruption, poverty alleviation (see *WPC Recommendation V.29*) and certification of sustainably produced commodities (e.g. Forest Stewardship Council); and
- q. INCORPORATE these Recommendations into existing IUCN and World Heritage guidelines and best practice, including the Draft Code for Transboundary Protected Areas in Times of Peace and Armed Conflict;



IUCN / Jim Thorsell

- 2. RECOMMEND, with a view to mobilising action by key parties, that IUCN's Commission on Environmental Law, Commission on Environmental, Economic and Social Policy, World Commission on Protected Areas and other appropriate parties establish a Task Force to:
 - a. IDENTIFY and REPORT on the forms of international instruments available to enable the capacity for international response (as per paragraph e. above) to provide a neutral status to protected area personnel and to enhance accountability for impacts on protected areas and people including field-based staff in situations of armed conflict;
 - b. COMPILE guidelines and good-practice examples of protected area management in times of armed conflict and in post-conflict reconstruction; and
 - c. MONITOR and REPORT on implementation of this Recommendation at regular intervals.



WPC Recommendation V.16

Good Governance of Protected Areas

Governance involves the interactions among structures, processes traditions and knowledge systems that determine how power and responsibility are exercised, how decisions are taken, and how citizens and other stakeholders have their say. It is a concept that applies at all levels in the field of protected areas – site, national, regional and global.

The degree to which protected areas meet conservation objectives, contribute to the well-being of society and achieve broad social, economic and environmental goals is closely related to the quality of their governance. Thus, protected areas are relevant, benefit society-at-large, and are a legacy to future generations.

‘Good governance’ was identified by the *World Summit on Sustainable Development Plan of Implementation* as being “essential for sustainable development” and states committed themselves to:

- ❑ ‘good governance’ through the *Monterrey Consensus on Financing and Development*, and
- ❑ promote democracy and the rule of law through the UN Millennium Declaration.

As an example, the New Partnership for Africa’s Development, which is designed to eradicate poverty and achieve sustainable growth, acknowledges that development is impossible in the absence of true democracy, respect for human rights, peace, and ‘good governance’.

Further, the United Nations Secretary-General has stated that “‘good governance’ is perhaps the single most important factor in eradicating poverty and promoting development”.

Practically, protected areas should be managed in keeping with the Ecosystem Approach as defined by the Conference of the Parties to the Convention on Biological Diversity (Decision V/6) which can be summarised as a strategy for the integrated management of land, water and living resources that promotes conservation and sustainable use in an equitable way. Also, the IUCN/WWF *Principles of Indigenous/Traditional Peoples and Protected Areas* includes a principle that decentralisation, participation, transparency and accountability should be taken into account in all matters pertaining to the mutual interests of protected areas and indigenous and other traditional peoples. And, the UNDP has published a list of characteristics of ‘good governance’ and there is growing recognition of the key elements that constitute ‘good governance’.

Therefore, PARTICIPANTS in the Workshop Stream on Governance of Protected Areas at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

RECOMMEND that governments and civil society:

1. ENDORSE the importance of governance as a key concept for protected areas and PROMOTE ‘good governance’ as essential for the effective management of protected areas of all types in the 21st century;
2. RECOGNISE that governance of protected areas should reflect and address relevant social, ecological, cultural, historical and economic factors, and what constitutes ‘good governance’ in any area needs to be considered in light of local circumstances, traditions and knowledge systems;

3. ADOPT ‘Legitimacy and Voice’, ‘Accountability’, ‘Performance’, ‘Fairness’, and ‘Direction’ as general principles of ‘good governance’ for protected areas in the 21st century and use them as a basis for developing their own principles to improve protected area management;
4. URGE all those involved in the establishment and management of protected areas to strive to pursue the above principles for ‘good governance’ including attention to:
 - a. recognition of diverse knowledge systems;
 - b. openness, transparency, and accountability in decision-making;
 - c. inclusive leadership;
 - d. mobilising support from diverse interests, with special emphasis on partners and local and indigenous communities; and
 - e. sharing authority and resources and devolving/decentralising decision-making authority and resources where appropriate;
5. RECOGNISE that ‘good governance’ contributes to the achievement of the objectives of protected areas and to social acceptance and sustainability of conservation in the long term;
6. ENCOURAGE and IMPROVE the capacity of managers of protected areas to apply the above principles of good governance in implementing the ecosystem approach – as advocated by the Convention on Biological Diversity – and in dealing with global change; and
7. CALL on the Conference of the Parties to the Convention on Biological Diversity to address the matter of good governance in the Programme of Work for protected areas, in particular with regard to capacity-building needs and exchanges of experiences and lessons learned.



WPC Recommendation V.17

Recognising and Supporting a Diversity of Governance Types for Protected Areas

Conservation and sustainable management of areas for biodiversity, ecosystem services and cultural values are dependent on the actions of society as a whole.

Many protected areas are declared and managed by governments. However, there is a diversity of additional governance types³ delivering conservation and addressing other objectives throughout the world, including:

- a. Decentralised governance by state/provincial or local/municipal government units;
- b. Co-managed arrangements with local communities and other stakeholders;
- c. Indigenous or traditional territories governed or managed for livelihood, cultural and conservation purposes by indigenous or traditional communities;
- d. Protected areas managed by private sector entities under long-term contract or outright private ownership; and
- e. Transboundary conservation areas.

The world is experiencing rapid and profound social, technological, cultural, demographic and environmental changes and governance arrangements that were appropriate in the last century may no longer be appropriate or sustainable in the face of the trends and challenges that countries and civil society will have to contend with in this century. There is also a worldwide trend towards decentralising authority and responsibility for the management of protected areas, including increasing efforts to develop partnerships among different sectors of society and to provide for greater engagement of civil society in decision-making related to protected areas.

The Ecosystem Approach endorsed as a basic framework by the Convention on Biological Diversity (Decision V/6) supports a diversity of governance types, since it recognises the centrality of social, cultural, economic and institutional factors in promoting conservation, and calls for decentralising management to the lowest appropriate level as well as involving stakeholders in conservation.

Recognition of different types of governance is important to help fulfil the requirements of national protected area systems as called for under Article 8(a) of the CBD and in particular to ensure the biophysical connectivity essential to conserve biological diversity. Thus, protected area systems combining different governance types are likely to be more resilient, responsive and adaptive under various threats to conservation, and hence more sustainable and effective in the long run.

Therefore, PARTICIPANTS in the Workshop Stream on Governance of Protected Areas at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

1. RECOMMEND that governments and civil society:
 - a. Recognise the legitimacy and importance of a range of governance types for protected

³ “Governance types” in this Recommendation refers to those who hold management authority and responsibility and are expected to be held accountable. This authority may be derived from legal, customary or otherwise legitimate rights.

areas as a means to strengthen management and expand coverage of the world's protected areas, to address gaps in national protected area systems, to promote connectivity at landscape and seascape level, to enhance public support for such areas, and to strengthen the relationship between people and the land, fresh water and sea; and

- b. Promote relationships of mutual respect, communication and support between and among people managing and supporting protected areas under all different governance types;
2. REQUEST the IUCN World Commission on Protected Areas to refine its Protected Area Categorisation system to include a governance dimension that recognises the legitimacy and diversity of approaches to protected area establishment and management and makes explicit that a variety of governance types can be used to achieve conservation objectives and other goals;
 3. RECOMMEND that this 'governance dimension' recognises at least four broad governance types applicable to all IUCN Protected Area Categories:
 - a. Government managed;
 - b. Co-managed (i.e. multi-stakeholder management);
 - c. Privately managed; and
 - d. Community managed (Community Conserved Areas);
 4. URGE the Chairs of IUCN Commissions to establish an inter-Commission task force on protected area governance with membership drawn in particular from the WCPA, the Commission on Environmental, Economic and Social Policy and the Commission on Environmental Law, to advance a comprehensive programme of work, including:
 - a. Research that supports, improves and evaluates the management effectiveness and the good governance attributes of all protected area governance types (especially including participatory research approaches);
 - b. Analysis of the type and extent of support required in terms of legislation, policies and practices to improve protected area governance;
 - c. Compilation, analysis and sharing of relevant experiences and best practices; and
 - d. Capacity-building initiatives;
 5. ENCOURAGE the UNEP/World Conservation Monitoring Centre to expand its data collection and dissemination programme to recognise all governance types, particularly areas of conservation value established and managed outside government protected area networks, such as Community Conserved Areas and private protected areas;
 6. CALL on the Parties to the Convention on Biological Diversity to:
 - a. RECOGNISE the legitimacy of all these governance types;
 - b. ADOPT legal and policy measures to reinforce the management effectiveness and good governance attributes of these governance types; and
 - c. UNDERTAKE initiatives to strengthen relevant institutional and human capacities, particularly mutual learning among protected area institutions and sites engaged in similar efforts.



WPC Recommendation V.18

Management Effectiveness Evaluation to Support Protected Area Management

Effective management is needed to ensure that the values of protected areas are maintained or restored now and in the future. Evaluation of management effectiveness is a vital component of adaptive and cooperative protected area management, where managers and stakeholders work together and learn from experience.

Environmental, socio-economic and institutional monitoring and auditing in protected areas is an essential part of protected area management. It can provide useful information for assessing and tracking change in both protected areas and the wider environment, and can provide information to serve as an early warning system for environmental challenges, to recognise and replicate conservation success, and to enable effective responses to this change.

Evaluation of management effectiveness can increase the transparency and accountability of protected area management, thus assisting in cooperative management and enhancing community support. It can also provide a more logical and transparent basis for planning and for allocating resources.

At the same time, there is increasing interest by governments, management agencies, NGOs and others to develop and apply systems to evaluate the effectiveness of management of protected areas.

There is also an increasing number of international institutions, governments, donors, non-governmental organisations and members of civil society that are asking for more rigorous guarantees of effective management; however there has been little enthusiasm for any overall ‘certification’ scheme for protected areas.

In this regard, Recommendation 17 (*Protected area categories, management effectiveness, and threats*), paragraphs c, d, and e, adopted at the IVth IUCN World Parks Congress (Caracas, 1992), called *inter alia* for IUCN to develop a system for monitoring management effectiveness of protected areas and for managers and others to apply such a system and report on the findings of monitoring. In response, IUCN has prepared the publication *Evaluating Effectiveness: A framework for assessing management of protected areas* (IUCN, 2000), which provides a framework and principles for evaluation of management effectiveness.

Therefore, PARTICIPANTS in the Workshop Stream on Evaluating Management Effectiveness at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

1. AFFIRM the importance of monitoring and evaluation of management effectiveness as a basis for improved protected area management and more transparent and accountable reporting;
2. CALL ON states and protected area managers (including government, private sector, NGO, indigenous and local community managers) to adopt, as a routine component of protected area management, systems for evaluating management effectiveness that accord with the principles set out in the IUCN World Commission on Protected Areas Best Practice Series publication No. 6 *Evaluating Effectiveness: A framework for assessing management of protected areas*;
3. RECOMMEND that IUCN’s members, in considering the IUCN Intersessional Programme for 2005–2008, ensure that it fosters cooperation with relevant partners for the purpose of

undertaking a work programme on management effectiveness evaluation, which would include:

- a. Mechanisms to facilitate research on, and development of, appropriate indicators, standards and methodologies for assessing aspects of protected area management (e.g. biodiversity conservation, ecological integrity, social, economic and governance aspects). This research should incorporate the experience of protected area managers and take account of differences in various environments and parts of the world;
 - b. Development of an overall minimum standards system for protected area management effectiveness globally. This system should allow for differences in capacity, conditions for measurement, and methodologies across the globe, yet provide a consistent overall indicator of management effectiveness that can complement measures of protected area coverage and distribution across nations and across biomes around the world;
 - c. Development of a database of management effectiveness assessment initiatives and experts in management effectiveness assessment. This information should be made available to states, protected area managers, relevant NGOs and other protected area institutions;
 - d. Analysis of the results of management effectiveness evaluations to identify common regional or global trends and dissemination of findings to states/management agencies;
 - e. Preparation of advice and best practice guidelines to states and protected area agencies on the most effective means of addressing significant and widespread threats to protected areas such as alien invasive species, unsustainable resource harvesting and climate change;
 - f. Development and promotion by IUCN of minimum standards for evaluation systems and practices for assessing management effectiveness; and
 - g. Inclusion of management effectiveness tracking in global databases of protected areas;
4. RECOMMEND that WCPA, on request and subject to availability of relevant experts and necessary resources, provides guidance in selection of evaluation systems and/or undertakes review of evaluation systems for protected area agencies;
 5. ENCOURAGE states, protected area managers and NGOs to report on the outcomes of management effectiveness evaluations in an open and transparent way. Such reporting will help to build an informed (and hence more supportive) community and will assist in regional, national and global priority setting;
 6. RECOMMEND that WCPA provides guidance on the similarities and differences between management effectiveness evaluation and State of Environment and State of Protected Area Reporting in order to enhance application of these tools in the appropriate circumstances;
 7. CALL on states, protected area managers, funding bodies and NGOs to use strategies for meaningful community involvement in management effectiveness evaluation, and to include analysis of the impact of protected areas on local and indigenous communities, and the effectiveness of their involvement in management as part of the evaluation;
 8. RECOMMEND that funding bodies promote the use of transparent, appropriate and credible management effectiveness evaluation in protected areas or systems where support is being provided and provide financial and other necessary support for implementation of such systems;



IUCN / Jim Thorsell

9. ENCOURAGE and support the establishment and strengthening of international efforts to undertake global assessments and tracking of threats to protected areas as a basis for more informed national and international policy and action;
10. RECOMMEND that the WCPA Task Force on Certification of Protected Areas investigates and makes recommendations on the suitability of, and options for, a process to move toward proactive monitoring, auditing and evaluation including:
 - a. Development of guidelines for minimum standards for each IUCN Protected Area Category – with encouragement for individual countries and/or regions to adapt these to their own situations;
 - b. Development of management effectiveness certification or verification schemes for protected areas in order to provide guarantees that a given site meets minimum standards for inclusion in national protected area networks; and
 - c. Explores a certification scheme for management effectiveness for the CBD;
11. RECOMMEND that the World Heritage Centre and WCPA Management Effectiveness Theme develop a process to strengthen the reactive monitoring scheme and to investigate options for a more formal certification scheme for natural World Heritage sites;
12. RECOMMEND that WCPA works with partners to investigate options for outlining benefits and costs of certification and encourages protected area effectiveness-assessment methods and certification schemes to include wider benefits from protected areas such as environmental services;
13. RECOMMEND that Parties to the Convention on Biological Diversity include policies and actions relating to evaluation of management effectiveness when they develop policies and a work programme on protected areas. These policies and work programmes could encourage Parties to the CBD to:
 - a. ADOPT and INSTITUTIONALISE periodic, system-wide protected area management effectiveness assessments by 2005, where:
 - i. The results of such assessments are integrated into CBD reporting requirements; and
 - ii. The reports are based on credible assessment systems;
 - b. PROMOTE the adoption and implementation of best practice systems for assessing management effectiveness of protected areas at local, national and regional levels, and support this through appropriate capacity-building activities;
 - c. ENCOURAGE states, protected area managers and relevant NGOs and protected area institutions to methodically and transparently use the outcomes of management effectiveness evaluations and state of parks reporting to improve management of protected areas at local, regional and state/national level; and
 - d. COOPERATE with IUCN and WCPA in research, development and promotion of best practice systems, and indicators and standards for evaluating management effectiveness of protected areas;
14. RECOMMEND that the secretariats of relevant conventions such as the World Heritage Convention and the UNEP Regional Seas Convention, adopt a consistent and compatible reporting framework that includes the results of management effectiveness evaluation.



WPC Recommendation V.19

IUCN Protected Area Management Categories

Recommendation 17 of the IVth IUCN World Parks Congress (Caracas, Venezuela, 1992) calls for a system of six categories of protected areas based upon management objectives.

Resolution 19.4 of IUCN's 19th General Assembly (Buenos Aires, Argentina, 1994) endorses the system developed at Caracas and urges all governments to consider its relevance for national legislation.

Publication of the *Guidelines for Protected Area Management Categories* by IUCN in 1994 provided advice on the system agreed to in Buenos Aires. The results of the research work undertaken in preparation for the Vth IUCN World Parks Congress on the impact of the 1994 management categories system (*Speaking a Common Language*), also provide insights.

Finally, the new ways in which the system is now being used – none of which was clearly envisaged in 1994 – serve to increase the importance of the system, for example:

- a. In determining appropriate activities in protected areas (e.g. in respect of mining and protected areas);
- b. In establishing relevant criteria to assess management effectiveness;
- c. In advocacy in relation to protected areas;
- d. As the basis for national protected area legislation and policy, and international agreements; and
- e. As a tool in bioregional planning.

Therefore, PARTICIPANTS in the Workshop Stream on Evaluating Management Effectiveness at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

1. DECLARE that the purpose of the IUCN Protected Area Management Categories system is to provide an internationally recognised, conceptual and practical framework for planning, management and monitoring of protected areas;
2. REAFFIRM that in the application of the Management Categories, IUCN's definition of a protected area ("an area of land and/or sea especially dedicated to the protection and maintenance of biological diversity and of natural and associated cultural resources and managed through legal or other effective means") must always be met as the overarching criterion;
3. REAFFIRM the value to conservation of the 1994 system of Protected Area Management Categories, and in particular that the six-category, objectives-based approach should remain the essential foundation for the system;
4. REAFFIRM that the integrity of the Protected Area Management Categories system is the responsibility of IUCN, and that it should reinforce its efforts, through its membership, as well as through WCPA and other commissions, to promote the understanding of the full range of IUCN Categories at national and international levels;
5. ADVISE, however, that the new uses of the system require that IUCN, working in collaboration with partner organisations, urgently produce, through an open, participatory process, a

revised, updated edition of the 1994 Guidelines, which:

- a. Builds on the existing objectives set out for each Category, including through improved summary definitions of the Categories;
 - b. Includes a set of criteria and principles which should underpin the Categories system and its application;
 - c. Explains how the Categories relate to ecological networks and wider regional planning;
 - d. Considers removing generic names of protected areas from the Category system, as these may have different meanings in different countries, and using only management objectives and numbers for each Category;
 - e. Redesigns the “matrix of management objectives and IUCN protected area management categories” in the 1994 edition, so as to relate better to current experience in protected areas;
 - f. Gives more emphasis to marine and freshwater protected areas;
 - g. Gives more consideration to the linkages between protected areas and sustainable livelihoods;
 - h. Gives greater recognition of cultural and spiritual values, so that the full range of special qualities of each protected area are fully recognised;
 - i. Provides guidance on inclusion within the system of private protected areas, and of those managed by local and indigenous communities;
 - j. Enables protected areas to be covered by more than one Category when zones within them have been legally defined for different management objectives;
 - k. Suggests how protected areas, which are assigned to their Category by primary management objectives, can also be described by reference to the organisation responsible for their governance, the effectiveness of their management, and the degree to which they retain their naturalness;
 - l. Clarifies the recommended process by which Categories are assigned to protected areas; and
 - m. Makes these revised guidelines available in IUCN’s official languages, and in other languages as available resources permit;
6. ADVISE further that IUCN, in collaboration with partner organisations such as UNEP/World Conservation Monitoring Centre, should urgently invest in raising awareness of, and building capacity for, the use of the Management Categories system, based upon the foregoing, through training, case studies and additional published guidance (linked to the updated 1994 Guidelines);
7. RECOMMEND that in such awareness raising and capacity-building activities, priority should be given to:
- a. Advocating an open, inclusive and transparent procedure for application at the national level to assign protected areas to Management Categories, including an IUCN review procedure in relation to reporting;
 - b. Providing supplementary guidance on Category VI Protected Areas;
 - c. Providing supplementary guidance on the application of the Categories in the marine and freshwater environments; and
 - d. Promoting the use of the Categories for Protected Areas in forest, marine and freshwater environments;
8. URGE IUCN to develop a monitoring and research programme around the use of the Management Categories, including the legal implications of using IUCN Management Categories

in legislation, and the implications of the categories system for indigenous and community rights;

9. CONSIDER that the foregoing would be aided by the creation of a task force on the Protected Area Management Categories within the WCPA Management Effectiveness theme;
10. URGE IUCN to work with parties to the Convention on Biological Diversity, in preparation for, and during CBD COP7, so as to secure:
 - a. Intergovernmental recognition of the IUCN Protected Area Management Categories system as the international method for categorising protected areas; and
 - b. Agreement to use the system as a basis for national protected area data collection and reporting to the CBD Secretariat;
11. FURTHER URGE IUCN to work with the Contracting Parties and Scientific and Technical Review Panel of the Ramsar Convention on Wetlands to promote application of the Categories to the global network of Wetlands of International Importance ('Ramsar sites');
12. CALL ON all governments to recognise the importance of the decisions that they take on category assignment at the request of IUCN and the UNEP/World Conservation Monitoring Centre, and to undertake this exercise in a timely manner through open, inclusive, and transparent procedures;
13. RECOMMEND that the UNEP/World Conservation Monitoring Centre reviews the format used in the *UN List of Protected Areas* to depict clearly all Protected Area Categories and associated information; and
14. RECOMMEND that IUCN's Intersessional Programme Framework for 2005–2008 accommodate a programme of work to further develop and promote the IUCN Protected Area Categories system, which will be considered by IUCN's members at the 3rd IUCN World Conservation Congress (Bangkok, Thailand, November 2004).



WPC Recommendation V.20

Preventing and Mitigating Human-Wildlife Conflicts

Human-wildlife conflict occurs when the needs and behaviour of wildlife impact negatively on the goals of humans or when the goals of humans negatively impact the needs of wildlife. These conflicts may result when wildlife damage crops, injure or kill domestic animals, threaten or kill people.

As human activities continue to intensify in and around protected areas and wildlife threatens the economic security, livelihoods and even lives of people, human-wildlife conflict escalates. Consequently, if protected areas and other pertinent authorities fail to address such conflicts adequately, local support for conservation declines.

While some remedial measures and tools exist to assist stakeholders to prevent or mitigate this conflict, most of this information is strongly site- and species/genera-specific, and is not widely or easily accessed by protected area managers who are confronted directly with human-wildlife conflict. In addition, the lessons learned in these specific sites and within taxonomic groups often have applicability across a wider spectrum. However, there is no existing international forum for addressing human-wildlife conflicts across taxonomic groups, disciplines and geographic regions with a mandate to develop and share lessons, tools and strategies for preventing and mitigating the ecological, social and economic costs of human-wildlife conflict.

By better addressing human-wildlife conflict issues, through coordinated global, national, regional and local action, we, as a conservation community, will be able to conserve protected areas and wildlife more successfully, mitigate the economic and social costs to local communities, and thus realise 'Benefits Beyond Boundaries'.

IUCN has recognised the importance of this issue in the support given to the realisation of the workshop 'Creating coexistence between humans and wildlife: global perspectives on local efforts to address human-wildlife conflict', within the Linkages in the Landscape and Seascape Workshop Stream and the Communities and Equity Cross-cutting Theme.

Therefore, PARTICIPANTS in the Stream on Linkages in the Landscape and Seascape at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

RECOMMEND that local, national, and international conservation organisations, governments, non-governmental organisations, interest groups and, specifically, IUCN:

- a. SUPPORT the establishment of an international forum that will act as a global network for addressing human-wildlife conflict issues where IUCN members, CBD parties, protected area managers, communities and other stakeholders can collaborate to share lessons, resources and expertise and continue the development of appropriate approaches and strategies, by working across taxa, disciplines and geographic regions;
- b. STRENGTHEN the capacity of protected area managers, communities, stakeholders and others to better prevent and mitigate human-wildlife conflict in all regions in which it occurs;



IUCN / Jim Thorsell

- c. ENSURE national and international cooperation in developing and supporting programmes to address human-wildlife conflict among institutions responsible for conservation in conflict areas;
- d. ENCOURAGE governments and conservation authorities at local, national, and international levels to recognise the pressing need to alleviate these conflicts, to prioritise management decisions, planning and action for preventing and mitigating human-wildlife conflict, and to incorporate global, regional and local mechanisms to ensure that these issues are properly addressed; and
- e. ENCOURAGE national and international funding organisations to designate and allocate adequate financial resources for supporting programmes targeted at prevention and mitigation of human-wildlife conflicts.



WPC Recommendation V.21

The World Heritage Convention

The UNESCO World Heritage Convention is an important instrument of international cooperation to protect and transmit to future generations the world's outstanding natural and/or cultural heritage. The global coverage of World Heritage extends across 129 countries with a total of 754 sites on the World Heritage List (582 cultural, 149 natural and 23 mixed sites).

World Heritage sites deserve the highest possible standards of protection and conservation and provide leadership in protected area management.

In addition to a number of prominent conservation success stories, there have been several important advances in the implementation of the World Heritage Convention over the past 30 years including:

- a. The development of thematic studies on key biomes as part of a World Heritage Global Strategy to fill gaps in the World Heritage List;
- b. Recognition of outstanding linkages between people and the environment with the inclusion of cultural landscapes and mixed sites on the World Heritage List;
- c. Greater understanding that many World Heritage sites have traditional, sacred and spiritual values;
- d. Greater use of innovative approaches to World Heritage conservation including serial and transboundary sites;
- e. The development of a Global Training Strategy for World Heritage; and
- f. Added momentum for the Convention's role in conserving biodiversity particularly through existing and new partnerships and the significant financial support of the United Nations Foundation.

However, the current World Heritage List continues to have significant gaps in its coverage of the world's key terrestrial, freshwater and marine biomes of outstanding universal value. There are also a number of World Heritage sites that are 'In Danger', and many others face serious threats and management challenges. War and lack of security are particularly intractable causes in some regions.

Therefore, PARTICIPANTS in the Cross-cutting Theme on World Heritage at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

1. DECLARE their wholehearted support for the World Heritage Convention as a highly effective international instrument, which provides invaluable international reinforcement for local, national and regional efforts to protect the world's outstanding natural and cultural heritage;
2. ENCOURAGE countries that have not yet joined the World Heritage Convention to do so at the earliest opportunity;
3. NOTE with appreciation the action of the International Council on Mining and Metals and Shell in declaring that they will treat World Heritage sites as 'no-go' areas for their exploration

and extractive activities and call on all other members of the mining, oil and gas industries to make the same commitment;

4. CALL ON the international community to give special protection to World Heritage sites in regions affected by war and civil unrest;
5. URGE the international community, including the private sector, to recognise and respect World Heritage sites for their international legal status and for their global significance to this and future generations, ensuring in particular that they do not promote or support activities that threaten them;
6. CALL on the World Heritage Committee, the States Parties, the UNESCO World Heritage Centre, IUCN (and the other Advisory Bodies, the International Council on Monuments and Sites and the International Centre for the Study of the Preservation and Restoration of Cultural Property, as appropriate) to:
 - a. COMPLETE the assessment of potential World Heritage natural sites around the world, giving priority to the identification and nomination of outstanding natural and cultural heritage in key terrestrial, freshwater and marine biomes;
 - b. FURTHER SUPPORT work to identify outstanding places that may merit consideration for World Heritage nomination;
 - c. ENCOURAGE the preparation of regionally harmonised lists of potential World Heritage sites;
 - d. ENSURE that all sites of outstanding universal value are nominated for inclusion in the World Heritage List and ensure that all stakeholders with relevant expertise are able to participate in the process;
 - e. PROMOTE the identification, nomination and protection of World Heritage serial and transboundary sites and large biological corridors, Biosphere Reserves or other bio-regional scale initiatives to include World Heritage areas;
 - f. REINFORCE the goals of the World Heritage Convention, namely the governance, effective management and conservation of World Heritage sites by:
 - i. Involving local expertise in all World Heritage activities;
 - ii. Establishing appropriate public, private and community partnerships for the benefit of the local communities living in and around World Heritage sites;
 - iii. Enhancing standards of protection and monitoring;
 - iv. Strengthening national and international commitment for their conservation and monitoring;
 - v. Mobilising additional financial and technical resources for priority measures; and
 - vi. Building capacity at national and local levels;
 - g. WORK WITH governments, civil society, and the private sector to demonstrate how World Heritage status can contribute to effective partnerships between global, national and local stakeholders to ensure environmental, economic and social benefits within and beyond the boundaries of World Heritage sites; and
 - h. RECOGNISE and PROMOTE the special status of World Heritage sites at the national and international level to lever additional resources for conservation for these sites and the broader system of protected areas;



IUCN / Jim Thorsell

7. URGE the global donor community to follow the leadership given by the UN Foundation and to consider giving greater special support to World Heritage sites in recognition of their outstanding universal value to present and future generations; and
8. CALL on UNESCO, secretariats of other multilateral environmental agreements and IUCN, to seek further international, regional and national synergies and integration between the work of the World Heritage Convention and other regional and international conventions dealing with terrestrial and marine biodiversity and protected areas, in particular the Convention on Biological Diversity, the UN Framework Convention on Climate Change and the Ramsar Convention on Wetlands. Possibilities for joint work programmes to benefit World Heritage conservation should be explored.



WPC Recommendation V.22

Building a Global System of Marine and Coastal Protected Area Networks

The 17th IUCN General Assembly (San Jose, Costa Rica, 1988) adopted Recommendation 17.38 (*Protection of the coastal and marine environment*), which called on international bodies and all nations to establish a global representative system of marine protected areas to provide for the protection, restoration, wise use, understanding and enjoyment of the marine heritage of the world in perpetuity. Also, delegates attending the IVth IUCN World Parks Congress (Caracas, Venezuela, 1992) adopted Recommendation 11 (*Marine Protected Areas*), which called for the establishment of a global network of MPAs.

More recently, the 8th meeting of the Subsidiary Body on Scientific, Technical and Technological Advice of the Convention on Biological Diversity noted in March 2003 that "... the data available indicate that regionally and globally, marine and coastal protected area networks are severely deficient, and probably protect a very small proportion of marine and coastal environments". SBSSTA also recommended that the goal for marine and coastal protected areas work under the CBD should be the "establishment and maintenance of marine and coastal protected areas that are effectively managed, ecologically based, and contribute to a permanent representative global network of marine and coastal protected areas, building upon national networks".

The Ramsar Convention on Wetlands has made a significant contribution to the establishment of marine and coastal protected areas. The Convention also has site criteria in relation to the fish habitat importance of wetland ecosystems, has developed guidelines for managing wetlands within integrated coastal zone management frameworks, and has specific guidelines for identifying Wetlands of International Importance.

There are concerns that more than 60% of the human population lives in coastal zones and that they will increasingly put marine and coastal biodiversity under pressure and undermine the foundation for coastal economies. Thus, continuing loss of marine, estuarine, and other aquatic habitats is one of the greatest long-term threats to biodiversity, dependent species and the viability of commercial and recreational fisheries.

Urgent action is required to restore fisheries that have collapsed, to avoid over-fishing of stocks already fully utilised, to minimise the ecological effects of by-catch to species and ecosystems and to limit habitat destruction. MPAs have been shown to be an effective means of supporting biodiversity and species conservation as well as ecologically and economically sustainable fisheries, when managed in the context of human societies that are dependent on marine ecosystems.

MPAs covering the full range of IUCN Protected Area Management Categories are widely recognised by coastal nations as flexible and valuable tools for science-based, integrated area management (including highly protected marine reserves and areas managed for multiple uses) supporting ecosystem-based management, because they can help conserve critical habitat, foster the recovery of overexploited and endangered species, maintain marine communities, and promote sustainable use.

There are further concerns that climate-related global threats cannot be addressed by conventional management measures alone, and will require new and innovative approaches.

The 2002 World Summit on Sustainable Development emphasised the need to maintain the productivity and biodiversity of important marine and coastal areas, and set target dates of:

- a. 2012 for the establishment of representative MPA networks based on scientific information and consistent with international law;
- b. 2015 for the restoration of depleted fish stocks; and
- c. 2010 for the application of the ecosystem approach to ocean and fisheries management.

Also the Food and Agriculture Organisation's Code of Conduct for Responsible Fisheries emphasises the integration of MPAs into the sustainable use of marine natural resources.

