



**Strategic review of the IUCN
Programme on Protected Areas**

S.D. Turner

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Preface

A draft report on the 2009 strategic review of the IUCN Programme on Protected Areas was submitted on 18 October for a factual check before the participatory submissions from key informants identified in the terms of reference had been received. This revised report takes the key informants' written inputs into account, as well as the factual corrections received on the draft.

I am grateful to have been given this opportunity to review IUCN's important work on protected areas. The PPA has been going through challenging times, but there is no doubt about the commitment of its staff, of their colleagues in the World Commission on Protected Areas, and of those elsewhere in the Secretariat with whom the PPA works.

I would also like to thank all those in the PPA, the WCPA and beyond who contributed to this review through interviews, responses to the online questionnaire, or other inputs. I hope the report is an accurate reflection of your views and that it will serve as a useful foundation for a stronger PPA.

Stephen Turner

Gaborone

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Abbreviations

ACP	African, Caribbean and Pacific
CBD	Convention on Biological Diversity
CCA	community conserved area
CEC	Commission on Education and Communication
CEESP	Commission on Environmental, Economic and Social Policy
CEL	Commission on Environmental Law
CHF	Swiss francs
COP	Conference of the Parties
FTE	full-time equivalent
GEF	Global Environment Facility
IBAT	Integrated Biodiversity Assessment Tool
MEA	multilateral environmental agreement
MIS	management information system
NGO	non-governmental organisation
np	no page number
PACT	Protected Areas and Climate Turnaround
PALNet	Protected Areas Learning Network
POWPA	Programme of Work on Protected Area
PA	protected area
PPA	Programme on Protected Areas
SSC	Species Survival Commission
TILCEPA	Theme on Indigenous and Local Communities, Equity and Protected Areas
TOR	terms of reference
UN	United Nations
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFCCC	United Nations Framework Convention on Climate Change
WCMC	World Conservation Monitoring Centre
WCPA	World Commission on Protected Areas
WDPA	World Database on Protected Areas
WHC	World Heritage Convention
WPC	World Parks Congress

Summary and recommendations

Introduction

This review defines IUCN's Programme on Protected Areas (PPA) as the entity in the Secretariat that focuses on the role of protected areas in pursuit of the Union's mission. It thus comprises staff at headquarters in Switzerland and a larger number of employees at several regional offices of the Secretariat. (Administratively, the PPA cost centre covers the headquarters staff only.) For many years, the PPA has worked in close collaboration with the World Commission on Protected Areas (WCPA) on an integrated programme of activities. However, the Secretariat's protected areas activities at regional and country level operate in partial independence of the global efforts of the PPA and the WCPA.

This strategic review of the PPA identifies the best way forward for it. It is not an evaluation of the past performance of the PPA or the WCPA. It is based on review of the documentation, interviews with some 60 key informants, 70 responses to a questionnaire survey and written submissions from two regional offices of IUCN and the chair of the WCPA.

The relevance of protected areas and a protected areas programme

Protected areas concepts and approaches are centrally relevant to IUCN's vision and mission. As Members and the Council have pointed out, promotion of and support for the multiple roles of protected areas in conserving biodiversity and sustaining ecosystem integrity and services are vitally important tasks for the Union. The PPA is appropriately located within the core Conserving Biodiversity area of IUCN's current Programme.

However, there is a widespread impression at present that IUCN's commitment to protected areas and the PPA is waning. Citing severe budgetary constraints, the Secretariat abolished the post of head of the PPA in February 2009. At headquarters level, the PPA is understaffed and underfunded – whereas protected areas ought to be one of the last sectors in which sacrifices are made.

Recommendation

1. The Director General should make a statement to Council confirming that, despite the difficult decisions taken with regard to the post of head of the PPA, the Secretariat understands the central relevance of protected areas to IUCN's vision and mission and is actively committed to a PPA that strengthens this core component of the Union's programme by reinforcing the established conservation functions of protected areas and innovatively developing the additional roles they must play to sustain biodiversity, ecosystems and livelihoods. She should further confirm that, within current budgetary constraints, every effort will be made to provide this essential Secretariat function with adequate funding.

Protected areas work, including that of IUCN, currently suffers a second credibility gap. Within the Secretariat and in many other global agencies, protected areas are too often seen as strategically and socially inadequate – an outmoded response to today's conservation challenges. By extension, the proponents and practitioners of protected areas conservation – notably the WCPA and the PPA – are also often perceived as old fashioned and socially insensitive, increasingly marginal to the mainstream of modern conservation.

These are gross misunderstandings. Even brief review of the WCPA's activities reveals the inclusive, rather than exclusive, character of modern protected areas work. Protected areas specialists are making important contributions to efforts to address climate change and to assure ecosystem services. Many are equally committed to ensuring social justice and sustainable development in the declaration and management of protected areas. But protected areas, and IUCN's work on them, do have an image problem.

Recommendations

2. In consultation with the WCPA, the Biodiversity Conservation Group in the Secretariat should lead a process to achieve a stronger technical understanding and consensual commitment within the Secretariat regarding the core and cutting edge roles of protected areas in the pursuit of IUCN's mission through implementation of its Programme.
3. With active support from the Biodiversity Conservation Group and the Global Communications Unit in the Secretariat, the WCPA and the CEC should elaborate and implement their work plan for rehabilitating the perception of protected areas.

IUCN has many scientific skills and operational resources to devote to protected areas and their functions around the world. Those functions are mainstreamed into many aspects of the Union's work, and the WCPA is active and successful on several fronts. But a strong PPA in the Secretariat remains essential. It is the Secretariat that must provide the day to day continuity of operations that makes it possible to direct and deliver the IUCN Programme. Effective implementation of the Programme requires a symmetry of strengths: the scientific expertise of the Commissions, rooted in an operational understanding of how to practise conservation in the field, matched by the practical, operational, policy expertise and full time availability of the Secretariat, rooted in a scientific understanding of nature and conservation.

Priority tasks and roles

The review scans the needs, opportunities and challenges facing the PPA. It notes the need for IUCN's protected areas work to span the spectrum from poorer to richer countries. The former still need strong support to enhance their basic protected areas management functions. The latter have invaluable expertise to offer, but still need a strong global commitment to protected areas from IUCN, and the opportunity to participate constructively in the protected areas networks and programmes that the Union can facilitate. IUCN has unique status and opportunities in global policy processes for promotion of the multiple roles of protected areas. It is not exploiting these adequately at present. Good progress has been made in expanding marine protected areas; the PPA should act more strongly to reinforce this progress. Building on IUCN's normative achievements in developing protected area management categories and management standards, there is much to be done in meeting the heavy demand for advisory and training services. The WCPA is tackling major scientific challenges in identifying and promoting the roles of protected areas in responding to climate change and assuring ecosystem services and human wellbeing. It needs more PPA support in this. Knowledge and data management are other key IUCN services. Within the Biodiversity Conservation Group and working with the relevant partners, the PPA should facilitate knowledge management on protected areas, including stronger integration and enhanced mapping of biodiversity and protected areas data.

The review goes on to summarise the institutional context within which IUCN's strengths must be deployed for optimal support to protected areas in pursuit of its mission. Within this context, IUCN is uniquely qualified to provide leadership in the protected areas sector. It can link individual scientists, experts and organisations into global and local protected areas programmes, providing the necessary linkages between the various scales of intervention. Co-ordinating this leadership is the role of the PPA. Working with the

WCPA, the PPA must enable the Union to provide leadership through science, which means being on the cutting edge of protected areas thinking. This is a challenge to both the PPA and the Commission: strengthening the scientific heartlands and being active and alert on new frontiers.

The PPA should operate within multiple programme frameworks. But its primary obligation is to facilitate achievement of the protected areas targets in the Union's intersessional Programme, while responding to the resolutions and recommendations of the most recent World Conservation Congress.

Thematically, the core of the PPA's purpose remains the conservation of the species and habitats that exist in protected areas. But this is not enough. The urgent challenge is to integrate these functions with the global conservation of biodiversity. A further broad task is to understand, assess and safeguard the broader roles of protected areas in ecosystems and landscapes. Another set of tasks concerns the integration of protected areas and the broader social, political and governance contexts within which they are embedded. None of these further tasks is an option. IUCN's PPA will be ineffective in its core conservation work if it does not actively embrace these broader environmental, political and governance dimensions.

Asked about the priority themes for the PPA, survey respondents mentioned not only established subjects like management effectiveness and protected area categories, but also the social and livelihood issues. Climate change was repeatedly emphasised as an urgent priority. Among the conventional and cutting edge roles identified for the PPA, advisory and advocacy services in support of the CBD Programme of Work on Protected Areas are functions that the world is waiting for the PPA to co-ordinate. Capacity building and management guidelines remain a core task. Best Practice guidelines for protected areas, written largely by WCPA members, are a widely valued IUCN product. So too are the World Parks Congress and its regional equivalents. Knowledge and data products are seen as vital. There is consensus that IUCN – led by the PPA – could play a stronger role in supporting and delivering the existing functions of the World Database on Protected Areas, and that there are much broader data and knowledge management needs to be addressed in the protected areas sector. This may include the linking of spatial biodiversity data with the WDPA, and the linking of new and enhanced databases on protected areas into it. The Protected Areas Learning Network is widely believed to have lost direction. The 'Parks' journal is much appreciated, but should shift to a web-based format. The World Protected Areas Leadership Forum is a function that IUCN should be careful to nurture.

Recommendations

4. A revised and reinforced PPA should work with the WCPA to rebuild IUCN's leadership in the protected areas field. This leadership must span science, policy and field operations in the sector. It must be achieved through complementary strengths of the Secretariat and the Commission: the scientific and strategic competence of the PPA must be credible and effective.
5. In fulfilment of IUCN's protected areas leadership role, the PPA should, in consultation with the WCPA:
 - co-ordinate delivery of all IUCN protected areas work with implementation of the IUCN Programme;
 - co-ordinate IUCN's global convening, facilitation and advocacy functions for protected areas, with particular emphasis on enhanced implementation of a reinforced CBD Programme of Work on Protected Areas and optimised recognition of and support for protected areas in implementation of the UNFCCC;

- work to reinforce and maintain IUCN's normative, standard-setting functions with regard to protected areas;
 - co-ordinate IUCN's knowledge and data management for protected areas, especially through an enhanced IUCN contribution to operation by the UNEP WCMC of a strengthened and expanded WDPA that is integrated with spatial biodiversity data;
 - co-ordinate IUCN's capacity-building services to government, NGO, private and community protected area managers;
 - maximise training and scientific support to protected area systems in poorer countries, while sustaining and expanding IUCN's protected areas constituency in richer countries.
6. The science and strategy of the PPA must integrate the heartland and the frontiers of protected areas work for the 21st century. A narrower focus on conventional protected areas business as usual is not a viable option.
 7. Despite the need to redirect and reinforce the PPA, it does not need a whole new work plan. First and foremost, the PPA should be committed to co-ordinating IUCN's delivery of the protected areas results in its intersessional Programme, and resourced accordingly.
 8. Within that effort, and again regaining the leadership that the world is waiting for it to show, the PPA should frame the relevant elements of IUCN's protected areas activity into a coherent series of actions to support reinforcement and implementation of the CBD Programme of Work on Protected Areas.
 9. The PPA's core thematic emphasis should be on the more effective creation and management of protected areas for the conservation of nature, including the science and data management that are needed to optimise this effort.
 10. Linked to this central emphasis, the PPA should support and contribute to IUCN's combination of core and cutting edge themes in its protected area science and strategy, including:
 - understanding, advocating and securing the ecosystem services that protected areas supply;
 - integrating protected areas with the broader conservation of ecosystems and management of landscapes;
 - understanding and promoting the central role of protected areas in climate change adaptation and mitigation;
 - integrating protected areas with social, economic and cultural planning, management and benefits for the societies who depend on and sustain them;
 - in developing countries, a concomitant emphasis on optimising the contribution of protected areas to poverty alleviation, sustainable development and community conservation management by and for those living in and near protected areas;
 - continued enhancement and expanded delivery of management effectiveness criteria, assessment methodologies and related services;
 - support for the development of protected area management capacity;

- continued enhancement and operational support for the IUCN system of protected area categories.
11. The PPA's scientific and policy support for protected areas should continue to be distributed equally across all protected area categories.
 12. The PPA should work with the WCPA to maintain and expand the quality and coverage of IUCN's documentation on protected areas science and management, in particular the Best Practice Guidelines. But it should do this as part of a more proactive knowledge management and delivery strategy, striving to ensure that its publications are accessed and used in English and other languages.
 13. The PPA should consult with the WCPA about replacement of the 'Parks' journal with a more accessible and economical communications format that maintains and enhances the quality of IUCN's protected areas communications.
 14. In continuing consultation with the WCPA and the IUCN Commission on Education and Communications, the PPA should appraise how to reassert and develop IUCN's leadership role in protected areas training. This should involve the transformation of the Protected Areas Learning Network into a suite of curricula, training materials and online learning facilities that is fully populated with IUCN science and expertise, is simple to use and is promoted so that it does deliver the intended service.
 15. The PPA should continue its leadership role in organising the World Parks Congress, and expand its support for regional parks congresses in Latin America, Africa and Asia. At both levels, it should seek the most environmentally appropriate and operationally rational means of arranging and managing such events.
 16. In consultation with the WCPA, the PPA should reassert IUCN leadership in the protected areas field by reinforcing the Union's commitment to the World Protected Areas Leadership Forum and optimising the use of this body to help guide and support the sector. It should provide more proactive support and publicity for it and promote broader participation by the world's protected areas leadership in its activities.
 17. Without detracting from IUCN commitment to terrestrial protected areas, the PPA should work with the WCPA and the Global Marine and Species Programmes to strengthen the Union's support for the expansion and effective management of marine and other aquatic protected areas.
 18. While reinforcing IUCN's recognition of and support for protected area managers in the richer countries, the PPA should work to strengthen the Union's contribution to more effective biodiversity conservation by protected areas in the poorer countries of Asia, Africa, Oceania and Latin America.