Therefore, PARTICIPANTS in the Cross-cutting Theme on Marine issues at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

CALL ON the international community as a whole to:

1. ESTABLISH by 2012 a global system of effectively managed, representative networks of marine and coastal protected areas, consistent with international law and based on scientific information, that:
 - a. Greatly increases the marine and coastal area managed in MPAs by 2012; these networks should be extensive and include strictly protected areas that amount to at least 20–30% of each habitat, and contribute to a global target for healthy and productive oceans;
 - b. Facilitates and incorporates understanding, support and collaboration at local, national and international levels to design and develop such networks through sharing of knowledge, skills and experience in conservation and the achievement of sustainable socio-economic benefits;
 - c. Assists in the implementation of appropriate global and regional agreements, conventions and frameworks;
 - d. Is designed to be resilient,⁴ particularly in the face of large-scale threats linked to global change; this will require building flexibility and adaptation into their design and management;
 - e. Incorporates both new and strengthened existing MPA sites with varying purposes and management approaches;
 - f. Integrates MPAs with other ocean, coastal, and land governance policies, as recommended by the Jakarta Mandate, to achieve sustainable fisheries, biodiversity conservation, species protection, and integrated watershed, coastal, ocean and High Seas and polar management objectives;
 - g. Contributes to *in situ* conservation of threatened and endangered species and their habitats;
 - h. Includes strictly protected marine reserves that contribute to protection of diverse marine habitats and ecosystem structure, biodiversity conservation, species protection, recovery of endangered species, public education, and sustainable fisheries management;
 - i. Is an integral component of the sustainable management of fisheries, contributing significantly to the management of species with special management needs. This may include protection for critical life-history stages, such as through protection of spawning grounds;

⁴ Resilience is the ability of an ecosystem to recover from disturbances within a reasonable timeframe. Components of resilient MPA networks include: effective management, risk spreading through inclusion of replicates of representative habitats, full protection of refugia that can serve as reliable sources of seed for replenishment, and connectivity to link these refugia with vulnerable areas within the network.

- j. Can provide a framework that can contribute significantly to the management of species, with special management needs including highly migratory species, ecosystems and habitats;
- k. Engages stakeholders, including local and traditional communities, through participatory processes in the design, planning, management and sharing of benefits of marine protected areas;
- l. Protects and strengthens relatively intact marine and coastal areas for species and habitats that are not yet significantly degraded by direct or indirect human impacts and represent important biodiversity values;
- m. Implements best-available, science-based measures reflecting international policy and practice and consistent with international law as reflected in the United Nations Convention on the Law of the Sea and other instruments;
- n. Uses management effectiveness assessments to promote adaptive management, taking into account the approaches, issues and concepts outlined in Recommendation V.18 of this World Parks Congress;
- o. Builds the best available science on connectivity into marine and coastal protected area network design, in order to create networks that are ecologically coherent;
- p. Provides appropriate incentives and support for the implementation of diverse portfolios of financing mechanisms and management approaches which, together with supportive local and national policies, provide for the long-term sustainability of MPA networks;
- q. Is embedded within wider integrated coastal and marine management frameworks that include collaboration among resource-management bodies and ensure linkages among marine, coastal and terrestrial protected areas to address potential threats beyond area boundaries; and
- r. Sets performance objectives for global, national and regional networks of MPAs to meet fisheries, biodiversity, habitat stabilisation and societal needs;



IUCN

- 2. IMPLEMENT an ecosystem-based approach to sustainable fisheries management and marine biodiversity conservation:
 - a. Through marine protected areas integrated with other marine and coastal governance and management actions, as appropriate, through the application of best available science and consistent with international law to:
 - i. Provide sustainable socio-economic returns to local and traditional communities and industry;
 - ii. Protect important habitats and areas sensitive to the impacts of specific types of fishery equipment, and minimise negative impacts on the food web;
 - iii. Restore depleted fisheries; and
 - iv. Build a biogeographically based framework for maintaining ecosystem structure and function through MPA networks;
 - b. Through multilateral consideration of appropriate criteria, frameworks and incentives for integrated networks of local, national, and regional MPAs, including transboundary areas, and for effective compliance and enforcement to effectively address challenges within and beyond national boundaries, consistent with international law;

- c. Through recognition of MPA networks as an integral component in sustainable fisheries management which should complement, and not be used as a substitute for, normal fisheries management practice;
- d. Through fostering an ongoing dialogue with all fisheries sectors to develop mutual understanding and the transfer of knowledge in both directions and to ensure the process and outcomes occur in a transparent and trusting environment. This may be enhanced by:
 - i. The ability of Regional Fisheries Management Organisations to become integral stakeholders in MPAs; and
 - ii. Elaborating MPA theory and practice to facilitate dialogue with fishers and fishery management;
- e. Through the designation of MPAs, including those within Large Marine Ecosystems, as one of the strategies applied to the recovery of depleted fish stocks, reduction of coastal pollution, and conservation and restoration of biodiversity;
- f. Consistent with the precautionary approach, and which ensures that the burden of proof that the environment is not harmed resides with those who commercially benefit from MPA resources; and
- g. Which sets performance objectives for global, national and regional networks of MPAs to meet the needs of fisheries, biodiversity conservation, ecosystem stabilisation and society.



WPC Recommendation V.23

Protecting Marine Biodiversity and Ecosystem Processes through Marine Protected Areas beyond National Jurisdiction

The past 30 years of ocean exploration have revealed an incredible diversity of life inhabiting our oceans, including deep ocean ecosystems and communities with a wealth of endemic species; however, much of the oceans' biology and ecology remains poorly explored and understood. The common assumption that living marine resources are inexhaustible has been proven incorrect.

Recent technological advances and expanding human uses in the High Seas are sequentially depleting fish stocks, destroying ocean biodiversity, productivity and ecosystem processes. The oceans are in a state of crisis and must be given an opportunity to recover. Therefore urgent legally binding actions are necessary at international, regional and national levels to conserve this vital biodiversity.

Resolution 2.20 (*Conservation of Marine Biodiversity*) adopted at the 2nd IUCN World Conservation Congress (Amman, 2000) calls on IUCN, member governments and relevant organisations to explore an appropriate range of tools, including high-seas marine protected areas, to implement effective protection and sustainable use of biodiversity, species and ecosystem processes on the High Seas and calls on national governments, international agencies and the non-governmental community to better integrate established multilateral agencies and existing legal mechanisms to identify areas of the High Seas suitable for collaborative management action.

The World Summit on Sustainable Development (Johannesburg, 2002) highlighted the need to promote oceans conservation, including:

- a. Maintaining the productivity and biodiversity of important and vulnerable marine and coastal areas, including in areas within and beyond national jurisdiction;
- b. Encouraging the application of the ecosystem approach by 2010 to ocean and fisheries management; and
- c. Developing and facilitating the use of diverse approaches and tools, including the establishment of marine protected areas consistent with international law and based on scientific information, including representative networks by 2012.

The 8th meeting (March 2003) of the Subsidiary Body for Scientific, Technical and Technological Advice of the Convention on Biological Diversity has forwarded a recommendation that will be considered at the 7th Conference of Parties to the CBD (February 2004), which specifically recognised “an urgent need to establish in areas beyond national jurisdiction further marine protected areas consistent with international law and based on scientific information, including in relation to areas of seamounts, hydrothermal vents, cold-water corals and open ocean” and requested the CBD Secretariat, working in conjunction with other international and regional bodies “to identify appropriate mechanisms for their establishment and effective management”.

In addition, the 4th Meeting of the United Nations Informal Consultative Process (UN ICP, June 2003) has recommended to the United Nations General Assembly, that it, *inter alia*, reiterates its call for urgent consideration of ways to improve the management of risks to seamounts and cold-water coral reefs, and invites relevant international bodies at all levels to urgently consider how to better address, on a scientific and precautionary basis, threats and risks to vulnerable and threat-

ened marine ecosystems and biodiversity beyond national jurisdiction, consistent with international law and the principles of integrated ecosystem-based management.

The United Nations Convention on the Law of the Sea provides the global framework for ocean conservation and management of human activities. In areas beyond national jurisdiction, it obliges parties to protect and preserve the marine environment and to cooperate in conserving and managing marine living resources.

Heightened global cooperation is required to implement and build on the obligations in UNCLOS and other international legal agreements.

In light of the unique characteristics of deep-ocean and high-seas biodiversity, the growing urgency of the problems, and the nature of high-seas jurisdiction, global coordinated action is essential to adopt a precautionary and ecosystem-based approach to management that includes a representative system of HSMPA networks, and thereby maintain biodiversity, species, productivity and ecosystem processes for generations to come.



NOAA

Therefore, PARTICIPANTS in the Cross-cutting Theme on Marine issues at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

STRONGLY RECOMMEND the international community as a whole to:

1. ENDORSE and PROMOTE the WSSD Joint Plan of Implementation together with the goal of establishing a global system of effectively managed, representative networks of MPAs by 2012 that includes, within its scope, the world's oceans and seas beyond national jurisdiction, consistent with international law;
2. UTILISE available mechanisms and authorities to establish and effectively manage by 2008 at least five ecologically significant and globally representative HSMPAs incorporating strictly protected areas consistent with international law and based on sound science to enhance the conservation of marine biodiversity, species, productivity and ecosystems;
3. DEVELOP and make available scientific, legal, socio-economic, and policy research relevant to the development of a global representative system of HSMPA networks and the protection and sustainable use of biodiversity, species and ecosystem processes on the High Seas;
4. ESTABLISH a global system of effectively managed, representative networks of MPAs, including through:
 - a. Taking immediate and urgent action to protect the biodiversity and productivity of seamounts, cold-water coral communities and other vulnerable high-seas features and ecosystems and especially to safeguard species and habitats at immediate risk of irrevocable damage or loss;
 - b. Taking immediate and urgent action to protect biodiversity and productivity dependent on large-scale, persistent oceanographic features, such as currents and frontal systems, known to support marine life and contain critical habitat for species such as those listed in the IUCN Red List and the Appendices of the Convention on International Trade in Endangered Species, the Convention on Migratory Species and related Agreements; and
 - c. Developing mechanisms to enable urgent and long-lasting protection of non-target species threatened by high-seas fishing activities, particularly by ensuring that measures to mitigate by-catch and incidental catch are developed for, and implemented in, all relevant fisheries;

5. INITIATE action to identify marine ecosystems, habitats, areas, processes and biodiversity hotspots for priority attention, develop agreed criteria and guidelines for the identification, establishment, management and enforcement of HSMPAs, develop guidance for a representative system of HSMPA networks, establish sustainable financing strategies and determine future research needs and priorities;
6. COOPERATE to develop and promote a global framework or approach, building on UNCLOS, the CBD, the UN Fish Stocks Agreement, CMS and other relevant agreements, to facilitate the creation of a global representative system of HSMPA networks, consistent with international law, to ensure their effective management and enforcement, and to coordinate and harmonise applicable international agreements, mechanisms and authorities in accordance with modern principles of precautionary, ecosystem-based and integrated management and sound governance as defined in the UN principles;
7. NOTE that the IUCN WCPA High Seas Working Group is developing a *Ten-Year Strategy to Promote the Development of a Global Representative System of High-Seas Marine Protected Area Networks* ('Ten-Year HSMPA Strategy') as introduced at the Vth IUCN World Park Congress; and
8. JOIN TOGETHER through formal and informal networks to promote the development of a global representative system of HSMPA networks within their own governments and organisations, as well as in broader international fora, to achieve protection of the biological diversity, species, and productivity of the High Seas and to secure their sustainable use, with the global representative system of MPA networks being a principal tool; and to report back on progress at the International Marine Protected Area Congress (Australia, 2005), as well as at other relevant fora.



WPC Recommendation V.24

Indigenous Peoples and Protected Areas

Indigenous peoples, their lands, waters and other resources have made a substantial contribution to the conservation of global ecosystems. For this trend to continue, where appropriate, protected areas, future and present, should take into account the principle of collaborative management attending to the interests and needs of indigenous peoples.

Many protected areas of the world encroach on, are found within and overlap with the lands, territories and resources of indigenous and traditional peoples. In many cases, the establishment of these protected areas has affected the rights, interests and livelihoods of indigenous peoples and traditional peoples and subsequently resulted in persistent conflicts.

Effective and sustainable conservation can be better achieved if the objectives of protected areas do not violate the rights of indigenous peoples living in and around them.

It is widely acknowledged that successful implementation of conservation programmes can only be guaranteed on a long-term basis when there is consent for, and approval by, indigenous peoples among others, because their cultures, knowledge and territories contribute to the building of comprehensive protected areas. There is often commonality of objectives between protected areas and the need of indigenous peoples to protect their lands, territories and resources from external threats.

In addition to the benefits to conservation, it is also necessary to acknowledge that indigenous peoples have suffered human rights abuses in connection with protected areas in the past and in some cases continue to suffer abuses today.

Resolution 1.53 *Indigenous Peoples and Protected Areas*, adopted by IUCN members at the 1st IUCN World Conservation Congress (Montreal, Canada, 1996), promotes a policy based on the principles of:

- a. Recognition of the rights of indigenous peoples with regard to their lands or territories and resources that fall within protected areas;
- b. Recognition of the necessity of reaching agreements with indigenous peoples prior to the establishment of protected areas in their lands or territories; and
- c. Recognition of the rights of the indigenous peoples concerned to participate effectively in the management of the protected areas established on their lands or territories, and to be consulted on the adoption of any decision that affects their rights and interests over those lands or territories.

At the request of the IUCN World Commission on Protected Areas, IUCN's Council endorsed in 1999 "Principles and Guidelines on Indigenous Peoples and Protected Areas", in response to actions called for in IUCN WCC Resolution 1.53. In addition, several intergovernmental bodies and international agreements, as well as international conservation organisations, have adopted and promote policies that support recognition of the rights and interests of indigenous peoples in the context of biodiversity conservation and protection of the environment.

Therefore, PARTICIPANTS in the Cross-cutting Theme on Communities and Equity and in the Workshop Stream on Governance of Protected Areas at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003), stressing that the following recom-

Recommendations shall be implemented in full partnership with the freely chosen representatives of indigenous peoples:

1. RECOMMEND governments, intergovernmental organisations, NGOs, local communities and civil societies to:
 - a. ENSURE that existing and future protected areas respect the rights of indigenous peoples;
 - b. CEASE all involuntary resettlement and expulsions of indigenous peoples from their lands in connection with protected areas, as well as involuntary sedentarisation of mobile indigenous peoples;
 - c. ENSURE the establishment of protected areas is based on the free, prior informed consent of indigenous peoples, and of prior social, economic, cultural and environmental impact assessment, undertaken with the full participation of indigenous peoples;
 - d. FURTHER ELABORATE and APPLY, in coordination with indigenous peoples, the IUCN/WWF *Principles and Guidelines on Indigenous and Traditional Peoples and Protected Areas* (available at http://www.iucn.org/themes/wcpa/pubs/pdfs/Indig_people.pdf), as well as principles that build on IUCN WCC Resolution 1.53 and which fully respect the rights, interests, and aspirations of indigenous peoples;
 - e. RECOGNISE the value and importance of protected areas designated by indigenous peoples as a sound basis for securing and extending the protected areas network;
 - f. ESTABLISH and ENFORCE appropriate laws and policies to protect the intellectual property of indigenous peoples with regard to their traditional knowledge, innovation systems and cultural and biological resources and penalise all ‘bio-piracy’ activities;
 - g. ENACT laws and policies that recognise and guarantee indigenous peoples’ rights over their ancestral lands and waters;
 - h. ESTABLISH and implement mechanisms to address any historical injustices caused through the establishment of protected areas, with special attention given to land and water tenure rights and historical/traditional rights to access natural resources and sacred sites within protected areas;
 - i. ESTABLISH participatory mechanisms for the restitution of indigenous peoples’ lands, territories and resources that have been taken over by protected areas without their free, prior informed consent, and for providing prompt and fair compensation, agreed upon in a fully transparent and culturally appropriate manner;
 - j. ESTABLISH a high-level, independent Commission on Truth and Reconciliation on Indigenous Peoples and Protected Areas;
 - k. ENSURE respect for indigenous peoples’ decision-making authority and SUPPORT their local, sustainable management and conservation of natural resources in protected areas, recognising the central role of traditional authorities, wherever appropriate, as well as their institutions and representative organisations;
 - l. REQUIRE protected area managers to actively support indigenous peoples’ initiatives aimed at the revitalisation and application, where appropriate, of traditional knowledge and practices in land, water, and resource management within protected areas;
 - m. UNDERTAKE a review of all existing biodiversity conservation laws and policies that impact on indigenous peoples and ensure that all parties work in a coordinated manner to ensure effective involvement and participation of indigenous peoples;
 - n. DEVELOP and promote incentives to support indigenous peoples’ self-declared and self-managed protected areas and other conservation initiatives to protect their lands, waters, territories and resources from external threats and exploitation;



IUCN / Jim Thorsell

- o. ENSURE open and transparent processes for genuine negotiation with indigenous peoples in relation to any plans to establish or expand protected area systems, so that their lands, waters, territories and natural resources are preserved and decisions affecting them are taken in mutually agreed terms;
 - p. INTEGRATE indigenous knowledge and education systems in interpretation of, and education about, the natural, cultural and spiritual values of protected areas; and
 - q. ENSURE that protected areas are geared towards poverty alleviation and improving the living standards of the communities around and within them through effective and agreeable benefit-sharing mechanisms;
2. RECOMMEND that IUCN and WCPA:
- a. FORMULATE and CARRY OUT a programme of work, with the full participation of indigenous peoples, to support indigenous peoples' initiatives and interests regarding protected areas, and to actively involve their representative authorities, institutions and organisations in the development and implementation of such a programme;
 - b. PROVIDE support and funding to indigenous peoples for community-conserved, co-managed and indigenous-owned and managed protected areas;
 - c. ENCOURAGE international conservation agencies and organisations to adopt clear policies on indigenous peoples and conservation and to establish mechanisms for the redress of grievances; and
 - d. CONDUCT an implementation review of IUCN WCC Resolution 1.53 *Indigenous Peoples and Protected Areas* and the IUCN/WWF *Principles and Guidelines on Indigenous and Traditional Peoples and Protected Areas*;
3. RECOMMEND that IUCN members should consider the establishment of an IUCN Commission on Indigenous Peoples and Protected Areas at its next IUCN World Conservation Congress.



WPC Recommendation V.25

Co-management of Protected Areas

The benefits of promoting and strengthening partnerships for conservation have been repeatedly stressed by IUCN, from Council Resolution 22 of 1952 to Resolution 1.42 of the 1st IUCN World Conservation Congress (Montreal, Canada, 1996) and Resolution 2.15 of the 2nd IUCN World Conservation Congress (Amman, Jordan, 2000). They have also been emphasised by the Convention on Biological Diversity, the Millennium Development Goals and the World Summit on Sustainable Development Plan of Implementation.

Co-managed protected areas are defined as protected areas (as per IUCN Management Categories I–VI) where management authority, responsibility and accountability are shared among two or more stakeholders, including government bodies and agencies at various levels, indigenous and local communities, non-governmental organisations and private operators, or even among different state governments as in the case of transboundary protected areas.

In the 21st century the size, number, and complexity of protected area systems has increased to impressive proportions. In accordance with good governance principles, consolidating, expanding and improving this global system of protected areas should be done while respecting the rights, interests and concerns of all stakeholders, including their right to participate in decision-making in the establishment and management of protected areas. The sharing of protected area management authority, responsibilities, benefits and costs should be distributed among relevant actors, according to legitimate entitlements. Such entitlements should be defined through a negotiation process that specifically involves disadvantaged groups, and results in stronger engagement of civil society in conservation.

Are governments alone able to ensure the accomplishment of all their protected areas conservation objectives and social requirements? Some estimate this to be plainly impossible. Fortunately, there is a substantial wealth and diversity of conservation-relevant knowledge, skills, resources and institutions at the disposal of indigenous, mobile and local communities, local governments, NGOs, resource users, and the private sector. Co-management settings are one of the most effective ways to mobilise such conservation-relevant resources, but are they successfully enlisted and implemented?

Current efforts to involve indigenous peoples, mobile peoples and local communities in protected area management are often limited to consulting them, asking their help in implementing predetermined activities, or assigning to them some ‘benefits’ (often unrelated to the costs incurred), without effective discussion and negotiation of options. This may be due to various causes, but lack of supportive policies and capacities are at the root of many failures. Actions are needed to facilitate:

1. Understanding the potential of, and obstacles to, co-management approaches;
2. Undertaking co-management processes;
3. Negotiating co-management agreements;
4. Developing co-management organisations;
5. Integrating adaptive governance approaches with more familiar adaptive management exercises; and
6. Learning by doing through participatory monitoring and evaluation.

The diversity of co-management approaches makes them capable of fitting different contexts. If properly understood and adopted, co-management can lead towards more effective and transparent sharing of decision-making powers, a more active, conservation-friendly and central role for indigenous, mobile and local communities in protected area management, and better synergy of the conservation capacities of different stakeholders.

Therefore, PARTICIPANTS in the Cross-cutting Theme on Communities and Equity at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

RECOMMEND that international conventions, governments, protected area agencies, donor agencies, conservation NGOs, communities, and the private sector, and in particular IUCN – The World Conservation Union as potential inspirer and leader of well coordinated and synergistic efforts:

- a. SUPPORT the review, consolidation, strengthening and expansion of existing experiences of co-management of protected areas;
- b. PROMOTE the participation of stakeholders in decision-making concerning protected area management, with particular regard to indigenous, mobile and local communities, and disadvantaged groups via a range of mechanisms, including information generation and sharing; joint visioning and participatory assessment exercises; support to stakeholder organising and capacity building; negotiated management agreements and benefit sharing; and full empowerment and accountability for conservation in effectively co-managed and community-managed areas;
- c. CREATE or strengthen enabling legal and policy frameworks for co-management in protected areas;
- d. UNDERTAKE programmes to develop and strengthen institutional and human capacities for co-management of protected areas as part of efforts towards good governance and more effective management, including setting up basic training and refresher courses for natural resource managers, national and international exchange visits, and joint learning initiatives among protected area institutions and sites engaged in co-management efforts;
- e. PROMOTE participatory and practical research in co-managed protected areas with emphasis on stakeholder identification, social communication initiatives, negotiation processes, consensus-based decision-making, co-management outcomes and impacts, and legislation and policies for a supporting environment;
- f. EXPAND the sharing of experience and lessons learned on co-management of protected areas at national, regional and international levels, including by strengthening the work of the Co-management Working Group of the IUCN Commission on Environmental, Economic and Social Policy and of the joint WCPA/CEESP Theme on Indigenous and Local Communities, Equity and Protected Areas – TILCEPA; and
- g. CALL upon the Conference of the Parties to the Convention on Biological Diversity to address co-management issues in their Programme of Work for protected areas, in particular with regard to enabling legal and policy frameworks, capacity building, participatory practical research, and exchanges of experiences and lessons learned.



IUCN / Jim Thorsell



WPC Recommendation V.26

Community Conserved Areas

A considerable part of the Earth's biodiversity survives on territories under the ownership, control, or management of indigenous peoples and local (including mobile) communities. However, the fact that such peoples and communities are actively or passively conserving many of these sites through traditional or modern means, has hitherto been neglected in formal conservation circles.

Such sites, herein called Community Conserved Areas (CCAs), are extremely diverse in their governance institutions, management objectives, ecological and cultural impacts, and other attributes. Two primary characteristics distinguish them:

- ❑ Predominant or exclusive control and management by communities, and
- ❑ Commitment to conservation of biodiversity, and/or its achievement through various means.

In this context, CCAs are natural and modified ecosystems, including significant biodiversity, ecological services and cultural values, voluntarily conserved by indigenous and local communities through customary laws or other effective means. The term as used here is meant to signify a broad and open approach to categorising such community initiatives, and is not intended to constrain the ability of communities to conserve their areas in the way they feel appropriate.

Various international instruments dealing with environmental and human rights have recognised the role of communities in relation to natural resource management, such as:

- ❑ The Convention on Biological Diversity's emphasis on biodiversity-relevant knowledge, skills, innovations, and community practices; or
- ❑ The Draft *Declaration of the Rights of Indigenous Peoples*, which acknowledges the right of such peoples to control and manage their territories.

Today, most CCAs remain unrecognised in national and international conservation systems, and are largely outside official protected area networks. This may be because the resource management systems of CCAs are often based on customary tenure systems, norms and institutions that are not formally or legally recognised in many countries.

CCAs as they exist today serve the management objectives of different protected area categories.

Nevertheless, CCAs everywhere are facing threats, including:

- ❑ Those resulting from unclear and insecure tenure arrangements;
- ❑ Unsustainable development projects;
- ❑ De-legitimising of customary rights;
- ❑ Centralised political decision-making processes;
- ❑ Social, economic and political inequities;
- ❑ Loss of knowledge and cultural change; and
- ❑ Commercialisation of resources.

It is therefore recognised that communities need support and facilitation to respond to these threats, and to enable them to achieve greater security through their conservation and sustainable use practices.

Mindful of these points, participants in the Cross-cutting Theme on Communities and Equity have deliberated on CCAs in several sessions of the Vth IUCN World Parks Congress, and have concluded that national and international recognition of such areas is an urgent necessity.

Therefore, PARTICIPANTS in the Cross-cutting Theme on Communities and Equity at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

1. RECOMMEND that governments:
 - a. PROMOTE a multi-sectoral process for recognising, enlisting, evaluating, and delisting Community Conserved Areas;
 - b. RECOGNISE and PROMOTE CCAs as a legitimate form of biodiversity conservation, and where communities so choose, include them within national systems of protected areas, through appropriate changes in legal and policy regimes;
 - c. ENSURE that official policies, guidelines, and principles recognise diverse local (formal or informal) arrangements developed by communities, whether on their own or in collaboration with other actors, for the management of CCAs;
 - d. FACILITATE the maintenance of existing CCAs, and the establishment of CCAs at other sites, through a range of actions, (including financial, technical, human, informational, research, public endorsement, and capacity-building measures, resources or incentives) that are considered appropriate by the communities concerned, as well as through the restitution of traditional and customary rights;
 - e. ACKNOWLEDGE that it may be appropriate for some existing protected areas to be managed as CCAs, including through the transfer of management of such areas to relevant communities;
 - f. PROVIDE protection to CCAs against external threats they face, including those mentioned in the preamble to this Recommendation;
 - g. RESPECT the sanctity and importance of CCAs in all operations that could affect such sites or the relevant communities, and give particular attention to applying the principles of prior informed consent, participatory environmental impact assessments, and other measures as elaborated in decisions and other documents of the Convention on Biological Diversity;
 - h. SUPPORT self-monitoring and evaluation of CCAs by the relevant communities, and participatory monitoring and evaluation by outside agencies or actors; and
 - i. PROVIDE impartial information when and where needed and/or asked for by the relevant communities;
2. ALSO RECOMMEND that communities:
 - a. COMMIT to conserving the biodiversity of CCAs, to maintaining ecological services, and to protecting associated cultural values;
 - b. CONSIDER extending the network of CCAs to sites not currently being conserved or sustainably managed;
 - c. STRENGTHEN or initiate measures to respond to forces that threaten CCAs, including those mentioned in the preamble to this Recommendation;
 - d. RECOGNISE the ecological, cultural, and other values of the CCAs and species that are within territories the communities are controlling and managing;

- e. SEEK public recognition, where appropriate, including from governments, for the CCAs they are managing; and
 - f. COMMIT to strengthening or developing effective mechanisms for internal accountability;
3. FURTHER RECOMMEND that conservation agencies and other non-governmental organisations, donor agencies, private sector, and other actors:
- a. RESPECT the sanctity and importance of CCAs in all their operations that could affect such sites or the relevant communities, and in particular activities that could adversely affect them; and
 - b. PROVIDE support of various kinds to CCAs, where considered appropriate by the concerned community, including to help build capacity;
4. CALL ON international organisations to:
- a. RECOGNISE CCAs in all relevant instruments and databases, including in the United Nations List of Protected Areas, and the World Protected Areas Database;
 - b. PROVIDE adequate space for consideration of CCAs in relevant documents, such as the *State of the World's Protected Areas* report, and *Protected Areas in the 21st Century*;
 - c. PROMOTE CCAs through appropriate programmes of work, in particular the Programme of Work of the CBD on protected areas; and
 - d. INTEGRATE CCAs into the IUCN Protected Area Management Categories, through the introduction of a governance dimension, appropriate interpretations of – and additions to – the definitions and guidelines, especially with regard to cultural values, and work towards identifying CCAs that would fit into each of the six IUCN Protected Area Management Categories.



WPC Recommendation V.27

Mobile Indigenous Peoples and Conservation

Mobile indigenous peoples (i.e. nomads, pastoralists, shifting agriculturalists and hunter-gatherers) are a subset of traditional and indigenous peoples whose livelihoods depend on extensive common property⁵ use of natural resources and whose mobility is both a management strategy for sustainable land use and conservation and a distinctive source of cultural identity.

In many cases, protected areas have alienated mobile indigenous peoples from lands and resources traditionally used by them, with the consequent loss of livelihoods and erosion of cultures. Their rights are erroneously or sometimes deliberately ignored, and participation is usually only granted to local sedentary people living around the protected areas. Their practices create and sustain important linkages in the landscape. Policies of sedentarisation dispossess mobile indigenous peoples of their cultural identity and capacity to manage land properly, and lead to poverty.

There is scientific evidence that mobile people's use of natural resources has been in harmony with nature, and in many cases promotes environmental integrity and conservation of both wild and domestic biodiversity. Mutually reinforcing partnerships between mobile indigenous peoples and conservationists are essential for the long-term success of conservation initiatives.



IUCN / Jim Thorsell

Therefore, PARTICIPANTS in the Cross-cutting Theme on Communities and Equity and the Workshop Stream on Governance of Protected Areas at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

1. ENDORSE and refer to the principles of the Dana Declaration and to the Mobile Indigenous Peoples' workshops at the WPC;
2. ACKNOWLEDGE the Recommendations of the present World Parks Congress concerning Co-management of Protected Areas (Recommendation V.25) and Community Conserved Areas (Recommendation V.26) as being relevant to mobile indigenous peoples;
3. RECOMMEND that governments, NGOs, local communities, civil society, international organisations and intergovernmental bodies give due recognition to mobile indigenous peoples' rights, special capacities and needs, and thereby:
 - a. ENSURE that mobile indigenous peoples have secure and full rights to co-manage and self-manage their lands, that they can derive equitable benefits from the use of natural resources, including ecotourism, and that their customary law is respected and recognised in national law;
 - b. RECOGNISE collective and customary rights of mobile communities and respect the integrity of the mobile indigenous peoples' resource management systems;
 - c. RECOGNISE mobile indigenous peoples' Community Conserved Areas as a protected area governance type, and build upon their traditional and evolving institutions and customary norms;

⁵ Common property systems have well-established community rules for use/ownership. They are not the same as open access and include such land-use types as seasonal grazing, Community Conserved Areas, etc.

- d. PROMOTE policies to facilitate cross-border mobility and trade in transboundary protected areas by mobile indigenous peoples who have traditionally lived in and used those areas;
 - e. ADOPT and promote adaptive management approaches that recognise the dependence of mobile indigenous peoples on common property resources and build on their mobility and different lifestyles, livelihoods, resource rights and tenure, customary laws, and dynamic scales of land use;
 - f. ADAPT protected area and Community Conserved Area management to the special needs of mobile communities, including their use rights, resource management practices, seasonal and temporal rights, corridors for movement, and targeting mobile use to achieve conservation objectives;
 - g. RESPECT, PROMOTE and INTEGRATE the use of traditional knowledge, institutions and customary laws and resource management practices of mobile indigenous peoples alongside mainstream science on a complementary basis. Develop common conservation objectives. Ensure that development of protected areas and related interventions are evaluated on the basis of local knowledge and are implemented through mobile indigenous peoples' institutions;
 - h. RECOGNISE and guarantee the rights of mobile indigenous peoples to the restitution of their lands, territories and resources, conserved and traditionally occupied and used sustainably by them, that have been incorporated within protected areas without their free, prior and informed consent, and recognise that mobility should be restored where appropriate; and
 - i. PROMOTE cross-cultural dialogue and conflict resolution within and between mobile and sedentary people around and within protected areas;
4. URGE Governments to approve the UN Draft Declaration on the Rights of Indigenous Peoples as adopted in 1994 by the now UN Sub-Commission on the Promotion and Protection of Human Rights, and ratify and effectively implement International Labour Organisation (ILO) Convention 169 concerning Indigenous and Tribal Peoples in Independent Countries, where the relevant people so wish.



WPC Recommendation V.28

Protected Areas: Mining and Energy

Minerals, which include metals, coal, hard rock, sand, gravel, and other underground natural resources such as oil and natural gas, are increasingly in demand in response to population growth, urbanisation, expansion in industry and farming, and the ever-more consumptive lifestyles that characterise the modern world.

At the same time mining, which for the purpose of this Recommendation includes exploration, exploitation, transportation, and processing of hydrocarbons, base metals, precious metals and other minerals, often has a damaging impact upon biodiversity and other natural and cultural values that protected areas are meant to safeguard.

Furthermore, many local and indigenous peoples living in or around protected areas have either suffered as a consequence of, or gained insufficient benefits from, the activities of extractive industries on land which they occupy or consider theirs, as has been the case at times with other land uses, including the establishment of protected areas.

At the 2nd IUCN World Conservation Congress (Amman, Jordan, 2000), members adopted Recommendation 2.82 (*Protection and conservation of biological diversity of protected areas from the negative impacts of mining and exploration*), which: (a) calls on state members of IUCN to prohibit mining exploration and extraction in Category I–IV Protected Areas; (b) recommends strict controls over such activities in Category V and VI Protected Areas; (c) urges strict standards governing changes of protected area boundaries to accommodate mining activities; and (d) recommends environmental impact assessments to ensure that mining activities outside protected areas do not negatively impact them.



IUCN / Jim Thorsell

Since the Amman Congress, and in accordance with the World Summit on Sustainable Development's Plan of Implementation, which recognises the importance of minerals and mining for socio-economic development and of partnerships for sustainable development, as well as the need to address the environmental, economic, health and social impacts of minerals and mining, members of the conservation community, the extractive industries and financial institutions have been engaged in seeking common ground around the issue of mining and protected areas, usually as part of broader dialogues on the extractive industries' impact on the environment, in particular through the Energy and Biodiversity Initiative (EBI), the Extractive Industry Review of the World Bank, the Mining and Minerals and Sustainable Development initiative and the Dialogue between IUCN and the International Council on Mining and Metals.

During the Vth IUCN World Parks Congress there has been considerable debate and discussion on this issue, in the context of linkages with private enterprise as a means of advancing common goals and ambitions. It was recognised that any such dialogues should explore all the key issues relating to biodiversity conservation and past, present and future impacts on local peoples, communities, and their environment. But in spite of this debate, there still remain considerable areas of disagreement, and no conclusive agreement on a precise way forward could be reached at this time.

Nevertheless, PARTICIPANTS in the Workshop Stream on Linkages in the Landscape and Seascape at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

1. REITERATE their support for Recommendation 2.82 of the 2nd IUCN World Conservation Congress (Amman, Jordan, 2000);
2. RECOGNISE that Recommendation 2.82, taken together with prior IUCN WCC Resolutions on indigenous peoples can serve as a basis to guide and test the commitment and support of mining and energy companies for protected area conservation and management;
3. RECOGNISE that those elements of the conservation community and those elements of the extractive industries that have expressed a commitment to conserve biodiversity and maintain some protected areas, wish to continue and strengthen their ongoing dialogue and to make them more inclusive by inviting other members of respective communities, governments (e.g. through UN bodies), international financial institutions, and other stakeholders to develop and promote best practice guidance in order to enhance industry's contribution to biodiversity conservation; and
4. ALSO RECOGNISE that many people in the conservation community are strongly opposed to this dialogue because they believe it has the potential to undermine conservation efforts by the broader conservation community.



WPC Recommendation V.29

Poverty and Protected Areas

Protected areas play a vital role in sustainable development through protection and maintenance of biological diversity and of natural and associated cultural resources. Protected areas cannot be viewed as islands of conservation, divorced from the social and economic context within which they are located. Poverty, displacement, hunger and land degradation have a profound impact on biodiversity and protected areas, and pose a very serious threat to their survival. Poverty is multi-dimensional (involving lack of assets/opportunities, vulnerability, and lack of power or voice), and protected areas have a powerful potential to make a significant contribution to poverty reduction and to the broader development framework established by the Millennium Development Goals and the World Summit on Sustainable Development Plan of Implementation.

Protected areas generate significant economic, environmental and social benefits. These benefits are realised at local, national and global levels. Unfortunately, a disproportionate part of the costs of protected areas are borne locally. As with other forms of large-scale land use, many local communities have been marginalised and excluded from protected areas. Given that their natural and cultural wealth often constitutes an important asset for local communities, denying rights to these resources can exacerbate poverty. Protected area establishment and management cannot be allowed to exacerbate poverty.

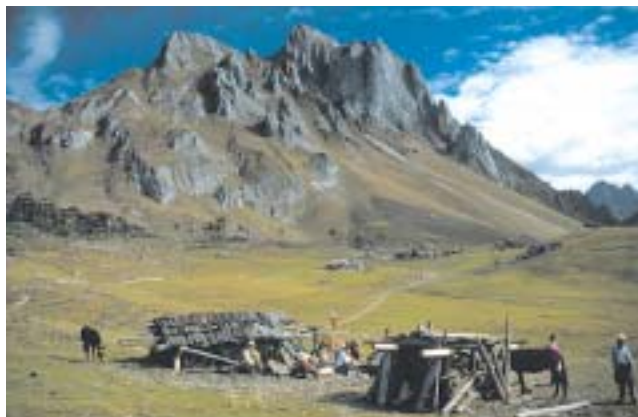
However, given the fact that many local communities living in and around protected areas have limited development opportunities, protected areas offer a currently untapped opportunity to contribute to poverty reduction while continuing to maintain their vital function in conserving biodiversity. Recognising the importance of people in conservation, we need to support poor communities to act as the new front line of conservation. This implies new ways of working with local communities to act as custodians of biodiversity through working with protected area authorities, and building their ability to manage their own areas.

Increasing the benefits of protected areas and reducing their costs to local people can help mobilise public support and reduce conflicts and the enforcement costs of protected area management, particularly in areas of widespread poverty. The long-term sustainability of protected area networks (including their growth through new forms of protected areas) and the achievement of poverty reduction are inextricably linked. The practical implications of realising this linkage will require new investment to enhance benefits and reduce costs. There is a need for strengthening existing financial mechanisms and developing new ones that can provide fair reward for stewardship of nationally and globally important biological resources. The convergence of the poverty reduction and protected area agendas represents a real opportunity to generate new and additional resources for conservation.

Therefore, PARTICIPANTS in the Workshop Stream on Building Broader Support for Protected Areas at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

1. CALL ON governments, intergovernmental organisations, private sector and civil society to adopt the following overarching principles on the linkages between protected areas and poverty:

- a. In order to achieve their potential, both to conserve biodiversity and to assist in reducing poverty, protected areas should be integrated within a broad sustainable development planning agenda;
- b. Protected areas should strive to contribute to poverty reduction at the local level, and at the very minimum must not contribute to or exacerbate poverty;
- c. Biodiversity should be conserved both for its value as a local livelihoods resource and as a national and global public good;
- d. Equitable sharing of costs and benefits of protected areas should be ensured at local, national and global levels;
- e. Where negative social, cultural and economic impacts occur, affected communities should be fairly and fully compensated; and
- f. A gender perspective should be incorporated that encompasses the different roles of women and men in livelihood dynamics, thus contributing to equitable benefit sharing and more effective governance systems;



IUCN / Jim Thorsell

2. RECOMMEND that local actors, communities, governments, protected area authorities, inter-governmental organisations, and private sector and conservation agencies develop policies, practices and forms of inclusive government for protected area management that enhance opportunities, reduce vulnerability, and empower the poor and vulnerable, especially in areas of severe poverty, based on:
 - a. Building partnerships with poor communities as actors and shareholders in protected area development;
 - b. Strengthening mechanisms for the poor to share actively in decision-making related to protected areas and to be empowered as conservationists in their own right;
 - c. Developing ‘pro-poor’ mechanisms to reward environmental stewardship, including payments for environmental services, to minimise and mitigate damage to both biodiversity and to livelihoods, and to provide fair compensation for losses incurred from human-wildlife conflicts and from restricted access and decreased environmental services;
 - d. Respecting and recognising customary ownership, use and access rights for local people, particularly for the poor, during the negotiation and decision-making processes, and preventing further loss of customary rights;
 - e. Improving accountability and transparency of decision-making processes related to protected areas;
 - f. Developing more inclusive interpretations of protected area categories that reflect the interests and initiatives of the poor, including the role of Community Conserved Areas;
 - g. Fostering programmes of restoration to deal with modified and degraded areas that yield biodiversity benefits as well as providing goods and services to improve livelihoods within protected areas and in the landscape surrounding them; and
 - h. Encouraging governments to reflect the above principles regarding local rights and opportunities related to protected areas in their legal and regulatory frameworks;
3. RECOMMEND that governments, donors and other development partners consider how to maximise the contribution of protected areas to sustainable development, and in particular poverty reduction efforts, by:

- a. Mainstreaming protected areas into national and international development planning and policy, particularly poverty reduction strategies and the implementation of the Millennium Development Goals;
 - b. Developing innovative financial and governance systems to optimise synergies between protected area management and poverty reduction efforts;
 - c. Increasing financial resources available for rewarding poor communities and poor countries for their stewardship of global public goods; and
 - d. Improving knowledge and understanding of linkages between protected areas and poverty reduction, and specifically the impact of protected areas on the livelihoods of the rural poor, both negative and positive;
4. RECOMMEND that the Parties to the Convention on Biological Diversity:
- a. Develop guidelines on the management of protected areas based on the principles and actions set out in paragraphs 1 and 2 above, and ensure that National Biodiversity Strategies and Action Plans (NBSAP) are aligned with poverty reduction strategies; and
 - b. Extend the principle of equitable benefit sharing to include all components of biological diversity.



WPC Recommendation V.30

Africa's Protected Areas

Africa is home to almost one third of the world's terrestrial biodiversity and African governments have set aside and committed resources for more than 1200 national parks, wildlife reserves, and other protected areas, representing an area of more than 2 million km², equal to 9% of Africa's total land area.

The commitment of African countries to conservation has also been expressed through their ratification of a number of agreements including the African Convention for the Conservation of Nature and Natural Resources, the Convention on Biological Diversity, the Ramsar Convention on Wetlands, the Convention on the Conservation of Migratory Species of Wild Animals and the Convention on International Trade in Endangered Species of Wild Flora and Fauna.

Nevertheless, one of the most important environmental challenges facing Africa today is the need to reconcile its development needs with sustainable management of its natural resources.

Throughout Africa, poverty remains one of the main causes and consequences of environmental degradation and resource depletion. Therefore, without significant improvement in the living standards and livelihoods of the poor, environmental policies and conservation programmes will achieve little success. This is further exacerbated by the negative effects of international trade policies and practices.



IUCN / Jim Thorsell

Moreover, the transboundary nature of natural resource deterioration requires a regional and collective approach in order to use most effectively the resources available for addressing this problem.

Today, we recognise that Africa's biodiversity is part of our common world heritage and the international community must urgently increase collaboration to protect it before large numbers of species of flora and fauna become extinct and unique ecosystems irreversibly collapse.

Therefore, PARTICIPANTS in the Plenary Session on Protected Areas in Africa at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

1. ENDORSE the decision of the African Ministers Conference on Environment (AMCEN) meeting in Maputo, Mozambique, 9–10 June 2003, to adopt the New Partnership for African Development environment action plan and to establish the African Protected Areas Initiative (APAI) and the African Protected Areas Trust Fund (APATF) to ensure that Africa's biodiversity is securely conserved in perpetuity, while contributing to livelihoods and economic development;
2. RECOMMEND that the international community:
 - a. Along with national, local and non-governmental organisations, provide technical and financial resources to operationalise the APAI; and

- b. Establish partnerships with African institutions and organisations to promote the objectives of the APAI.
3. RECOMMEND that bilateral, multilateral, and private sector bodies, as well as NGOs, provide financial and technical support to capitalise the APATF; and
4. ENDORSE and SUPPORT the *Durban Consensus on Africa's Protected Areas in the New Millennium*.



WPC Recommendation V.31

Protected Areas, Freshwater and Integrated River Basin Management Frameworks

The integration of inland water protected areas into lake and river basin management frameworks offers the potential of a range of ‘win-win’ opportunities. These protected areas can link biodiversity conservation with water and food security, poverty reduction, flood and flow management, and human health objectives.

Globally, the diversion of water for human consumption is growing at a rapid rate, such that an increasing number of the world’s rivers no longer regularly reach the sea. It has been estimated that 54% of accessible runoff is now appropriated by humans. The IUCN/World Bank-initiated World Commission on Dams has drawn attention to the impacts, social, economic and environmental, from large dams – infrastructure that plays a major role in diverting water away from freshwater ecosystems. In many parts of the world, sub-surface waters are also being exploited unsustainably.

Changes to river flows and other key ecosystem processes, and the diversion of water, have had a serious impact on biological diversity. WWF’s Living Planet Index indicates that biodiversity in freshwater systems has declined at a much greater rate than in either the forest or marine biomes, with a decrease of 50% from 1970–2000. This is also a catastrophe for people, as millions of the world’s rural poor depend on the fisheries and other natural resources that have declined, or are at risk of decline, with changes in stream flow.

Protected areas are a vital component of conserving and managing freshwater resources, ecosystems and biodiversity. Their establishment is best undertaken through the processes of integrated river basin or watershed management, including the development of an adequate network of representative protected areas.

Experience has shown that in order to be effective, integrated river basin management must involve full consultation with, and participation of, stakeholders, including local communities and indigenous peoples.

The destruction or degradation of inland water (including groundwater) and estuarine systems is acknowledged as a key factor in the declines of biological diversity and water quality. It is estimated that, globally, 50% of wetlands have been converted to other uses.

The Ramsar Convention on Wetlands has responded with its ‘Wise Use Toolkit’, including guidelines on integrating wetlands into river basin management and on the allocation of water to maintain wetland ecosystems. These tools complement the Ramsar Convention’s list of Wetlands of International Importance (‘Ramsar sites’).

The Convention on Biological Diversity is also moving to escalate its response through the proposed new Programme of Work on inland water ecosystems, to be considered by CBD COP8 (through Recommendation VIII/2). This Programme of Work urges Parties to (among a range of actions) “...establish and maintain comprehensive, adequate and representative systems of protected inland water ecosystems with the framework of integrated catchment/watershed/river basin management.”

Acknowledging the strong linkages between human health and welfare, integrated lake/river basin

management and freshwater protected areas, there is a need to work more closely with these sectors, notably organisations such as the World Health Organisation, the Food and Agriculture Organisation, development assistance agencies and others to gain their support.

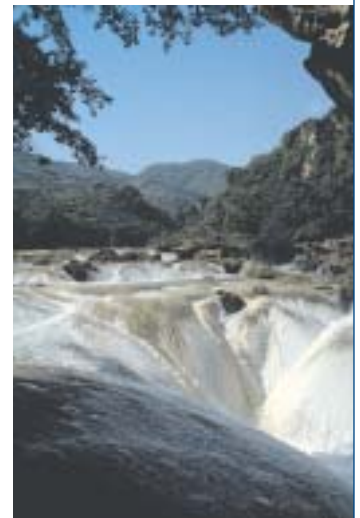
The Linkages in the Landscape and Seascape Workshop Stream of the Vth IUCN World Parks Congress has also noted that within an IRBM framework it is important to give particular consideration to protected areas within mountain regions to protect headwater integrity, and within forest ecosystems and agricultural landscape to minimise water pollution and land-based pollution of the coastal and marine environments.

River basin management bodies, especially in the context of transboundary lake and river basins, are acknowledged as valuable mechanisms for achieving implementation of IRBM.

Therefore, PARTICIPANTS in the Workshop Stream on Linkages in the Landscape and Seascape at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September 2003):

NOTING that the World Parks Congress is being held in the International Year of Freshwater, and shortly after the 3rd World Water Forum:

1. CALL UPON governments, non-governmental organisations, the scientific community, private sector, local and indigenous communities and civil society to:
 - a. UNDERTAKE systematic assessments of the development benefits of freshwater protected areas, especially economic valuations, as justifications for greater commitment of resources to their maintenance and enhancement;
 - b. SUPPORT the establishment and implementation of IRBM in which networks of protected areas and regimes of protection are a key development strategy;
 - c. ADOPT the new proposed Programme of Work on inland water ecosystems under the CBD (as endorsed by the CBD's Subsidiary Body on Scientific, Technical and Technological Advice), and to vigorously pursue the goal of this new Programme of Work: "To establish and maintain comprehensive, adequate and representative systems of protected inland water ecosystems with the framework of integrated catchment/watershed/river basin management";
 - d. APPLY, within IRBM frameworks, the ecosystem approach of the CBD, the principles of sustainability and equitable sharing of resources, and the Comprehensive Options Assessment of the World Commission on Dams;
 - e. INCLUDE, as part of IRBM-based protected area systems, consideration of mountain, forest, agricultural, dry and sub-humid lands, inland waters (including sub-surface waters) and coastal ecosystems, as defined under the CBD;
 - f. PURSUE actions to establish new environmental policies, or more rigorously enforce existing policies, that explicitly protect the ecological integrity of freshwater ecosystems, particularly the protected areas they contain;
 - g. REVIEW conflicting economic, social and environmental policy instruments that operate against or impede the implementation of IRBM within each country, and take the necessary steps to develop cohesion between these instruments;
 - h. IMPLEMENT mechanisms to harmonise implementation of international environmental conventions and associated national policy and strategies relating to biodiversity conservation and sustainable use of natural resources; and



IUCN / Jim Thorsell

- i. GIVE PRIORITY to achieving the Ramsar Convention's vision "To develop and maintain an international network of wetlands [inland water ecosystems] which are important for the conservation of global biological diversity and for sustaining human life through the ecological and hydrological functions they perform" and the associated targets of reaching 250 million hectares and 2000 Ramsar sites by the end of 2010, and, also pursue the expansion of the network to include representative examples of all aquatic ecosystem types designated within the Ramsar strategic prioritisation framework;
2. REQUEST the United Nations to extend the Year of Freshwater (2003) to become a Decade of Freshwater, in recognition of the global water crisis, and for systematic protected area establishment to be a pillar of these global efforts;
3. URGE that where river basins or inland water ecosystems are shared between two or more countries, governments, non-governmental organisations, the private sector, local and indigenous communities and civil society PROMOTE:
 - a. Transboundary declarations of protected areas under an appropriate international instrument (World Heritage, Ramsar Convention, Man and the Biosphere, etc.);
 - b. Strengthening of existing lake or river basin management entities and strategies, and establishment of new entities and strategies, to promote the conservation of biological diversity and the peaceful and equitable sharing of water resources; and
 - c. Achievement of the target of IRBM operating within at least 50 international lake and river basins by 2010;
4. ENCOURAGE multilateral environmental agreements on protected areas, biodiversity conservation and sustainable use to continue, and intensify their current efforts to harmonise the development of approaches and tools to guide Parties on the development and maintenance of protected area systems, including the River Basin Initiative supported jointly by CBD and the Ramsar Convention;
5. CALL UPON IUCN, working with governments, other non-governmental organisations, local and indigenous communities and civil society to ensure adequate representation of threatened species from the freshwater biome on the IUCN Red List;
6. URGE IUCN to:
 - a. Work with the Parties and Scientific and Technical Review Panel of the Ramsar Convention to promote application of the IUCN Categories to the global network of over 1300 freshwater and coastal Wetlands of International Importance, noting that this network, the world's most extensive protected area system, includes sites that cover all the IUCN Categories; and
 - b. Foster collaborative approaches to the establishment and management of freshwater protected areas with relevant global bodies across sectors such as human health, water supply and drainage, agriculture, hydro power, etc;
7. REQUEST the IUCN World Commission on Protected Areas to report on progress with implementing this Recommendation at the next Ramsar Conference of Parties and at the VIth IUCN World Parks Congress.



WPC Recommendation V.32

Strategic Agenda for Communication, Education and Public Awareness for Protected Areas

Protected area agencies are facing external pressures from many other sectors as nations develop their infrastructure, agriculture, urbanisation, and industrialisation processes. Integrating protected areas planning and biodiversity conservation issues into the agenda of other sectors is still a major weakness in most nations.

Communicating the benefits of protected areas and their relation to the development agenda has become essential for overcoming this weakness. Used in a strategic way, communication provides a tool for managers to increase their effectiveness, and improve visibility and reputation of protected areas. Communication should be used to share the perceptions and knowledge about conservation and protected areas among stakeholders.

Communication enhances a sense of ownership and commitment, thus adopting the most appropriate policies, instruments, means of management and conflict resolution strategies.

Communication (standing for communication, education, public awareness and interpretation) strategies need to be further developed by governments, institutions, and communities to gain wider support for protected areas.



IUCN / Jim Thorsell

Therefore, PARTICIPANTS in the Workshop Stream on Building Broader Support for Protected Areas at the Vth IUCN World Congress in Durban, South Africa (8–17 September, 2003):

1. RECOMMEND that governments, conservation agencies, intergovernmental organisations, NGOs, local communities, civil society, protected area managers, educational institutions and other interested parties work towards a common agenda for communication for protected areas at local, national, regional and global levels, capitalising on the instruments and institutional experience and capacity, to increase and build on the impact of the *Durban Accord* and the *Durban Action Plan* resulting from the present Congress;
2. FURTHER RECOMMEND that governments, conservation agencies, intergovernmental organisations, NGOs, local communities, civil society, protected area managers, educational institutions and other interested parties:
 - a. INCORPORATE communication into the establishment of new protected areas and the management process of all protected areas from the beginning, especially in aspects related to policies and programme implementation as a cross-cutting, multi-disciplinary component;
 - b. INTEGRATE a multi-level (local, regional, national) communication strategy into all protected area management plans and practices;
 - c. ENSURE adequate funding for communication to be included in protected area budgets as well as agencies responsible for protected areas;
 - d. DEVELOP institutional capacity and professional skills for effective internal and external use of strategic communication by communication professionals, technical staff and stakeholders;

- e. SUPPORT protected area agencies to become learning organisations that have the management capacity to deal with external developments in a resilient and flexible manner;
- f. INCLUDE professional communicators as part of the management team and as key actors from the beginning of policy, management planning, and programme and project development;
- g. STRENGTHEN communication networks for knowledge exchange and professional development;
- h. IMPROVE relations with other sectors, at national, regional and local levels to create both informal and formal channels for bringing protected area issues into the operations and thinking of those sectors;
- i. DEVELOP a participatory approach to the public, communities that live in and around protected areas, visitors, and other stakeholders, empowering them to collaborate in protected area management;
- j. SUPPORT communication and media professionals and practitioners to better understand protected areas and their benefits by promoting field visits, training seminars and other learning mechanisms;
- k. RECOGNISE that communication must be research-based, monitored for effectiveness, evaluated for impact and linked to protected area objectives; and
- l. USE communication tools to build the capacity of local communities to promote sustainable use of biodiversity in the context of protected areas.



The Durban Accord

Our Global Commitment for People and Earth's Protected Areas

We, the 3000 participants of the Vth IUCN World Parks Congress, celebrate, voice concern and call for urgent action on protected areas. We bear witness to those places most inspirational and spiritual, most critical to the survival of species and ecosystems, most crucial in safeguarding food, air and water, most essential in stabilising climate, most unique in cultural and natural heritage and therefore most deserving of humankind's special care. We urge action for the benefit of protected areas so that their benefits may be conserved and equitably shared.

Who we are

We are a gathering of resource managers, scientists, politicians, ministers, civil servants, and industry leaders. We include leaders of non-governmental organisations – both large and small – of international bodies and grassroots groups. We include indigenous and mobile peoples and local communities. We are men and women of younger and older generations, hailing from major urban centres and small communities across 144 countries. We share experience from the Earth's wildest frontiers and its most degraded lands. We carry the voices of countless concerned people from every corner of the world.



The rapidly changing world

All around us we see profound transformations: climate change, fragmentation of landscapes and seascapes and the spread of invasive alien species. We see growing populations, globalisation, urbanisation, decentralisation, and rising demands for food, fibre, fuel and water. We see loss of biological and cultural diversity and failing ecosystems that serve as vital organs of the Earth. We see 3,000,000,000 people in poverty, gripped by daily struggles for survival. We see the changing faces of global and community leaders, often too burdened by societal demands to nurture Earth's life support systems.

A new paradigm for protected areas

In this changing world, we need a fresh and innovative approach to protected areas and their role in broader conservation and development agendas. This approach demands the maintenance and enhancement of our core conservation goals, equitably integrating them with the interests of all affected people. In this way, the synergy between conservation, the maintenance of life support systems and sustainable development is forged. We see protected areas as vital means to achieve this synergy efficiently and cost-effectively. We see protected areas as providers of benefits beyond boundaries – beyond their boundaries on a map, beyond the boundaries of nation states, across societies, genders and generations.



Cause for celebration

We celebrate the miracle of the diversity of nature and of cultures that possess the wealth, the wisdom and the knowledge to enable conservation and sustainable use.

We celebrate protected areas as places where we conserve biodiversity – for its inherent value, for its value as a public good and as a local livelihood resource.

We celebrate protected areas as providers of ecosystem goods and services, as irreplaceable sources of fresh water, fish stocks and flood protection, and as buffers against climate change.

We celebrate protected areas as refugia for life in the face of rapid, perhaps cataclysmic, ecological shifts.

We celebrate protected areas as contributors to poverty reduction and economic development and as creators and sustainers of livelihoods.

We celebrate protected areas as living classrooms – special places where people connect to their roots, where cultures, values and knowledge systems carry on through generations.

We celebrate protected areas as promoters of friendship and peace, as the common ground for nations that share in the proliferation of transboundary parks.

We celebrate one of the greatest collective land-use commitments in the history of humankind – a worldwide system of some 100,000 protected areas and a tripling of the world's protected areas over the last 20 years.

And we celebrate the conservation successes of local communities, indigenous peoples, governments, private individuals and voluntary organisations, and their efforts to make protected areas places of natural, cultural and spiritual convergence.

Cause for concern

We voice concern that many areas of irreplaceable and immediately threatened biological diversity have not yet been protected.

We voice concern that many places conserved over the ages by local communities, mobile and indigenous peoples are not given recognition, protection and support.

We voice concern that wild and natural areas outside of protected areas have shrunk by half in the last 20 years, and that biological diversity, in turn, is on the brink of mass extinction.

We voice concern that many proclaimed protected areas exist more on paper than in practice, especially in developing nations and in the marine realm.

We voice concern that while 11.5% of the world's land area now enjoys protection, less than 1% of the world's oceans, seas and coasts have protected status, exposing fisheries and rich storehouses of biodiversity to overexploitation.

We voice concern that freshwater ecosystems – natural reservoirs for a non-negotiable element for life on Earth – are largely unprotected.

We voice concern that protected areas are often islands in a sea of degradation, ignoring natural life lines drawn through river basins, migratory corridors and fertile ocean currents.

We voice concern that development plans do not include attention to protected areas.

We voice concern that many costs of protected areas are borne locally – particularly by poor communities – while benefits accrue globally and remain under-appreciated.

We voice concern that the availability of conservation funding is promoted in general, while such funding often proves inaccessible, and is sometimes misdirected, in practice.

We voice concern that perverse subsidies encourage overexploitation of resources in and around protected areas.

We voice concern that existing protected areas suffer an annual funding gap of some US\$2.5 billion, excluding additional resources required to expand and enhance protected area systems.

We voice concern that many protected area practitioners lack access to technology, knowledge, lessons learned and best-practice models for effective and adaptive management.

We voice concern that the capacity of our younger generations to participate in the new protected areas agenda is insufficient.

We voice concern that human-induced climate change threatens to reverse our past achievements and jeopardise future efforts and that the world has not started substantial reduction in greenhouse gas emissions.

We voice concern that we face a closing window of opportunity, that if we fail to act now we will miss our last chance to pass on our rich natural and cultural heritage to future generations.

Call for commitment and action

We urge commitment to the irreplaceable role of protected areas in the implementation of the Millennium Development Declaration, the Johannesburg Plan of Implementation, the Convention on Biological Diversity, the Convention to Combat Desertification, the Ramsar Convention on Wetlands, the World Heritage Convention and other global agreements.

We urge commitment to ensure that globalisation and trade agreements do not hinder the capacity of protected areas to achieve their core aims.

We urge commitment to establish and strengthen policy, legal and institutional frameworks for protected area systems that are accountable and transparent.

We urge commitment to expand and strengthen world-wide systems of protected areas, prioritised on the basis of imminent threats to biodiversity, natural and cultural heritage, and with special attention to marine and fresh-water ecosystems.

We urge commitment to safeguard representative ecosystems, habitats and species, so filling gaps in conserving the irreplaceable building blocks of Earth's natural order.



IUCN / Jim Thorsell

We urge commitment to build resilience into the selection, design and management of protected area networks, so insuring their survival in the face of human-induced climate change.

We urge commitment to mainstream protected areas within overall development agendas, engaging support from broad cross-sections of government, communities and the private sector.

We urge commitment to the mobilisation of financial and technical resources to implement the African Protected Area Initiative and the African Protected Area Trust Fund.

We urge commitment by extractive industries to fulfil their responsibilities for the careful stewardship of protected areas.

We urge commitment to the integral relationship of people with protected areas, fully incorporating the rights, interests and aspirations of both women and men.

We urge commitment to involve local communities, indigenous and mobile peoples in the creation, proclamation and management of protected areas.

We urge commitment to engage and enlist younger generations in the stewardship of protected areas, recognising that they have legitimate stakes in the future of those areas.

We urge commitment to ensuring that people who benefit from, or are impacted by, protected areas have the opportunity to participate in relevant decision-making on a fair and equitable basis in full respect of their human and social rights.

We urge commitment to protected area management that strives to reduce, and in no way exacerbates, poverty.

We urge commitment to protected area management that shares benefits with indigenous peoples, mobile peoples and local communities.

We urge commitment to innovation in protected area management, including adaptive, collaborative and co-management strategies.

We urge commitment to recognise, strengthen, protect and support community conservation areas.

We urge commitment to the provision of substantial additional financial, infrastructural and material resources for maintaining and enhancing protected area systems.

We urge commitment to the economic valuation of protected areas in recognition of their significance to local, national and global economies so as to motivate increased investment and funding.

We urge commitment to innovative and diversified income-generation strategies, thereby securing predictable financial returns for payment to the stewards of ecosystems goods and services.

We urge commitment to redirect perverse subsidies toward support mechanisms for protected areas.

We urge commitment to build the capacity of protected area managers, including through cutting-edge information services and technology transfer.

We urge commitment to value and use all protected area knowledge systems, whether scientific or traditionally based.

We urge commitment to communications and education to improve and broaden support for protected areas.

Our Pledge

Our strongest commitments will fail if we neglect to maintain avenues for open dialogue. Such dialogue thrives in a climate of humility, credibility and trust. Towards this end we pledge to facilitate understanding and collaboration. We pledge to engage and embrace all constituencies. We pledge to share our vision that a sustainable future for humankind depends on a caring partnership with nature. We pledge to bequeath protected areas, as a precious heritage, to future generations.



The Durban Action Plan

Revised Version, March 2004

This Action Plan is an edited version of the document which was reviewed and further developed by participants at the Vth IUCN World Parks Congress. Work on this document has involved inputs from a wide range of sources and extensive consultation before and at the Congress itself. The process has been led by a Durban Accord and Action Plan Working Group, chaired by Roger Crofts. Final editing of the document provisionally agreed at the Congress has been undertaken by Adrian Phillips, in consultation with Tim Jones and Roger Crofts.

Contents

| | |
|--|-----|
| Introduction | 225 |
| Outcome 1: Protected areas fulfil their full role in biodiversity conservation | 230 |
| Outcome 2: Protected areas make a full contribution to sustainable development | 236 |
| Outcome 3: A global system of protected areas, with links to surrounding landscapes and seascapes, is in place | 239 |
| Outcome 4: Protected areas are effectively managed, with reliable reporting on their management | 244 |
| Outcome 5: The rights of indigenous peoples, including mobile indigenous peoples, and local communities are secured in relation to natural resources and biodiversity conservation | 248 |
| Outcome 6: Younger generations are empowered in relation to protected areas | 252 |
| Outcome 7: Significantly greater support is secured for protected areas from other constituencies | 254 |
| Outcome 8: Improved forms of governance are in place | 257 |
| Outcome 9: Greatly increased financial resources are secured for protected areas | 259 |
| Outcome 10: Better communication and education are achieved on the role and benefits of protected areas | 262 |
| Implementation of the Action Plan | 264 |

IUCN / Jim Thorsell



Introduction

The Vth IUCN World Parks Congress marked a turning point for protected areas. It placed them at the centre of international efforts to conserve biodiversity and promote sustainable development. By taking as its theme ‘Benefits Beyond Boundaries’, the Congress recognised that protected areas cannot exist in isolation from the surrounding land and sea. Nor can they be managed without regard to the communities and economic activities within and around them. The Congress affirmed the immense value of protected areas to society, now and in the future. Finally, participants committed themselves to working with many partners to deliver a wider agenda for protected areas in the future.