Institutional and organisational issues

The PPA should provide complementary scientific and operational expertise to maximise the value of the WCPA's substantial and widely recognised efforts to implement the IUCN Programme.

IUCN's protected areas effort needs strong global leadership. Many of this review's informants see that leadership as currently inadequate. It is best provided by a strong PPA and a strong WCPA, both strongly

led by people who collaborate cordially, effectively and efficiently with each other and with the rest of the Union's management in the Secretariat, Commissions and Council.

A basic reason for the currently inadequate leadership of IUCN's protected areas work is that the post of head of the PPA no longer exists. The recent removal of this post constituted a major setback to the Union's protected areas work and reputation. Even with half its current budget, the Secretariat would be wrong not to reverse the decision. It is not for this review to comment on the difficulties surrounding the closure of the position or its re-establishment. What it must emphasise is the urgent need to reinstate the post at headquarters and fill it with the right person working to the right terms of reference.

There is a widespread view that the Secretariat's required support services to the WCPA are not performed as efficiently as they should be. The current standard of administrative and accounting service to the WCPA needs to be improved. This requires enhanced management, administrative efficiency and resourcing.

Despite efforts by the PPA and due partly to lack of resources, the format and content of protected areas material on the IUCN website are inadequate.

Recommendations

19. IUCN should act urgently to re-establish the post of head of the PPA and to fill it with an individual who can demonstrate the right combination of credible protected areas science and/or management experience (including team building and fund raising) and the ability to exert IUCN leadership effectively in international policy arenas.
20. This individual should have the personal and management capacities for harmonious and effective leadership of the PPA in collaboration and total collegiate partnership with the WCPA and with the rest of the Secretariat.
21. The Secretariat should review its managerial, administrative and accounting arrangements for the WCPA, and take steps to improve their efficiency and resourcing.
22. In consultation with the WCPA, the PPA should ensure that IUCN website content on protected areas is accurate and comprehensive. The Secretariat should support the PPA in efforts to upgrade the presentation and accessibility of website material on protected areas.

The key organisational issue for the PPA within the Secretariat is its position in the Biodiversity Conservation Group. This reinforces the existing thematic links with species, marine, World Heritage and invasives work. It means that the PPA should see itself not only as a protected areas programme, but also as part of IUCN's increasingly integrated effort to conserve biodiversity – in which, of course, protected areas are a crucially important instrument. This implies stronger links between protected areas and species work, building the common cause of both. Organisationally, it means that the PPA, Species, Global Marine, World Heritage and Global Invasive Species activities should increasingly be managed as a single effort. Future management of the PPA should be lateral within the Biodiversity Conservation Group, as well as internal to the protected areas team.

Recommendation

23. Within the Secretariat, future management of the PPA should focus on its effective operation as an integral part of the IUCN Biodiversity Conservation Group and its associated network and, through them, with IUCN's climate change work and its efforts to tackle the poverty, equity and governance dimensions of protected areas and biodiversity conservation.

Despite the volume and importance of IUCN's protected areas work in the field, there has been a major disconnect between the regional staff of the PPA and their headquarters. Managerially, regional staff report to their regional directors, not to the PPA. Thematically, IUCN's global protected areas work has not been adequately co-ordinated. Regional staff have mostly been left to their own devices, and have made commendable progress despite this comparative isolation and lack of networking. They have tended to know little or nothing about what each other were doing. They do request support from the PPA headquarters, and the latter is currently active on a major new funding proposal that will benefit some regions. But there is no way, so far, to describe IUCN's protected areas work around the world as an integrated effort, a single PPA. That is what it should be.

In the PPA as elsewhere in IUCN, the project mode of funding and implementing activities is often criticised. But it is a reality that will not change in the short term. Regional offices normally strive to engage WCPA members and Members of the Union in their protected areas projects and the associated budgets, as they should.

Recommendations

24. The PPA should be managed as an integrated global effort, based on joint planning by headquarters and regional staff and implemented through active communication between them.
25. The PPA and the WCPA should build and exploit their links at regional level.

Natural World Heritage sites lie at the heart of protected areas' relevance to IUCN's vision and mission. The Union has formal advisory functions in support of the World Heritage Convention. These functions have been co-ordinated by the PPA, whose own staff have devoted substantial – some would say too much – time and effort to them. In 2009, administrative and budget realignments have established the World Heritage function as a separate programme and cost centre in the Secretariat headquarters. Many have perceived these changes as separating the World Heritage function from the PPA in thematic and operational terms. They are confused as to what the situation really is and dismayed by what they suspect it to be. They need to be reassured.

Recommendations

26. The Director General should make a statement to Council reaffirming IUCN's commitment to its World Heritage advisory, monitoring and training services as an integral part of its efforts to promote and support the roles of protected areas in the conservation of nature.
27. Management in the IUCN Secretariat should give practical effect to this commitment through full involvement of World Heritage functions in its closer co-ordination of protected areas and biodiversity conservation activities (recommendation 23).

Even with a new head in post, the PPA would only have three professional staff at headquarters – one of them on a two-year secondment with the special task of launching preparations for the next World Parks Congress. Additional experienced personnel are necessary, and seeking resources for them should be a priority.

Recommendations

28. By the end of 2010, IUCN should create and fill two new posts (in addition to the head of the programme) to strengthen the headquarters functions of the PPA. One should co-ordinate a stronger, leading role for IUCN in the CBD POWPA process, as well as IUCN's promotion of protected areas as a key instrument in climate change mitigation and adaptation. The second should co-ordinate delivery of IUCN's scientific, standard setting

and capacity building services to protected areas around the world, through structured interaction between regional PPA focal points and the WCPA.

29. The new head of the PPA should be located in Gland. The first of the other two recommended headquarters positions should be there too. The second could be located at a regional office of the Secretariat.

Three new posts in just over a year may seem ambitious; but IUCN's credibility with regard to the PPA has slipped so far that only ambitious action can begin to redress it.

These posts would lift most of the organisational burden that the WCPA has recently had to carry. The scientific skills and professional reputation of the Commission would continue to be vitally important in the activities just outlined; but the Secretariat would take up its appropriate role again in full-time co-ordination of these key elements of the IUCN Programme, and there would be closer consultation with the Commission about the administrative and logistical tasks that the Secretariat undertakes.

The business model

The PPA's current business model epitomises the challenges and experience of the Secretariat as a whole. Some of its regional staff have built up strong project portfolios. Their budgets are far larger than those of the PPA at headquarters, whose project pipeline is largely empty and whose access to the Secretariat's recently dwindling core funds has been significantly cut back. Overall, for the PPA as for the rest of the Secretariat, it must be accepted that project or programme funding will remain central to the business model. However, there are ways to diversify it.

IUCN's traditional core donors are less willing to fund 'pure conservation' activities, which is what they typically perceive protected areas work to be. They are particularly reticent about funding such work at the global level of IUCN's headquarters. The challenge is therefore to link protected areas initiatives into broader programmes that link to sectors and issues that funding agencies are more committed to support, both globally and in the field. If it fails to meet this challenge, the global PPA's funding pipeline will remain empty.

A related, generic challenge is marketing. Just as good protected areas professionals are not automatically good managers in the context of an organisation like IUCN, good managers in any organisation may not excel at marketing. The challenge for the PPA, as for the rest of the Union, is to secure and deploy the kind of entrepreneurial skills that can make funding flow.

Funding certainly can flow. Despite the above constraints, there is no good reason for the PPA pipeline to be empty, if the programme has the right managerial capacity to fill it. There are several possibilities, including linkage of protected areas work to climate change mitigation and adaptation, linkages to the maintenance or enhancement of ecosystem services, and support to the implementation of the CBD Programme of Work on Protected Areas. There are major opportunities for IUCN to build its local protected areas business model more explicitly around the marketing of technical services. Instead of being a standard purveyor of environmental projects, the PPA could profile itself as a provider of specialised technical services in the protected areas field. This function would be driven by the PPA focal point in each region, together with the regional vice-chair of the WCPA, in collaboration with the new headquarters officer recruited to support such work. Another 'branded product' that the PPA could market, largely through regional offices, would be the certification of protected areas as meeting specified standards of management effectiveness.

The review goes on to identify a number of funding sources and strategies for the PPA, starting at home. Although there are severe restrictions on the Union's available core funding at present, more of that limited budget should be devoted to the PPA than is presently the case. A competently led and convincingly delivered PPA should be at the heart of core funding commitment, not the periphery. Other important potential sources of funding include the Global Environment Facility, the European Commission, parks agencies in richer countries, private foundations, individual philanthropists and – subject to appropriate conditions – the private sector.

While the PPA at headquarters faces challenges in raising funds for IUCN's protected areas work – although it has been working hard on new opportunities in recent months - PPA staff at various regional offices have been highly successful in attracting donor funds for their projects. This is commendable; but it should be strongly co-ordinated from the PPA headquarters as part of an integrated business model for IUCN's One Programme commitments to protected areas.

Meanwhile, the WCPA has some success in raising funds for its activities. New PPA leadership will have to consult and collaborate with Commission colleagues about fruitful sources and strategies. Together, the PPA and the Commission should build a joint, balanced funding strategy that recognises the roles, commitments and capacity of both.

Recommendations

30. IUCN should increase its core funding commitment to the PPA from 2010 by at least the equivalent of one senior management position at the level of head of programme.
31. The PPA business model should be built around expanded funding from bilateral and multilateral donors to support a stronger role in global policy processes, notably the CBD POWPA and work to combat climate change; the marketing of protected areas standards and services (primarily through regional offices and the expert work of WCPA members); the development and promotion of high profile products demonstrating the links between protected areas and biodiversity conservation and the role of protected areas in sustaining ecosystem services; and strong support to regional, national and local protected area activities facilitated by regional PPA staff in closer co-ordination with the PPA headquarters.
32. The PPA should negotiate actively with protected area agencies and bilateral donors with the aim of concluding arrangements for two additional multi-annual staff secondments – to headquarters or regional offices – that would start no later than January 2011. As an interim measure, such a secondment could be used to fill one of the two key PPA posts that are required in addition to that of head of the programme.

The business model that this review recommends would be more vibrant, innovative and challenging than that with which the PPA has worked to date. It demands entrepreneurial leadership. The PPA must demonstrate not only world class science and operational expertise regarding protected areas; it must also have the skills to convince the world how vital protected areas are for its survival.

1. Introduction

1.1. Background

IUCN's Programme on Protected Areas (PPA) was established in the Secretariat in 1963, although the first full time position only came into being in the early 1970s. There has been a Commission on protected areas since the seventh General Assembly of the Union in Warsaw in 1960 (IUCN, 2007b: 1). Looking back to the original establishment of a Committee on National Parks in 1958, the current World Commission on Protected Areas (WCPA) celebrated 50 years of IUCN work in this field last year (Guthridge-Gould, 2009).

In the early years of the Union, the Commissions dominated implementation of IUCN's work programme. It was only in the 1980s (following the grave financial crisis at the start of the decade) that the Secretariat began to grow more quickly into the wide range of technical, scientific and programme implementation roles that it fulfils today. There have been diverse results for the relationship between the Secretariat and the six Commissions. In the case of protected areas, that relationship – between the PPA and WCPA – has generally been close. While developing its own technical and co-ordination capacity, the PPA has been seen as strongly supportive of the Commission's activities, and the two parties have considered their efforts to be a model of the programmatic integration of Secretariat and Commission work towards which IUCN has been striving.

This helps to explain why the 1998 analysis of IUCN's protected areas work was a joint review of the PPA and the WCPA (Crofts and Lahmann, 1998). There has been no focused external review of the PPA or the WCPA since. Because the protected areas work had been evaluated in 1998, the 2000 review of the Commissions did not cover the WCPA (Bruszt and Turner, 2000). WCPA was included in the general 2004 external review of all Commissions. A 2008 external review of the Commissions was not accepted by the IUCN Council. In 2004, the IUCN Monitoring and Evaluation Initiative produced an evaluation of the 2003 World Parks Congress (IUCN, 2004). In 2005, the Secretariat commissioned an evaluation of IUCN's World Heritage work – a major component of the PPA (Cameron, 2005). Between 2004 and 2007, the PPA worked on a number of drafts of an internal strategy paper that provides a useful assessment of the programme's background, context and prospects (IUCN, 2007b).

Despite the programmatic integration of protected areas effort by the Commission and the Secretariat, IUCN defines the 'Programme on Protected Areas' as the entity within the Secretariat that is dedicated to this field of work. Administratively, the PPA cost centre covers only the headquarters staff working on this programme. For the purposes of this review, the PPA is taken to include protected areas staff at regional and country offices as well.

Within the management structure of the Global Secretariat, the PPA is part of the Biodiversity Conservation Group, one of three such groups responsible for the Secretariat headquarters' contribution to delivery of the five thematic areas of IUCN's Global Programme. Conserving Biodiversity is the core programme area of these five. Along with the Species and Marine Programmes, World Heritage and the Global Invasive Species Initiative, the PPA falls within this core thematic area of the Global Programme.

As urged *inter alia* by regionalisation and decentralisation studies and by the 2007 external review of IUCN (Woodhill and Whyte, 2008), the Secretariat has taken steps to engage the Union's Commissions more actively with the Secretariat staff in country, regional and headquarters offices in tackling each of the five thematic areas of the Programme. This networked approach to delivery of what is now known as the One Programme is still taking shape, but the Core Group for the Conserving Biodiversity network has been established. Its six members include a regional PPA officer from the South America office of the Secretariat and the chair of the WCPA.