Progress and challenges

There has been much progress since the IVth IUCN World Parks Congress in Caracas in 1992, but much more remains to be done. The ‘balance sheet’ as it was in 2003 is set out in Box 1 on page 227.

Call to action

The world urgently needs an ecologically representative, effectively managed, global network of protected areas. Without this, society will miss out on the many benefits that protected areas can bring, the chances of alleviating poverty will be reduced and the inheritance of future generations will be greatly diminished.

In the past, the protected areas community has not sufficiently engaged with its many potential allies. It now needs to reach out to the wider community of interests that can benefit from the existence of well-managed protected areas. The need to make those connections is the underlying message of *The Durban Accord: Our Global Commitment for People and Earth’s Protected Areas*. The Accord establishes a new paradigm for protected areas, and issues a call for commitment and action from everyone involved in and affected by protected areas. The accord is supported by the *Message to the Convention on Biological Diversity* also adopted in Durban.

To realise the goals of the *Accord*, action involving many stakeholders is needed at global, regional, national and local levels. This in turn requires that targets are set and progress is monitored and reported upon. The *Durban Action Plan* sets out the required targets and action. The leadership of IUCN, and particularly the members of its World Commission on Protected Areas, will be vital in translating the plan into reality.

Glossary of abbreviations and acronyms

| | |
|---------|---|
| CBD | Convention on Biological Diversity |
| CEESP | Commission on Environmental, Economic and Social Policy |
| CEL | Commission on Environmental Law |
| CITES | Convention on International Trade in Endangered Species of Wild Fauna and Flora |
| COP | Conference of Parties |
| GEF | Global Environment Facility |
| IUCN | The World Conservation Union |
| MPA | Marine protected area |
| NEPAD | New Partnership for African Development |
| SBSTTA | Subsidiary Body on Scientific, Technical and Technological Advice |
| TILCEPA | Theme on Indigenous and Local Communities, Equity and Protected Areas |
| UNESCO | United Nations Educational, Scientific and Cultural Organisation |
| WCPA | World Commission on Protected Areas |
| WDPA | World Database on Protected Areas |
| WSSD | World Summit on Sustainable Development |

The *Durban Action Plan* is for all who are engaged in, or whose activities affect, protected areas in any way, whether or not they attended the Congress. While the plan is not an intergovernmental document, it is the outcome of a unique international gathering of people and interests drawn from many sectors and every part of the world. It does not attempt to offer a detailed prescription for all nations and all protected areas, but nonetheless provides a checklist of the activities needed to increase the benefits of protected areas to society and to improve their coverage and management. Most importantly, it is intended to bring about action.

Action Plan layout

The *Durban Action Plan* is organised around ten desired outcomes and related targets, broadly reflecting the main themes of the Congress. Under each outcome, it identifies the required levels of action. Most of the recommendations endorsed by participants at workshops at the World Parks Congress are cross-referenced as footnotes.

Outcomes

There are two overarching outcomes that the plan aims to bring about:

- 1. Protected areas fulfil their full role in biodiversity conservation.**
- 2. Protected areas make a full contribution to sustainable development.**

The plan aims to bring about eight further outcomes:

- 3. A global system of protected areas, with links to surrounding landscapes and seascapes, is in place.**
- 4. Protected areas are effectively managed, with reliable reporting on their management.**
- 5. The rights of indigenous peoples, including mobile indigenous peoples, and local communities are secured in relation to natural resources and biodiversity conservation.**
- 6. Younger generations are empowered in relation to protected areas.**
- 7. Significantly greater support is secured for protected areas from other constituencies.**
- 8. Improved forms of governance are in place.**
- 9. Greatly increased financial resources are secured for protected areas.**
- 10. Better communication and education are achieved on the role and benefits of protected areas.**

Targets

Targets in the Action Plan are of two kinds: 15 main targets, and a larger number of supporting targets. One or more main targets are set out under each outcome: they are consistent with targets agreed to at the World Summit on Sustainable Development and by the Parties to the Convention on Biological Diversity, and are intended for achievement by the time of the next IUCN World Parks Congress. They are summarised in Box 2. Supporting targets are found throughout the document and have a variety of end dates.

In order to assess progress towards each of these main targets, IUCN should develop a set of performance indicators and regularly review these over the next ten years.

Levels of action

As far as possible, there is a discrete list of recommended actions under each of the ten outcomes listed above, which are designed to achieve the targets. However, some overlap and duplication is unavoidable, especially between some of the actions listed under Outcomes 1 and 2 and those listed under later outcomes.

The levels of action, which the plan aims to bring about, are:

- ❑ International action at intergovernmental level through UN and other international institutions, and through conventions, treaties and other agreements;
- ❑ Regional action at intergovernmental level through various regional conventions and other arrangements;
- ❑ National action by governments and other interests;
- ❑ Local action by devolved administrations and civil society; and
- ❑ Protected area authority action by protected area authorities⁶ and other organisations with responsibility for protected areas planning and management.

Box 1 – Protected Areas: The Balance Sheet in 2003

The good news...

- ❑ The number of protected areas and their total extent have more than doubled since 1992. There are now over 100,000 protected areas covering 18.8 million km² of the globe – or 17.1 million km² (11.5%) of the Earth's *land* surface.
- ❑ Protected areas are recognised as central in the implementation of the Convention on Biological Diversity, and the management of many protected areas has been reinforced through the World Heritage Convention, the Ramsar Convention and other global and regional programmes.
- ❑ Regional and national protected area action plans are being implemented in many parts of the world.
- ❑ Much work has been undertaken to improve the effectiveness of protected area management.
- ❑ Significant new funds have been directed towards protected areas, e.g. through the Global Environment Facility and the United Nations Fund.
- ❑ Indigenous peoples, including mobile indigenous peoples, and local communities are becoming increasingly engaged in planning and managing protected areas. The value of many traditional forms of governance is being recognised, as is the contribution from traditional forms of scientific knowledge.
- ❑ The contribution that many other sectors can make to protected areas is better recognised, especially that of the private sector, NGOs and devolved tiers of government.
- ❑ Many protected areas have been linked in major regional initiatives involving ecological networks and corridors, and bioregions.
- ❑ A number of protected areas have been successfully linked across international boundaries, and in some cases have made a significant contribution to peace.



⁶ Unless otherwise indicated or implied, the term 'protected area authorities' includes the full range of organisations who may be managing or co-managing protected areas, including government at all levels from national to local, the private sector, indigenous peoples and local communities.

and the bad news...

- ❑ Most development takes place without regard to the *sustainable* use and careful management of natural resources and natural processes.
- ❑ High levels of poverty persist, which can result in the degradation of natural resources.
- ❑ Climate change is the overarching threat to the world's biodiversity and is already having an effect on species and habitats, the functioning of landscapes and ecosystems, and the integrity of many protected areas.
- ❑ There are major gaps in the global system of protected areas – many freshwater systems and the High Seas, are largely unprotected, and many other unique and/or highly threatened habitats require protection.
- ❑ Damage and fragmentation are occurring to species, habitats and landscapes, and to the natural systems and processes, and the cultural diversity, on which they depend.
- ❑ Freshwater flows and quality are declining as a result of diversion, dams and other barriers, agricultural runoff, and pollution.
- ❑ Rising demand for wild animals and plants, and their products, threatens not only rare and endangered species but also formerly common ones, even in protected areas.
- ❑ Alien invasive species are having an increasingly negative impact on native species.
- ❑ Under-investment by governments throughout the world means that protected areas often fail to meet their conservation and social objectives.
- ❑ The resources available for protected areas are insufficient to meet the needs of professional management, particularly in developing countries.
- ❑ Subsidies and other financial instruments and institutional arrangements often have perverse effects on biodiversity and protected areas.
- ❑ Many protected areas exist only on paper, and lack effective protection and management.
- ❑ Protected areas are needed in regions falling outside national jurisdiction or under the competence of intergovernmental bodies, notably the Antarctic and the High Seas.
- ❑ The costs and benefits of maintaining protected areas are not equitably shared. Often local communities bear most of the costs but receive few of the benefits, while society as a whole gains the benefits but bears few of the costs.
- ❑ Too few protected areas are linked into development planning, land use and other resource-management decision-making systems beyond their boundaries.
- ❑ There is little recognition of the crucial role that protected areas can play in achieving sustainable development; many stakeholders see protected areas as barriers to their activities and aspirations.
- ❑ Many protected areas are isolated from each other, and the external ecological linkages upon which they depend often have no legal protection.
- ❑ The human, social and economic costs of the HIV/AIDS pandemic are starting to affect protected area development and biodiversity conservation in many developing countries.
- ❑ Indigenous peoples, including mobile indigenous peoples, local communities, young people, ethnic groups, women and other civil society interest groups are not yet sufficiently engaged in the identification and management of protected areas.
- ❑ In many countries, protected areas lack broad public support and their management is not based upon a set of widely shared values, principles and objectives.



IUCN / Jim Thorsell

At each of these levels action will be needed through multi-stakeholder partnerships and cooperation between governmental, statutory, private, not-for-profit, community, civil society and business interests.

In addition, IUCN-led or IUCN-promoted action is identified, and the lead within the Union is nominated. Based on this, more detailed implementation plans should be developed by IUCN for action by the Secretariat, Commissions and members. These proposed actions should be incorporated in the Intersessional Programme (2005–2008) to be adopted by IUCN at the 3rd World Conservation Congress in Bangkok (November 2004).

Implementation

The *Durban Action Plan* concludes with a section that draws together the main points about implementation.

Box 2 – 15 Targets to be Achieved by the Time of the VIth IUCN World Parks Congress

1. A significantly strengthened role for protected areas in implementing the Convention on Biological Diversity.
2. All sites whose biodiversity values are of outstanding universal value are inscribed on the World Heritage List.
3. The management of all protected areas is reviewed so that they help alleviate poverty, and do not exacerbate it.
4. A system of protected areas representing all the world's ecosystems is in place.
5. All protected areas are linked into wider ecological/environmental systems of resource management and protection on land and at sea.
6. All protected areas have effective management systems in place.
7. All protected areas have effective management capacity.
8. All existing and future protected areas are established and managed in full compliance with the rights of indigenous peoples, including mobile indigenous peoples, and local communities.
9. The management of all relevant protected areas involves representatives chosen by indigenous peoples, including mobile indigenous peoples, and local communities proportionate to their rights and interests.
10. Participatory mechanisms for the restitution of indigenous peoples' traditional lands and territories that were incorporated in protected areas without their free and informed consent are established and implemented.
11. There is a significantly greater participation of younger people in the governance and management of protected areas.
12. Programmes of support for protected areas are achieved among all major stakeholder constituencies.
13. Effective systems of governance are implemented by all countries.
14. Sufficient resources are secured to identify, establish and meet the recurrent operating costs of a globally representative system of protected areas.
15. All national systems of protected areas are supported by communication and education strategies.



Outcome 1

Protected areas fulfil their full role in biodiversity conservation

Biological diversity has economic, cultural, aesthetic, spiritual and intrinsic values. Its effective conservation requires a complete global representation of protected areas within each ecoregion. Priority should go to filling gaps in the global protected area system with new protected areas and more effective management of existing protected areas. There is an urgent need for action where species and habitats are irreplaceable or face imminent threat. To reduce the rate of loss of biological diversity, an effective network of protected areas should be based on an adequate understanding of the distribution of species, habitats, ecosystems and ecological processes across all scales. This requires systematic conservation plans and decision-support tools.

Over the past 30 years or more, the international community has adopted a number of measures to support national action for biodiversity conservation. The most important are the CBD and the Convention Concerning the Protection of the World Cultural and Natural Heritage (World Heritage Convention), which are the main focuses of recommended action below. Other important measures include the Convention on the Conservation of Migratory Species of Wild Animals (Bonn Convention), the Convention on International Trade in Endangered Species of Wild Fauna and Flora, and the Ramsar Convention on Wetlands, along with many regional agreements.

More recently, the 6th Conference of the Parties to the CBD (CBD COP6) set an ambitious goal of achieving “by 2010 a significant reduction of the current rate of biodiversity loss at the global, regional and national level as a contribution to poverty alleviation and to the benefit of all life on earth”. This goal was reiterated in the Johannesburg Plan of Implementation adopted at the WSSD in 2002. The WSSD also endorsed the creation of a representative network of marine protected areas by 2012, a key contribution to the 2010 target.

All these agreements, and related national action, are supported by the World Database on Protected Areas, which is maintained by the UNEP/World Conservation Monitoring Centre with the support of the WDPA Consortium.

Main Target 1 – The Convention on Biological Diversity adopts a work programme in 2004 on protected areas that significantly strengthens their role under the Convention by the time of the next IUCN World Parks Congress

The CBD recognises the importance of *in situ* biodiversity conservation through the establishment of protected areas. They are essential to the achievement of all three objectives of the CBD – objectives that are in turn critical to sustainable development. CBD COP7 in 2004 will give special attention to protected areas. This provides an important opportunity to take action towards achieving internationally agreed biodiversity targets and objectives. These include the targets already adopted by COP6.

The Vth IUCN World Parks Congress adopted a *Message to the Convention on Biological Diversity* as well as a *Recommendation V.4: Building Comprehensive and Effective Protected Area Systems*. Both contain targets and other required action for the attention of the CBD COP7, and which are directly relevant to Main Target 1. This section of the *Durban Action Plan* draws on those products.

International action

The Conference of the Parties to the CBD should consider the following actions:

- ❑ Adopt the supporting target of maximising representation of biodiversity through a global, representative and effectively managed system of protected areas, to be represented in all ecoregions by 2012. This should: (i) include viable representations of every terrestrial, freshwater and marine ecosystem; (ii) focus especially on threatened and under-protected ecosystems; and (iii) safeguard those species that qualify as globally threatened with extinction under the IUCN criteria. Creating such a system will require the adoption of the ecosystem and species-related targets set out in Box 3.
- ❑ Adopt a supporting target to implement a strong, comprehensive and sustainable programme of capacity building in relation to protected areas by 2005, including an implementation support mechanism.
- ❑ Adopt a supporting target to require information on management effectiveness to be included in the national reporting process by 2008 and request the Secretariat to distribute this information.
- ❑ Work with Contracting Parties to develop assessment systems for management effectiveness, to be applied as an initial supporting target to 10% of all protected areas by 2010.
- ❑ Provide new and additional financial and technical resources to developing countries, noting that the Vth IUCN World Parks Congress identified that US\$25 billion in additional annual support was required to establish and maintain an effective global system of protected areas.

Box 3 – Ecosystem and Species-related Supporting Targets

Ecosystem-related supporting targets

- ❑ Develop a common global framework for classifying and assessing the status of ecosystems by 2006.
- ❑ Identify quantitative targets for each ecosystem type by 2008.
- ❑ Ensure that, by 2006, protected area systems adequately cover all large, intact ecosystems that hold globally significant assemblages of species and/or provide ecosystem services and processes.
- ❑ Ensure that viable representations of every threatened or under-protected ecosystem are conserved by 2010.
- ❑ Ensure an increase in the coverage of freshwater ecosystems by protected areas (as proposed by CBD Recommendation VIII/2) by 2012.
- ❑ Secure a representative network of marine protected areas by 2012, as called for in the WSSD Plan of Implementation.

Species-related supporting targets

- ❑ Ensure that all Critically Endangered and Endangered species globally confined to single sites are effectively conserved *in situ* by 2006.
- ❑ Ensure that all other globally Critically Endangered and Endangered species are effectively conserved *in situ* by 2008.
- ❑ Ensure that all other globally threatened species are effectively conserved *in situ* by 2010.
- ❑ Ensure that sites that support internationally important populations of species that congregate and/or have restricted-range species are effectively conserved by 2010.

- ❑ Request the Global Environment Facility to commit a substantial increase in funding for protected areas in its next replenishment.
- ❑ Recognise the diversity of protected area governance approaches, such as Community Conserved Areas,⁷ indigenous conservation areas and private protected areas, and encourage Parties to support this diversity.
- ❑ Promote the adoption of good governance principles among Contracting Parties in relation to protected areas, such as the rule of law, participatory decision-making, mechanisms for accountability and equitable dispute-resolution institutions and procedures.
- ❑ Identify and encourage policy reforms by Contracting Parties in order to provide a supportive enabling environment for more effective management of protected area systems, and the sustainable use of biological resources in their surrounding landscapes and seascapes.
- ❑ Ensure that indigenous and mobile peoples and local communities fully participate in the establishment and management of protected areas and that mechanisms are put in place to guarantee that they share in the benefits arising from these areas.
- ❑ Promote synergies between the CBD and other global agreements and processes such as the World Heritage Convention, CITES, the Ramsar Convention and the Convention on Migratory Species, as well as regional initiatives.
- ❑ Consider the IUCN Protected Areas Management Category system to be the common language that facilitates assessments of, and reporting on, protected area management (including on the Millennium Development Goal on Environmental Sustainability), and a baseline against which standards and indicators can be developed.
- ❑ Encourage Contracting Parties to provide complete, precise and timely reports of their protected area information on an annual basis through the WDPA.
- ❑ Take action to establish marine protected areas outside national jurisdiction, such as on the High Seas and in the Antarctic.

To promote these and other actions, the CBD COP should:

- ❑ Adopt a rigorous programme of work on protected areas that responds to the needs identified by the Vth IUCN World Parks Congress, as a contribution to meeting the WSSD 2010 target, and commit to its implementation.
- ❑ Establish effective means of monitoring and assessing the implementation of the proposed CBD Programme of Work on protected areas, and – if assessment indicates that the progress is not adequate – consider adopting more demanding measures to ensure that protected areas can contribute most effectively to meeting the 2010 target.
- ❑ Request the consortium of institutions responsible for maintaining and managing the WDPA to continue the process of enhancing the quality of data, and making these publicly available and accessible.

Regional action

The CBD COP should work with Contracting Parties at the national and local level so as to work towards the achievement of the supporting targets set out above, and in particular encourage Contracting Parties to collaborate at the regional level in:

- ❑ The development of regional action plans to implement the CBD Programme of Work on protected areas proposed above, so as to ensure representative coverage and effective management of protected areas on each continent.
- ❑ The establishment of transboundary initiatives (for example, transboundary protected areas, and international programmes, networks and initiatives in support of their development) and

⁷ Reflecting the new paradigm for protected areas that is represented by this Action Plan, Community Conserved Areas, indigenous conservation areas, and private protected areas are regarded as protected areas whenever they meet the IUCN and CBD definitions of a protected area.

multinational biological corridor programmes (for example, the Mesoamerican Biological Corridor).

- ❑ The incorporation of protected area systems into integrated programmes for the management of river basins shared by more than one state.
- ❑ Supporting regional agreements for environmental conservation (for example, the African Convention on the Conservation of Nature and Natural Resources).

National and local action

The CBD COP should work with Contracting Parties at the national and local level towards the achievement of the supporting targets set out above, and in particular:

- ❑ Apply systematic conservation planning tools, using information on species, habitats and ecological processes, to identify gaps in the existing national protected area systems; and use these to help select new protected areas at the national level.
- ❑ Use zoning and other management planning processes to assist in designing and enhancing comprehensive protected area networks.
- ❑ Develop and implement innovative plans and legislation, involving all stakeholders, to conserve biodiversity and ecological processes effectively under various systems of land and resource ownership and usage rights, and across national boundaries.
- ❑ Establish an international network of training organisations involved in capacity building, under the proposed CBD Programme of Work on protected areas.
- ❑ Enhance the coverage of protected areas by including community conservation areas, community managed areas, and private and indigenous community reserves within national protected area systems where these areas meet the IUCN and CBD definitions of a protected area.
- ❑ Ensure that further work towards building comprehensive protected areas systems takes full account of the rights, interests and aspirations of indigenous peoples, as well as of their desire to see their lands, territories and resources protected for their own social and cultural survival.
- ❑ Promote the socio-economic and cultural benefits of protected areas to foster support for the expansion of national networks of protected areas.
- ❑ Include within national and local biodiversity plans recognition of the contribution that protected areas make to achieving all three CBD objectives and their part in meeting targets which help to measure progress in respect of these.

The CBD COP should also call on:

- ❑ Governments, local authorities, donors and development assistance agencies, the private sector, and other stakeholders to provide financial support for: (i) the strategic expansion of the global network of protected areas; (ii) the effective management of existing protected areas; and (iii) compensation for any costs borne by local communities.
- ❑ The private sector to adopt best practices that do not threaten, compromise or thwart the achievement of the above targets and assist in the establishment of a network of protected areas.
- ❑ Governments to use other international instruments, such as the World Heritage Convention and the Ramsar Convention on Wetlands, to enhance the protection given to protected areas.
- ❑ Governments to pass domestic legislation to implement their convention obligations, with a view to achieving the supporting targets outlined above.

Finally, the CBD COP should:

- ❑ Develop measures appropriate to each CBD Contracting Party to help it implement the proposed CBD Programme of Work on protected areas and monitor progress in achieving agreed targets.

- ❑ Establish, in support of the proposed CBD Programme of Work on protected areas, an effective mechanism to measure progress towards the achievement of the above-mentioned supporting targets, and ensure the provision of adequate financing to support this, in accordance with Articles 8(m) and 20 of the CBD.

Protected area authority action

- ❑ Within their capacity and resources, to implement the measures agreed on in the proposed CBD Programme of Work on protected areas and share relevant experience.

IUCN-promoted action on the CBD

Action: provide support and policy advice to the CBD, including the COP, the Subsidiary Body on Scientific, Technical and Technological Advice and the Secretariat of the Convention, on implementation of Article 8 of the CBD and the development of the proposed CBD Programme of Work on protected areas. *Lead: IUCN Secretariat.*

Action: support Contracting Parties in the implementation of the proposed CBD Programme of Work on protected areas. *Lead: IUCN Regional Offices and WCPA Regions.*

Action: provide expertise to CBD COP, SBSTTA, Secretariat and Contracting Parties on protected area coverage, establishment and management, and the monitoring of achievements. *Lead: IUCN Secretariat.*

Main Target 2 – All sites whose biodiversity values are of outstanding universal value are inscribed on the World Heritage List by the time of the next IUCN World Parks Congress

The World Heritage Convention protects the world's cultural and natural heritage of outstanding universal value. There are currently 149 natural, 582 cultural and 23 mixed sites. However, attainment of the Convention's full potential and coverage requires: (i) identification and nomination of remaining sites that meet the criteria for World Heritage status, notwithstanding intergovernmental jurisdiction disputes; (ii) capacity building and effective management, especially for World Heritage sites in Danger; (iii) priority in resource allocation; (iv) broader support; and (v) the complete avoidance of World Heritage sites by the minerals, and energy sectors, and the highest level of respect of such areas by other sectors.⁸

International action

The World Heritage Committee should give priority to achieving:

- ❑ Complete knowledge of potential World Heritage properties with important natural values around the world, including the world's key terrestrial, freshwater and marine biomes of outstanding universal value, leading to a comprehensive assessment of potential World Heritage properties.
- ❑ The identification of global and regional physiographic, natural and cultural phenomena – including World Heritage Routes. These will serve as the large-scale multinational frameworks to be used in support of the nomination of national, serial and transboundary World Heritage properties, as well for other protected areas.
- ❑ Assessment of the recurrent costs required to manage all World Heritage properties.
- ❑ Greater international cooperation to assist developing countries in obtaining technical and financial support to nominate World Heritage properties of outstanding universal value, to

⁸ See also *Recommendation V.21* of the Vth IUCN World Parks Congress.

manage them effectively, to enhance national capacity and to strengthen institutions.

- ❑ Better international, regional, national and site-based synergies and integration with other international conventions dealing with biodiversity and protected areas, in particular the CBD and the Ramsar Convention on Wetlands. Priority should be focused on mobilising resources and technical support.
- ❑ Development of improved mechanisms and guidelines for reactive monitoring, including response through World Heritage in Danger listing.
- ❑ Adoption and implementation of a Global Training Strategy for World Heritage site managers.



Regional action

The World Heritage Committee should encourage:

- ❑ The development of regionally harmonised tentative lists of potential World Heritage properties with natural and mixed values.

National and local action

The World Heritage Committee should work with States Parties to the Convention to:

- ❑ Prepare national policies and legislation for the protection of World Heritage properties.
- ❑ Increase World Heritage education and awareness measures.

Protected area authority action

The World Heritage Committee and national agencies should work with World Heritage site management authorities to:

- ❑ Seek the necessary skills and resources to improve management effectiveness of World Heritage properties with natural and mixed values.
- ❑ Establish public, private and community partnerships for the benefit of local communities affected by World Heritage properties.

IUCN-promoted action on the World Heritage Convention

Action: provide technical support to the World Heritage Committee and the UNESCO World Heritage Centre to achieve a thorough knowledge of the world's remaining potential World Heritage properties with natural or mixed values. *Lead: IUCN Secretariat and WCPA.*

Action: agree a revised global scheme of biogeographical subdivisions as a basis for reviewing gaps in World Heritage coverage (and that of other protected areas). *Lead: WCPA Building the Global System Theme.*

Action: make expertise available to improve mechanisms and guidelines for reactive monitoring and World Heritage in Danger listing. *Lead: IUCN Secretariat and WCPA.*

Action: provide advice and expertise on all aspects of the identification, evaluation, management and monitoring of World Heritage sites; also on capacity building. *Lead: IUCN Secretariat and WCPA.*



Outcome 2

Protected areas make a full contribution to sustainable development

Though the contribution of protected areas is often overlooked, they were an essential component of the environmental, social and economic agendas agreed at the Earth Summit in Rio in 1992 and further developed at the WSSD in Johannesburg in 2002. Thus, protected areas can contribute significantly to poverty alleviation, especially as many protected areas in developing countries exist side-by-side with indigenous peoples and poor rural communities who have least access to health, education and other services.

However, such communities are often adversely affected by the presence of protected areas; for example, they may lose access to resources which they have used in the past, or suffer from the behaviour of wildlife. It is important to correct situations where the burden of protected areas falls on indigenous peoples and local communities, and the benefits accrue at national and global levels. Expanding the scale of action from local to national and regional levels has the potential to reduce poverty and deliver greater social benefits at lower cost, and with greater benefits to conservation.

Equity demands that improvements to human welfare, in both material and other ways, should be promoted alongside more effective protected area management. In particular, employment opportunities through sustainable utilisation of natural resources – for instance, environmentally sensitive tourism, sustainable coastal fisheries and water resource management – should be realised. The purpose of this part of the *Durban Action Plan* is to encourage action that ensures that protected areas contribute to the alleviation of poverty and do not exacerbate it.⁹

Main Target 3 – By the time of the next IUCN World Parks Congress, the management of all protected areas is reviewed to ensure that they help alleviate poverty, and do not exacerbate it

International action

The relevant UN institutions along with the member organisations internationally, regionally and nationally should work together to achieve the following action:

- ❑ Focus on the fulfilment of the Millennium Development Goals and the outcomes of WSSD, especially the targets relating to the combined achievement of poverty alleviation and reduced loss of biodiversity.
- ❑ Recognise the role that protected areas can play in the social, economic and environmental components of sustainable development, and stimulate, through leadership and financial support, the integrated and mutually reinforcing approaches of the three components. In particular, there should be greater recognition of the role of protected areas in watershed management, forest land restoration, the provision of safe drinking water and the integrated management of marine resources from coasts to open oceans.
- ❑ Develop the means to capture the economic values of protected areas, so that these areas can better contribute to sustainable development and secure the resources needed to support their ongoing protection.

⁹ See also *Recommendation V.29* of the Vth IUCN World Parks Congress.

- ❑ Ensure, through the design of Millennium Development Goal delivery mechanisms (especially the Task Forces of the UN Millennium Project), that a robust framework is in place to integrate management of all biologically significant areas with development processes at all scales.
- ❑ Support the New Partnership for African Development Environmental Initiative through the implementation of the *Durban Consensus on African Protected Areas for the New Millennium*.
- ❑ Explore the means by which protected areas can contribute to, and be served by, Integrated Water Resource Management Plans mandated by the WSSD.

National and local action

- ❑ As part of national and local planning frameworks and action programmes, develop schemes for protected areas which avoid increasing poverty and help in its alleviation; and which encourage changes in patterns of production and consumption towards greater sustainability. Action should support the role that protected areas can play as places for protecting and managing natural resources for social and economic development, especially by encouraging the wider use of payments for environmental services from protected areas (for example, in the provision of safe drinking water supplies in a cost-effective and environmentally sustainable way; or for their role as potential sources of sustainable supplies of food).
- ❑ Introduce methods to recognise the total value of protected areas to economic activity, social well-being, and environmental goods and services.
- ❑ Develop economic instruments to achieve sustainable development benefits from protected areas.
- ❑ Include Poverty Reduction Strategy processes as part of the regular planning and management of protected areas.
- ❑ Eliminate resettlement of indigenous peoples and local communities, and the enforced settlement of mobile indigenous peoples, without prior informed consent.
- ❑ Avoid conservation actions which cause or increase impoverishment, including cultural impoverishment.
- ❑ Work with businesses, protected area agencies and the voluntary sector to develop cross-sectoral approaches to sustainable development, in which protected areas are key components in regional and national sustainable development programmes.
- ❑ Adopt multi-sectoral approaches to capacity building and securing resources so as to support the role of protected areas in poverty alleviation and community development; the outcome should be integrated approaches where resources for other sectors complement, rather than conflict with, those used for biodiversity conservation.
- ❑ Integrate protected area management into wider development plans, and ensure that human population concerns are taken into account in protected area planning and management.
- ❑ Recognise that the HIV/AIDS pandemic is accelerating the unsustainable use of natural resources, and promote alternatives for the livelihoods of affected communities, including sustainable natural resource-based enterprises.
- ❑ Take action to prevent or mitigate human/wildlife conflicts in and around protected areas, including through the establishment of fora and support mechanisms to share lessons and strengthen skills in the management of such problems.¹⁰

Protected area authority action

- ❑ Develop strategies and actions to promote the role of protected areas in: (i) mitigating disasters, such as floods, droughts, and marine and freshwater pollution; (ii) the creation of jobs and incomes for the local area; (iii) stimulating the ecologically sustainable use of renewable resources; and (iv) empowering local communities through active participation.

¹⁰ See also *Recommendation V.20* of Vth IUCN World Parks Congress.

- ❑ Review all policies and legal systems, including those dealing with protected area tenure, finance, private sector investment and institutional arrangements, that either work against, or could be adopted to encourage, sustainability.

IUCN-promoted action on sustainable development

Action: develop and disseminate best practice on how protected areas can contribute to poverty alleviation, especially in the fields of water resource management and human-wildlife conflict.

Lead: WCPA/CEESP Theme on Indigenous and Local Communities, Equity and Protected Areas and CEESP Theme on Sustainable Livelihoods.

Action: develop programmes to enhance and demonstrate protected areas' contribution to poverty alleviation through: disaster prevention in relation to floods, droughts and landslides; the promotion of environmentally sustainable forms of tourism involving surrounding communities; and the use of renewable energy sources. *Lead: WCPA Equity and Peoples Theme, and CEESP Theme on Environment and Security and Theme on Sustainable Livelihoods.*

Action: develop and promote guidelines on IUCN Protected Area Management Category VI, to complement those recently completed for Category V, showing how this Category is potentially well suited to support sustainable development objectives. *Lead: new WCPA Task Force on Category VI.*



IUCN / Jim Thorsell

Action: encourage the use of protected areas to demonstrate more ecologically sustainable forms of production and consumption by:

- ❑ identifying the limits of natural systems and their carrying capacity for different activities, both within and outside protected areas, through the application of scientific and traditional knowledge;
- ❑ developing methodologies for internalising the costs of production and consumption, and measuring outcomes; and
- ❑ promoting policy and action in support of changed patterns of production and consumption.

Lead: IUCN Secretariat.

Action: encourage the protection and sustainable management of the natural resource base of economic and social development by supporting:

- ❑ the development of resource-management programmes at appropriate scales, including areas beyond protected area boundaries;
- ❑ the introduction of methods for identifying the total value of protected areas to society;
- ❑ the application of traditional and other knowledge in the environmentally sustainable use and management of natural resources. Action should focus on agriculture, forestry, fisheries, tourism and mineral resources;
- ❑ actions that contribute to reduction in global warming;
- ❑ greater scientific understanding of resource management and the development of risk-assessment measures, including application of the Precautionary Principle; and
- ❑ developing, implementing and helping to fund programmes that address conflict between humans and wildlife.

Lead: IUCN Secretariat.



Outcome 3

A global system of protected areas, with links to surrounding landscapes and seascapes, is in place

There are now many more protected areas than at the time of the IVth IUCN World Parks Congress, covering 11.5% of the world's land area. This is a significant achievement by governments and others throughout the world. Much of this is due to global treaties and programmes (notably the CBD, the Ramsar Convention on Wetlands, the Convention on Migratory Species, the World Heritage Convention and UNESCO's Man and the Biosphere Programme), and regional agreements and action programmes. Nevertheless, there are still many gaps in the network. Many species and key ecosystems are inadequately represented, and too many protected areas lack a strong legal basis, political support and/or effective implementation.

A particular concern arises over the lack of protection for marine systems, in both sovereign and international waters. Less than 1% of the ocean is protected. There has been a worldwide collapse in fisheries and attendant environmental damage and disruption to ecosystem structure and function. The WSSD and the WPC have both issued a call to action to create many more marine protected areas.¹¹

Main Target 4 has been developed to address the challenge of developing a fully representative global network of protected areas.¹²

Main Target 4 – A system of protected areas representing all the world's ecosystems is in place by the time of the next IUCN World Parks Congress

This target should ensure that all the individual components – ecosystems, species, habitats and landscapes – are also protected, using the detailed ecosystem- and species-related targets set out in Box 3 above.

But even if this target is achieved, the effective conservation of biodiversity cannot be sustained only in isolated areas of protection. Many important ecosystems and valued species will still be found outside strictly protected areas (Categories I–IV), some in Category V and VI protected areas, but mostly in partly transformed environments without any formal protection. Furthermore, few protected areas will ever be large enough to include entire ecosystems, and all protected areas – however big – will be affected by developments beyond their borders. The areas of land and water that adjoin – and are functionally linked with – protected areas often occur across national boundaries with different legal systems and governance.

Yet many protected areas are cut off from the surrounding environment, where land uses and economic activities are planned without regard to the effect on the protected area, ignoring the movement of species, nutrients and other environmental flows across boundaries. To address this, an ecosystem or landscape-scale approach to protected area planning is needed. This requires a conceptual move from protected areas as 'islands' to protected areas as parts of 'networks'. It also means setting protected areas within a wider matrix of ecosystem-based, environmentally sensi-

¹¹ See also *Recommendations V.21* and *V.22* of the Vth IUCN World Parks Congress.

¹² See also *Recommendation V.4* of the Vth IUCN World Parks Congress.

tive land and water management, supported by the mainstreaming of environmental considerations into various areas of public policy. This is the ecosystem approach advocated under the CBD. There are many good regional and national examples of such initiatives. These can be used as models of good practice when building new links and improving existing ones.¹³

Main Target 5 – All protected areas are linked into wider ecological/environmental systems of resource management and protection on land and at sea by the time of the next IUCN World Parks Congress

Achieving Main Targets 4 and 5 requires a systematic, scientifically based approach to defining spatial units (ecosystems, ecoregions and bioregions) and identifying key factors (e.g. scarcity, rarity, vulnerability and threat levels). It also needs to take account of the disruptive effect of climate change and its consequences. These will affect the ecological character of many protected areas, rendering some of them ineffective, and requiring adaptive management actions (such as supplementary and substitute areas, and transfer and translocation of species and habitats).

The following actions are designed to achieve both Main Targets 4 and 5.

International action

- ❑ Foster an integrated approach to planning systems of protected areas. This should use the full range of IUCN Protected Area Management Categories, provide for *in situ* conservation of species and habitats at all scales, promote linkages among terrestrial, coastal and marine areas where possible, and recognise the importance of all stakeholders in meeting this challenge.
- ❑ Stimulate intergovernmental action across all continents and oceans for establishing protected areas in places of highest biodiversity, focusing on those species and habitats that are poorly represented in current protected areas, those that face the greatest threat, and those that contribute to performing particularly important ecosystem functions.
- ❑ Give priority to freshwater systems, grasslands, tropical dry forests, regional seas, polar regions and the High Seas. Species groups requiring particular attention are plants (including lower plants, lichens and fungi) and fish (including sharks).
- ❑ Use and link intergovernmental accords, treaties, conventions and other international instruments, for example the World Heritage Convention and the CBD. In the context of the marine environment, use the Jakarta Mandate of the CBD and appropriate elements of the United Nations Convention on the Law of the Sea, the United Nations Fish Stocks Agreement and measures under the Antarctic treaty system.
- ❑ Develop a linked, coordinated and consistent system of management on the High Seas, including protected areas, involving international collaboration amongst Regional Fisheries Management Organisations. This should be developed with parallel and complementary initiatives in coastal waters and Exclusive Economic Zone seas.
- ❑ Assess the global, regional and national impacts of climate change on protected areas, so as to identify the appropriate location, size and design of protected areas in a warmer world.
- ❑ Create new – and promote existing – transboundary protected areas for communities separated by national borders, including corridors of connectivity for mobile indigenous peoples who have traditionally migrated across borders.

Regional action

- ❑ Supporting target: agree and establish by 2010, within the framework of regional environmental conventions and protocols and under the jurisdiction of the authorities responsible for implementing these agreements, representative systems of protected areas (taking account of the ecosystem and species-related targets in Box 3 above).

¹³ Also *Recommendations V.6, V.9, V.10, V.11 and V.31* of the Vth IUCN World Parks Congress.

- ❑ Consider the establishment of new agreements to provide frameworks for international environmental cooperation among countries where there are no existing regional environmental conventions/protocols, giving priority to transboundary cooperation in the case of regional seas, mountain chains and shared watersheds/river basins.
- ❑ Take intergovernmental action to develop major linkages, strategies and actions across international boundaries, to link protected areas with the surrounding land and sea, and to designate networks of sites used by migratory species. Priority should be given to major natural systems such as river basins and corridors, mountain chains, coastal zones, shelf seas, the High Seas and polar regions; as well as to those wide-ranging migratory species for which protected area measures alone will not suffice.
- ❑ Link terrestrial and/or marine protected areas across international and intra-national boundaries to achieve complementary aims and management actions.
- ❑ Support regional integration actions that will promote the harmonisation of national policies and legislation in the management of protected areas.

National and local action

Each authority with relevant jurisdiction at national and sub-national level should:

- ❑ Develop an overall plan for its protected areas, within a framework that is based on biogeographical regions and in consultation with all relevant constituencies. The supporting target should be to fill gaps (including biodiversity hotspots and under-represented bioregions) in a representative national system of protected areas by 2010.
- ❑ Taking account of environmental, social, cultural and economic linkages, and in consultation with all relevant constituencies including adjacent jurisdictions, review:
 - the scope and need for boundary changes, including the expansion of protected areas beyond existing boundaries;
 - zoning measures within and on the edge of protected areas; and
 - frameworks for connectivity, such as ecological and social networks, ecological corridors and freshwater flows.
- ❑ Restore ecological processes in degraded areas, both within protected areas and in their surrounding landscapes, so as to ensure the ecological integrity of protected areas.
- ❑ In partnership with stakeholders (particularly indigenous and local communities affected by, or interested in conservation initiatives) examine how innovative, traditional/customary and other types of governance can be recognised, harmonised and connected within an overall protected area system.
- ❑ Adopt a policy framework and incentives that encourage the active participation of local communities in biodiversity stewardship.
- ❑ Adapt protected area and Community Conserved Area management to the special needs of mobile communities, including protecting their seasonal or temporary use rights, preserving the integrity of their migratory routes or corridors, and supporting mobile use where it can achieve conservation objectives.
- ❑ Coordinate the above with national adaptation plans under the UN Framework Convention on Climate Change, so as to ensure that adaptation plans for protected areas are in place.



IUCN / Jim Thorsell

IUCN-led action on completing the system

Action: agree a revised global scheme of biogeographical subdivisions as a basis for reviewing gaps in the coverage of protected areas (including World Heritage sites). *Lead: IUCN WCPA Building the Global System Theme.*

Action: establish a task force within WCPA on conservation planning to guide countries in the achievement of protected area targets. *Lead: IUCN WCPA Global Steering Committee.*

Action: provide assessments of the significance of major global changes, including climate, on the identification and management of protected areas. *Lead: WCPA.*

Action: assist local and regional institutions to understand and implement international instruments and protocols relating to protected areas. *Lead: IUCN Environmental Law Centre.*

Action: produce and disseminate general guidance on effective legal mechanisms for the establishment and management of protected areas and provide specific advice on request. *Lead: IUCN Commission on Environmental Law.*

Action: lead collaborative efforts – internationally, regionally and nationally – in examining the current system of representation, identifying gaps and making recommendations to appropriate authorities. Special attention should be given to freshwater systems, grasslands, regional seas, the High Seas, and polar regions, as well as the implementation of the *Global Strategy for Plant Conservation*. *Lead: WCPA Building the Global System Theme.*

Action: develop an open reporting system on the global distribution, extent and status of marine protected areas, involving wide information dissemination, and encouraging international participation and feedback. *Lead: WCPA working through the WDPA and the UNEP/World Conservation Monitoring Centre.*

Action: encourage, and contribute knowledge to, the establishment of marine protected areas in the Antarctic region. *Lead: WCPA.*

IUCN-led action on linkages

Action: encourage the development of programmes for linkages in all continents, especially across international boundaries, using networks of different categories of protected areas, buffers and connecting corridors, for example in the marine environment, basins and mountain chains, and along important migratory paths (e.g. the East Asian Flyway). *Lead: WCPA Regions and proposed new WCPA/CEESP/CEL Task Force on Governance.*

Action: compile and disseminate information on methods of linking protected areas with surrounding landscape and seascape. *Lead: WCPA/CEM Joint Task Force.*

Action: support the establishment of a Global Transboundary Protected Areas Initiative. *Lead: Secretariat and WCPA Task Force on Transboundary Protected Areas.*

Action: promote the establishment of transboundary protected areas and Parks for Peace in all continents and oceans. *Lead: WCPA Regions supported by WCPA Task Force on Transboundary Protected Areas.*

Action: support the examination of protected area boundaries where these restrict the achievement of biodiversity objectives. *Lead: WCPA Regions.*

IUCN-led action on protected area categorisation¹⁴

Action: establish a new WCPA task force on the IUCN system of Management Categories for Protected Areas. *Lead: WCPA.*

Action: encourage the full use of the IUCN Management Categories for Protected Areas in all IUCN work on protected area systems. *Lead: WCPA Management Effectiveness Theme and new Task Force on Categories.*

¹⁴ See also *Recommendation V.19* of the Vth IUCN World Parks Congress.

Action: prepare an updated version of the 1994 IUCN Protected Areas Management Categories guide. This should include a better reflection of the interdependence of cultural and natural assets, and of various governance models (including Community Conserved Areas, related types of natural resource protection and management, and indigenous-owned, designated and managed protected areas).

Lead: new WCPA Task Force on Categories.

Action: develop programmes on: (i) capacity building to improve understanding of the Categories system, and (ii) research and monitoring on the impact of the system.

Lead: new WCPA Task Force on Categories.

Action: before the compilation of the next *UN List of Protected Areas*, establish protected area category verification and certification systems and trial these in WCPA

Regions, especially Europe, leading to a proposal for a protocol for the verification of protected areas in relation to the IUCN Management Categories. *Lead: new WCPA Task Force on Categories and WCPA Europe.*

Action: consider revising the definition of a marine protected area in order to facilitate better reporting; this should consider the exclusion of coastal/intertidal sites if these do not include sub-tidal water. Any new definition should be presented at the next IUCN World Conservation Congress. *Lead: WCPA Marine Theme with the new WCPA Task Force on Categories.*

Action: update the WDPA to include all sites that meet the IUCN definition of a protected area, regardless of governance responsibility. *Lead: WCPA working through the global consortium of the WDPA and the UNEP/World Conservation Monitoring Centre.*



IUCN / Jim Thorsell



Outcome 4

Protected areas are effectively managed, with reliable reporting on their management

Completing the global system of protected areas will not be sufficient. It has to be accompanied by improvements in the health of protected areas and in the capacity to manage them effectively. Some progress has been made through the development of the WCPA framework and associated systems on management effectiveness. But, in many places, monitoring and evaluation systems need to be adopted and implemented. Elsewhere, they need to be more comprehensive, participatory and affordable and the results used to inform changes to plans and management. In addition, scientific and other technical research and investigation should be undertaken to ensure that there is sufficient knowledge of trends in ecological, environmental, social, cultural and economic indicators to allow informed management decisions to be taken.

Particular attention should be paid to the likely effects of climate change on protected areas and corresponding plans of action should be drawn up and implemented. The value of indigenous and traditional knowledge should be recognised and utilised effectively in participatory management. There is a need for a clearer understanding of how cultural and spiritual values can be fully recognised and appropriately protected alongside natural ones. New protocols are needed to evaluate the efficacy and effectiveness of management in relation to the IUCN system of Management Categories for Protected Areas, and to take on board the increased recognition of cultural and spiritual factors in the effective management of protected areas. The need for improved management effectiveness is addressed in Main Target 6.

At present, managers of protected areas and other primary stakeholders often do not have sufficient knowledge, skills, capabilities and tools to face the challenges of global change. The skills now required to manage protected areas are more specialised and broader than in the past and will be even more demanding in future. It is therefore a priority to strengthen capacities at individual, institutional and societal levels¹⁵ – see Main Target 7 below.

Main Target 6 – All protected areas have effective management systems in place by the time of the next IUCN World Parks Congress

International action

- ❑ Assess globally, through the CBD process, the effectiveness of protected area management and associated compliance mechanisms, focusing in particular on biodiversity loss, habitat fragmentation, landscape destruction, the effects of climate change, introduction of disease and other key indicators of the integrity of protected areas.
- ❑ Increase, through donor assistance, the capacity of protected area management to undertake effectiveness evaluations.

National action

- ❑ Establish quantifiable, verifiable and sustained monitoring and evaluation systems to chart the state of protected areas and their key attributes, as developed by WCPA. This work should be

¹⁵ See also *Recommendation V.18* of the Vth IUCN World Parks Congress.

undertaken by national governments and devolved administrations in collaboration with other stakeholders, and the results used to influence planning and management decisions, and assess progress towards agreed targets.

- ❑ Make resources available from national government and devolved administrations to enable protected area authorities, including and with the involvement of indigenous and local communities, to implement evaluation systems for improving management effectiveness.
- ❑ Establish and implement a legal (or other relevant and appropriate) basis for all protected areas; this work to be undertaken by national governments and devolved administrations in collaboration with other stakeholders.
- ❑ Assess the impacts of climate and other significant change on protected areas, and the adequacy of adaptation plans in place. This will require coordination with national adaptation plans under the UN Framework Convention on Climate Change.

Protected area authority action

- ❑ Support the implementation of monitoring and evaluation systems, consistent with the WCPA framework for assessing management effectiveness, that are sustainable and resource efficient, and that engage other institutions and local communities. Use the results to improve all aspects of management and to ensure that these results are made available to all relevant constituencies.
- ❑ Develop human resources policies and programmes for protected area staff, including recruitment, training and continuing professional and volunteer development programmes and standards to ensure that all the necessary capacity, skills and expertise are available to protected area authorities.
- ❑ Develop similar programmes for other relevant constituencies so that assessments can be undertaken to appropriate standards.
- ❑ Ensure that those engaged in protected area management use a wide range of knowledge and information from scientific, management, technical, community and traditional sources.
- ❑ Develop programmes for generating baseline data through protected area surveys.
- ❑ Encourage transparency and accountability through the establishment of clear systems of reporting, auditing and accounting for each protected area.
- ❑ Ensure that in regions affected by HIV/AIDS, protected area management includes HIV/AIDS education and awareness/prevention programmes for staff and local communities, and provide practical assistance to those affected where possible.
- ❑ Develop participatory methods of accreditation/competency evaluation for use by public, private, indigenous and local community organisations in relation to the management of protected areas, including those Community Conserved Areas that meet the IUCN and CBD definitions of a protected area.

IUCN-led action on monitoring and evaluation systems

Action: make available participatory decision-support tools for monitoring and evaluation systems (including key performance indicators), and promote their use in improving protected area management effectiveness by all stakeholders. *Lead: WCPA Improving Management Effectiveness Theme, with CEESP/CEL Joint Task Force on Governance, and TILCEPA.*

Action: establish and disseminate a protocol on participatory evaluation systems, supported by case studies of effective collaborative approaches. *Lead: WCPA Improving Management Effectiveness Theme with CEESP/CEL Joint Task Force on Governance and TILCEPA.*

Action: provide guidance in selection of participation evaluation systems and/or undertake reviews of evaluation systems for protected area agencies, on request and subject to availability of relevant experts and necessary resources. *Lead: WCPA Regions with CEESP/CEL Joint Task Force on Governance and TILCEPA.*

Main Target 7 – All protected areas have effective management capacity by the time of the next IUCN World Parks Congress

International action

- ❑ Promote the development of an inventory and database of all institutions in the world specialising in training and capacity building for protected areas. The database should also include the main learning support materials useful for protected area management.
- ❑ Establish and strengthen an international network of training organisations, regional centres of excellence and others involved in capacity building.
- ❑ Promote measures specifically addressed to higher-level decision-makers to improve their understanding of the environmental, economical, cultural and social values and benefits of protected areas.
- ❑ Improve opportunities for non-conventional learning (distance education, learning networks, practical on-the-job training, etc).

National action

- ❑ Develop and implement national strategies and guidelines to ensure adequate capacity building for all protected areas stakeholders. Such strategies should include permanent training programmes and specific actions to promote participatory processes, communication, education and public awareness.
- ❑ Promote linkages between non-formal and formal educational institutions to enhance the effectiveness of capacity-building processes.
- ❑ Establish recruitment, training and continuing professional development programmes to ensure that all necessary skills and expertise are available to protected area authorities and other relevant constituencies.
- ❑ Make available resources for establishing, developing and maintaining volunteer development programmes in relation to protected area management.

Protected area authority and local action

- ❑ Promote the conditions, and ensure the means for the effective engagement in conservation of indigenous peoples, including mobile indigenous peoples, local communities and other local stakeholders. The focus of attention should be on building the capacity of communities to engage effectively.
- ❑ Ensure that each protected area has recruitment, training and continuing professional development plans and programmes for managers and staff.

IUCN-led action on protected area databases

Action: reconfigure, update, maintain and make available an accessible protected area database for use by protected area authorities and other constituencies. *Lead: WCPA Information Management Task Force.*

IUCN-led action on zoning for improved management effectiveness

Action: encourage appropriate and effective use of zoning in protected areas to allow different management objectives to be achieved. Lessons from implementation of zoning systems, including those in Biosphere Reserves, should be compiled and disseminated. *Lead: WCPA Management Effectiveness Theme.*

IUCN-led action on capacity building¹⁶

Action: transform the WCPA Training Task Force into a WCPA Capacity Development Task Force to guide the implementation of the *Recommendations* of the Vth IUCN World Parks Congress relating to capacity development. *Lead: WCPA Global Steering Committee.*

Action: establish a ‘Protected Areas Learning Network’ (PALNet) through which stakeholders at all levels can acquire and share best practices and thereby enable and empower themselves to play a full role in protected area management. *Lead: WCPA Capacity Development Task Force.*¹⁷

Action: coordinate a consortium of international organisations, training institutions and centres, and other organisations: (i) to develop and conduct campaigns for higher level decision-makers to develop understanding that protected areas, and the goods and services that they provide, are critical for the well-being of society as a whole; (ii) to encourage partnerships between training institutions, protected area agencies, the private sector and community-based organisations for the design and implementation of responsive training; and (iii) to promote establishment and strengthening of regional networks of trainers and training institutions for capacity development in protected areas management. *Lead: Joint WCPA/CEC Training and Education Initiative.*

Action: establish generic global competency standards for protected areas staff, which can be adapted at local, regional and national levels, and encourage and enable use of standards and self-assessments to support improved effectiveness of protected area staff and training. *Lead: WCPA Capacity Development Task Force.*

Action: develop a work plan to transform current traditional approaches to training and capacity building to ones based on capacity development as a process of change involving individuals, institutions and societies as a whole. *Lead: WCPA Capacity Development Task Force.*

Action: develop a pool of learning sites to function as best practice models for training. *Lead: Capacity Development Task Force.*

Action: identify case study examples where private reserves perform a complementary role to the governmental system of protected areas, and develop published advice based on these examples. *Lead: WCPA Steering Committee and Regions.*

Action: organise regular regional protected areas conferences or seminars on capacity building. *Lead: WCPA Regions.*

Action: produce guidelines for developing and assessing capacity building for protected areas. *Lead: WCPA Capacity Development Task Force.*

¹⁶ See also *Recommendations V.1* and *V.2* of the Vth IUCN World Parks Congress.

¹⁷ See also *Recommendation V.3* of the Vth IUCN World Parks Congress.



Outcome 5

The rights of indigenous peoples, including mobile indigenous peoples, and local communities are secured in relation to natural resources and biodiversity conservation

Indigenous peoples, including mobile indigenous peoples,¹⁸ and local communities live in most of the world's biodiversity-rich regions. Their physical, cultural and spiritual survival and well-being depend on maintaining a range of relationships with, and secure tenure over, their traditional lands, territories and resources. The international community has acknowledged the vital role of indigenous peoples and local communities in the achievement of sustainable development. The knowledge of indigenous peoples and local communities is a fundamental part of their cultural and intellectual heritage, including management of natural landscapes and resources, specific sites, species, sacred areas and burial grounds.

However, the roles, knowledge and customary laws of indigenous peoples and local communities have frequently been disregarded or undervalued by the conservation community. For example, many protected areas have been established without adequate attention to, and respect for the rights of indigenous peoples, including mobile indigenous peoples, and local communities, especially their rights to lands, territories and resources, and their right freely to consent to activities that affect them. Furthermore, many indigenous peoples have been expelled from protected areas created in their territories, thereby severing their relationship with the land involved and undermining their cultural integrity. Indeed, indigenous peoples and local communities have often borne the costs of protected areas but received few benefits; this is particularly true of women.

Acknowledging that many mistakes have been, and continue to be made, and desiring to contribute to the goal of the United Nations International Decade of the World's Indigenous People, which ends in 2004, the Vth IUCN World Parks Congress called for an urgent re-evaluation of policies affecting indigenous peoples and local communities. This is reflected in the three main targets below, which have been developed to achieve a more effective engagement between protected areas and indigenous peoples and local communities, based upon recognition of their rights.¹⁹

Main Target 8 – All existing and future protected areas are established and managed in full compliance with the rights of indigenous peoples, including mobile indigenous peoples, and local communities by the time of the next IUCN World Parks Congress

Main Target 9 – The management of all relevant protected areas involves representatives chosen by indigenous peoples, including mobile indigenous peoples, and local communities proportionate to their rights and interests, by the time of the next IUCN World Parks Congress

¹⁸ Mobile indigenous peoples are a subset of indigenous peoples whose livelihoods depend on extensive common property, use of natural resources and whose mobility is both a management strategy for sustainable land use and conservation and a distinctive source of cultural identity. These include nomads, pastoralists, shifting agriculturalists and hunter-gatherers.

¹⁹ See also *Recommendations V.24, V.25 and V.27* of the Vth IUCN World Parks Congress.

Main Target 10 – Participatory mechanisms for the restitution of indigenous peoples' traditional lands and territories that were incorporated in protected areas without their free and informed consent are established and implemented by the time of the next IUCN World Parks Congress

International action

- ❑ CBD COP7 should ensure the implementation of the spirit and intent of articles 8(j), 10(c) and related provisions of the CBD, and collaborate with indigenous peoples and local communities in the further articulation of the various components of these provisions.
- ❑ As recommended by the UN Permanent Forum on Indigenous Issues in its advice to the Vth IUCN World Parks Congress, international fora should ensure that all laws, policies or work programmes on forests and protected areas guarantee, ensure and respect various aspects of indigenous peoples' lives, such as their spiritual and cultural lives, their needs and entitlement to benefits, their rights over land and territorial rights – including rights over sacred sites – and their rights of access to and control over the management of forests.
- ❑ The Global Environment Facility and the World Bank should ensure that: (i) their draft revised policy on indigenous peoples is fully consistent with indigenous peoples' rights; and (ii) that conservation activities funded by them, including compensatory environmental measures under the Critical Habitats Policy, ensure respect for indigenous peoples' and local communities' rights, and ensure that indigenous peoples have secure and full rights to co-manage and self-manage their lands, that they can derive equitable benefits from the use of natural resources, including ecotourism, and that their customary law is respected and recognised in national law.
- ❑ Recognise collective and customary rights of mobile communities and respect the integrity of the mobile indigenous peoples' resource-management systems.
- ❑ Recognise mobile indigenous peoples' Community Conserved Areas as a protected area governance type where this meets the IUCN and CBD definitions of a protected area, and build upon their traditional and evolving institutions and customary norms.
- ❑ Promote policies to facilitate cross-border mobility and trade in transboundary protected areas by mobile indigenous peoples who have traditionally lived in, and used those areas.
- ❑ Approve the UN Draft Declaration on the Rights of Indigenous Peoples as adopted in 1994 by the UN Sub-Commission on the Promotion and Protection of Human Rights, and ratify and effectively implement ILO Convention 169 concerning Indigenous and Tribal Peoples in Independent Countries, where the relevant people so wish.

National and local action

- ❑ Recognise the contribution and status of Community Conserved Areas and related types of natural resource protection and management, as well as indigenous-owned, designated and managed protected areas, within national systems of protected areas, wherever these areas meet the IUCN and CBD definitions of a protected area.
- ❑ Review all existing conservation laws and policies that impact on indigenous peoples and local communities, including mobile indigenous peoples, ensuring their effective involvement and participation in this review.
- ❑ Adopt and implement laws and policies concerning indigenous peoples' and local communities' control over their sacred places, with their full and effective participation.
- ❑ Recognise the importance of mobility as a vital livelihood system and a traditional lifestyle relevant for conservation in the areas where mobile indigenous peoples have lived traditionally.
- ❑ Preserve and restore the integrity of mobile indigenous peoples' traditional lands, including migration routes.

- ❑ Adopt and promote adaptive management approaches that recognise the dependence of mobile indigenous peoples on common property resources, and build on their mobility and different lifestyles, livelihoods, resource rights and tenure, customary laws and dynamic scales of land use.
- ❑ Respect, promote and integrate the use of traditional knowledge, institutions, customary laws and resource management practices of mobile indigenous peoples, working alongside mainstream science on a complementary basis; develop common conservation objectives; and ensure that development of protected areas and related interventions are evaluated on the basis of local knowledge and are implemented through mobile indigenous peoples' institutions.
- ❑ Recognise and guarantee the rights of mobile indigenous peoples to the restitution of their lands, territories and resources, conserved and traditionally occupied and used sustainably by them, that have been incorporated within protected areas without their free, prior and informed consent.
- ❑ Promote cross-cultural dialogue and conflict-resolution within and between mobile and sedentary people around and in protected areas.

Protected area authority action

- ❑ Adopt measures, policies and practices that provide for full recognition of, and respect for the rights of indigenous peoples, including mobile indigenous peoples, and local communities in respect of protected areas; ensure that their voices are heard and respected in decision-making; incorporate traditional knowledge, innovations and practices; ensure an equitable distribution of benefits, authority and responsibilities; and encourage mutually acceptable incentive mechanisms.
- ❑ Adapt protected area and Community Conserved Area management to the special needs of mobile communities, including their use rights, resource-management practices, seasonal and temporal rights and corridors for movement; support mobile use to achieve conservation objectives.
- ❑ Develop and adopt mechanisms to guarantee the meaningful participation of indigenous peoples and local communities in the designation and management of protected areas.
- ❑ Working with the free, prior and informed consent of indigenous peoples and in consultation with stakeholders, recognise the contribution that Community Conserved Areas, formal co-managed protected areas and indigenous-owned and managed protected areas can make to the development of protected area systems.

IUCN-led action on indigenous peoples and local community engagement

All the following activities should be conducted in full partnership with the representatives chosen by indigenous peoples and local communities.

Action: produce and disseminate guidance and best practice to all parties on the engagement of indigenous peoples and local communities in protected areas, including their roles in the identification, establishment and management of areas and use of traditional knowledge. *Lead: WCPA/CEESP TILCEPA.*

Action: establish support mechanisms for building the capacity of local communities to engage more effectively with protected area authorities. *Lead: WCPA/CEESP TILCEPA.*

Action: provide support to indigenous peoples and local communities and other authorities on Community Conserved Areas, co-managed and indigenous-owned and managed protected areas. *Lead: WCPA/CEESP TILCEPA.*

Action: provide advice on reforming national laws, policies and conservation programmes to respect indigenous peoples' and local communities' rights. *Lead: WCPA/Commission on Environmental Law.*

Action: appoint a WCPA Vice-Chair for Indigenous Affairs to ensure that there is a high-level input of indigenous peoples' concerns into WCPA programmes and better communication between indigenous peoples and the protected area constituency. *Lead: WCPA Global Steering Committee.*

Action: strengthen training organisations and coordinate training measures for local authorities on the rights of indigenous peoples and local communities in the co-management of protected areas. *Lead: WCPA Capacity Development Task Force.*

Action: conduct a review of IUCN World Conservation Congress Resolution 1.53 – Indigenous Peoples and Protected Areas and the 1999 IUCN/WCPA/WWF *Indigenous and Traditional Peoples and Protected Areas: Principles and Guidelines* with the full participation of persons freely chosen by indigenous peoples; and, where necessary, amend the 1999 Principles and Guidelines. *Lead: WCPA/CEESP TILCEPA.*

Action: collaborate with, and be guided by, the UN Permanent Forum on Indigenous Issues and its Working Group on the Right to Free, Prior and Informed Consent, leading to an IUCN report to the annual session of the forum on the implementation of the forum's recommendation. *Lead: IUCN Secretariat.*

Action: produce and disseminate guidance and best practice to all parties on the importance of a gender perspective in the management of protected areas, focusing on: (i) an increased commitment to the recognition of women's knowledge of local ecosystems; (ii) acknowledging and enhancing women's roles in decision-making for natural resources management; and (iii) a special commitment to increase the capacity of poor women to engage as key stakeholders. *Lead: WCPA/CEESP TILCEPA.*



IUCN / Jim Thorsell



Outcome 6

Younger generations are empowered in relation to protected areas

To date, few young people have been involved in the governance and management of protected areas. There is an urgent need to engage younger generations more effectively in these endeavours. Their input in decision-making, strategic planning and programming is essential to ensure a sustainable future for protected areas.

Main Target 11 – Significantly greater participation of younger people in the governance and management of protected areas is secured by the time of the next IUCN World Parks Congress

International action

- ❑ Develop a cadre of well-known international figures, who are already role models for younger people, to act as ambassadors for protected areas.
- ❑ Support and give prominence to the contribution that young people can make in implementing international conventions, programmes, etc. relating to protected areas.
- ❑ Give recognition at the highest international level to the work of young people in support of protected areas.

National action

- ❑ Include environmental education as a fundamental component of curricula at all levels of education, with a particular emphasis on the importance of protected areas.
- ❑ Increase government financial support to younger people professionally engaged in protected areas, through capacity-building initiatives such as internships, fellowships, exchange programmes and placements at institutions of higher learning.
- ❑ Identify local opinion leaders from among the younger generation, and invite them to participate in disseminating positive protected area-related conservation messages.

Protected area authority action

- ❑ Make the involvement of young people a prominent management objective.
- ❑ Actively recruit and train rangers from among local young people.
- ❑ Target local education and awareness programmes at young people living in and near protected areas.
- ❑ Work closely with schools, youth clubs, scouts and other organisations involving young people, and engage them in appropriate management tasks.
- ❑ Establish young peoples' volunteer or pioneer programmes in protected areas.