Citing severe budgetary constraints, the Director General decided to abolish the post of head of the PPA in February 2009. At headquarters, the PPA now comprises two technical staff, one of whom has worked there since 1994. The other arrived in May 2009 on secondment from Parks Victoria. Her principal task is to

begin preparations for the next World Parks Congress (WPC), scheduled for 2014. Three additional staff (totalling 2.3 FTE) work on WCPA, PPA and World Heritage administrative and accounting support.

Several of the Secretariat's regional offices also employ protected areas staff, largely with project funding and sometimes involving them in other thematic work too. The Asia Regional Office has three. The South America office employs five. In Meso America there are four. There are two in the Regional Office for West Asia (one working mainly on World Heritage issues). In Central and West Africa there are six protected areas staff. The other regional offices either assign protected areas work to staff with other duties (as in the Mediterranean), or have no substantive staff commitment to protected areas (as in Pan-Europe).

Until recently, the IUCN Secretariat's important work in support of the World Heritage Convention was seen as an integral part of the PPA. For administrative and budgetary reasons the headquarters World Heritage team of three full-time technical staff (and, currently, one short-term support worker) has now been established as a separate cost centre within the Secretariat. This was not intended to affect the operational status of the World Heritage staff and activities within the PPA and, perhaps more importantly, the Biodiversity Conservation Group (section 4.4). The World Heritage Unit continues to manage contracts that require input from and provide support to PPA professional and administrative staff.

1.2. Scope, purpose and objectives of the review

The terms of reference for this strategic review of the PPA are shown at Annex 1. They show that this is a review of the PPA, and not of the WCPA – although, for the reasons outlined above, the strengths, weaknesses, achievements and concerns of the Commission are highly pertinent to it. It is a forward-looking, formative review rather than a conventional evaluation of past performance. In its focus on the protected areas work of the Secretariat, it covers both the headquarters and the regional offices, although – as will be shown – there is some ambiguity about how far the latter numerical majority of the Secretariat's protected areas staff are integrated into the PPA.

The purpose and objectives of the review are best summarised with an extract from the TOR:

The main purpose of the strategic review is to provide the Programme on Protected Areas with a consolidated internal and external diagnosis from which a set of substantive options for strengthening the programme, including a more effective organizational and business model may be proposed to enhance the Programme. It is important to note that as a matter of procedure that all strategic reviews of this type are followed by a formal management response and implementation of an action plan designed to respond to and implement the recommendations of the review.

The review will explore the broad questions of the specific value of a central PPA team relative to other parts of the Union, integration with the rest of the Biodiversity Conservation Group and other components of the IUCN Secretariat, including regional offices. Substantively, the review will address the aims of the PPA in light of the biodiversity extinction crisis and the climate change problem.

The specific objectives of the review include:

- 1. Preparing a forward looking analysis of the substantive priorities for the Programme on Protected Areas, particularly in relation to joint priorities with the Commission and with IUCN Regional Offices;*
- 2. Examining and proposing options for adjusting the organizational model of the Programme on Protected Areas to enhance two-way working relationships with the Commission, Regional Offices and other parts of IUCN, including the membership.*

3. *Examining and proposing options for enhancing the business model of the Programme on Protected Areas so as to ensure its long term financial sustainability and its ability to support fundraising activities of RCOs, the commission and members as feasible.*

The most important function of this review is to provide the basis for management action. As the TOR point out, all such exercises in IUCN are followed by a management response. Many in the protected areas community around the world are keen to see a restatement and reinforcement of IUCN’s commitments in this field. This review aims to provide a basis for the required decisions.

1.3. Approach and methods

This strategic review has been commissioned by the office of the IUCN Deputy Director General on behalf of the Secretariat’s Biodiversity Conservation Group, within which the PPA falls.

Preparation of this review report has involved the following activities:

- preparation and approval of a review matrix, shown at Annex 2. The matrix was appended to an inception report, submitted on 10 July 2009;
- review of documentation, as specified in the list of references on page 55;
- an online survey (Annex 4), sent to 136 informants and completed by 70 - a 51% response rate overall, although not all the respondents answered all the questions. A list of informants was provided by the Secretariat and the survey invitation was sent to them all. The categories shown below overlap in practice – many WCPA members also belong to other Commissions and many staff of PPA partners belong to WCPA. The grouping in Table 1 is that shown in the Secretariat’s list;

Table 1. Online survey invitations and responses

Respondent category	No. of survey invitations sent	No. of surveys completed	Response rate
WCPA members	31	15	48%
Secretariat staff	32	21	66%
Staff/members of PPA partners	50	20	40%
Members of other Commissions	4	3	75%
Staff of donor agencies	19	11	58%
Total	136	70	51%

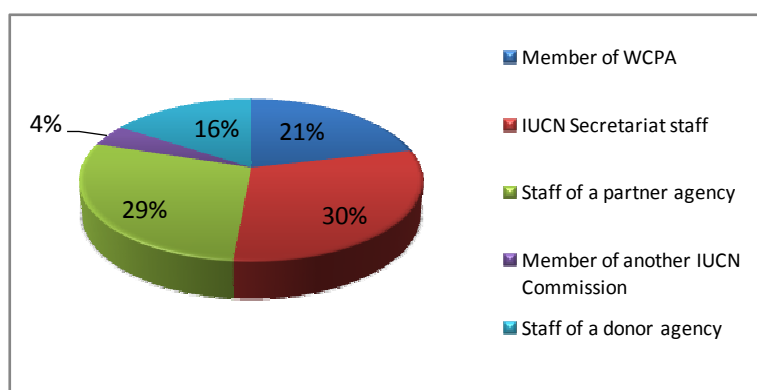


Figure 1. Respondents who completed the online survey

- interviews (mostly by telephone, some face to face) with 65 key informants, listed at Annex 3. The initial list of those to be interviewed was drawn from the overall informant list supplied by the Secretariat, which suggested names of those with whom it might be most useful to speak in person. Additional interviewees were identified during the review process. Many of those interviewed also completed the online questionnaire;
- preparation of written inputs by key Secretariat staff and WCPA members. This process was managed by the Secretariat, and not by the reviewer. The three inputs received came from IUCN's Regional Offices for West and Central Africa and for East and Southern Africa, and from the Chair of the WCPA . They have been taken into account in the report below, with several extracts presented in boxes;
- preparation of a draft report on the basis of the above activities and inputs;
- review and commentary on the draft by the Secretariat and the Chair of the WCPA to identify factual inaccuracies or misinterpretations;
- finalisation of the report.

Most of the reviewer's work has been done from his home office. However, he made two one-day visits to IUCN headquarters, and was also able to attend the IUCN-CBD (Convention on Biological Diversity) workshop on the future of the CBD Programme of Work on Protected Areas (POWPA) on Jeju Island, Republic of Korea, 14-17 September 2009. Many of the key stakeholders in the PPA were at this meeting, facilitating much more direct contact than would otherwise have been possible.

The Biodiversity Conservation Group will convene a meeting of key PPA stakeholders to consider the final report of this review and the other written inputs mentioned above. The meeting will help to develop IUCN's management response to the review, which will in turn launch an action plan for the PPA.

1.4. This report

The following chapters of this report respond to the review matrix (Annex 2) and to the three specific objectives of the review specified in the TOR (Annex 1). Chapter 2 explores the relevance of protected areas and the PPA for IUCN in 2009 and the years to come. It also addresses the relationship between the Union's World Heritage work and other fields of protected areas effort. Chapter 3 identifies the substantive priorities for the PPA, taking into account the current opportunities and challenges; the character and resources of IUCN; and the existing programmatic mandate and framework to which the Secretariat must respond. Chapter 4 addresses institutional and organisational issues: how the PPA should operate at headquarters and in the regions relative to the WCPA, the other thematic groups and programmes and within the Secretariat's new network structure. Crudely put, chapters 2, 3 and 4 ask why, what and how with respect to the PPA. Chapter 5 assesses the business model, which is particularly important at a time when all Secretariat functions are constrained by severe budgetary restrictions.

2. The relevance of protected areas and a protected areas programme

2.1. IUCN and protected areas

To achieve its vision of ‘a just world that values and conserves nature’ IUCN has identified its mission as being ‘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’.

IUCN’s definition of a protected area has evolved over its half century of work in this field, and is taken as the world standard; an earlier version was endorsed by the seventh Conference of the Parties (COP) of the CBD in 2004. The Union now defines a protected area as

a clearly defined geographical space, recognised, dedicated and managed, through legal or other effective means, to achieve the long-term conservation of nature with associated ecosystem services and cultural values.

Dudley (ed.), 2008: 8.

Protected areas, as the definition shows, are recognised, dedicated and managed to perform the function at the heart of IUCN’s mission: the conservation of nature. While they more obviously focus on conserving the diversity of nature by preserving species habitats, they also conserve its integrity by helping to maintain the ecosystems on which biodiversity depends. A recent key IUCN document confirms that

protected areas are essential for biodiversity conservation. They are the cornerstones of virtually all national and international conservation strategies, set aside to maintain functioning natural ecosystems, to act as refuges for species and to maintain ecological processes that cannot survive in most intensely managed landscapes and seascapes. Protected areas act as benchmarks against which we understand human interactions with the natural world. Today they are often the only hope we have of stopping many threatened or endemic species from becoming extinct.

Dudley (ed.), 2008: 2.

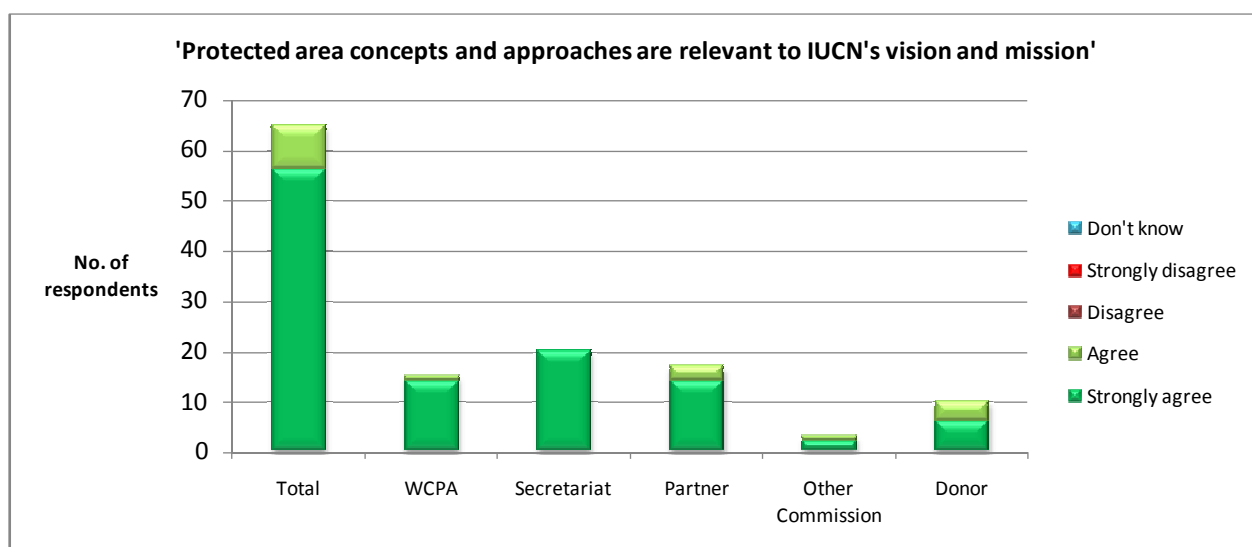


Figure 2. Survey: relevance of protected areas to IUCN's vision and mission

Protected area concepts and approaches are thus centrally relevant to IUCN's vision and mission. One professional estimate is that protected areas have prevented one third of the species extinction that would otherwise have occurred in the last 100 years (T. Brooks, pers. comm.). Nevertheless, the massive and accelerating extinctions that have happened despite global protected area efforts still constitute a catastrophe for the planet and its human population. The threat to the world's remaining biodiversity, and consequently to ecosystem integrity and services, is growing fast. The need for protected areas as a primary weapon in IUCN's mission is greater than ever – although such areas are not always optimally managed to achieve biodiversity conservation, and much more work is needed to align them more effectively with the spatial distribution of threats to species survival.

At the World Conservation Congress in Barcelona in 2008, 12 of the 106 resolutions and eight of the 30 recommendations adopted by the Members' Assembly concerned protected areas. The most important of these resolutions, 4.035, expressed Members' concern that, despite the fundamental importance of protected areas and IUCN's traditionally key role in the field through WCPA and the PPA, this programme was not receiving enough of the Union's budget. It requested the Director General to redress this shortfall and "to develop a strategy to ensure the long-term financial support of IUCN's work on protected areas".

Resolution 4.035 referred to the 2007 survey of IUCN Members, which found *inter alia* that protected areas were one of the main fields of involvement of Members in the Union's regional thematic programmes. These protected area programmes scored a higher level of Member satisfaction than any other thematic group. The same was true of IUCN Global Programme areas – the protected areas work scored the highest levels of Member involvement and satisfaction (IUCN, 2007a).

I cannot see how IUCN could fulfil its mission without a central focus on Protected Areas, since these are a key part of any national and international conservation strategy.

Protected Areas are an absolutely key mechanism for conservation of nature - the extent of commitment to this strategy that countries of the world have exhibited is evident in the growth of the protected area network over the past 50 years and the central role that PAs play in global conventions, agreements and strategies. It is inconceivable to me that IUCN could play a credible role as a leader in nature conservation without demonstrating a clear commitment to protected areas in its own work.

Together with species, protected areas form the cornerstone of IUCN's reputation. A healthy programme of work on protected areas helps to make IUCN healthy. The converse is also true. And like it or not, protected areas are demonstrably the most important tool currently available for the conservation of biodiversity and ecosystem services.

...we feel that PPA is even more relevant now to the vision and mission of the IUCN ...than ever before. The real and intrinsic values and benefits of PAs for species survival and biodiversity conservation, ecosystem services for clean water and clean air, genetic diversity for crops and sources of medicine, faith and spiritual renewal, fisheries conservation, aboriginal peoples cooperation and conservation of traditional life styles, for local economic sustainability as well as climate change mitigation and adaptation, are now more important and urgently needed than ever before.

Comments by survey respondents

*On the 50th Anniversary of IUCN, we held a... meeting in Nairobi... on protected areas. One of the main outcomes... was a resolution to change the title to **Conservation Areas** from PAs and we tried to initiate a Conservation Area Programme... Key Biodiversity Areas, places recognised for a variety of reasons to be important for the conservation of biodiversity (in its many forms) where conservation is one of the mix of land-uses and management is by anyone who cares and can persuade others to join in the concept... Why not consider KBAs and/or their subsets of IBAs and IPAs, etc. as basic areal units for conservation? And a Conservation Areas Programme?*

Protected Areas of all sorts have to find their place as part of human influenced landscapes – not in isolation. For that PAs have to mean something to people who live close to or around them, and often have to bear big costs as a result.... There is still the focus on category II NPs, ...though there are many examples of other forms of conservation at play. We really do need to... fully embrace all the categories and not be biased to I and II... Community conserved areas are the real glue to enhancing our connectedness with nature – where human influenced landscapes contain a variety of negotiated trade-offs – farm land, protected riverine strips, hills that are not cultivated, community reserved grazing and forest areas, sacred sites, and (maybe) a formal national park.

Inputs from the IUCN Regional Office for Eastern and Southern Africa.

The Resolution also quoted the decision of the IUCN Council earlier in 2008:

Council, on the recommendation of the Programme and Policy Committee IDENTIFIED protected areas and climate change as highest priorities in the Programme and REQUESTED Commissions and the Secretariat to support these priorities in an integrated and strategic manner.

IUCN, 2008a: 33. Emphasis in original.

Clearly, protected areas are at the heart of IUCN's identity and purpose. The Union recognises this by placing this field of work within its core thematic programme of conserving biodiversity. The question for this review is how effectively it is delivering on that recognition, and whether it can make better use of protected area concepts and approaches in pursuit of its mission.

2.2. The relevance of a Programme on Protected Areas

Given the emphatic consensus that protected area concepts and approaches are centrally relevant to IUCN's vision and mission, it might seem unnecessary to discuss separately whether a Programme on Protected Areas is relevant. But in theory there are other ways in which IUCN could fulfil its programmatic commitments in this field. It could, perhaps, deliver all its protected areas work through the WCPA. Or, given the many connections between protected areas and multiple aspects of biodiversity and ecosystem conservation, the work could arguably be mainstreamed into a number of thematic programmes without the need for a specific, focused PPA.

Protected areas are ideally suited to deliver on IUCN's mission "to influence, encourage and assist societies to conserve the integrity and diversity of nature and ensure that the use of natural resources is equitable and ecologically sustainable". A robust system of protected areas is recognized globally as the cornerstone to the effort to reduce the loss of biodiversity. Accordingly, PPA needs to be positioned in the overall priorities of IUCN as a major policy, strategy development and implementation response to the loss of biodiversity.

Input from the Chair of the WCPA.

There is little support for such arguments. As noted in section 1.1 above, the Programme on Protected Areas is defined as the entity within the Secretariat that is dedicated to this field of work. Along with the work of the Species Programme, protected areas are seen as one of the two strongest core competencies of IUCN – one of its flagships. Despite their countless interfaces with other themes of the overall Programme, protected areas are believed to need a strong, focused team of specialists in the Secretariat to take direct responsibility for this key commitment. As Figure 4 and Figure 3 show, this review's survey respondents confirmed the relevance of a protected areas programme in general and, specifically, of a protected areas programme as a function for the Secretariat. There is little difference among the various stakeholder groups in this regard.

Although they are hard to disaggregate, it is important to recognise that there are two aspects to the relevance of an IUCN PPA: the thematic and the operational. The latter links in turn to organisational issues that will be addressed further in section 4.1. It concerns the respective roles of the Commissions and the Secretariat in the implementation of IUCN's Programme. Although the extensive and often highly committed volunteer networks of the Commissions continue to provide the bulk of the scientific expertise on which the Union's reputation rests, it is the Secretariat that must provide the day to day continuity of operations that makes it possible to direct and deliver the Programme. Effective implementation of the Programme requires a symmetry of strengths: the scientific expertise of the Commissions, rooted in an operational understanding of how to practise conservation in the field, matched by the operational expertise and full time availability of the Secretariat, rooted in a scientific understanding of nature and conservation. IUCN's mission cannot be achieved, through delivery of its Programme, without the expertise and scientific credibility of the Commissions. Nor can it be achieved without a professional, scientifically credible Secretariat playing the complementary role of co-ordinating implementation.

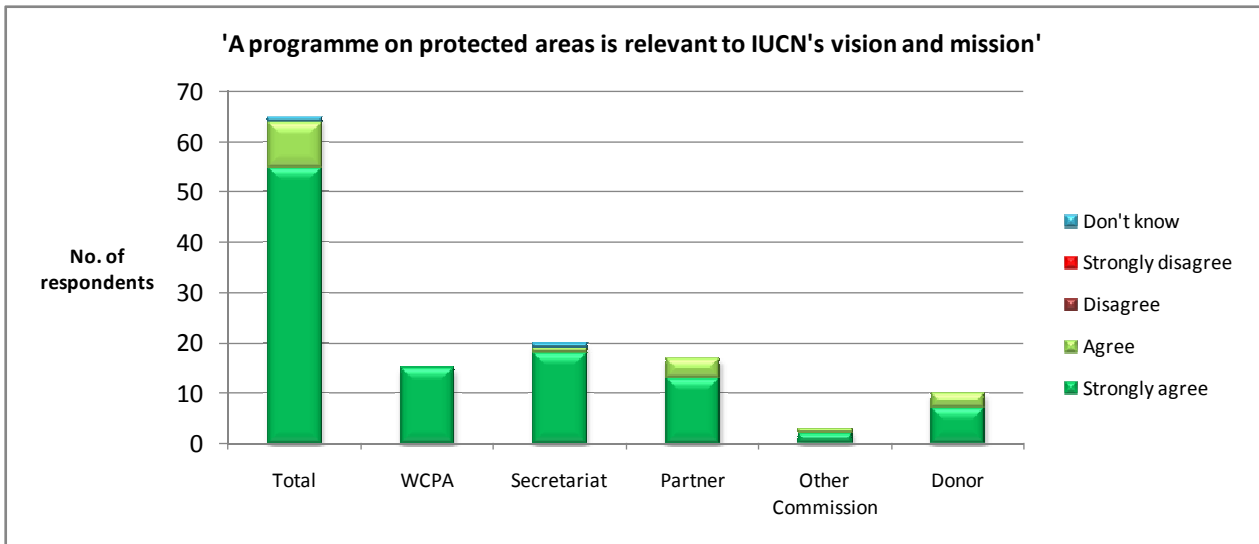


Figure 4. Survey: relevance of a programme on protected areas to IUCN's vision and mission

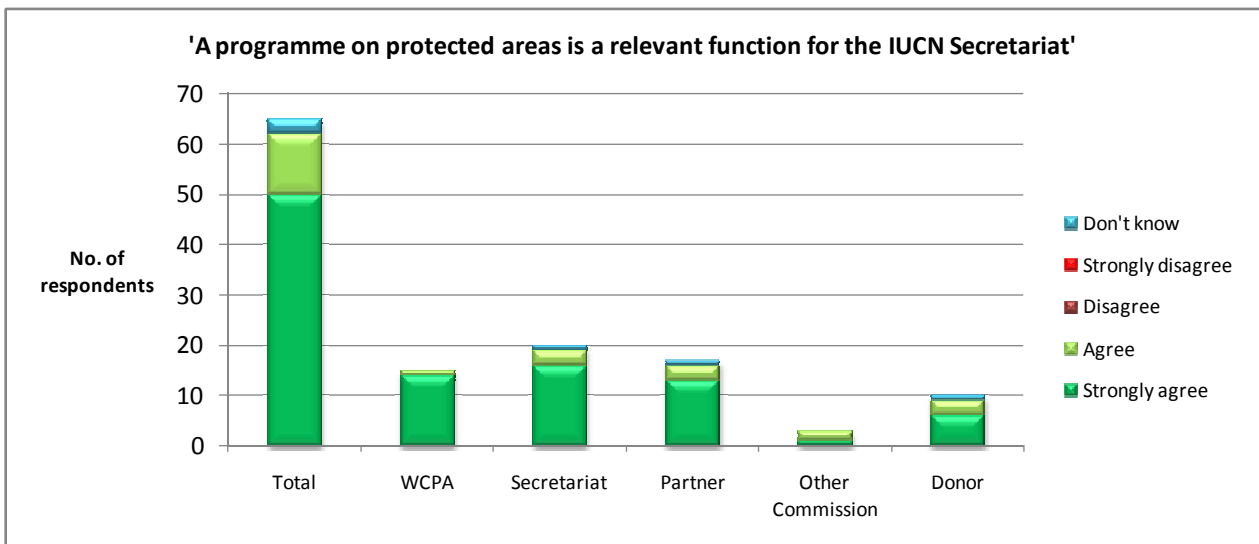


Figure 3. Survey: relevance of a programme on protected areas as a function for the Secretariat

The implication for IUCN's protected areas work is that the acknowledged scientific and practical strengths of the WCPA's approximately 1,400 members must be complemented by a strong Secretariat PPA team that is credible and convincing in the operational, scientific and policy arenas. As defined in this review, a Programme on Protected Areas is relevant for operational reasons as well as thematic ones.

Vision would be a strong central secretariat; building strength in regions; to support a WCPA which works truly in partnership with mutual respect.

Given the rapid recent growth in protected areas, IUCN leadership at conceptual and practical levels is more urgent than ever. A new protected areas initiative for IUCN would link protected areas closely to ecosystem services, adaptation to climate change, benefits to rural people, links to cultural diversity, benefits to urbanites, and so forth. It needs to be far more innovative and outward-looking than previous efforts were.

It is essential that the IUCN Secretariat has staff expert in and devoted to protected areas activity.

A programme on Protected Areas at the secretariat should be closely coordinated with the WCPA and the members but not be subordinated to any. It is important to define the role of the PPA towards WCPA and members activities.

Comments by survey respondents

2.3. Protected areas and World Heritage

As of April 2009, 186 states had ratified the World Heritage Convention of 1972; to date, 176 natural sites have been inscribed on the World Heritage List. There are an additional 25 'mixed' properties combining cultural and natural values (World Heritage Centre, 2009). These sites of Outstanding Universal Value are, by definition, protected areas; many are national parks. They are often described as the 'crown jewels' of the world's protected areas, comprising an estimated 8% of all such areas worldwide (IUCN, 2008b: 4). Although not all of them are well managed or in sound condition (some have been put on a List of World Heritage in Danger), the natural World Heritage sites are widely seen as an especially precious group of protected areas. They deserve special attention and should serve as models of conservation management, providing learning and research sites for protected areas practitioners and biodiversity scientists in their respective countries and regions.

Natural World Heritage sites thus lie at the heart of protected areas' relevance to IUCN's vision and mission. They receive special attention through the structures and systems of UNESCO's World Heritage Centre and its established relationships with IUCN, and within the staffing and funding of the IUCN Secretariat's protected areas work (section 4.4). Because of this relevance and because of the agreed official functions of IUCN with regard to the World Heritage Convention, there is no doubt that World Heritage support and co-ordination are relevant activities for the Secretariat.

2.4. Discussion and recommendations

The evidence presented above shows a strong consensus about the centrally important relevance of protected areas and a protected areas programme for the fulfilment of IUCN's vision and mission. Nevertheless, interviews and survey inputs reveal widespread uncertainty about IUCN's current commitment to this apparently obvious priority. In recent years, as the 2008 Barcelona resolution showed, there has been concern that the PPA was not being adequately resourced. Other themes and programmes of arguably less central relevance were better funded, had more staff and appeared more active in terms of Secretariat projects. In 2009, the abolition of the post of head of the PPA has caused widespread bewilderment and dismay in the global protected areas community. For many, the message was clear, yet still hard to believe. Despite the recent urgings of Congress and Council, they saw the decision as confirming that the Secretariat's commitment to protected areas and a PPA was dwindling. An IUCN heartland, they feared, was being edged towards the periphery. Morale plunged further within and beyond the Secretariat during subsequent months of uncertainty about what exactly had been decided and why, and what the structural and operational implications for the PPA were.

Through this crisis, there has certainly been no doubt about the severity of the Secretariat's current budgetary constraints: tight restrictions on available core funding, and a virtually empty PPA project pipeline. Pure protected areas work is not attractive to the development funding agencies who provide much of IUCN's operational budget (section 5.2).

Nevertheless, many of those committed to conservation and to IUCN's special role in it would argue that protected areas work should be one of the very last sacrifices that IUCN should make in times of hardship – and not, as it seems to them, an early casualty of budget cuts. With the very best of communications, this would have been a hard decision to sell. With what is widely perceived as poor communication of partial explanations, IUCN's commitment and leadership with regard to protected areas and its broader conservation mission have been significantly damaged. A credibility gap has opened up, and must urgently and emphatically be closed.

This is a strategic review of how to move forward, not an evaluation of past performance. But future work needs sound foundations. For the PPA, the foundations need to be repaired.

Recommendation

1. The Director General should make a statement to Council confirming that, despite the difficult decisions taken with regard to the post of head of the PPA, the Secretariat understands the central relevance of protected areas to IUCN's vision and mission and is actively committed to a PPA that strengthens this core component of the Union's programme by reinforcing the established conservation functions of protected areas and innovatively developing the additional roles they must play to sustain biodiversity, ecosystems and livelihoods. She should further confirm that, within current budgetary constraints, every effort will be made to provide this essential Secretariat function with adequate funding.