IUCN-led action on engagement of younger generations

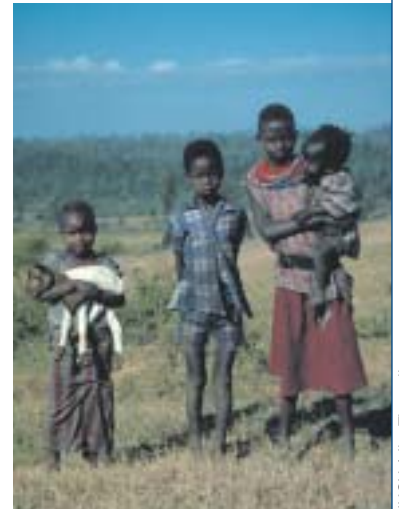
Action: supporting targets: establish a WCPA-led inter-Commission task force on intergenerational integration within IUCN. This should: (i) develop within the next two years a comprehensive programme of work to encourage institutions and organisations to engage younger generations (as well as older people) in decision-making; and (ii) over the next ten years, monitor the participation of younger people. *Lead: IUCN Council.*

Action: supporting target: develop a programme within two years to engage more young people in the work of IUCN Commissions. *Lead: IUCN Council.*

Action: encourage the commitment of increased resources for professional capacity-building initiatives such as internships, fellowships, North-South and South-South exchange programmes, regional training centres and institutions of higher learning, to strengthen the ability of younger generations to participate in decision-making processes relating to conservation. *Lead: joint WCPA and CEC Training and Education Initiative.*

Action: establish a new WCPA Conservation Award specifically to recognise the contribution that young individuals, and institutions involved in working with young people, make to protected areas as rangers and in other ways. *Lead: WCPA Global Steering Committee with the International Ranger Federation.*

Action: urge governments to incorporate environmental education, with an emphasis on protected areas, as part of their educational curricula at all levels of the educational system. *Lead: WCPA/CEC.*



IUCN / Jim Thorsell



Outcome 7

Significantly greater support is secured for protected areas from other constituencies

There is a need to establish and recognise common agendas for protected area conservation among diverse constituencies. This should result in the development of many new partnerships, including with those in the business sector and industries that exploit natural resources. Future action needs to focus on widening the awareness and understanding of the values of protected areas, not only their contribution to biodiversity protection but also to achieving sustainable development, and especially their value to indigenous peoples and local communities. The role of protected areas in supplying environmental goods and services, such as clean water and grazing land, as reservoirs for sustainable populations of coastal and High Seas taxa (including those of commercial importance) and as a buffer for absorbing land- and air-based pollutants, should be better researched and promoted. Stronger links need to be made between protected areas and the cultural heritage of communities and society, including the sacred and spiritual qualities of these areas. The benefits that protected areas offer to major towns and cities – including education and healthy recreation, watershed protection, biodiversity conservation and income from tourism – need much greater recognition.²⁰

Protected area authorities and staff need to engage with all groups in society, especially children and young people, both genders, indigenous peoples, local communities and minority ethnic groups. An inclusive approach has to be the new order. The voluntary sector should be encouraged to play a greater role in promoting the benefits of protected areas to communities and individuals living within and outside them.

Visitors to protected areas are increasing in numbers and demand is likely to continue to grow. It is important to realise the many positive benefits this can bring, such as revenue generation, increased understanding and awareness of protected areas' natural and cultural values, and greater awareness by local communities of local assets. But tourism must be properly planned for and managed to minimise the environmental damage and costs that would otherwise occur.²¹

Main Target 12 – Programmes of support for protected areas are achieved among all major stakeholder constituencies by the time of the next IUCN World Parks Congress

International action

- ❑ Ensure that all interested and affected parties in protected areas – including stakeholders with interests in exploitation of natural resources – are actively involved in supporting protected areas through global processes, including conventions and congresses.

National and local action

- ❑ Review all national government and devolved administration policies affecting protected areas and make necessary changes to ensure complementarity between economic and social policies and protected area objectives. Those policies and practices that damage, or are likely to damage, protected areas should be terminated forthwith.

²⁰ See also *Recommendation V.14* of the Vth World Parks Congress.

²¹ See also *Recommendation V.12* of the Vth World Parks Congress.

- ❑ Ensure that national level plans of various kinds recognise the role and value of protected areas, as well as the economic and social costs to society of taking ill-informed decisions about them.
- ❑ Promote strategic environmental assessment and multi-criteria analyses as tools for identifying optimal land use and programme options.
- ❑ Develop and, where available, improve economic instruments to achieve sustainable benefits from protected areas.
- ❑ Introduce into the economic appraisal methodology used by national governments and devolved administrations ways to recognise the total value of protected areas to economic activity, social well-being and provision of environmental goods and services, including the assessment of any opportunity costs.
- ❑ Put in place incentives and regulatory regimes to improve the sustainable management of protected areas, taking account of diverse national, regional, and local conditions, and aiming to maintain and improve the biological, landscape and cultural diversity of protected areas. This should include economic incentives to encourage those stakeholders depending on protected areas for their daily subsistence to support the areas' protection.
- ❑ Develop protected area schemes, as part of planning frameworks and action programmes of national governments and devolved administrations, which recognise protected areas as places for conserving and managing natural resources for social and economic development. These should help alleviate poverty, prevent natural disasters and promote more sustainable patterns of production and consumption. They should primarily involve authorities with responsibility for protected areas, water, energy, forestry, agriculture, fisheries, mining and tourism.
- ❑ Recognise the importance of protected areas and green spaces to people living in cities, the interdependence of cities and protected areas, and the need to engage urban populations in work related to protected areas.
- ❑ Demarcate and recognise indigenous peoples' territories as a means to support community-based conservation.
- ❑ Devise policies and frame rules for co-sharing the responsibility of the management of protected areas.

Protected area authority action

- ❑ Establish action programmes to increase awareness of the purpose, values and benefits of protected areas, aimed at politicians, other decision-makers and their advisers, business and civil society groups. These action programmes should be developed in local and regional contexts, ensure integration of protected areas as assets into economic and social programmes, and engage future leaders from all constituencies in decision-making in respect of protected areas.
- ❑ Strengthen the capacity of the protected area community to preserve and restore natural areas in and near cities, reach out to urban residents, and build stronger urban constituencies for nature conservation.
- ❑ Develop partnerships with business and other stakeholders to ensure that protected areas are placed at the core of their programmes; that these groups are made aware of protected area priorities and the reasons for them; and that businesses and other stakeholders are made part of consultative processes for decisions affecting protected areas and for implementing them in practice.
- ❑ Recognise and respond to the social, economic and political dislocation and disruption that protected areas can cause as a first step to building alliances.
- ❑ Develop partnerships with local communities and voluntary organisations to encourage the development of conservation volunteer programmes.
- ❑ Develop strategies and actions to recognise and reinforce the role of protected areas in:
 - disaster mitigation (e.g. in the case of floods and droughts);
 - the creation of jobs and incomes for the local area;
 - stimulating the sustainable use of renewable resources; and
 - empowering indigenous peoples and local communities to contribute to conservation and

sustainable livelihoods through Community Conserved Areas, co-managed protected areas and other participatory mechanisms.

- Develop programmes to create markets for the goods and services provided by protected areas, e.g. through product branding.

IUCN-led action on raising awareness of the benefits of protected areas

Action: provide clear explanations of the roles and benefits to society of protected areas, and make these available in many languages. *Lead: IUCN Secretariat.*

Action: develop and disseminate improved and new methodologies for accounting for the benefits of protected areas. *Lead: IUCN Secretariat.*

Action: develop accords with key multinational stakeholders on the role of protected areas and the active participation of these interests in their long-term protection, undertaken with the full and effective participation of indigenous peoples and local communities. Priority should be given to the tourism, forestry, mining, energy, fisheries and agriculture sectors. *Lead: IUCN Director General, IUCN Council, WCPA Chair and CEESP Chair.*

IUCN-led action on policy, incentives and regulation

Action: compile and disseminate examples of effective and poor practice with regard to policies, incentives and regulation of activities affecting protected areas. *Lead: WCPA Global Change Theme.*



IUCN / Jim Thorsell

Action: develop action plans to maximise the positive impacts and minimise the negative effects of subsidies, land uses and other economic activities on protected areas. *Lead: IUCN Regional Offices and WCPA Regions.*

IUCN-led action on conflict resolution

Action: provide advice, guidance and training on the use of conflict-resolution procedures. *Lead: WCPA Equity and People Theme.*

IUCN-led action on outreach

Action: take the lead in establishing a network of volunteer agencies and organisations to stimulate active volunteer programmes relating to protected areas. *Lead: IUCN CEESP.*

Action: develop interactions with fisheries and fishery managers to support the development of marine protected areas in coastal areas, regional seas and High Seas. *Lead: WCPA Marine Theme.*

IUCN-led action on cities and protected areas

Action: incorporate an urban dimension into WCPA's activities through a new Theme on Cities and Protected Areas. *Lead: WCPA Global Steering Committee.*



Outcome 8

Improved forms of governance are in place

Governance is about leadership, and the sharing of powers, vision and commitments; it is about our will to think beyond where we are and where we want to be. It is about the institutions and frameworks that can help us get there. It is about the performance of these institutions against the mandates they are responsible for. And it is about the relationship among these institutions, communities and interests, and their accountability to society. Governance, then, is central to the conservation of protected areas throughout the world and is fundamental to ensuring that future and current generations are well served.

Underlying governance is a set of principles representing what many would describe as fundamental human values. These include elements of inclusiveness, equitable opportunities to contribute to decision-making, and meaningful engagement of all those who are impacted by, or benefit from, protected areas. Included also are the institutional values of transparency, leadership, performance and accountability.

The institutions of governance, including government-managed, co-managed, private, charitable and community-based structures, are constantly evolving and the quality and consistency of governance vary greatly throughout the world. Therefore, there are strong demands for the better reflection of values, effective mechanisms to incorporate local voices and traditions, checks and balances in decentralised structures, better performance and greater accountability, and removing the abuses which occur even in the best of institutions.

Success in the coming decade will depend in part on strengthening the governance of protected areas. Action needs to focus upon developing and sharing a common vision, providing mechanisms to chart progress and building capacity to foster improvements.²²

Main Target 13 – Effective systems of governance are implemented by all countries by the time of the next IUCN World Parks Congress

International action

- ❑ Promote the application of the five principles of good governance (legitimacy and voice, performance, accountability, fairness, and direction) in all protected areas. Make available participatory governance evaluation tools and promote their use for the implementation of the CBD, the World Heritage Convention and Ramsar Convention, as well as in protected area systems and at individual protected area sites.
- ❑ Support the UNEP/World Conservation Monitoring Centre in acquiring and maintaining data on a plurality of protected area governance types that achieve positive conservation outcomes, and particularly on Community Conserved Areas.
- ❑ Promote a comparative analysis of various governance models for protected areas, including evaluating the effectiveness of different models under similar conditions and threats, and assess how different models fare in terms of ‘good governance’ principles.

²² See also *Recommendations V.16* and *V.17* of the Vth IUCN World Parks Congress.

- ❑ Promote regional agreements and governance structures to support transboundary protected areas and the management of transboundary resources, for example in river basins.

National action

- ❑ Develop a broad consensus on ‘good governance’ principles that fit the relevant national protected area context through participatory assessment exercises with the relevant stakeholders, and adopt those principles in addressing the challenges facing protected areas in the 21st century.
- ❑ Promote – through capacity building for protected area institutions and staff, and for society at large – an enhanced understanding and application of ‘good governance’ principles, as appropriate to the context of each individual site.
- ❑ Promote the capacity to establish and support a plurality of protected area governance types, including setting up basic training and refresher courses for natural resource managers, fostering national and international exchange visits and encouraging joint learning initiatives.
- ❑ Incorporate good governance concepts in planning and management structures that encourage the interaction between protected areas and the surrounding landscape, for example, in respect of flows of fresh water or forest buffer zones.

Local action

- ❑ Promote favourable conditions – and provide the means – for effective engagement of indigenous peoples, local communities and other local stakeholders in protected area conservation. The focus of attention should be on building the capacity of communities to engage effectively in protected areas management, with legitimacy and transparency, and to take leadership roles where appropriate.
- ❑ Promote research into various protected area governance models, and encourage the adoption of a plurality of approaches.
- ❑ Involve protected area authorities and other key stakeholders in the assessment of governance mechanisms and in the implementation of improvements.

IUCN-led action

Action: consider establishing an inter-Commission task force on protected area governance with membership from WCPA, CEESP and CEL, and with Secretariat support, dedicated to assembling, synthesising and exchanging relevant experiences. *Lead: WCPA, CEESP and CEL Steering Committees.*

Action: facilitate the drawing up of a charter on good protected area governance for submission to the 3rd IUCN World Conservation Congress (Bangkok, 2004). *Lead: proposed new WCPA/CEESP/CEL Task Force on Governance.*

Action: add a governance dimension to the IUCN Protected Area Management Category system to reflect the plurality of protected area governance types. *Lead: proposed WCPA Management Category Task Force.*



Outcome 9

Greatly increased financial resources are secured for protected areas

If protected areas are to conserve biodiversity and promote economic development, they must be adequately funded. But during the past decade, there has been little growth in the resources available in many countries. At the same time, there has been a rapid growth in the number and extent of protected areas, the pressures upon them, and the demands of management. Moreover, many countries with the highest levels of biodiversity find particular difficulty in securing the necessary funds because of the imperative of poverty alleviation. So they are unable to develop and manage a comprehensive and effective system of protected areas, foregoing the environmental, social and economic benefits that such a system might offer at national or global level.

While governments should recognise these many benefits of protected areas in their own financial planning, their efforts need to be complemented by innovative thinking that brings new sources of funding for protected areas. These should include international mechanisms (e.g. the GEF, especially to achieve the WSSD target of a significant reduction in biodiversity loss by 2010); finance from other countries (e.g. through debt swaps); funds from other parts of government (e.g. those allocated for climate change adaptation plans); funds from the private and charitable sectors; fiscal incentives, easements and other mechanisms to support conservation; and entry fees and other site-based earnings.

There are significant challenges in generating additional finance in this way without compromising the core values of protected areas. For example, income generation through the sustainable use of natural resources and environmentally sensitive tourism offers opportunities, but there are dangers too. So while it is important to realise fully the potential benefits of protected areas with imaginative financing strategies, protected area planners and managers should weigh up the pros and cons of different funding options.²³

Main Target 14 – Sufficient resources to identify, establish and meet the recurrent operating costs of a globally representative system of protected areas are secured by the time of the next IUCN World Parks Congress

International action

- ❑ Use best-available information to establish a consistent framework for defining and projecting the funding needs for the conservation and management of protected areas. The recommended supporting target therefore is: by 2006, countries and protected area authorities should compile information for the development of a credible, global estimate of funding needs for protected areas.
- ❑ A complementary supporting target is that sufficient resources to support these funding needs should be in place by 2010.
- ❑ A further supporting target is to implement, by the start of 2006, the agreements reached under the CBD and at the WSSD to transfer substantial new and additional financial resources to developing countries from industrialised nations, with the aim of conserving and managing an effective global protected areas network.

²³ See also *Recommendations V.7* and *V.8* of the Vth IUCN World Parks Congress.

- ❑ Encourage private sector and other organisations that benefit from the ecosystem services provided by protected areas to support protected area management through the GEF and other financial mechanisms.

Regional action

- ❑ Governments should strengthen existing regional instruments – and develop new mechanisms – to increase funding at the regional level for effective, efficient and equitable management of protected areas.

National action

- ❑ Supporting targets: by 2005, governments and the private sector should adopt consistent principles and procedures for establishing and funding the operational needs and shortfalls in protected area systems. These should include assessments of the full benefits that protected areas generate at different levels (local, national, and global), and should be the basis for agreeing national and global targets for increased funding. Based on these estimates, by 2006, governments should develop country-level Sustainable Financing Plans that support national systems of protected areas, and should begin to implement these, including adopting the necessary regulatory, legislative, policy, institutional and other measures.
- ❑ Supporting targets: by 2005, under the fourth replenishment of the GEF, governments should commit to a substantial increase in funding for protected areas and conservation across the developing world, commensurate with the identified funding shortfall.
- ❑ In pursuing these targets, governments should:
 - develop revenue streams for protected areas from the goods and services they supply, such as water, genetic resources for pharmaceutical use and cosmetics, photographic images of dramatic scenery and charismatic biodiversity, low impact agriculture and forestry, tourism and leisure;
 - give special attention to: (i) payments for environmental services that have traditionally fallen outside formal market mechanisms, and (ii) government-regulated commercialisation of products derived from protected areas to increase revenues, providing that the use is environmentally sustainable;
 - develop contracts between public authorities and protected areas that recognise the full social and economic benefits that protected areas can bring, particularly through the reduction of poverty and the creation of wealth;
 - develop collaborative partnerships with the private sector to establish new and expanded funding for the protected areas network;
 - use a range of instruments, such as taxes, tradeable or market permits and environmental bonds, that both discourage activities that are damaging to natural resources and produce income for protected areas and local communities;
 - strengthen the cost effectiveness of protected area financing through improved budgeting, financial planning and the use of innovative arrangements such as conservation easements, direct incentive payments, tax credits and other market-based incentives; and
 - ensure that all income flows from protected areas help improve their management and, through this, also bring benefits to society.

Local action

- ❑ Establish, where appropriate, collaborative arrangements between protected area authorities and profit-making organisations to generate a diversified funding base for protected area management.
- ❑ Develop creative ways to conserve biodiversity, strengthen protected areas management and reduce poverty by generating income from the creation of small businesses and employment associated with protected area management (e.g. para-taxonomists, ecotourism service providers, guides and other visitor services, conservers of traditional knowledge).

- ❑ Consider adopting a scale of charges for commercial users of protected areas related to the real, long-term conservation and protection costs incurred.

IUCN-led action on increasing resources for protected areas

Action: in the context of ongoing evaluations of the environmental impacts of the global trade regime, evaluate the impacts of trade policies on protected areas. *Lead: WCPA Finance Task Force.*

Action: work with experts in the field to provide guidance on best practice in accurately assessing and projecting funding needs for protected area systems. *Lead: WCPA Finance Task Force.*

Action: develop and promote proposals for new and substantial additional international and regional funding schemes, focusing in particular on transferring resources from institutions and business entities in the industrialised world to protected areas in developing countries. *Lead: WCPA Finance Task Force.*



IUCN / Jim Thorsell

Action: provide guidelines, training materials, case studies and other support to help evaluate the full costs and benefits of protected areas. These should include the distribution of costs and benefits among different groups, with particular focus on impacts on the poor and mitigation of human-wildlife conflict. *Lead: WCPA Finance Task Force.*

Action: provide support materials for those working to increase financial resources for protected areas. *Lead: WCPA Finance Task Force.*

Action: provide guidance on best practice fiscal and regulatory instruments for mitigating environmental damage and stimulating responsible private investment in protected areas. *Lead: WCPA Finance Task Force.*

Action: provide guidance on protected area user-charging schemes, including schemes for use of marine resources. *Lead: WCPA Finance Task Force.*

Action: provide advice on the use of public/private sector partnerships. *Lead: WCPA Finance Task Force.*

Action: promote and provide assistance for business planning for protected areas. *Lead: WCPA Finance Task Force.*

Action: ensure that protected area managers develop the professional skills to secure additional finance for protected areas. *Lead: WCPA Finance Task Force and WCPA Management Capacity Theme.*

Action: promote the establishment of funds and other innovative mechanisms which, through the realisation of their rights, bring benefits to indigenous peoples and local communities. *Lead: WCPA Finance Task Force.*



Outcome 10

Better communication and education are achieved on the role and benefits of protected areas

Communication and education strategies are needed to develop widespread support for protected areas from all sectors, including a stronger relationship with the media. Communicating the benefits of protected areas is also essential. Two-way communication and stakeholder involvement in decision-making processes can help the protected area community to understand the perceptions, issues and needs of stakeholders, and involve communities in active conservation. To be successful, communication and education about protected areas needs to be focused on reaching protected area management objectives.²⁴

Main Target 15 – All national systems of protected areas are supported by communication and education strategies by the time of the next IUCN World Parks Congress

Protected area authority action

- Establish participatory, multimedia communication strategies both at the system level and at the site level to secure the support of key stakeholders for protected areas, especially:
 - outreach programmes for decision-makers in key political and administrative positions nationally and locally, to ensure that they understand the benefits of protected areas and the roles they can play in helping to secure these benefits in the longer term;
 - outreach programmes for urban populations about the role which they can play in raising support for protected areas;
 - outreach programmes for local communities (including women, children and young people, ethnic minorities and vulnerable groups), so as to improve their capacity to engage and contribute, and to ensure that their knowledge and information is properly used in the management of protected areas.

IUCN-led action on communication about protected areas

Action: facilitate access to the knowledge held by IUCN experts and networks. *Lead: IUCN Secretariat.*

Action: communicate to all constituencies the positive and other lessons learned about protected areas. *Lead: CEC.*

Action: translate expert and technical terminology into everyday language. *Lead: IUCN Secretariat.*

Action: provide guidelines, tools and training to increase the capacity of protected areas management to engage effectively in strategic participatory communication. *Lead: CEC and WCPA Management Capacity Theme.*

Action: establish outreach programmes for decision-makers in key political and administrative positions, locally, nationally and internationally, working with IUCN members and partner bodies. *Lead: IUCN Secretariat.*

²⁴ See also *Recommendation V.32* of the Vth IUCN World Parks Congress.

Action: develop a plan of communication from the indigenous peoples' perspective, taking into account multicultural diversity and multi-lingualism. *Lead: IUCN Secretariat/TILCEPA.*

Action: implement this plan of communication in indigenous languages, and emphasising alternative media. *Lead: IUCN Secretariat/TILCEPA.*

Action: integrate indigenous knowledge and education systems in interpretation of, and education about, natural, cultural and spiritual values of protected areas. *Lead: IUCN Secretariat/TILCEPA.*



IUCN / Jim Thorsell



Implementation of the Action Plan

This Action Plan requires effective implementation – otherwise the efforts of those at the Vth IUCN World Parks Congress will have been wasted.

The achievements of the *Durban Action Plan* will be assessed at the VIth IUCN World Parks Congress in ten years time. A preliminary assessment should be undertaken at the time of the Durban mid-term review meeting, tentatively scheduled for 2008. Assessment will require the development and monitoring of a set of performance indicators against which progress towards the attainment of the main targets can be measured. Agreement on these indicators should be undertaken by WCPA, along with the many other tasks indicated above.

However, the work programme for IUCN indicated in the *Durban Action Plan* goes far beyond the mandate of WCPA and the responsibilities of the Programme on Protected Areas. It also needs:

- ❑ the formal support of IUCN members at the 3rd IUCN World Conservation Congress, in Bangkok, Thailand, in November 2004;
- ❑ incorporation of the elements of the plan that relate to IUCN into the next IUCN Intersessional Programme (2005–2008) to be adopted at the Bangkok Congress; and
- ❑ the full commitment of all parts of IUCN.

However, implementation of the *Action Plan* is not for IUCN alone. Its success will also depend on the active participation and cooperation of many partners. Their support will be needed if the Outcomes and Main Targets of this plan – as well as the *Durban Accord* call for commitment and action – are to be achieved.

- ❑ Perhaps the most important audience of all for the work done in Durban is the intergovernmental Conference of Parties to the CBD. The sections of this plan that relate to the CBD, and the *Message to the Convention on Biological Diversity* adopted in Durban, constitute a wealth of expert advice that IUCN hopes will be of great assistance to the CBD COP7 – with its special focus on protected areas – and subsequently.
- ❑ Other key partners at intergovernmental level will include UNEP (including the UNEP/World Conservation Monitoring Centre), UNDP, UNESCO, the World Bank, the World Tourism Organization and the GEF.
- ❑ Among international NGOs, IUCN will look to its traditional conservation partners: WWF – World Wide Fund For Nature, The Nature Conservancy, Conservation International, Fauna and Flora International, BirdLife International and others.
- ❑ But there are other partners with a global perspective upon whom the implementation of the *Durban Action Plan* will also depend. These include – among others – international bodies representing business, industry and commerce; representatives of indigenous peoples and local communities; and development and human rights NGOs.
- ❑ At the level of regional cooperation, the plan will need to be integrated into the work of many regional partner organisations and regional programmes. Examples include: regional intergovernmental institutions, such as the European Union and the African Union; regional development banks; and other regional protected area initiatives, such as Peace Parks in Africa, the Central American Council on Protected Areas, and the newly created Ibero-American Network of National Park Institutions and Other Protected Areas (RIPANAP) network in Latin America, Portugal and Spain; and regional organisations representing indigenous peoples and local communities.

- ❑ At national level, many government departments and agencies will have a role to play, covering all economic sectors, and land-use and water-use interests. In addition, there are numerous civil society bodies which have been established to protect biodiversity and landscapes, while others exist to encourage the sustainable use of natural resources. National business and private sector organisations will be critical to success in many countries. In addition, national organisations representing indigenous peoples and local communities should be involved.
- ❑ At the local level, numerous stakeholder groups representing the diversity of interests in protected areas, both those formally constituted and more informal groups, will need to be engaged, especially indigenous peoples and local communities, as rights-holders.

The above list shows that the ownership of the *Durban Action Plan* will need to be very wide indeed if its ambitious aims are to be achieved. Monitoring progress across such a wide front will be very challenging. Nonetheless, it is vital that there is an effective participatory mechanism for doing so. This should be focused principally around the pursuit of the main targets in the plan – with a view to presenting the VIth IUCN World Parks Congress in 2013 with a rigorous assessment of what has been achieved through the *Durban Accord*, the *Durban Action Plan* and *Congress Recommendations*. Such a mechanism should be established by IUCN when it incorporates this plan into its Work Programme for the years ahead.



The gathering of over 3000 people in Durban in September 2003 represented a unique opportunity for a worldwide review of protected areas and their needs. The *Durban Action Plan* is one of the principal outcomes. Its implementation will require a continuing and ever-closer dialogue among all the interests concerned. IUCN will dedicate itself to making that dialogue a reality and to bringing about the actions called for in this plan.



Message of the Vth IUCN World Parks Congress to the Convention on Biological Diversity

The Vth IUCN World Parks Congress met from 8–17 September 2003 in Durban, South Africa, bringing together some 3000 delegates, representing a diverse range of countries, interests and experience in protected areas. The Congress identified the following actions as being relevant for the development of a programme of work under the Convention, drawing from its discussions and main outcomes, especially the *Durban Accord* and the *Durban Action Plan*.

Biodiversity and ecosystem services are essential to sustainable development

Biodiversity plays a critical role in overall sustainable development and poverty eradication. It is essential to our planet, human well-being and to the livelihood and cultural integrity of people. Biodiversity is currently being lost at unprecedented rates due to human activities. This trend will only be reversed if the benefits and costs of maintaining biological diversity are distributed equitably.

The Convention on Biological Diversity is an indispensable element to ensure the continued provision of ecosystem services

The WSSD has recognised the Convention as the key instrument of global cooperation for the conservation and sustainable use of biological diversity and the fair and equitable sharing of benefits arising from the use of genetic resources.



A representative and effectively managed protected areas system is crucial to achieve the objectives of the Convention and the 2010 target

A more efficient and coherent implementation of the three objectives of the Convention and the achievement by 2010 of a significant reduction in the current rate of loss of biological diversity will require a comprehensive, representative and effectively managed system of protected areas. However, a new paradigm is needed to enable protected areas to better fulfil their role in implementing the Convention, fully recognising the benefits that protected areas provide beyond boundaries.

The Congress acknowledges progress in the development of protected areas globally, but has also identified serious gaps, challenges and deficiencies

The Congress celebrates the expansion of protected areas to cover 11.5% of the Earth's land surface, but notes that there remain serious gaps in coverage of many important species and biomes. Management of many existing protected areas remains ineffective. Protected areas are challenged by underlying and accelerating forces and threats, such as poverty, globalisation, lack of security and global change. Protected areas are threatened by habitat loss, fragmentation, unsustainable exploitation, invasive species, lack of capacity, inappropriate policies and incentives, and inequitable distribution of costs and benefits.

The Congress calls on the Conference of the Parties to consider the following actions:

1. Planning, selecting, establishing and managing protected areas systems

The existing system of protected areas is incomplete and requires strengthening, expansion and consolidation if the Convention's 2010 target – as well as many elements of the Millennium Development Goals – is to be met. The global system of protected areas needs to safeguard all globally and nationally important areas for biodiversity, based on sound science. The system needs to comprise an ecologically representative and coherent network of land and sea areas that should include protected areas, corridors and buffer zones, and is characterised by interconnectivity with the landscape and existing socio-economic structures and institutions. To this end, the Congress calls upon the Conference of the Parties to adopt specific targets and timetables for:

- ❑ **Species:** effectively conserve all globally threatened species *in situ* with an immediate emphasis on all globally critically endangered and endangered species confined to a single site.
- ❑ **Habitats:** effectively conserve viable representations of every terrestrial, freshwater and marine ecosystem within protected areas.
- ❑ **Ecological processes and services:** protect all natural ecological processes that generate and maintain biodiversity and provide humanity with vital ecosystem services.

The Congress further calls on Parties to:

- ❑ maximise representation and persistence of biodiversity in comprehensive protected area networks focusing especially on threatened and under-protected ecosystems and species globally threatened with extinction;
- ❑ take action to address the severe under-representation of freshwater ecosystems and marine ecosystems in the global protected area system, in accordance with the WSSD 2012 target;
- ❑ by 2012, devote urgent attention to creating and expanding marine protected area networks, including marine biodiversity and ecosystem processes in those parts of the world's oceans that lie beyond national jurisdiction, including Antarctica;
- ❑ in accordance with the principles embodied in the Ecosystem Approach, ensure that protected area systems are linked to, supported by, and integrated with efforts to conserve and sustainably use biological diversity across the broader landscape/seascape;

- ❑ as called for in the WSSD Plan of Implementation, take actions to promote the development of national and regional ecological networks, corridors and transboundary protected areas;
- ❑ apply the Ecosystem Approach to the planning and management of all protected areas and other important areas for biodiversity by 2010;
- ❑ elaborate and implement national strategic plans for systems of protected areas in the context of National Biodiversity Strategies and Action Plans and management plans for individual areas; and
- ❑ address global change adaptation measures in protected area management strategies.

2. Benefits, equity and participation

The Congress emphasised the role that protected areas play in sustainable development, ecological services, livelihood opportunities, and poverty eradication. The Congress also noted that protected areas may have a negative impact on indigenous peoples, including mobile indigenous peoples, and local communities, when their rights and interests are not accounted for and addressed and where they do not fully participate in and agree to decisions that affect them. It further noted the importance of securing indigenous peoples' rights to their lands and territories as an imperative to guarantee sustainable protected areas.



IUCN / Jim Thorsell

To those ends, the Congress calls on the Conference of the Parties by 2010 to:

- ❑ ensure that indigenous and mobile peoples, local communities, women and youth fully participate in the establishment and management of protected areas and that mechanisms are put in place to guarantee that they share in the benefits arising from these areas;
- ❑ foster and implement effective communication programmes to ensure that indigenous and mobile peoples and local communities effectively participate in the establishment and management of protected areas;
- ❑ reform protected area policies, systems and funding arrangements to effectively support Community Conserved Areas and co-managed protected areas;
- ❑ ensure that NBSAPs and protected areas policies address poverty issues, and that national poverty reduction strategies include recommendations and actions of NBSAPs; and
- ❑ support and contribute to the implementation of all Millennium Development Goals, especially those related to social, economic and cultural rights as fundamental performance criteria for all protected area policies, systems and site level processes.

3. Enabling activities

A well-managed global system of protected areas requires urgent action to create enabling conditions and empower the broad range of sectors, communities and interests who must be involved. A fundamental enabling condition is the establishment of trust and the development of dialogue among all stakeholders. To these ends, the Congress calls on the Conference of the Parties to take action in the following areas:

3.1 Capacity building

Protected areas need to be managed by effective institutions, within a supportive policy and legal framework, and by trained professionals with the necessary technical and management skills. Inadequate capacities in these areas severely limit the contribution that protected areas can make to the aims of the Convention and achievement of its 2010 target. Capacity building in this broad

sense needs to be a central priority of the Programme of Work. To this end, the Congress calls upon the Conference of the Parties to:

- ❑ implement a strong, comprehensive and sustainable programme on capacity building by 2006;
- ❑ create an implementation support mechanism for protected area systems that uses existing structures, including the CBD Clearing-House Mechanism, intergovernmental organisations and non-governmental organisations; and
- ❑ use, as appropriate, the guidelines and tools developed by the World Commission on Protected Areas, such as the Protected Areas Learning Network (PALNet).