The institutional and organisational ways in which to ensure a strong PPA are reviewed in more detail in chapter 4. But there is a second credibility gap - a further dimension in which confusion confounds the apparently obvious relevance of protected areas to IUCN's vision and mission. It concerns the character and purpose of protected areas, and the strategic opportunities that they provide.

Within the IUCN Secretariat and across the world, protected areas are too often seen as strategically and socially inadequate – an outmoded response to today's conservation challenges. Failing to recognise the diversity and the rich conservation and sustainable development opportunities of the spectrum of IUCN protected area categories, many critics still think of such areas as fenced zones of exclusion, imposing a first world conservation paradigm across the planet with little regard for local socio-economic priorities and focusing only on the conservation of whatever species lie within their boundaries. By extension, the proponents and practitioners of protected areas conservation – notably the WCPA and the PPA – are also often perceived as old fashioned and socially insensitive, increasingly marginal to the mainstream of modern conservation.

These are gross misunderstandings. Even brief review of the WCPA's activities reveals the inclusive, rather than exclusive, character of modern protected areas work. Protected areas scientists are at the cutting edge of efforts to address climate change and to assure ecosystem services, which depend heavily on protected areas. (Urban water supplies are a good example.) The 2003 World Parks Congress in Durban emphasised the need to integrate protected area conservation strategies with rural sustainable development, and the WCPA and PPA have been active in these fields. Since 2000, WCPA has worked productively with IUCN's Commission on Environmental, Economic and Social Policy (CEESP) on a joint Theme on Indigenous and Local Communities, Equity and Protected Areas (TILCEPA), and important progress has been made, for example, with the concept of community conserved areas (CCAs).

At an important joint meeting of the WCPA and the IUCN Commission on Education and Communication (CEC) in Quito in May 2009, this problem was acknowledged:

Protected areas have an image problem. They are perceived as conservative, authoritarian and locked up areas. How do we champion them as sanctuaries of nature and not just as one form of land tenure? ...Protected areas also have an internal image problem in IUCN even though governments are conserving them. We have to put them back on the map, and have their value recognised in IUCN policy papers...

IUCN, 2009: 5.

The two Commissions agreed a work plan for rehabilitating the perception of protected areas and closing this second credibility gap. This is an important initiative, although the Quito report is understandably short of specifics on how it will be funded and implemented. Also understandably, it mainly looks to the rebranding of protected areas in the world at large. But the first priority should be to achieve a comprehensive understanding of and commitment to protected areas, as a core and cutting edge approach to the conservation of nature, within the Secretariat itself. This could be done, for example, by circulation

of a two-page discussion note and the convening of two or three one-two hour debates at headquarters and selected regional offices. Each debate would cover the same issues, but scheduling more than one would make it easier for more people to attend.

With their impossibly heavy workloads, Secretariat staff have too little time for this kind of conceptual and strategic discussion. On this and other issues, it is essential that time be found.

Recommendations

2. In consultation with the WCPA, the Biodiversity Conservation Group in the Secretariat should lead a process to achieve a stronger technical understanding and consensual commitment within the Secretariat regarding the core and cutting edge roles of protected areas in the pursuit of IUCN's mission through implementation of its Programme.
3. With active support from the Biodiversity Conservation Group and the Global Communications Unit in the Secretariat, the WCPA and the CEC should elaborate and implement their work plan for rehabilitating the perception of protected areas.

3. Priority tasks and roles

3.1. Needs, opportunities and challenges

According to its TOR (Annex 1), one of the objectives of this review is to ‘prepare a forward looking analysis of the substantive priorities for the PPA, particularly in relation to joint priorities with the Commission and with IUCN Regional Offices’. The first step in fulfilling this objective is to offer a quick scan of the needs, opportunities and challenges in the protected areas sector over the years ahead. For this purpose, the review draws on many of the interviews that were undertaken (Annex 3), as well as the PPA’s own internal review (IUCN, 2007b).

As in the rest of its work, IUCN’s protected areas effort must span the spectrum from richer to poorer countries across the world. In the richer nations, protected areas agencies are well established and well resourced. Some give strong support to the Union’s protected areas work, through staff inputs to Commission activities or support for staff secondments to the Secretariat. Their standard of management is generally high and their scientific expertise is strong. They have little need for direct support from IUCN, but they greatly appreciate the role of the WCPA as a professional association of protected areas scientists and practitioners, with the benefits of exchange of knowledge and peer support that it provides. In some cases, the interventions of this world body have strengthened national government resourcing of protected area agencies – another obviously appreciated benefit. Looking beyond national horizons, many richer countries’ protected area agencies are active in their governments’ contributions on the world stage, seeking to maximise the contribution that protected areas can make to tackling global environmental challenges. Such agencies again look to IUCN for scientific leadership on these cutting edge issues. For the stronger protected areas agencies, the World Protected Areas Leadership Forum that IUCN has convened annually since 2000 has been a particularly valuable opportunity to exchange views and experience.

In Asia, Latin America and especially Africa, many protected area agencies are still weak. They have limited management capacity and only partial control over the natural resources they are meant to protect. The task of building and resourcing the basic management functions to an adequate level remains huge. There is strong demand for the training, advisory and assessment services for which IUCN is well renowned, and lower capacity to take active part in the professional networks of the WCPA. In Asia and Latin America, and especially in IUCN’s Pan Europe region (covering all of Europe and north and central Asia), the WCPA and the PPA must deal with the whole spectrum of protected area resources and capacity.

Protected areas in Eastern and Southern Africa

Challenges and trends

- Many countries are experiencing, or recovering from, conflict. This conflict often harms protected areas.
- General political instability.
- Habitat loss, adverse landscape changes.
- Insufficient consensus about the role and legitimacy of protected areas.
- Rapid development around many protected areas, without buffer zoning or other planning.
- Lack of protected area management capacity.
- Poor enabling legislative framework
- Expansion of community-based protected areas, community conserved areas, community-based natural resource management.
- Expansion of privately owned and managed protected areas, without adequate government policy response.
- Low public awareness of protected areas.

Opportunities

- Working with governments to overhaul protected area legislation.
- Making the case for protected areas in the political arena and the public domain.
- Engaging with community conservation and private sector involvement.
- Supporting the CBD POWPA, which has so far made slow progress in Africa.
- Further World Heritage work.
- Sharing of good practices and success stories – the Commissions have plenty of information and experience.
- Making the economic case for protected areas.

Based on inputs from the IUCN Regional Office for Eastern and Southern Africa.

Across the planet, apparently impressive progress has been made in expanding the coverage of terrestrial protected areas. The establishment of about 135,000 such areas, sometimes called the world's largest conscious land use decision, has brought over 13% of the planet's land surface under at least nominal protection. The 5,000 marine protected areas so far cover less than 1% of the planet's oceans. However, the proclamation of areas and the delineation of boundaries do not mean effective conservation, and some believe that area targets are a dangerous distraction, emphasising quantity over quality. The continued expansion of terrestrial and marine protected areas is certainly increasing the demand for IUCN's core services in this sector.

Among the established roles for IUCN in the field of protected areas are standard setting and the associated establishment and maintenance of normative frameworks. So far the Union's status and function in these roles is largely unchallenged. They lead in turn to the heavy demand, identified above, for capacity building services in this field – often supplied by WCPA members and usually facilitated by the PPA. Key normative activities in this field are the IUCN protected area categories (endorsed by the CBD at COPs 7 and 9) and the management effectiveness assessment procedures that the WCPA

has developed and is increasingly called upon to help apply. In much of this work IUCN's status is key. The fact that many governments are Members and that the Union has formal observer status at the United Nations encourages state protected areas agencies to conform to IUCN categorisation and assessment systems. IUCN's work on the evaluation and monitoring of World Heritage sites is a related example of the Union providing a standard set of expert services. In that case, its role is enshrined in a UN convention.

Another established protected areas role for IUCN that flows from its status and character is convening the key players in the sector and facilitating their interaction. As the still pre-eminent professional association in its field, the WCPA performs a much needed and generally respected function in this regard. The decennial World Parks Congress that IUCN organises was again shown at the most recent event (Durban, 2003) to be a pivotal assessment of status and agreement of new directions. IUCN has also convened successful regional parks congresses in Latin America, such as that held in Bariloche, Argentina in 2007; the next Meso American Parks Congress will be in Merida, Mexico in March 2010.

Protected areas in West and Central Africa

- In terms of protected areas, the West and Central Africa region represents an exceptional potential for conservation (with the biodiversity and ecosystems it still has) and a huge waste in terms of the management of this potential.
- Protected areas make up 8.7% of the total area of the region. But there are significant differences in coverage between areas and biomes within the region. As elsewhere, West and Central African protected areas are directly threatened by phenomena like climate change, invasive species, fragmentation of natural landscapes, urbanisation and increasing demand for natural resources.
- The challenges posed by weak institutional capacity of protected area agencies, poor governance, demographic growth, poor security (most countries are in crisis or 'fragile') and illiteracy constantly threaten whatever progress is made in protected area management. The most significant threats result from extensive and increasingly polluting agriculture; the increasing gap between livestock production and range productivity; commercial poaching for bush meat sales; illegal or destructive harvesting of wood and non timber forest products; illegal fishing methods; the setting of bush fires; and unplanned infrastructural development.
- This situation is largely specific to the region: its extent, its duration, its continuation at the present time and the lack of any general improvement are unique and mean that this region must be considered with special attention. Global strategies are certainly applicable, but their implementation must be adapted to this difficult context.
- Almost all the results in the intersessional programme of the IUCN Regional Office for West and Central Africa refer to protected areas. For example, the programme is committed to strengthening the role of democratic institutions, the private sector and civil society (especially women and vulnerable groups) in the management of protected areas, and to reinforce the participatory management of protected areas and natural resources. Species and habitat conservation are to be improved through the application of relevant methods and implementation strategies. National plans based on the key principles of the ecosystem approach will be developed for prevention of or response to conflicts and natural disasters. Countries will be encouraged to integrate the value of ecosystem goods and services in their economic, commercial and investment policies.

Based on input from the IUCN Programme on Protected Areas in West and Central Africa.

IUCN was instrumental in the formulation of the CBD, and the resolutions of the 2003 WPC led directly to the agreement of a Programme of Work on Protected Areas by COP 7 of the Convention in 2004. The POWPA stipulates a number of tasks and roles for IUCN, formally agreed in a Memorandum of Understanding between the CBD Secretariat and the Union in 2005. IUCN and its protected areas professionals are also actively engaged in the work of the United Nations Framework Convention on Climate Change (UNFCCC).

A sensitive area where IUCN's global status has permitted gradual engagement has been the role of the private sector in addressing its own environmental impacts and helping to conserve nature. Although 'greening the world economy' is one of the Union's five current thematic programme areas and the Secretariat operates an important Business and Biodiversity Programme, linkages to protected areas are not yet well developed.

Especially through its Commissions, IUCN is meant to deploy the world's best conservation science in pursuit of its mission. This may involve identifying and understanding new threats to nature; formulating new strategies to address those threats; and continuing to address some of the still basic gaps in understanding and action. One of the latter priorities with regard to protected areas concerns the assessment and mapping of biodiversity distribution in relation to these areas. Few of them were sited on the basis of such detailed spatial assessment, not all focus their management on the protection of biodiversity, and 20% of endangered species lie completely outside the world's protected areas network. The identification of key biodiversity areas and of gaps in protected area coverage, together with the overall linkage of spatial databases on protected areas and biodiversity, are major challenges with which the WCPA, the IUCN Species Survival Commission (SSC), the Secretariat's Biodiversity Conservation Group, the World Conservation Monitoring Centre (WCMC) and other organisations are engaging. A joint WCPA-SSC task force is envisaged, with the strong participation and support of the Biodiversity Conservation Group. The Integrated Biodiversity Assessment Tool (IBAT) that is now under development will be targeted first at the private sector, to help it identify and address the impacts of its current or planned activities on biodiversity.

Another urgent scientific challenge concerns the role that protected areas can play in mitigating and adapting to the impacts of climate change, *inter alia* through carbon storage and carbon sequestration. The current role and potential contribution of protected areas in this regard are being actively explored and advocated by the WCPA (Taylor and Figgis (eds.), 2007). Climate change is now rapidly – but belatedly – attracting the world's urgent attention, and UNFCCC COP 15 in December 2009 is seen as critically important. When it was formulated five years ago, POWPA made just one reference to climate change. Now, this is cutting edge work for IUCN, although UNFCCC negotiations have so far had little insight into the role of protected areas and the concept of ecosystem-based adaptation to climate change is poorly understood. To date there are few linkages between the PPA and IUCN's 'changing the climate forecast' thematic programme area, although the deputy chair of the WCPA is a member of that thematic network core group. With support from the IUCN Innovation Fund, the PPA and the WCPA launched a Protected Areas and Climate Turnaround (PACT) 2020 project in 2008, aiming to promote the role of protected areas as a primary climate change adaptation mechanism.

Other current challenges to IUCN science concern the environmental and socio-economic linkages between protected areas and the landscapes and societies within which they are embedded. As the current WCPA Strategic Plan recognises, part of the challenge is to mainstream protected areas into planning and implementation of the ecosystem approach that the IUCN has long advocated:

...an ecosystem or landscape-scale approach to protected area planning must be applied. This requires a conceptual move from protected areas as 'islands' to protected areas as parts of 'networks' and embedded in landscapes. It also means setting protected areas within a wider matrix of ecosystem-based, environmentally sensitive land and water management...

IUCN, 2005: 4.

A related scientific and policy priority is to measure and demonstrate the essential ecosystem services that protected areas deliver to broader landscapes and populations, as well as the social and cultural benefits they provide – as in Parks Victoria’s ‘Healthy Parks Healthy People’ campaign. WCPA members contributed a chapter on the value of protected areas in The Economics of Ecosystems and Biodiversity project. In the social science dimension, the 2003 World Parks Congress was a milestone in the growing awareness of the protected areas community about the need to address these areas’ socio-economic impacts on local, often poor, people and to incorporate local communities in their governance. As noted in section 2.4 above, WCPA and CEESP have made important progress through their joint TILCEPA programme. On the one hand, much remains to be understood and achieved in order to ensure an equitable relationship between protected areas and the rural poor. On the other, there is an ongoing need for political balance between conservation and sustainable development in IUCN’s programme and constituencies. There are those who deplore the Union’s perceived mission drift, feeling that it is doing its core biodiversity conservation business less well so as to engage in other fields where it has no special competence or comparative advantage. Some of the Union’s strongest protected areas supporters and specialists were alienated by what they saw as the Durban WPC’s stronger emphasis on sustainable development and governance than on protected areas themselves.

Building on the science of biodiversity, ecosystems and protected areas, IUCN also has a key role to play in knowledge and data management for the sector. The Union as a whole has been grappling with the concept and challenges of knowledge management for some time, and the structure and accessibility of its protected areas knowledge systems are still felt to require major improvement – despite the impressive amount that has been researched, written and published. The performance of the Protected Areas Learning Network (PALNet) is widely seen as disappointing so far. Blending data and knowledge management, the World Database on Protected Areas (WDPA) is a joint project of the United Nations Environment Programme (UNEP) and IUCN, although the UNEP WCMC plays the lead role in its management and little WPDA funding is fed back into the support that the PPA and WCPA provide for it. The WDPA is currently in a dynamic phase of refinement and growth as it tackles linkages with spatial biodiversity data. Working with a vice chair of WCPA and IUCN’s Global Marine Programme, the WDPA has made important progress with online access to mapping of marine protected areas. This experience has shown the exciting potential for enhanced protected areas knowledge and data management, although it also revealed institutional complexities and pitfalls that must be managed professionally by all parties.

These knowledge and data management functions link back to the normative roles of IUCN with regard to protected areas. As standards are set and the status and management of protected areas are increasingly assessed using IUCN tools and criteria, there is an increasing need to capture and supply spatial data on the management condition and biodiversity status of these areas, as well as on their location and extent.

IUCN’s global status and networks pose a further challenge: facilitating the funding of protected areas. Some of the Union’s most influential NGO Members are major funders of protected area development, and many of their key staff are members of the WCPA and other IUCN Commissions. State Members, too, are obviously responsible for funding their own protected areas and may be linked to agencies in their governments that will fund protected areas work in developing countries – although this is not a popular field for overseas development assistance (section 5.2). The challenge is to expand and advocate the value proposition of protected areas – for example through emphasis on the ecosystem and social services identified above – without jeopardising their conservation effectiveness.

3.2. Institutional context

The needs, opportunities and challenges facing IUCN with regard to protected areas must be understood in their global institutional context. Despite the continuing (but not unquestioned) pre-eminence of the WCPA, there are many other institutions, agencies and processes with which the PPA’s efforts must be harmonised.

The large international conservation NGOs such as the World Wide Fund for Nature, The Nature Conservancy and Conservation International can deploy major budgets in support of protected areas work (although they have been adversely affected by the recent economic downturn) and employ many highly qualified conservation scientists and protected area professionals, many of whom are WCPA members. They can do many of the things that IUCN can do in this field, and often step into gaps of implementation and co-ordination that IUCN has left unfilled.

The multilateral environmental agreements are important arenas for IUCN's support to and promotion of protected areas. Links with the CBD, the UNFCCC and the World Heritage Convention were outlined in section 3.1 above. As was noted there, the CBD POWPA stipulates a number of roles for IUCN. The WCPA has been active in many of these areas, including organisation (with support from the PPA) of the September 2009 meeting to review progress with the POWPA. But many feel that IUCN missed a major programmatic opportunity with the POWPA. Having been instrumental in its formulation and launch, it did not embrace its implementation proactively enough. There are many critics of the overall effectiveness of the CBD, and no such agreement between states can offer a total strategy for conserving biodiversity. But, partly because of its clear targets, the POWPA is considered to be one of the CBD's most effective fields of action. Decisions about the POWPA at CBD COP 10 will present major new opportunities and challenges to IUCN.

Three agencies of the United Nations system play important protected areas roles. UNESCO's World Heritage Centre co-ordinates support as the secretariat to the eponymous Convention, working closely with IUCN, which is named in the Convention as the adviser on nature. As noted above, the World Conservation Monitoring Centre, which manages the World Database on Protected Areas, is an agency of the United Nations Environment Programme. Filling some of the gap that many consider IUCN to have left open after approval of the CBD's Programme of Work on Protected Areas, the United Nations Development Programme hosts a GEF-funded project for 'supporting country action on the CBD POWPA' that awarded 57 grants to 47 countries to help initiate POWPA implementation (with many project assessments carried out by WCPA members); monitoring of the process continues until 2011. As part of the UN system, the World Bank plays an influential role in promoting protected areas, notably through the Global Environment Facility that it helps to administer.

Section 3.1 noted the importance of richer countries' long-established protected area agencies to IUCN's efforts. They generally find the World Protected Areas Leadership Forum useful, and are actively engaged in WCPA activities. Despite the support that some of them provide to it, they often feel remoter from, or even alienated by, the Secretariat. These perceptions have strategic dimensions – such as uncertainty, bemusement or dissent about the content and direction of the IUCN Programme – as well as operational ones – concern about poor communications, confused administration or apparent lack of support for strategic initiatives.

The private sector is another important institutional dimension for protected areas work. Like the rest of the Union, the PPA and the WCPA have so far mixed ambivalence and reticence in their engagement with an increasingly enthusiastic business world – which is keen to have IUCN guidance on environmental impacts and on frameworks and criteria for economic activity in protected areas. Initial focus of the IBAT tool on the private sector is one more proactive step towards engagement with business, although this was driven more by the Species Programme, the SSC and the WCMC than by WCPA or the PPA. Meanwhile, (eco)tourism companies have major involvement in the world's parks and reserves, and a significant number of protected areas are owned and operated by the private sector.

Closer to home, protected areas work is framed by IUCN's own unique institutional context. Members provide much of the authority in Congress and Council, and there is tension about the extent to which the Secretariat is perceived to respond to their clear emphasis on the importance of protected areas work. As has been noted, many leading WCPA members are staff of key IUCN Members, and there is internal debate at these two levels about how far such Members should support the Secretariat's programmes. WCPA

collaboration with the Commission on Environmental, Economic and Social Policy is well established. There is growing interest in joint work programmes with the Species Survival Commission, and WCPA held a productive meeting in May 2009 with the Commission on Education and Communications (section 3.8). This is likely to mirror closer integration of protected areas and species work within the Secretariat, guided by their joint location in the core Conserving Biodiversity thematic group of the Global Programme and stimulated by the new eponymous thematic network. These internal institutional issues are discussed further in chapter 4 below.

3.3. IUCN's strengths and role

The future Programme on Protected Areas should conform to IUCN's agreed role, derived from the organisation's special strengths. This is what will differentiate the content and role of the PPA from the protected areas work of other agencies; guide it towards achievable excellence; build it a convincing value proposition; and thus make it an attractive investment for funding agencies.

IUCN's unique character, global status, scientific and operational resources and track record mean that it can and should provide leadership at the policy level in humanity's efforts to conserve nature. The protected areas sector certainly needs this leadership, and the Union is qualified to provide it. IUCN is able to link individual scientists and organisations into global and local protected areas programmes, providing the necessary linkages between the various scales of intervention. There is an increasing sense of urgency about the biodiversity crisis and climate change. There are frameworks and ideas for action, but they are not adequately led. The CBD Secretariat cannot provide the leadership; nor, despite their best efforts and intentions and their substantial budgets, can the large international environmental NGOs. IUCN did not take up this role when the POWPA was approved. As CBD COP 10 approaches and steps are taken to reinforce the POWPA, this is the time for the PPA to co-ordinate IUCN's policy leadership role.

IUCN needs to play a political role. It is a critical time for protected areas at present, with POWPA under review and intensive climate change debates in progress. IUCN could have had a much higher profile than it has had. There is a leadership gap at present

We are at a massive junction in human history. It's crunch time worldwide... We have to be big and ambitious. There's only one IUCN, and it's really important. The volunteers of the Commission can't do it all. Only about 100 of them are really active. The leadership needs to come from within [the Secretariat of] IUCN. The big picture is key now!

Other issues that IUCN is getting involved in have many other players. On protected areas, IUCN has a clear niche and role, a globally recognised status and position. On forests, for example, there are many other organisations. IUCN should capitalise on its protected areas status and role.

It is essential to rebuild IUCN's capacity, performance and credibility on PAs, managing the overall effort of the Secretariat and the Commission as an integrated, focused programme that aims to achieve specified targets. Management by results is essential for such a programme – quite the opposite of what we see happening in IUCN at present.

Comments by survey interviewees

Much of IUCN's character and status derives from its science. The quality and pre-eminence of this science are not unchallenged, and the Union is not always adequately aware of its imperfect image in this regard. But there is less dissent about the leading contribution that IUCN's species and protected areas scientists and experts make: these remain the pinnacles of its intellectual reputation. A key strength and role with regard to protected areas should therefore be the deployment of scientific expertise in this field. The WCPA has long been active in this regard. However, as is well known, the Union's scientific strengths are diluted by the volunteer nature of the Commission system. Scientific inputs from Commission members are often fragmented or delayed. Commissions' work programmes risk being less than the sum of their parts. In protected areas as in other fields, strong Commission science must be complemented by strong operational and delivery capacity in the Secretariat, rooted in PPA staff's own protected areas expertise. Only with a strong and professionally competent Secretariat can IUCN achieve the full scientific impact that its WCPA has to offer.

Leadership through science means that a key role for IUCN is to be on the cutting edge of new protected areas thinking. While an alert and innovative stance at the forefront of new ideas might seem a natural role for the WCPA, it should not be taken for granted that the Commission will achieve it. Nor should it be assumed that the PPA in the Secretariat has a lesser role in cutting edge thinking. If the PPA is not alive to new ideas, it cannot optimise delivery of the protected areas portfolio in partnership with the Commission.

The challenge to IUCN science, in both the PPA and the Commission, is to strengthen its heartlands and be strong on new frontiers. Core competencies cannot be taken for granted: they must be maintained and sustained, and delivered to the huge protected areas constituencies that still need their support. At the same time, the only way to sustain the planet, and to attract resources for the PPA in current conditions, is to engage proactively with new scientific challenges and operational paradigms.

A further role deriving from IUCN's scientific leadership in protected areas is to co-ordinate standard setting and the related monitoring and assessment procedures. As was explained in section 3.1 above, the WCPA has long been active in this regard, with some support from the PPA – which has involved itself particularly in the specialised evaluation and monitoring functions deriving from IUCN's roles under the World Heritage Convention. There is much valuable 'heartland' work to be maintained here. To do it effectively requires efficient co-ordination by the PPA and sound scientific insights from the staff involved. There are also important new steps to be taken – for example, towards a certification system for protected areas that could be linked in to the WDPA. Once again, the PPA's role should be to support and co-ordinate such initiatives, helping the WCPA to deploy its science to best advantage.

IUCN's global status, neutral, scientific standing and local representation give it a special legitimacy in developing countries. Working through the Union's regional offices in places like Ouagadougou, Nairobi and Amman, poorer countries find an acceptable network through which to link with each other and the global protected areas community. They also find protected areas practitioners in such offices who understand local conditions and needs and respond proactively. An important niche for IUCN's PPA is to serve the often basic but important needs of protected area systems in poorer countries while giving them access to international expertise and helping them to defend and advance their interests in global policy arenas.

3.4. Programme framework

Sections 3.1 - 3.3 above have outlined the challenges and context for a reinforced IUCN Programme on Protected Areas, taking into account IUCN's special character, niche and roles. Against this background, answers can be offered in the rest of this chapter to the key question in the review matrix (Annex 2) - 'what should be the content and focus of the IUCN PPA?' – and the subsidiary questions about the most important types of protected areas work and the best thematic approaches.

But it does not help to reinvent the wheel. It is important to recognise that the PPA and their colleagues in the WCPA already have multiple programme frameworks to that are meant to guide - or could confuse - them in their choice of priorities.

First and foremost, the Union is committed to delivery of its current **intersessional Programme, 2009-2012**. This is the 'One Programme' to whose implementation both the Secretariat and the Commissions are meant to contribute. The protected areas work of IUCN has long been notable for close collaboration between the PPA and the WCPA, although some staff at regional offices do not feel that their substantial programmes are adequately integrated with it. The Programme's protected areas content derives from the quadrennial programme that the PPA developed in consultation with the WCPA. The matrix structure of the Programme means that the protected areas results that the PPA and WCPA are to deliver are spread across four of the five thematic areas: Conserving Biodiversity, Changing the Climate Forecast, Naturally Energising the Future and Managing Ecosystems for Human Well-being. Targets include implementation of the CBD POWPA, enhanced application of the World Heritage Convention, use of the IUCN protected area management categories in at least ten countries, effective implementation of PALNet, application of corridor conservation principles in at least ten countries, support for protected areas management by at

least two major energy corporations and application of the Community Conserved Areas concept. The full list of protected areas results at which the current Programme aims is shown at Annex 5.

Implementation of this Programme should also implement the 12 **resolutions** and at least respond to the eight **recommendations of the 2008 WCC** that pertain to protected areas, to the extent that these call for action by the Director General or the WCPA.