3.2 *Financial support*

As much as US\$25 billion in additional annual support is required to establish and maintain an effective global system of protected areas. Governments, especially from developed countries, intergovernmental organisations, NGOs and the private sector need to provide additional financial resources. Specific actions that would encourage the provision of more effective financial support include:

- ❑ reconfirming that a more efficient and coherent implementation of the Convention and the achievement by 2010 of a significant reduction in the current rate of loss of biological diversity will require the provision of new and additional financial and technical resources to developing countries, as stated in the Plan of Implementation of WSSD;
- ❑ requesting the GEF to advise COP8 on the current global annual protected areas funding levels and identify options for how funding shortfalls, particularly recurrent funding, could be filled;
- ❑ requesting the GEF to maintain current levels of support for protected areas and commit, in the fourth replenishment, to a substantive increase in funding for protected areas and biodiversity, to help meet any identified funding shortfall;
- ❑ calling upon donors to commit to substantive increases in funding for protected areas and conservation, and mobilise additional funding by 2006; and
- ❑ encouraging Parties to undertake by 2006 national-level studies of the socio-economic values of protected areas, and establish country-level *Sustainable Financing Plans* that support national systems of protected areas. Particular attention should be paid to developing mechanisms that promote closer collaboration with responsible private-sector companies and local communities, especially the generation of substantially higher-level financial resources related to such industries as tourism and financial services.



IUCN / Jim Thorsell

3.3 *Governance and policy*

Sound policies and well-functioning institutions are essential for effective management of protected areas. Key actions to promote appropriate protected area governance and policies include the following:

- ❑ Recognising the diversity of protected area governance approaches, such as Community Conserved Areas, indigenous conservation areas and private protected areas, and encourage Parties to support this diversity;
- ❑ Promoting mechanisms for equitably distributing the costs and benefits of protected areas;
- ❑ Empowering local and indigenous communities living in and around protected areas to effectively participate in their management;

- ❑ Considering governance principles such as the rule of law, participatory decision-making, mechanisms for accountability and equitable dispute resolution institutions and procedures;
- ❑ Identifying and implementing policy reforms to provide a supportive enabling environment for more effective management of protected area systems and sustainable use of biological resources in their surrounding landscapes and seascapes;
- ❑ Harmonising sectoral policies and laws to ensure that they support the conservation and effective management of protected areas; and
- ❑ Promoting synergies between the CBD and other agreements and processes such as the World Heritage Convention, the Convention on International Trade in Endangered Species of Fauna and Flora, the Ramsar Convention on Wetlands, and the Convention on Migratory Species, as well as relevant regional initiatives.

4. Assessment, monitoring and reporting

In order to measure progress toward the 2010 target, effective assessment, monitoring and reporting mechanisms need to be developed. To these ends, the Congress calls on the Conference of the Parties to take action in the following areas:

- ❑ Consider the IUCN Protected Areas Category system to be a common language that facilitates assessment of, and reporting on, protected area management, including on the Millennium Development Goal on Environmental Sustainability, and as a basis on which standards and indicators can be developed;
- ❑ Require information on management effectiveness to be included in the national reporting process by 2008 and request the Secretariat to distribute this information;
- ❑ Adopt assessment systems for management effectiveness in 10% of protected areas by 2010; and
- ❑ Encourage Parties to provide complete, precise and timely reports of their protected areas information on an annual basis through the World Database on Protected Areas mechanism.

The Congress therefore calls on the Conference of the Parties to:

- ❑ adopt a rigorous Programme of Work on protected areas, including specific targets and timetables, that responds to the needs identified at this Congress, as a contribution to meeting the 2010 target;
- ❑ establish effective means of monitoring and assessing the implementation of the Programme of Work;
- ❑ reaffirm their strong political commitment to the implementation of the Programme of Work; and
- ❑ in the event that assessment indicates that the Programme of Work is not adequate, to consider adoption of stricter measures, to ensure that protected areas can contribute most effectively to meeting the 2010 target.



Emerging Issues

Workshop Stream I: Linkages in the Landscape and Seascape

1. Ecological restoration

Many protected areas exist as habitat remnants within a matrix of agricultural lands and degraded areas. Some protected areas contain degraded areas within their boundaries. These circumstances mean that the integrity of the ecosystems within these protected areas and the ecological processes that sustain them are threatened. These changes also mean that communities living in areas around these protected areas are no longer able to get many of the goods and resources upon which they previously depended.

Ecological restoration offers a means by which these problems may be addressed. It can involve a variety of approaches differing in the extent to which biodiversity is recovered, the rate at which recovery takes place and the extent to which various goods and services are supplied. These various approaches differ in cost and can include relatively low-cost approaches (which may involve long recovery times) as well as more costly approaches (which may have faster recovery periods).

Many landscapes will require a combination of these various approaches depending on the ecological and socio-economic circumstances prevailing at different localities within the landscape. Optimising biodiversity and functional outcomes will require trade-offs, the nature of which will be determined by the stakeholders present.



Workshop Stream II: Building Broader Support for Protected Areas

2. Building support for protected areas through site-based planning

Participants in the workshop on Building Broader Support for Protected Areas through Site-Based Planning restate their fundamental objection to destructive industrial practices, including logging, mining, and oil and gas exploration and production in protected areas, and seek:

- ❑ the strengthening of legislation and enforcement of environmental impact assessment procedures;
- ❑ the provision of greater capacity for communities to participate in equitable benefit sharing; and
- ❑ that international NGOs, donors, etc. are mindful of community aspirations and allow for longer-term funding to ensure sustainable community participation in project development and implementation.

3. Disease and protected area management

The health of wildlife, domestic animals and people are inextricably linked.

Small improvements in the health of domestic and wild animals, and thus their productivity, can lead to dramatic improvements in human livelihoods and thus the reduction of poverty.

Alien invasive pathogens should be addressed with vigour equal to that devoted to addressing more ‘visible’ alien invasive species.

The role of disease in protected areas, and the land-use matrix within which they are embedded, must be recognised and addressed within the context of protected area and landscape-level planning and management.

Animal and human health-based indicators may reveal perturbations to natural systems not detectable by more commonly employed methodologies, thus improving the quantitative evaluation of trends in a protected area’s health and resilience.

4. Sustainable hunting, fishing and other wildlife issues

Participants in the session on ‘Hunting and Fishing’ within the workshop entitled ‘Building support from new constituencies’ in Workshop Stream II are concerned that the World Parks Congress does not recognise the importance of appropriate forms of wildlife utilisation for generating revenues for conservation. Instead, overemphasis is placed on unsustainable external funding.

Therefore, we request that IUCN WCPA take account of this emerging issue²⁵ when developing their future work programme and/or ensure that it is addressed by other appropriate units of IUCN.

Sustainable hunting and fishing (including trophy and subsistence hunting) and other wildlife uses contribute to biodiversity conservation by:

- ❑ providing finance for the management of protected and unprotected natural areas;
- ❑ generating income and benefits for local communities and landowners;
- ❑ creating strong incentives to manage and conserve wildlife and its habitats; and
- ❑ offering indigenous people economic opportunities, while retaining their rights, knowledge systems and traditions.

In this context, IUCN should identify best practices in sustainable hunting and fishing and assist in their dissemination and implementation.

²⁵ Supported by the FAO.

Workshop Stream III: Governance of Protected Areas – New Ways of Working Together

5. Private protected areas

Privately owned protected areas continue their quiet proliferation throughout much of the world. Despite this expansion, little is known about them. Preliminary evidence suggests that private parks number in the thousands and protect several million hectares of biologically important habitats. They serve as increasingly important components of national conservation strategies. At a time when many governments are slowing the rate at which they establish new protected areas, the private conservation sector continues its rapid growth. Conservationists need to examine this trend closely, assess its overall scope and direction, and determine ways to maximise its strengths while minimising its weaknesses.

In eastern and southern Africa, privately owned lands play a particularly important role in conserving critical biodiversity. Private protected areas in southern Africa alone protect millions of ecologically important areas, especially in critical buffer zones and corridor areas.

Annex I, below, contains what may be the world's first Private Protected Area Action Plan. The Action Plan summarises key aspects of the private protected area sector and suggests important next steps in the evolution of this promising conservation tool.



Annex 1: Private Protected Area Action Plan

Workshop Stream III: Governance of Protected Areas

Session IIIi: Private protected areas

Session Leads: Jeff Langholz and Wolf Krug

Background

This document represents the consensus opinion of participants at the Vth IUCN World Parks Congress session on 'Private protected areas' with respect to the future of privately owned protected areas worldwide. Its purpose is to chart a course for the coming decade that improves and expands biodiversity conservation occurring on privately owned lands. It was adopted by unanimous vote on 13 September 2003.

Definitions: A private protected area refers to a land parcel of any size that is (1) predominantly managed for biodiversity conservation; (2) protected with or without formal government recognition; and (3) owned or otherwise secured by individuals, communities, corporations or non-governmental organisations.

Recognising that:

Ecological and biological issues

- A great share of global biodiversity occurs on privately owned lands;
- Private lands represent an opportunity for significant expansion of the world's network of protected natural areas;
- Private land holders have demonstrated a willingness and capacity to protect natural habitat and endangered species successfully;
- Conservation on private lands represents an essential and expanding complement to public conservation efforts by protecting corridors, buffer zones, inholdings,²⁶ areas under-repre-

²⁶ An area of land/sea surrounded by but excluded from a protected area.

sented in public park systems, and other key components of larger ecosystems that governments are not protecting for lack of financial resources, political will, or other reasons;

- ❑ Private conservation models, like publicly protected areas, vary greatly in terms of management objectives, allowable activities, and level of protection. These may include formally declared private areas, lands subject to conservation easements, game ranches, mixed commercial operations based on sustainable use, land trusts and other options; and
- ❑ Privately owned protected areas best serve as supplements to, not replacements for, strong public protected area systems.

Economic and social issues

- ❑ Private protected areas provide public goods in conserving biodiversity and natural resources at comparatively low cost to society;
- ❑ The private sector has shown it can be efficient, accountable and innovative in conserving natural resources and biodiversity while integrating economic uses in a sustainable way. Examples include activities such as nature tourism, game ranching, or harvesting non-timber forest products, which provide revenues that make private conservation appealing and financially feasible;
- ❑ Private lands conservation may be vulnerable to economic fluctuations caused by changes in policy at the local, national and international levels that increase the profitability of competing land uses such as agriculture, logging, and ranching;
- ❑ Some private land conservation mechanisms are extremely flexible and can be used to implement conservation practices on productive lands in a manner that can attain a broad range of social and economic benefits; and
- ❑ There is an increasing tendency for landholders to form collaborative networks.

Legal and political issues

- ❑ Secure property rights to land and natural resources form an essential foundation for any long-term conservation strategy, particularly one involving private sector participation and investment;
- ❑ Private landholders represent an important stakeholder group that can contribute meaningfully to local, national and international conservation planning efforts;
- ❑ Many privately protected areas are subject to legally binding conditions and restrictions regarding land use practises, that can ensure their durability and long-term conservation, including in perpetuity; and
- ❑ The increasing tendency for multiple private landholders to form collaborative reserves and conservancies that jointly manage large conservation units.

Participants in the international workshop on ‘Private protected areas’ (Session IIIi of the Workshop Stream on Governance of Protected Areas) at the Vth IUCN World Parks Congress in Durban, South Africa (8–17 September, 2003), make the following recommendations to governments and civil society:

1. STRENGTHEN the legal framework for conservation of private lands, including through:
 - a. Conducting a global assessment of the current legal frameworks for conservation of private lands, identifying key gaps in the design, implementation, and evaluation of relevant legislation;
 - b. Working to fill existing legal gaps by developing laws, regulations, policies, and programmes that support creation of appropriate land-use planning regimes, formally declared private protected areas, conservancies, conservation easements and similar instruments, conservation concessions, and other protection mechanisms;

- c. Strengthening the legal security for conservation lands, including the recognition of rightful owners, reform of land tenure laws and improved law enforcement. Secure use rights over land and wildlife are an essential ingredient in any strategy to conserve and encourage long-term investment in wildlife habitat; and
 - d. Ensuring that the IUCN system of Protected Area Management Categories explicitly addresses privately owned protected areas;
2. STRENGTHEN economic incentives for private land conservation, including through:
- a. Development of economic incentives for private landowners to adopt private lands conservation practices. These should include:
 - i. property tax exemptions for lands placed in conservation status;
 - ii. payments for the environmental services provided by conservation lands;
 - iii. development of markets for environmental goods and services;
 - iv. purchase or transfer of development rights; and
 - v. other forms of government financial and technical assistance.

In providing incentives, priority should be given to lands that are within publicly protected areas, or have been granted official recognition as private conservation lands. If not already established, governments should establish environmental trust funds, with donor support, and authorise the use of such funds to support key private lands conservation actors;

3. STRENGTHEN institutional capacity for conservation of private lands, including through:

- a. Increasing capacity of *federal and state governments* to authorise and monitor formal private conservation protection efforts, and better integrate actions for the conservation of private lands into their overall conservation strategies. This includes ensuring that even those government agencies whose primary responsibility is not conservation work to support actions for the conservation of private lands (e.g. through land reform, tax, and planning agencies);
- b. Identifying and removing gaps and overlaps in institutional responsibilities regarding conservation initiatives on private lands;
- c. Improving capacity of *local governments* to ensure that local registrars properly record private land conservation instruments;
- d. Increasing capacity of *government judicial systems* to enforce private land conservation mechanisms effectively and consistently; and
- e. Expanding efforts by *conservation NGOs* and government agencies to: (i) develop tools for the conservation of private lands; (ii) identify priorities for the conservation of private lands; (iii) establish and maintain private conservation areas; and (iv) provide technical assistance to conservation-minded landowners;



IUCN / Jim Thorsell

4. IMPROVE and expand education and training opportunities for the conservation of private lands, including:
- a. Design, development, delivery, and evaluation of a comprehensive portfolio of education and training opportunities for key sectors involved in conserving private lands. Target audiences include government parks agencies, conservation NGOs, commercial entities,

registrars, judges, prosecutors, and private and community landowners. Topics range from general capacity building to the application of detailed technical issues and procedures. Delivery formats will include short courses, field work, various forms of workshops, internships and fellowships, and formal academic education programmes;

5. INCREASE public-private collaboration in the management and conservation of protected lands by:
 - a. Integrating conservation of private lands efforts into public conservation strategies. This includes:
 - i. increasing overall collaboration between public and private conservation sectors, including communicating available programmes and conservation options;
 - ii. maximising protection of ecosystems inadequately represented among public protected areas;
 - iii. enhancing public protected areas by protecting buffer zones and conservation corridors; and
 - iv. improving the management of privately owned lands within 'mixed' public/private protected areas;
6. PROMOTE community involvement and sustainable development through privately owned protected areas by:
 - a. increasing and deepening the transfer of technology, knowledge and experience between private landowners and other stakeholders.
 - b. improving and promoting cooperation between private landowners and other stakeholders, particularly regarding complementary land uses; and
7. CREATE information networks, including:
 - a. establishing networks of conservation owners and other stakeholders for the purpose of sharing information, knowledge, and expertise on a regional, national, and international basis;
 - b. conducting a global inventory of privately conserved lands that characterises their overall contribution to protecting natural habitats, endangered species and cultural resources;
 - c. conducting a global analysis on the economics of conserving private lands, including financial sustainability, contribution to national economies, job creation, and other economic and social costs and benefits;
 - d. identifying, then working to remove, perverse economic incentives at the regional, national and international levels that distort the market and promote unsustainable land-use practices (e.g. subsidies for unsustainable agricultural practices); and
 - e. investigating the myriad social issues surrounding privately owned protected areas world-wide, including levels of social acceptance and costs and benefits to local communities.



Workshop Stream V: Evaluating Management Effectiveness

6. Collapse from the inside: threats to biodiversity and ecological integrity of protected areas from unsustainable hunting for subsistence and trade

Hunting and commercial trade in wildlife²⁷ from many protected areas across the tropics and sub-tropics are rapidly increasing, unsustainable, and many aspects are illegal. Demand for wildlife is increasing rapidly due to increases in the number of consumers, increasing buying power among urban consumers, and increasing commercialisation of the hunt.

The ability to meet the demand is facilitated by increased access to protected areas, and greatly improved hunting technologies. Supply of wildlife both inside and outside protected areas is diminishing due to unsustainable hunting and decreasing areas of habitat; this is often reflected by an increase in price. The problem is exacerbated by inadequate management capacity (personnel, training, infrastructure and budgets), whether the management authorities are the local communities, governments or other agencies. An unintended consequence of some international and national development programmes and resource-extraction activities has contributed to the magnitude of the problem, as have political instability and deteriorating economic conditions in many tropical countries.



IUCN / David Sheppard

Hence:

1. Unsustainable hunting and wildlife trade pose significant immediate threats to wildlife populations in many protected areas throughout the tropics, especially in systems where wildlife productivity is low;
2. A wide range of species, even those not currently identified as threatened, are at risk of local extinction as a result of unsustainable hunting across a significant proportion of protected areas throughout the tropics;
3. The loss of wildlife from protected areas due to unsustainable hunting has adverse effects on the biodiversity and ecological functioning of those areas, and hence on their conservation role;
4. Such loss often has adverse impacts on rural peoples living in and around protected areas, many of whom depend on wildlife for their livelihoods. The people most affected are often the poorest, and most marginalised sectors of society;
5. Solutions must be scientifically based, and specific to the local biological, social and political conditions;
6. Unsustainable hunting can be addressed either by restricting hunting to certain species and/or zones, or by providing alternative incentives for protection, e.g. through ecotourism, or safari hunting of certain species;
7. Commercial wildlife trade must be curtailed because it is extirpating wildlife from many protected areas throughout the tropics and sub-tropics;
8. Participation of local communities is crucial in seeking the solutions most likely to succeed in conserving wildlife, and in meeting peoples' subsistence and economic needs; and
9. Capacity building of protected area managers, whether they be from local communities, governments or other agencies, is crucial for developing and implementing strategies to manage hunting in protected areas.

7. Management of invasive species

Management of invasive alien species is a priority issue and must be mainstreamed into all aspects

²⁷ Defined in this context as terrestrial and semi-terrestrial vertebrates >2 kg body weight.

of protected area management. The wider audience of protected area managers, stakeholders and governments needs urgently to be made aware of the serious implications for biodiversity, protected area conservation and livelihoods that result from lack of recognition of the IAS problem and failure to address it.

Promoting awareness of solutions to the IAS problem and ensuring capacity to implement effective, ecosystem-based methods must be integrated into protected area management programmes.



Geoffrey Howard

In addition to the consideration of benefits beyond boundaries, the impacts flowing into both marine and terrestrial protected areas from external sources must be addressed.

Cross-cutting Theme: Communities and Equity

8. Gender equity in the management and conservation of protected areas

The Discussion Group on ‘Gender equity in the management and conservation of protected areas’ taking into account that:

- ❑ all major international agreements, meetings and conventions in the last 15 years in relation to conservation and use of natural resources have stated the importance and necessity of gender equity issues for the conservation of biodiversity;
- ❑ men and women often have different needs, access and control to resources, opinions, and priorities, face different constraints, have different aspirations and contribute to biodiversity conservation and sustainable development in different ways;
- ❑ achieving gender equity in the management of protected areas requires a gender analysis of resource tenure and use and conservation knowledge and skills;
- ❑ only with a gender perspective can an adequate and applicable understanding of human relationships, environmental processes and ecosystems be constructed;
- ❑ there is significant experience and lessons learned that demonstrate women are effective change agents, leaders and natural resource and protected area managers; and
- ❑ along with good governance and democratic principles, consolidating, expanding and improving the global system of protected areas must respect the rights, interests and concerns of women and men, including their right to participate as equals in decision-making with regard to protected areas management;

Calls upon governments, multilateral institutions, international conventions, protected area agencies, donor agencies, NGOs, indigenous and local communities, research institutes and the private sector, and in particular IUCN – The World Conservation Union, known for its inspiration and leadership of well-coordinated, synergetic efforts, to:

1. ensure that further work towards building comprehensive protected areas systems fully incorporates the rights, responsibilities, interests, aspirations and potential contribution of both women and men;
2. adopt policies and incentives that require equitable, effective involvement of women and men in decision-making and management of existing and future protected areas;
3. undertake programmes to develop and strengthen institutional and human capacities for mainstreaming a gender-equity perspective for the planning, establishment, and management of protected areas;

4. develop tools and best practices for the incorporation of gender issues into specific management activities and tasks;
5. strengthen local women's and men's capacities with new skills for sustainable livelihoods and environmental leadership to contribute to conservation; and
6. monitor and evaluate benefits of gender equity and disseminate lessons learned to managers, policy-makers, and community members.

Cross-cutting Theme: Marine

9. Amendment to the IUCN definition of marine protected areas

In order to better refine reporting on MPAs, it would be desirable to reconsider the existing IUCN definition of an MPA. In particular, to consider the exclusion of coastal/intertidal sites if these do not include subtidal water. This should be discussed in preparation for presentation at the 3rd IUCN World Conservation Congress (Bangkok, Thailand, 2004).

IUCN defines an MPA as:

*“Any area of intertidal or subtidal terrain, together with its overlying water and associated flora, fauna, historical and cultural features, which has been reserved by law or other effective means to protect part or all of the enclosed environment.”*²⁸

This definition differs from many others through its inclusion of “intertidal terrain”. Under this definition, any terrestrial site that extends as far as the mid-tide mark is a *marine* protected area. This means that a very large number of sites whose boundaries are set at the coastline are being included in MPA lists and statistics. This has contributed to the lack of sound statistics on the numbers and sizes of MPAs. With the World Summit on Sustainable Development target now being implemented, it is important that we are able to obtain better facts and achieve a broader consensus.

We suggest that a new definition be adopted by IUCN:

“Any area which incorporates subtidal terrain, together with its overlying water and associated flora, fauna, historical and cultural features, which has been reserved by law or other effective means to protect part or all of the enclosed environment.”

Such a definition will only exclude sites that do not have subtidal areas. Sites with both subtidal and intertidal water will remain, and it is likely that many areas which are predominantly terrestrial will still be included.

10. Moratorium on deep-sea trawling

In endorsing *WPC Recommendation V.23* regarding protection of the High Seas, participants in the Marine Cross-cutting Theme considered that the following text merited recognition as an *Emerging Issue*.

CALL on the United Nations General Assembly to consider a resolution on an immediate moratorium on deep-sea trawling in high-seas areas with seamounts, cold-water coral-reef communities, until legally binding international conservation measures to protect such areas are in place.

Plenary session on protected areas in Africa

11. HIV/AIDS pandemic and conservation

The HIV/AIDS pandemic is starting to seriously affect conservation success in Africa, and is

²⁸ IUCN General Assembly Recommendation 17.38 (San José, Costa Rica, 1988).

likely to have major impacts in 'next wave' states such as Russia, China, India and the countries of eastern Europe. It is reducing the biodiversity management capacities of protected area staff, local communities and mobile peoples. It is also resulting in increased and often unsustainable off-take of natural resources and greater poverty, as AIDS-affected households lose salary earners and capacity for heavy agricultural labour.

The conservation community needs to acknowledge the problem, to work to understand conservation impacts better, and to take action to mitigate impacts in affected countries. This includes promoting HIV/AIDS prevention among protected area staff and communities; finding solutions to relieve unsustainable harvesting (e.g. through establishing non-labour-intensive micro-enterprises to support community livelihoods); developing HIV/AIDS strategies among protected area authorities; and collaborating with other sectors, including health and agriculture.



The Durban Consensus on African Protected Areas for the New Millennium

A ten-point Agenda for Action

Building a legacy for the 21st century

How do we reconcile the past and future to build a legacy of African protected areas for the 21st century? First, the global community must embrace the African people as key players in the creation and management of protected areas, and be prepared to pursue an Africa-driven agenda. By working together, we can build and maintain effective protected area systems for the next generation of Africans and people of the world.

1. **Build public support.** The most critical challenge for African protected areas is the need to build public and political support in national and regional development. Public and political support are vital to creating policies and institutional frameworks for effective management and for establishing a sustainable financial resource base to help manage Africa's protected areas. With adequate support and funding, the management of protected areas in the 21st century must take on a businesslike approach to compete effectively with mainstream development priorities.
2. **Make protected areas a central part of poverty reduction strategies.** Poverty and human health are the most important development challenges in Africa. Fortunately, biodiversity



helps provide food, medicine, and alternative incomes for rural communities. For example, in West and Central Africa, hunting and utilisation of wildlife (or ‘bushmeat’) in rural areas generates considerable economic benefits annually. The harvest of non-timber forest products such as medicinal plants, wild fruits, and seeds also provides human livelihoods.

In eastern and southern Africa, local communities establish enterprise-based economies that thrive on biodiversity and wildlife. With good governance and effective management, such small-scale community-led activities can be linked to protected areas, which, in turn, can serve as the focus of biodiversity conservation.

3. **Improve regional and national conservation policies.** Improved policies and governance frameworks are needed to benefit biodiversity. For example, forestry and agriculture departments should be involved in creating and managing protected areas. The economic values of protected areas should be emphasised and demonstrated to ensure that they can compete effectively with other land uses.
4. **Increase the importance of protected areas in national and regional development planning.** The African people’s extreme dependence on biodiversity and natural resources will not be sustainable unless protected areas are linked with mainstream local, national, and regional development priorities. Lessons from Integrated Conservation and Development programmes have shown that both conservation and development can only be integrated if projects are conceived within a similar framework. Perhaps more than anywhere else in the world, biodiversity conservation in Africa must be integrated into the livelihoods of local people and their economies.
5. **Strengthen technical capacity and financial support for management of protected areas at the national level.** Weak human and institutional capacity of government agencies and inadequate financial resources exacerbate the threats facing Africa’s protected areas. While some African countries have well-trained staff for protected areas, government and public support for protected areas has been steadily declining. In the 21st century, effective management of existing protected areas is crucial and will require innovations in skills, funding, and governance.
6. **Improve management of existing protected areas.** Protected areas throughout Africa are facing unprecedented management problems that threaten habitats and species. Such threats include the unregulated extraction of resources, habitat encroachment, and the degradation and loss of diversity. For example, hunting in the protected areas in the forest region of West and Central Africa, has created the ‘empty forest syndrome’. Large areas of intact forests are now devoid of large mammal populations such as primates (especially great apes), antelopes, and forest elephants.
7. **Improve representation and coverage of biodiversity in protected areas.** At the close of the 20th century, concerns were raised about the feasibility of expanding protected area systems in Africa. Scientific data and new conservation decision-making methodology will enable the creation and management of protected areas based on sound science and management practices.
8. **Target threatened species and their habitats.** Africa has thousands of animals and plant species listed in the IUCN Red List of Threatened Species. While hundreds of thousands of species may occur in any ecosystem in Africa, it is easy to assume that the loss of a few species will not likely make a difference. Scientists do not know enough about the role of every species in each ecosystem and the potential impact of losing a few species.



IUCN / Jim Thorsell

To create a comprehensive protected area system in Africa, supporting the full range of existing biodiversity, efforts must be made to target species threatened with extinction.

Threatened species can be saved. For example, the commitment and support for saving white rhinos in southern Africa demonstrates the possibilities of safeguarding threatened species and their habitats.

- 9. Promote landscape approaches to protected area establishment and management.** Protected areas can no longer exist in isolation because of the transformations taking place across Africa. Resource extraction, population growth, settlement, and agricultural expansion are drastically changing the African landscape. To ensure that wildlife populations remain viable and large-scale ecological processes are maintained, protected areas must be managed as integral components of the African landscape itself. Promoting a landscape approach with local communities, grassroots organisations, and private landholders increases benefits from protected areas.
- 10. Foster international recognition for African protected areas.** An important dimension of strengthening protected areas focuses on implementing key components of the international conventions that many African countries have endorsed. The Ecosystem Approach, as stipulated by the Convention of Biodiversity, is crucial for achieving biodiversity conservation. For example, designating protected areas as World Heritage sites raises their profile and impact beyond their boundaries and can help provide direct benefits to human communities in a broad landscape context. The concept of Biosphere Reserves embodies the underlying principles of the landscape approach, but remains inadequately applied in Africa.



Fred M Packard International Parks Merit Award

The *Fred M Packard International Parks Merit Award* is the only honour directly related to the activities of IUCN's World Commission on Protected Areas. Fred Packard was a long-serving employee of the US National Parks Service who was closely involved with efforts to expand protected areas internationally. The award recognises those who have made special contributions to the service of protected areas above and beyond the call of duty. During the Vth IUCN World Parks Congress Fred M Packard International Parks Merit Awards were presented to:

All Rangers who have lost their lives in the line of duty. Rangers and others working at field level in areas of conflict often find themselves on the frontline of a conservation battle. It is an extraordinary testimony to their dedication, commitment and passion for conservation that they work in the most difficult of circumstances and that some make the ultimate sacrifice. IUCN and the International Ranger Federation have committed to raising the profile of this important issue at the Vth IUCN World Parks Congress. IUCN is therefore providing an amount to support the families of rangers who have lost their lives in the course of duty. This will be jointly managed by IUCN and the International Ranger Federation.

All young conservationists around the world for their efforts and contributions, in recognition of the essential involvement of younger generations in securing the sustainable future of protected areas. The world's younger generations have an essential stake in the future of protected areas and share the responsibility of stewardship, to ensure that protected areas are passed on to future generations. However, the efforts and contributions of young conservationists, working in all aspects of protected areas, often remain undervalued and unrecognised. Starting with the Vth IUCN World Parks Congress, IUCN recognises the need to integrate the input of younger generations into local, regional and global conservation dialogues.

The Arakwal Indigenous Land Use Agreement (NSW, Australia), an historic agreement that in 1991 allowed the creation of Arakwal National Park, acknowledging the rights of the Arakwal people of Byron Bay as traditional custodians and providing employment opportunities as well as land for housing and a cultural centre.

Prime Minister Jean Chrétien (Canada), in recognition of his outstanding achievements over the past 35 years in extending and protecting Canada's world-renowned system of national parks.

Lawrence Hamilton (USA), in recognition of service to conservation of protected areas throughout the world, in particular to mountains and their environments. His leadership has inspired continent-scale conservation corridors, transboundary peace parks, and best-practice protected area management.

Jaime Incer (Nicaragua), as founder of the conservation movement in Nicaragua and a leading force in the Central American Alliance for Sustainable Development, and establishment of the Mesoamerican Biological Corridor.

Michael McCloskey (USA), in recognition of a lifetime's dedication to protected areas, including his role as an inspiring global leader and mentor to a whole generation of wilderness and parks advocates.

Carmen Miranda (Bolivia), to mark her contribution to conservation, research and management of protected areas in Bolivia, especially the ‘Estación Biológica del Beni’, where she has focused on the necessity to make conservation of biological diversity compatible with the attainment of sustainable development for local communities, including indigenous people.

Mavuso Msimang (South Africa), whose vision has taken South Africa’s National Parks to new heights and whose leadership has added credibility to the organisation in the eyes of stakeholders.

Marshall Murprhee (Zimbabwe), in recognition of his leadership in the development of community-based wildlife management initiatives in Zimbabwe and in bringing the benefits of conservation to rural communities.

For further information see: www.iucn.org/themes/wcpa/wcpa/packard.htm



2003 UN List of Protected Areas

The *2003 United Nations List of Protected Areas* released at the Vth IUCN World Parks Congress in Durban, South Africa, is the most comprehensive report ever on protected areas. Compiled by the UNEP/World Conservation Monitoring Centre in collaboration with IUCN and its World Commission on Protected Areas, the report illustrates the growth in areas being set aside for conservation.

The first national park of the modern era, Yellowstone National Park in the United States, was established in 1872. By the 1960s, some 10,000 protected areas had been created. The *2003 UN List* details 102,102 sites covering an area of 18.8 million km², of which 17 million km² – equating to 11.5% of the Earth's land surface – is terrestrial. Protected areas now cover more land than that under permanent arable crops.