The WCPA has two overlapping sets of programme guidelines which should in turn correspond to the One Programme results outlined above. Prepared with the support of the PPA, the **WCPA Strategic Plan** (WCPA, 2005) predates the current Programme and was not revised after the latter was approved by the 2008 World Conservation Congress. It identifies four strategic directions: conservation and the sustainable use of biodiversity; knowledge, science and the management of protected areas; capacity building and awareness raising; and governance, equity and livelihoods. These are to be pursued through the regional structure and vice chairs of the Commission and supported as appropriate through partnerships with the CBD, the World Heritage Convention (WHC) WHC, the UNEP-WCMC and others. However, the Strategic Plan is not currently seen as the driver of the Commission's choices and focus. Instead, there is consensus that the emphasis should be on POWPA and climate change issues, and there are no plans to update it.

In addition to this Strategic Plan, the Commission should also be guided by its **intersessional Mandate**, revised and approved most recently (like the mandates of all Commissions) at the 2008 WCC. Its expected results are effective fulfilment of the role of protected areas in biodiversity

Every Region also has a regional programme, which links to the global Programme. Each in turn has every component, including protected areas. It's all logical, but the logic is lost in that they don't actually link with what the PPA is doing in headquarters for global results, compared with what regional offices are doing for regional results.

I want to re-emphasise the importance of the regional protected area programmes – they are not singing from the same hymn sheet because there isn't one! There are the '51' priorities of WCPA, but no hierarchy about decision making, priority setting, how to feed it all up into a system of knowledge management. We need to develop the protected areas strategy of IUCN. We can't just adopt POWPA, though it has many good features. IUCN needs an internal structure and system, as well as an external piece that links to WCPA. I want to see a cohesive strategy of how IUCN addresses its PA work.

The POWPA is of the CBD, so governments are party to it. It calls for active involvement of civil society, NGOs etc etc – and various inputs are specifically requested from IUCN, and most of those haven't been forthcoming. The whole POWPA structure provides for various elements of society to participate at global and national levels.

POWPA – 191 governments trying to agree on things – given that constraint it's not doing too badly. IUCN should certainly be doing a lot more with POWPA. It won't achieve everything given the nature of the process, but a real contribution could be made. There are lots of OECD countries who'd be happy to help other states in this sort of field.

CBD is one of the two main priorities for IUCN to look at over the next year or two – the Copenhagen COP on climate change and CBD COP 10 in Nagoya. Out of all that may come a lot of work – IUCN must be strategic, selective, show they can add value. The climate change agenda has taken a lot of IUCN attention – they need to be sure to look at it from the biodiversity/ecosystems perspective, not get out of their depth in other fields. IUCN has long experience with the CBD, knows what it can and can't do well. It might be over-extending itself with climate change.

Comments by survey interviewees

What should be the guiding framework for the thematic content and direction of the IUCN PPA?

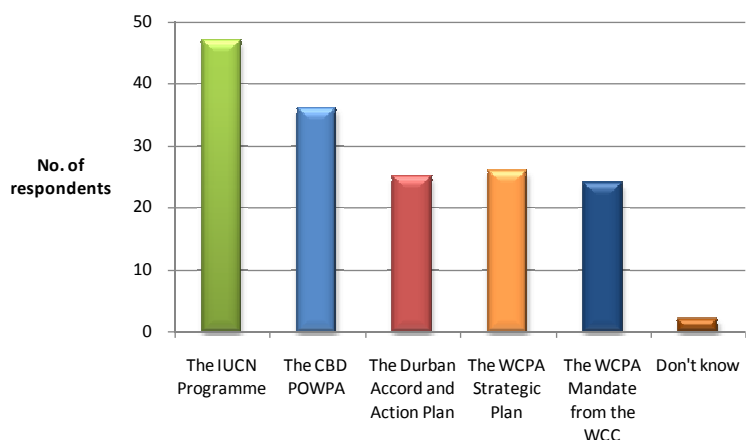


Figure 5. Survey: guiding framework for the PPA (all respondents)

conservation; better management of terrestrial and marine protected areas; enhanced capacity of protected area managers; more effective involvement and engagement of local communities and indigenous peoples in protected areas; and effective management of the PPA and WCPA.

A further framework to guide or inspire the PPA and the WCPA is the **CBD POWPA**. As was noted above, IUCN was instrumental in its formulation, and it makes a number of specific references to roles and tasks for the Union. These include the collection and dissemination of information, including materials on best practice; the analysis of past

experience in protected areas management; the dissemination of training materials; database development and management; use of the IUCN protected area management category system; the development, adoption and application of standards for best practice, as well as the evaluation of management effectiveness. IUCN is also required to help strengthen capacity for POWPA implementation, and to review progress in this regard before CBD COP 10 (the purpose of the September 2009 CBD-IUCN meeting in Korea). For many stakeholders, the POWPA is the obvious framework to guide the work of the PPA and the WCPA. But others point out that not all governments are strongly committed to implementing the CBD, and that the poor overall track record of CBD implementation makes it risky to commit too much of the Union's protected areas reputation and effort to this programme.

A closely related set of priorities can be found in the **Durban Accord and Action Plan**, which were the outcome of the 2003 World Parks Congress and fed almost directly into formulation of the POWPA.

There is substantial overlap between the objectives of these various programmes and plans, which probably explains the ambiguous survey responses shown in Figure 5 and Figure 6 (more than one answer was allowed).

Two conclusions can be drawn. First, the PPA and the WCPA are already drowning in plans and objectives. The priority is not to do more planning, but to set priorities and steer a clear course towards feasible objectives. Secondly, IUCN does have existing commitments – primarily to its own Programme. The agreed objectives for the PPA should be explicitly aligned with what the Union has already committed itself to do.

3.5. Thematic approaches

Before considering what the priority themes, activities, products and areas for the PPA might be, it is necessary to offer some broader comments on appropriate paradigms or thematic approaches for this work. This debate links back to the concerns about image and communication expressed in section 2.4 above.

The core, traditional paradigm for protected areas work remains the conservation of the nature and landscapes that lie within their boundaries. As was noted earlier, the last century or more of this kind of work has been immensely beneficial for the survival and integrity of nature. As was also noted earlier, it is far from sufficient, even in narrow biodiversity conservation terms. The conservation and management science of protected areas must embrace the broader science of nature conservation across the earth's entire land and sea surface to achieve a better understanding and more effective action for the

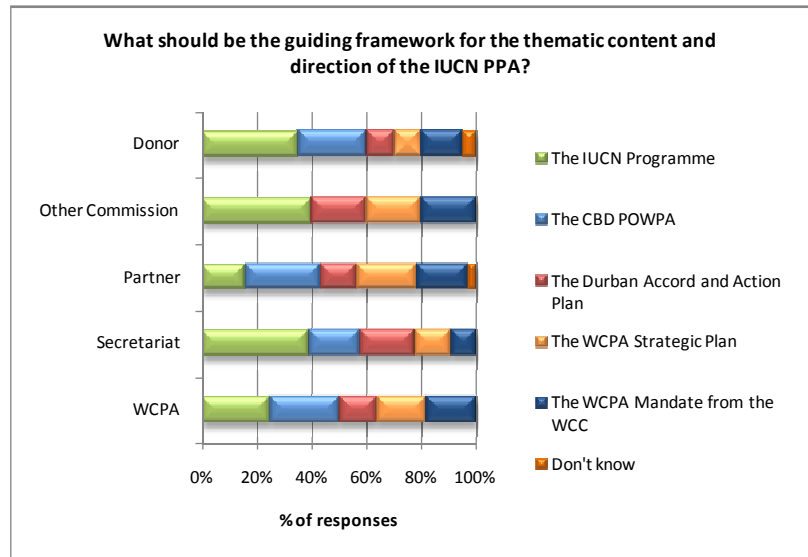


Figure 6. Survey: guiding framework for the PPA (by respondent group)

achievement of global goals. This means appraising the conservation effectiveness of existing protected areas and their management practices; identifying the spatial gaps in species, habitat and ecosystem conservation by protected areas; formulating appropriate means of nature conservation for these zones (which may or may not mean more protected areas); and working with the world's authorities and communities to implement the whole integrated strategy effectively. To the lay person it may seem odd that the tighter integration of nature conservation and protected areas management needs to be emphasised like this. In fact much remains to be done, and this should be the core thematic emphasis of a reinforced PPA, working in renewed collaboration with the WCPA.

Beyond this core focus on nature conservation through protected areas, many believe that there are choices to be made. There are arguably two broad suites of options for a more inclusive PPA.

The first concerns the broader environmental roles of protected areas. As was shown above, there is growing awareness of the essential ecosystem services that protected areas can and must play for the planet. It is time, as one interviewee said, to emphasise protected areas as humanity's insurance policy. Nor should understanding and action with regard to those services be framed and delivered just within protected area boundaries. Those boundaries are artificial lines across ecosystems and landscapes, and the necessary conservation and sustainability impacts can only be achieved if protected areas management is integrated with planning for and management of broader landscapes, ecosystems and resource uses. There are those who view protected areas as an obstacle to this necessary mode of integrated action to use nature sustainably. In fact, they are part of the solution. One element of that solution that has not received enough attention yet is their role in ensuring the food security of the rural poor. As global concern spreads about climate change, on the other hand, there is growing appreciation of the necessary safeguard roles that protected areas can play.

The second suite of options concerns the integration of protected areas and the broader social, political and governance contexts within which they are embedded. In some parts of the world, these really have been seen as options, a useful next step to be taken towards benefits beyond boundaries, for example. In other areas, notably Latin America, it was never a matter of choice. For many decades, social and political realities have meant that this was the only way to proceed. People and their politics insisted that protected areas be integrated with broader social, economic and governance goals. In other areas, such as Australia, there is a new political realisation by park managers that emphasising the wider social and cultural benefits of protected areas is the best way to assure their legitimacy and thus the funding for their conservation functions. In Canada, it is recognised that demographic change may undermine social commitment to nature

Globally, PPA must lead on initiatives in the conservation of biodiversity with and through PAs. Protected areas provide IUCN with a major policy and implementation response to the loss of biodiversity and of course as a fundamental contribution to its mission. Accordingly, PPA must be positioned to lead on three interrelated issues (a) the biodiversity extinction crisis; (b) the role of protected areas in the context of climate change and (c) the maintenance of ecological services essential to support lives and livelihoods. PPA's role must be one of leadership in advocating the role of protected areas. It has a particular role in working with the National CBD Programme of Work on Protected Areas focal points (the only POW focal points under the CBD) in providing guidance and assistance in delivering on the POWPA.

...The Biodiversity Convention has fully recognized the importance of protected areas and of note is that the CBD identifies specifically IUCN as a critical source for information and standards for the establishment and management of protected areas. PPA in effect has a "multilateral" mandate to mainstream protected areas across institutions around the world... The opportunity for IUCN PPA is to set the global agenda and programs.

...The protected areas of the world are for the most part governed by national or regional legislation. Increasingly, professionals manage the 150,000 protected areas of the world but there a good proportion of these areas that remain in the hands of informally trained people. There is a need to build up capacity and expertise in PA management but there is equally a need to address legal, fiscal and human resource management issues. IUCN PPA has the opportunity for setting out policies and standards within these broader policy issues... not by themselves but through the engagement of WCPA and other IUCN programs; law, economics, social science ...water, ecosystem management, and the private sector. Pigeon holing protected areas solely as a biodiversity only vehicle is doing disservice to the protected areas estate and the needs of people managing these highly valued areas.

Inputs from the Chair of the WCPA.

conservation and wilderness values, and that protected areas strategies must address this. British protected areas managers emphasise the necessary integration of conservation with sustainable use values and the social and cultural benefits of recreation. Across the world, IUCN’s WCPA and CEESP have worked to promote more equitable relations between protected areas and the economic and governance rights of the rural poor.

In fact, neither of these is a suite of options. IUCN’s PPA will be ineffective in its core conservation work if it does not actively embrace these broader environmental, political and governance dimensions. There is more than enough basic work to be done on the science and practice of species and habitat conservation. But the programme must also be active in the politics and science of protected areas as sources of vital ecosystem and food security services and as indispensable weapons in climate change mitigation and adaptation. It also has no choice – as its staff in Latin America have long recognised – but to perform convincingly in broader social, political and economic arenas, promoting equity and economic benefit as well as the environmental and cultural values of protected areas. Part of this strategy involves convincing emphasis on and support to all the revised IUCN protected area categories. Those whose conservation effort focuses on protected landscapes in category V, for example, need reassurance and support in that commitment, to combat the fear that such areas may no longer be endorsed as protected areas (Natural England, 2009: np).

Across IUCN as a whole, there have long been accusations of mission drift. The Union would be well advised, some feel, to focus on the core thematic area of its Programme and shift resources into it from the other four areas across which it spreads itself so thinly. For the PPA, the broad paradigm identified above is not mission drift. It is the only way to ensure that protected areas, and the programme, achieve their basic purpose.

3.6. Priority themes

Question 3.2 of the online survey questionnaire for this review (Annex 4) asked how important it is for the IUCN Programme on Protected Areas to include various themes and roles. The responses to this question are disaggregated in this section and in section 3.7 below. As far as potential themes are concerned, one respondent commented that it was difficult to prioritise, as they all seemed important. Many others took a similar view, as Figure 7 shows. This chart aggregates the responses by weighting the scores assigned: -1 for ‘unnecessary/inappropriate’, 1 for ‘desirable if resources allow’, 1.5 for ‘important’, 2 for ‘very important’ and 2.5 for ‘essential’.