The report analyses protected area coverage at many different levels, including by region and country, by international designation, by biome, and by IUCN Protected Area Category. For example, 4116 marine protected areas covering over 1.6 million km². However, this represents less than 0.5% of the seas and oceans and less than one-tenth of the overall extent of protected areas worldwide.

The *UN List* is supported by the World Database on Protected Areas on CD-ROM.

For further information and links to downloadable versions of the 2003 UN List, visit:
www.iucn.org/themes/wcpa/wpc2003/english/outputs/un.htm



State of the World's Protected Areas Report (SoWPA)

The *State of the World's Protected Areas* was conceived in 2000 as a consolidated report on the state of the global protected area estate at the start of the third millennium. Timed to follow the launch of the *2003 United Nations List of Protected Areas*, the draft publication made available at the Vth IUCN World Parks Congress was intended to draw on the findings from this global appraisal, as well as on the expert knowledge of approaches to protected areas and conservation within the membership of the IUCN World Commission on Protected Areas.

Over 80 authors have made contributions to the first draft. Authors contributed to texts on: global and regional overviews/situation analyses; state of protection at ecosystem level; threats; management regimes; the role of stakeholders; and the role of protected areas in the third millennium. The target audience embraces both conservation professionals and students of conservation science. The publication is currently being edited, and will take into account the WPC outcomes, including the *Durban Accord* and *Durban Action Plan*, as well recent Convention on Biological Diversity COP7 decisions relating to protected areas. It will be launched at the 3rd IUCN World Conservation Congress in Bangkok in November 2004.

For further information see: <http://sea.unep-wcmc.org/wdbpa/sowpr/introduction.cfm>



Protected Areas Learning Network – PALNet

The aim of PALNet is to enable protected area managers to access and generate new knowledge and raise their professional capacity by sharing and exchanging field-based experience and rapidly developing science. PALNet is specifically designed to promote North-South and South-South exchange of experience and to foster on-site testing of innovative options for adaptation. A global network of field learning sites and regional nodes will provide the project with a solid field-oriented base, and ensure ‘bottom-up’ input into the knowledge-building process.

PALNet was officially launched at, and endorsed by, the Vth IUCN World Parks Congress. In addition to serving protected area stakeholders around the world, PALNet will support the Convention on Biological Diversity in its Programme of Work on protected areas.

PALNet will be compatible with and supportive of other conservation networks, as well as the Convention on Biological Diversity’s Clearing-House Mechanism. However, the audience and purpose of this mechanism is unique. This tool seeks to actively engage protected area managers globally and to promote knowledge exchange to foster experimentation with adaptive management techniques. Recognising that there are complementary initiatives, PALNet seeks to ‘scale up’ those efforts and provide a ‘network of networks’ to allow more stakeholders to benefit from best practice and lessons learned.

For further information see: <http://www.iucn.org/themes/wcpa/wpc2003/english/outputs/palnet.htm>



Special Focus Areas

Mountain protected areas

A pre-Congress ‘Mountain Protected Areas Workshop’ was held from 5–8 September 2004 in the uKhahlamba/Drakensberg Mountains. The workshop, hosted by WCPA’s Mountain Theme and Ezemvelo KwaZulu Natal Wildlife, provided 60 participants from 23 countries with a wide range of field experiences, supplemented by evening working sessions on topics linked to the World Parks Congress agenda. Approximately 50 papers generated by the workshop will be published as separate proceedings and will catalyse an extensive revision of IUCN’s Guidelines for Mountain Protected Areas.

At the Congress itself, mountain issues were prevalent in many of the workshop discussions and a number of side events and publication launches. Participants in the pre-Congress workshop contributed their experience, views and conclusions to the crafting of *WPC Recommendation V.6: Strengthening Mountain Protected Areas as a Key Contribution to Sustainable Mountain Development*.

Tourism and protected areas

The relationship between tourism and protected areas was a recurring issue in many WPC sessions and was featured in a number of significant side meetings and special events. The issue was specifically addressed in Plenary Session 3: Global Partners for Protected Areas, which explored the question of building strategic alliances between protected areas and the tourism sector. The majority of the tourism-related papers presented in the main conference were in Workshop Streams II: Building Broader Support for Protected Areas, and VI: Building a Secure Financial Future.

UNESCO’s World Heritage Centre sponsored a workshop session on ‘Tourism and World Heritage Sites’. UNEP sponsored a workshop, organised in conjunction with the International Ecotourism Society and the Rainforest Alliance, offering case studies on the value of certification programmes worldwide to ensure the protection of sensitive ecosystems that are a focal point for tourism. UNEP and Conservation International co-sponsored the launch of the publication *Tourism and Biodiversity: Mapping Tourism’s Global Footprint* (Christ *et al.*, 2003).

WPC Recommendation V.12: Tourism as a Vehicle for Conservation and Support of Protected Areas acknowledges the importance of visitation, recreation and tourism as critical components in fostering support for parks and the conservation of biological and cultural heritage. Careful and strategic implementation of policy together with proactive and effective management of tourism is essential to ensure the long-term prosperity of protected areas.

Transboundary protected areas

The growing worldwide interest in transboundary conservation and protected areas was taken up at the WPC across a number of sessions and side meetings. Many presentations reflected this issue and a specific workshop on Transboundary Protected Areas was held within Workshop Stream III: Governance of Protected Areas – New Ways of Working Together, to explore the many policy, institutional, management and capacity issues related to transboundary conservation.

A ‘TBPA Global Programme’ and ‘Global TBPA Network’ were launched to respond to the need for support expressed by protected area managers, governments, researchers and stakeholders

involved in TBPA. In addition, all papers and perspectives on TBPA which were presented at the Congress will be drawn together into a single publication. WPC participants developed *WPC Recommendation V.11: A Global Network to Support the Development of Transboundary Conservation Initiatives*. Transboundary protected areas also feature in other *WPC Recommendations*, including *V.4: Building Comprehensive and Effective Protected Area Systems*, *V.6: Strengthening Mountain Protected Areas as a Key Contribution to Sustainable Mountain Development*, *V.15: Peace, Conflict and Protected Areas*, *V.17: Recognising and Supporting a Diversity of Governance Types for Protected Areas*, *V.22: Building a Global System of Marine and Coastal Protected Area Networks*, and *V.25: Co-management of Protected Areas*.



WPC Exhibition, Events, Field Trips, and Short Courses

WPC exhibition

A high-quality exhibition staged in parallel with the World Parks Congress brought together 95 exhibitors who between them covered virtually every aspect of protected areas. Highlights included the many regional displays of approaches to PA issues; a 'Community Kraal', which provided a welcoming environment for indigenous and community people to discuss and share experiences on PA issues; and the Protected Areas Learning Network – PALNet demonstration centre, showcasing innovative information management for protected areas.

IUCN operated a comprehensive publications distribution and information centre, while the Republic of South Africa staged an impressive exhibit highlighting both PA achievements and challenges for the future. The exhibition area also contained a theatre stage, photographic exhibitions, poster spaces, delegate facilities, eating areas, and social spaces for delegates to network.

Special events and side meetings

During the course of the Vth IUCN World Parks Congress, numerous 'Special Events' and 'Side Meetings' were held.

Special events were larger, more substantial activities, often ceremonial and/or theatrical in nature. Twenty-eight such events took place. Of special note were the Opening Reception & State Banquet hosted by the Republic of South Africa and the City of Durban; 'Celebrating the Sacred Dimension of Protected Areas' involving indigenous and traditional leaders from around the world; and the special cultural evening celebrating Africa's protected areas. Other special events included receptions for regional networks and thematic protected areas constituencies, as well as launches of new PA initiatives, and publications. The Congress was further enlivened by a number of theatre, dance and music performances interpreting issues central to the future of protected areas.

Well over 100 side meetings took place within the Congress venue. These covered a diverse range of protected area issues and reinforced the outstanding networking opportunities afforded by the Congress.

For the full schedule of special events and side meetings held at the Congress see: www.iucn.org/themes/wcpa/wpc2003

Field trips

Field trips to four protected areas within KwaZulu-Natal took place on 14–15 September and were an integral part of the Congress programme, attracting some 800 participants. Staff and Honorary Officers from Ezemvelo KwaZulu-Natal Wildlife and Greater St Lucia Wetland Park Authority acted as coordinators, bus guides and site guides. In each of the four regions visited, sites had been selected to showcase issues central to the Congress agenda, particularly the seven Workshop Streams and three Cross-cutting Themes.

Tourism KwaZulu-Natal funded the production of a colourful field-trip booklet which provided background information on KwaZulu-Natal as well as on the structure of Ezemvelo KwaZulu-Natal Wildlife and the Greater St Lucia Wetland Park Authority. Site-specific information was included in each booklet.

Greater St Lucia Wetland Park (World Heritage site)

Nine sites were visited, covering Workshop Streams: I Linkages in the Landscape and Seascape, III Governance of Protected Areas, V Evaluating Management Effectiveness and VI Building a Secure Financial Future, and as well as all three Cross-cutting Themes.

Hluhluwe-iMfolozi Park

Nine different sites were visited within the park, providing participants with South African examples and experience of issues covered by Workshop Streams: II Building Broader Support for Protected Areas and IV Developing the Capacity to Manage Protected Areas, with special emphasis on the Cross-cutting Theme 'Communities and Equity'.



IUCN

Siyaya Coastal Park

The three sites visited here focused on issues covered by Workshop Stream VII Building Comprehensive Protected Area Systems, and the Cross-cutting Themes 'Communities and Equity' and 'Marine'.

uKhahlamba-Drakensberg Park and World Heritage site

Participants who visited sites within this mixed World Heritage site were able to see at first-hand examples of issues relating to all seven Workshop Streams and the Cross-cutting Themes 'Communities and Equity' and 'World Heritage'.

Short courses

Ten 'Short courses' were conducted concurrently with the two days of field trips over the period 14–15 September. The courses were designed to provide Congress participants with practical, 'hands-on' training in a range of issues linked to the seven Workshop Streams. A total of 208 participants attended the courses, which covered governance, managing for ecological integrity, business planning, economic evaluation, conservation finance tools, human-wildlife interactions, PA systems planning, and participatory communication.

For the full schedule of Short courses held at the Congress see: www.iucn.org/themes/wcpa/wpc2003



Digital Repository of WPC Documents and Presentations

Information technology was used prior to and at the World Parks Congress to assemble, and make available electronically, a digital repository of information on protected areas. Where provided by the author(s), the full texts of Congress presentations and papers are available on the WCPA web portal, organised under separate folders for Plenary Sessions, Symposia, Workshop Streams and Cross-cutting Themes. You do not need to be a WCPA member to take advantage of this service; simply go to www.wcpa.info/wcpa/ev.php and select '2003 World Parks Congress' from the Topic Explorer panel. IUCN WCPA will continue to develop this digital repository, progressively linking it to the PALNet system.



Publications Launched at the Congress

2003 United Nations List of Protected Areas. CHAPE, Stuart, BLYTH, Simon, FISH, Lucy, FOX, Phillip and Mark SPALDING (compilers). IUCN; UNEP/WCMC. *United Nations list of National Parks.* 2003.

Atelier sur la gouvernance des aires protégées d'Afrique (Workshop on the governance of protected areas in Africa). IUCN Regional Office for Western Africa; Centre de coopération internationale en recherche agronomique pour le développement. 2003.

Comprehensive protected areas system composition and monitoring. VREUGDENHIL, Daan, TERBORGH, John, CLEEF, Antoine M., SINITSYN, Maxim, BOERE, Gerard C., ARCHAGA, Victor L. and Herbert PRINS. IUCN; World Institute for Conservation and Environment, USA. 2003.

Conservation on private lands: the Australian experience. FIGGIS, Penelope. IUCN Protected Areas Programme; IUCN World Commission on Protected Areas. 2004.

Equidad entre áreas protegidas y comunidades locales: reflexión desde Mesoamérica y el Caribe. SOLÍS RIVERA, Vivienne, MADRIGAL CORDERO, Patricia, AYALES CRUZ, Ivannia and Marvin FONSECA BORRÁS. Coope Sol i Dar, CR; IUCN World Commission on Protected Areas; IUCN Commission on Environmental, Economic and Social Policy; Theme on Indigenous and Local Communities, Equity and Protected Areas – TILCEPA. 2003.

Evaluating effectiveness: a summary for park managers and policy-makers. HOCKINGS, Marc, STOLTON, Sue and Nigel DUDLEY. IUCN; WWF. 2002.

Evaluating management effectiveness: maintaining protected areas for now and the future. HOCKINGS, Marc, LEVERINGTON, F. and R. JAMES. IUCN World Commission on Protected Areas; WWF; University of Queensland, Australia. 2003. (Also available in French and Spanish.)

Gestión de áreas protegidas mediterráneas : análisis y posibilidades de las redes y los planes de acción (Management of protected areas in the Mediterranean: assessment and opportunities of networks and action plans). LÓPEZ ORNAT, Arturo and Elena CORREAS. IUCN Centre for Mediterranean Cooperation; Ministerio de Medio Ambiente, Organismo Autónomo Parques Nacionales, Spain. 2003.

Guidelines for planning and managing mountain protected areas. HAMILTON, Lawrence S. and Linda MCMILLAN (eds). IUCN World Commission on Protected Areas. 2004.

How is your MPA doing? A guidebook of natural and social indicators for evaluating marine protected areas management effectiveness. POMEROY, Robert S., PARKS, John E. and Lani M. WATSON. IUCN Protected Areas Programme; WWF; NOAA, USA. 2004.

Innovative governance: indigenous peoples, local communities, and protected areas. JAIRETH, Hanna and Dermot SMYTH (eds). IUCN Commission on Environmental, Economic and Social Policy; IUCN World Commission on Protected Areas; Theme on Indigenous and Local Communities, Equity and Protected Areas – TILCEPA. 2003.

Integrating biodiversity conservation and sustainable use: lessons learned from ecological networks. BENNETT, Graham. IUCN Commission on Ecosystem Management; Syzygy, NL. 2004.

International environmental governance: an international regime for protected areas. SCANLON, John and Françoise BURHENNE-GUILMIN (eds). IUCN Environmental Law Centre; IUCN Environmental Law Programme; Parks Canada, Canada. *IUCN environmental policy and law paper*, No.49. 2004.

Linkages in practice: a review of their conservation value. BENNETT, Graham. IUCN; Syzygy, NL. 2004.

Linkages in the landscape: the role of corridors and connectivity in wildlife conservation. BENNETT, Andrew F. IUCN Forest Conservation Programme; Environment Australia. *Conserving Forest Ecosystems Series*, No.1. 2003.

Local communities, equity and conservation in southern Africa: a synthesis of lessons learnt and recommendations from a southern African technical workshop. WHANDE, Webster, KEPE, Thembele and Marshall MURPHREE. University of Western Cape, Programme for Land and Agrarian Studies, South Africa; Africa Resources Trust; IUCN; Theme on Indigenous and Local Communities, Equity and Protected Areas – TILCEPA. 2003.

Monitoring coral reef marine protected areas, version 1: a practical guide on how monitoring can support effective management of MPAs. WILKINSON, Clive R., GREEN, Alison, ALMANY, Jeanine and Shannon DIONNE. Australian Institute of Marine Science, AIMS; IUCN Global Marine Programme; The Nature Conservancy; Global Coral Reef Monitoring Network. 2003.

Parks in transition: biodiversity, rural development and the bottom line. CHILD, Brian (ed). IUCN South Africa. 2004.

Policy matters. Newsletter of the IUCN Commission on Environmental, Economic and Social Policy, *Special issue: Community empowerment for conservation*, No.12. 2003.

Protected areas in 2023: scenarios for an uncertain future. Presented to the Vth World Congress on Protected Areas, Durban, South Africa, September 2003. MCNEELY, Jeffrey A. and Fredrik SCHUTYSER (eds). IUCN. 2003.

Protected areas in Uganda: benefits beyond boundaries. Published to mark Uganda's participation in the World Parks Congress, Durban, South Africa, September 2003. ROBERTS, Andrew (ed). Uganda Wildlife Authority; IUCN; International Gorilla Conservation Programme. 2003.

Protected areas: perspectives from India. KOTHARI, Ashish. India National Committee for IUCN; Wildlife Institute of India; Ministry of Environment and Forests, India; Centre for Environment Education. 2003.

The future we choose: vision and strategy for Russia's protected areas. STEPANITSKY, Vsevolod, MALESHIN, Nikolai and Alexei BLAGOVIDOV. Ministry of Natural Resources, Russia; IUCN Office for the Commonwealth of Independent States; WWF. 2003.

Tourism at the Vth World Parks Congress: report from the Chair of the Task Force on Tourism and Protected Areas. EAGLES, Paul F.J. IUCN World Commission on Protected Areas. 2003.

Transboundary peaceful cooperation and development while protecting biodiversity. IUCN; International Tropical Timber Organization. 2003.

Sustainable tourism in protected areas: guidelines for planning and management. EAGLES, Paul F.J., MCCOOL, Stephen F. and Christopher D. HAYNES. IUCN World Commission on Protected Areas; UNEP; World Tourism Organization; Ministerio de Medio Ambiente, Organismo Autónomo Parques Nacionales, Spain. *Best Practice Protected Area Guidelines Series*, No.8. 2003.

World Heritage Convention: effectiveness 1992–2002 and lessons for governance. Background paper prepared for Parks Canada. THORSELL, James. Parks Canada, Canada. 2003.

Unpublished IUCN documents

Evaluating governance: a handbook to accompany a participatory process for a protected area. ABRAMS, Peter, BORRINI-FEYERABEND, Grazia, GARDNER, Julia and Pippa HEYLINGS. IUCN Commission on Environmental, Economic and Social Policy; IUCN World Commission on Protected Areas; Theme on Indigenous and Local Communities, Equity and Protected Areas – TILCEPA. July 2003.

Securing protected areas in the face of global change: options and guidelines. Call for comment and input. BONESS, Melissa, BERGST, Bret and Kenton MILLER. IUCN World Commission on Protected Areas; UNESCO World Heritage Centre, Paris, France; The Nature Conservancy, Arlington, Virginia, USA; Conservation International, Washington, DC, USA; World Resources Institute, Washington, DC, USA. August 2003.

Speaking a common language: an assessment of the IUCN categories of protected areas carried out for the World Commission on Protected Areas – An integrated research project. PHILLIPS, Adrian, STOLTON, Sue, DUDLEY, Nigel and Kevin BISHOP. Cardiff University, UK; IUCN World Commission on Protected Areas. August 2003.

Non-IUCN publications launched at the Congress

Benefits beyond boundaries: work in the UK's protected areas. HOLDGATE, Martin W. Foreword. Council for National Parks, UK. 2003.

Managing tourism at World Heritage sites: a practical manual for World Heritage site managers. PEDERSEN, Art. UNESCO World Heritage Centre, Paris, France; Division of Technology, Industry and Economics, UNEP. 2002.

Strategic round table on the role of protected areas and ecological networks in biodiversity policies. Nature and Food Quality, Ministry for Agriculture, Netherlands; Ministry of Foreign Affairs, Netherlands. 2003.

Tourism and biodiversity: mapping tourism's global footprint. CHRIST, Costas, HILLEL, Oliver, MATUS, Seleni and Jamie SWEETING. Conservation International; UNEP. 2003.



Profile of WPC Participation

Participants' profile at the WPC

The Vth IUCN World Parks Congress generated enormous support, with more than 5000 expressions of interest to attend the event. A total of 2897 participants from 160 countries attended, making it the largest gathering of protected area specialists in history. Some 96 VIPs took part, along with over 150 IUCN staff, other Congress organisers and officials. The high level of interest in the Durban Congress reflects the increasing global interest in protected areas. The five WPCs held since 1962 have witnessed steadily growing patronage:

| World Parks Congress | No. of Participants | No. of Countries |
|--|---------------------|------------------|
| Seattle, USA (1962) | 262 | 63 |
| Yellowstone/Grand Teton National Parks, USA (1972) | 1,200 | 80 |
| Bali, Indonesia (1982) | 353 | 68 |
| Caracas, Venezuela (1992) | 1,840 | 133 |
| Durban, South Africa (2003) | 2,897 | 160 |

Efforts were made to attract a good geographical balance to the WPC. Forty-two percent of participants came from the developing world.²⁹ All WCPA regions were represented. Significant departures from targeted percentages of participants occurred in only a few regions: Europe, East Africa, southern Africa and North America were somewhat over-represented, while East Asia, South Asia and West/Central Africa were somewhat under-represented against the pre-determined targets.

Language preferences among participants reflected a strong bias towards English (English 83%; Spanish 10%; French 7%).³⁰ The gender balance of the participants reflected a bias toward males (69%), compared with 31% for females.³¹

A full list of participants at the Vth IUCN World Parks Congress is available on CD-ROM from the IUCN Secretariat or from the Durban Congress pages of the IUCN WCPA website (www.iucn.org/themes/wcpa/wpc2003).

²⁹ Based on OECD 'DAC List of Aid Recipients as at 1 January 2003 – Developing Countries & Territories (in receipt of Official Development Assistance)'.
³⁰ Based on participant nominated language preference at registration.
³¹ Not all participants indicated gender; estimate only extrapolated from known data.



Survey of Participants at the Vth IUCN World Parks Congress

Project team

G.E. Machlis (University of Idaho, USA), M. Hockings (University of Queensland, Australia), E. Nielsen (Alaska Pacific University, USA), K. Russell (University of New Hampshire, USA) and N. Nyambe (University of KwaZulu-Natal, South Africa)

The following report provides preliminary results from the Participant Survey conducted during the Vth IUCN World Parks Congress. Full analysis and reporting of survey results has been delayed by the need to determine possible response bias that might impact on the interpretation of survey results. As the preliminary report indicates, the response bias may be significant because of the relatively low response rate to the survey. Data on characteristics of all Congress participants is needed to conduct the response bias check; this analysis is still in progress. However, the data from survey respondents reported in this preliminary analysis are fully consistent with the detailed analysis of all returned surveys. The full report on the delegate survey will be provided on the IUCN WCPA website (www.iucn.org/themes/wcpa/wpc2003) as soon as it is available.

Introduction

The Vth IUCN World Parks Congress assembled close to 3000 of the world's leading professionals in parks, protected areas, conservation and related fields. This report describes the preliminary results from the Participant Survey conducted during the Congress. The objectives of the survey were to: (1) systematically gather the views of participants on topics and issues of concern to the Congress; (2) share the preliminary results with participants at the closing of the Congress; (3) report the full results through IUCN; and (4) make the data available to IUCN, other organisations and individuals for their use in future activities related to protected areas. While preliminary and subject to revision, this report provides potentially useful insights into issues of concern to the world's protected area professionals.

Methodology

The survey was designed by the project team (see below) and reviewed by the Congress Executive Committee and others. The survey included questions regarding participants' assessments of skills and training, WCPA and IUCN services, barriers to PA management, threats to PA resources, benefits beyond boundaries, trends and future issues in PA management. Surveys were prepared in English, French and Spanish. Participants received a copy of the survey as they registered at the Congress. All responses were confidential; individuals, organisations or countries of origin were not identifiable. Participants returned the completed surveys in one of ten drop-boxes located throughout the Congress venues. Follow-up reminders included announcements at plenary and workshop sessions. A total of 455 completed surveys were returned by 17 September 2003. The preliminary response rate was 20.2%, with further returns received after the Congress. Non-response bias is potentially significant, and several non-response bias checks will be made with the final data set. Data for selected survey questions and variables were coded by student volunteers from the University of KwaZulu-Natal, South Africa. A presentation was made at the Congress plenary on 17 September 2003. These preliminary results should be interpreted with caution pending final non-response bias analysis.

Results

Selected preliminary results are presented in a series of tables below.

Table 1. Experience in PAs

| | All respondents (%) |
|--------------------------|---------------------|
| None | 2.9 |
| Less than 5 years | 17.9 |
| 5 to less than 10 years | 17.9 |
| 10 to less than 20 years | 31.3 |
| Greater than 20 years | 29.1 |

Table 2. Scale of work in PAs

| | All respondents (%) |
|--------------------------|---------------------|
| Local | 15.2 |
| Provincial/State | 19.7 |
| National | 41.6 |
| International and global | 17.3 |

Table 3. Key skill and training needs

| | All respondents (%) |
|-----------------------------------|---------------------|
| Fundraising | 33.2 |
| Outreach and partnerships | 31.6 |
| Sustainable development | 30.6 |
| Information systems | 22.6 |
| Scientific knowledge and research | 21.5 |

Table 4. Key barriers to PA management effectiveness

| | All respondents (%) | Southern Africa respondents ¹ | Europe respondents ¹ |
|---|---------------------|--|---------------------------------|
| Inadequate funding | 46.5 | (1) | (1) |
| Lack of enforcement | 33.0 | (5) | (4) |
| Lack of political support | 31.6 | | (2) |
| Inadequate leadership | 28.2 | (2) | |
| Inadequate administrative structure | 26.1 | (3) | |
| Inadequate knowledge of local communities | | (4) | |
| Inappropriate policies | | | (3) |
| Inadequate evaluation systems | | | (4) |

¹ numbers in parentheses represent rankings within regions

Table 5. Key threats to PA resources

| | All respondents (%) |
|--|---------------------|
| Inappropriate adjacent land use | 46.5 |
| Overharvesting for commercial purposes | 33.0 |
| Invasive species | 31.6 |
| Infrastructure development | 28.2 |
| Agricultural encroachment | 26.1 |

Table 6. Key global change factors

| | Current influence (2003) | % | Future influence (2013) | % |
|------------------------|------------------------------------|------|------------------------------------|------|
| Biophysical factors | Invasive species | 26.1 | Invasive species | 36.0 |
| | Climate change | 23.9 | Climate change | 33.8 |
| Governance factors | Increasing stakeholder involvement | 34.3 | Increasing stakeholder involvement | 50.0 |
| | Globalisation of decision-making | 18.1 | Globalisation of decision-making | 33.2 |
| Socio-economic factors | Growing human population | 49.5 | Growing human population | 51.5 |
| | Intensified land use | 49.0 | Intensified land use | 53.5 |

Table 7. Less-recognised PA benefits

| | All respondents (%) |
|---------------------|---------------------|
| Spiritual benefits | 28.2 |
| Political benefits | 27.4 |
| Cultural benefits | 17.6 |
| Social benefits | 14.9 |
| Scientific benefits | 11.7 |

Discussion

The preliminary results suggest that for particular issues of concern, some agreement exists within the protected area professional community. For example, close to half (46.5%) of all participants considered inadequate funding a key barrier to effective protected area management (Table 4). Yet for some issues there is a wider range of opinions. For example, the five most commonly cited barriers to effective protected area management (Table 4) differ between southern African and European respondents.

The preliminary results also suggest that the general ‘urgency and opportunity’ confronting the protected area world community is grounded in specific concerns. For example, inappropriate adjacent land use, overharvesting for commercial uses, and invasive species are seen as key threats to protected areas (Table 5). Participants also recognised important innovations in PA management, such as co-management, increased knowledge sharing amongst the PA community, exponential growth of available data, and the emergence of networks and alliances.

The survey results provide a strong message to participants at the VIth IUCN World Parks Congress ten years hence: protected areas face critical ‘challenges beyond boundaries’. For example, many respondents predicted the compelling issues in 2013 to include climate change, funding, sustainability, population growth, biodiversity loss, and politics.

Next steps

Full results, including an additional 109 surveys received after the Congress concluded, will be examined for potential non-response bias. A complete report of the findings will be available on the WCPA website or upon request from Marc Hockings. The complete data set will be made available to interested organisations and individuals.

Conclusion

The Vth IUCN World Parks Congress is an extraordinary gathering of the world’s leading professionals concerned with the future of protected areas. The future they have expressed – in the many Congress sessions, in their spirited debates and discussions, and in the Participant Survey – is one of ‘urgency and opportunity’. The fate of protected areas may be decided in the early decades of the 21st century. And the fate of protected areas is our own.

Acknowledgements

The principal investigators would like to thank the students of the University of Natal for their assistance with survey administration and coding the preliminary results, and the many World Parks Congress participants who provided their opinions and insights through this survey. This project was funded by IUCN and the US National Park Service.

Communications to the principal investigators should be addressed to:

Marc Hockings – m.hockings@uq.edu.au

or

Gary Machlis – gmachlis@uidaho.edu



Acronyms

| | |
|--------|---|
| AMCEN | African Ministers Conference on Environment |
| APAI | African Protected Areas Initiative |
| APATF | African Protected Areas Trust Fund |
| ASEAN | Association of Southeast Asian Nations |
| AusAID | Australian Agency for International Development |
| AZE | Alliance for Zero Extinction |
| BP | British Petroleum |
| CBD | Convention on Biological Diversity |
| CCA | Community conserved area |
| CEC | (IUCN) Commission on Education and Communication |
| CEESP | (IUCN) Commission on Environmental, Economic and Social Policy |
| CEL | (IUCN) Commission on Environmental Law |
| CEM | (IUCN) Commission on Ecosystem Management |
| CFA | Conservation Finance Alliance |
| CHM | Clearing-House Mechanism |
| CI | Conservation International |
| CITES | Convention on International Trade in Endangered Species of Wild Fauna and Flora |
| CMS | Convention on the Conservation of Migratory Species of Wild Animals |
| COP | Conference of Parties |
| EBI | Energy and Biodiversity Initiative |
| EEZs | Exclusive Economic Zones |
| FAO | (UN) Food and Agriculture Organisation |
| FCCC | (UN) Framework Convention on Climate Change |
| FFI | Fauna and Flora International |
| GEF | Global Environment Facility |
| GIS | Geographical information system |
| GTZ | German Technical Cooperation |
| HSMPA | High-seas marine protected area |
| IAS | Invasive alien species |
| ICD | Integrated Conservation and Development |
| ICMM | International Council on Mining and Metals |
| ICOMOS | International Council on Monuments and Sites |
| ILO | International Labour Organisation |
| IMPAC | International Marine Protected Areas Congress |
| IRBM | Integrated river basin management |
| IUCN | The World Conservation Union |
| MAB | (UNESCO) Man and the Biosphere Programme |
| MEA | Multilateral environmental agreement |
| MPA | Marine protected area |

| | |
|---------|--|
| NBSAP | National Biodiversity Strategies and Action Plans |
| NEPAD | New Partnership for African Development |
| NGO | Non-governmental organisation |
| PA | Protected area |
| PALNet | Protected Areas Learning Network |
| PCIA | Peace and Conflict Impact Assessment |
| PPA | Privately owned protected area |
| RIPANAP | Ibero-American Network of National Park Institutions and Other Protected Areas |
| ROPME | Regional Organization for the Protection of the Marine Environment |
| SBSTTA | (CBD) Subsidiary Body on Scientific, Technical and Technological Advice |
| SIDS | Small Island Developing States |
| SoWPA | State of the World's Protected Areas |
| SSC | (IUCN) Species Survival Commission |
| TBPA | Transboundary protected area |
| TILCEPA | Theme on Indigenous and Local Communities, Equity and Protected Areas |
| TNC | The Nature Conservancy |
| UNCLOS | United Nations Convention on the Law of the Sea |
| UNDP | United Nations Development Programme |
| UNEP | United Nations Environment Programme |
| UNESCO | United Nations Educational, Scientific and Cultural Organization |
| UNF | United Nations Foundation |
| UN-FSA | United Nations Fish Stocks Agreement |
| UN ICP | United Nations Informal Consultative Process |
| UN List | United Nations List of Protected Areas |
| USAID | United States Agency for International Development |
| WCC | (IUCN) World Conservation Congress |
| WCMC | (UNEP) World Conservation Monitoring Centre |
| WCPA | (IUCN) World Commission on Protected Areas |
| WDPA | World Database on Protected Areas |
| WPC | World Parks Congress |
| WWF | World Wide Fund For Nature |
| WSSD | World Summit on Sustainable Development |
| WTO | World Tourism Organization |

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: nearly 1000 members in all, spread across some 140 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.



IUCN Publications Services Unit

219c Huntingdon Road
Cambridge CB3 0DL, UK
Tel: +44 1223 277894
Fax: +44 1223 277175
E-mail: info@books.iucn.org

UNEP World Conservation Monitoring Centre

219c Huntingdon Road
Cambridge CB3 0DL, UK
Tel: +44 1223 277314
Fax: +44 1223 277136
E-mail: info@unep-wcmc.org