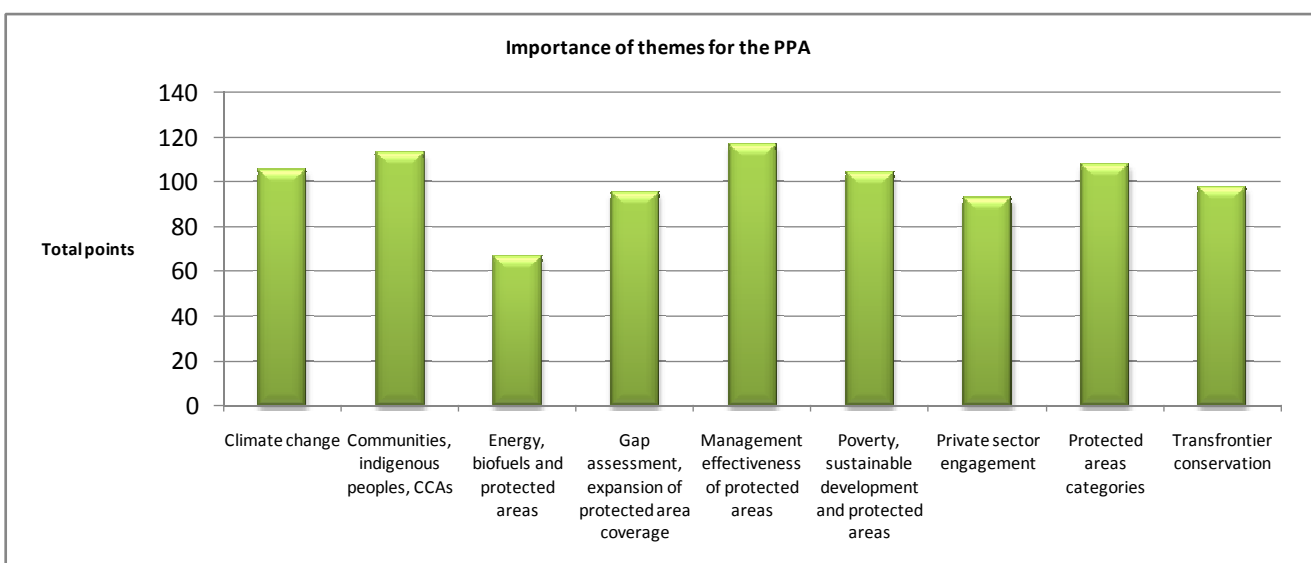


Figure 7. Survey: importance of themes for the PPA

What is notable from the chart is the importance ascribed not only to established subjects like management effectiveness and protected area categories, but also to the social and livelihood issues. Few respondents expressed outright opposition to any subject: the least popular was work on energy and biofuels, which nine respondents (15%) thought unnecessary or inappropriate.

The series of charts in Figure 8 shows the opinions of the different survey respondent categories about the various themes posed to them. It can be seen that WCPA respondents were particularly emphatic about the importance of climate change, management effectiveness, gap assessment and protected area categories. Respondents in the Secretariat felt much the same about climate change, but were more strongly committed to work on communities, indigenous peoples and Community Conserved Areas. While fewer of them categorised work on protected area categories as 'essential', more than half said that it was 'very important'. Transfrontier conservation had slightly fewer strong advocates, but there are those who believe that IUCN's convening power, combined with its protected areas expertise, gives it a unique niche and an important obligation to promote transfrontier parks and reserves, notably in Africa.

Although it may not seem helpful to say that everything is important, the survey findings confirm the arguments in section 3.5 above. A narrower focus is not an option. This is not as daunting a conclusion as it may seem. Some of the themes are already well established. There is no question about the combined ability of the WCPA and a reinforced PPA to maintain such work. Other areas of work, although closer to the cutting edge than to the traditional heartland, are already accomplished fields of WCPA performance. The challenge for the PPA is to complement the Commission's effort in the most effective and efficient way.

The Commission is working hard on socio-economic issues, climate, poverty, livelihoods etc., trying to rehabilitate the image of protected areas – but nobody in Gland champions it!

In the regions, staff are very interested in management effectiveness – a success theme for PPA/WCPA. It has become clear in the last five years that many countries are willing to increase size of their protected areas – but also that most protected areas are poorly managed, not fulfilling their terms of reference. So management effectiveness is a key theme.

At the Durban WPC, climate change wasn't on the agenda. The 2004 POWPA has one reference to it (research). Now it's a massive issue that's preoccupying the world. Meanwhile IUCN is still talking about management plans... So in five years' time IUCN should be back in the driving seat of all this at a WPC. The WPC could be a mid-term goal?

It's critical for PPA and WCPA to be a seamless whole, promoting stronger alignment of the CBD with the UNFCCC. One of the key messages should be the promotion of notion of intact ecosystems as a key mitigation and adaptation mechanism. All this is critical for the IUCN PPA – they have to help with a proactive approach to climate change, and there's lots of money that ought to go into sustaining intact ecosystems so they can play their critical role. Also connectivity initiatives: link protected areas with broader landscapes. Protected areas' role in agriculture – pollination. The ecosystem services side of protected areas and their role in food security are key, growing areas.

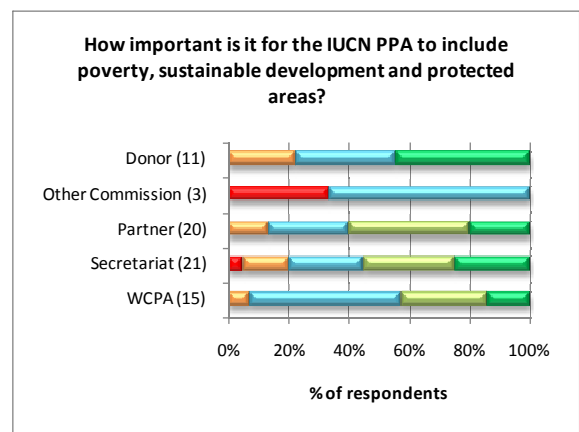
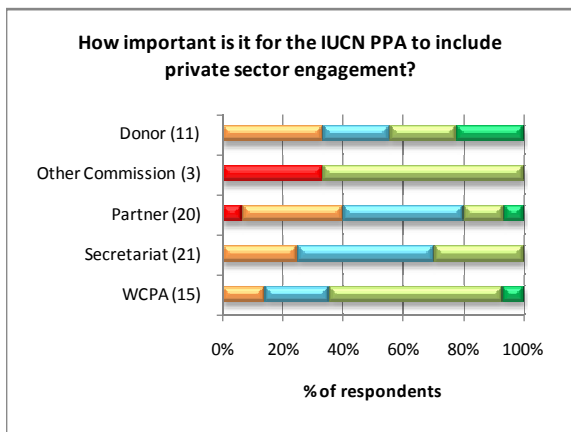
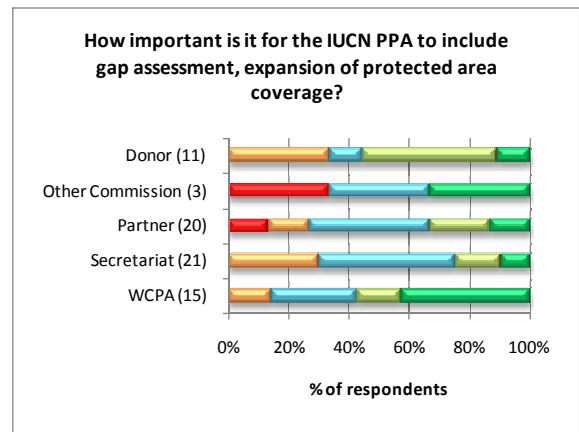
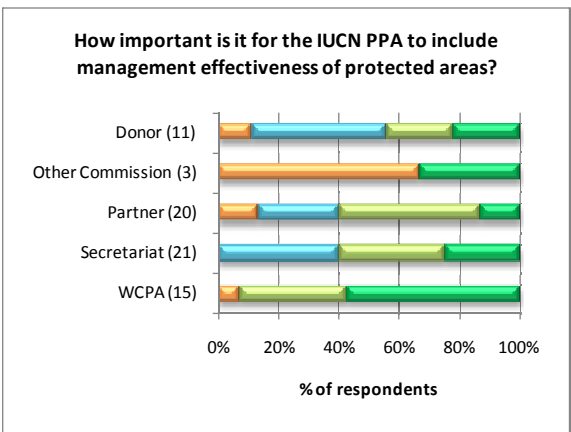
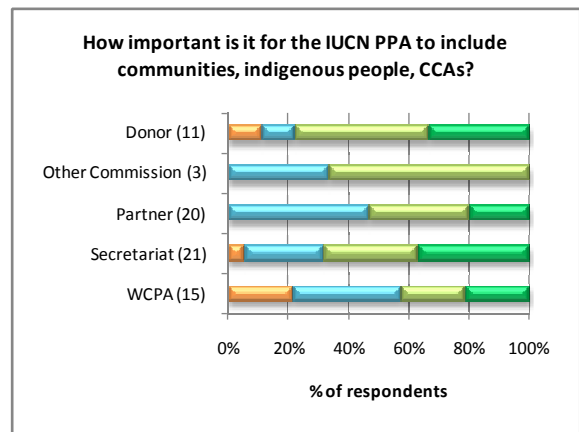
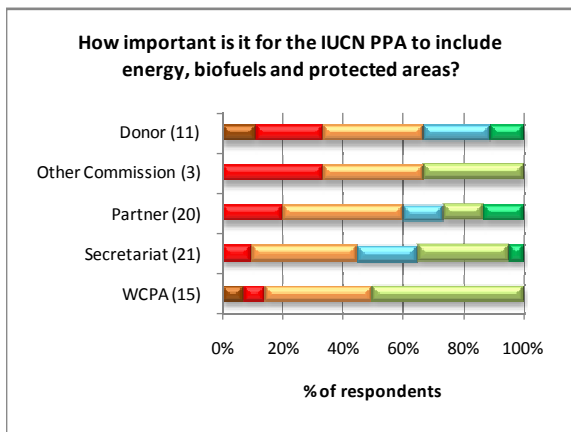
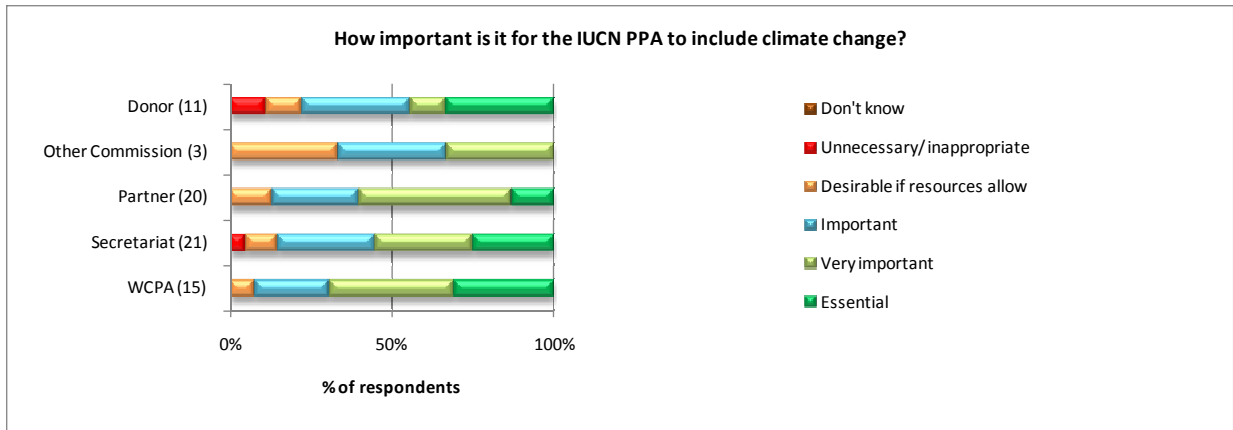
In my region climate change is a definite new need for PA intervention. How do protected area managers mitigate it, plan for it? Then the outbreaks of invasive species in protected areas – this is a standalone programme under Gland, needs to be linked into PPA, and at regional level. Then the need to harmonise standards on protected area management in the region – a niche for us.

The work of the PPA is divided into so many little things, everyone trying to get little pieces of it – it's impossible to handle all this.

Comments by survey interviewees

While [protected areas'] importance has been noted in the debate on climate change, generally their role has been undervalued and little explored. PPA has a central role to play in changing this reality. PPA has the responsibility to influence Secretariat staff working on climate change issues to assure that they include protected areas in their consideration and policy development. PPA equally has the responsibility to work with national CBD POWPA focal points to orient their work to address the related climate change questions and initiatives.

Input from the Chair of the WCPA.



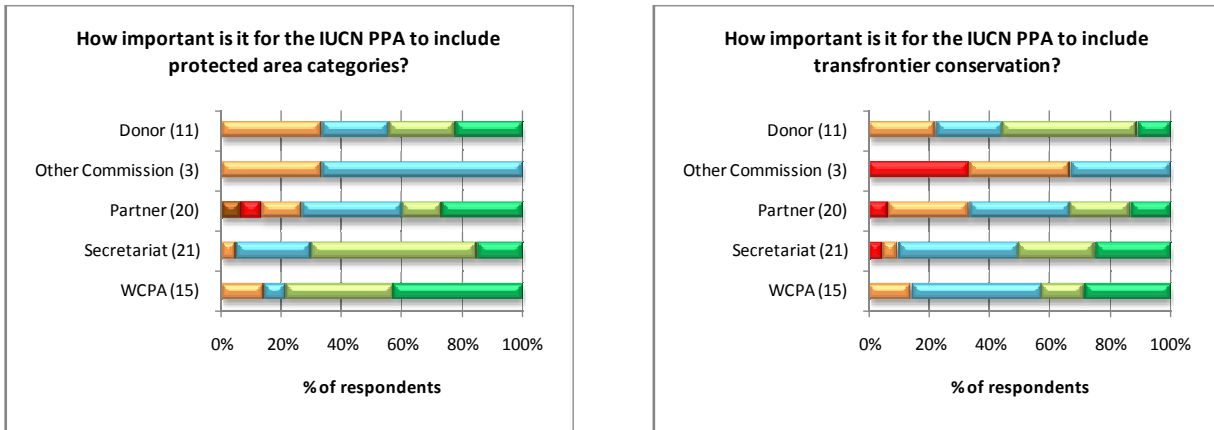


Figure 8. Survey: importance of themes for the PPA, by respondent category

3.7. Priority roles

Using the same method for the aggregation of scores for the options presented in the online survey, Figure 9 shows respondents' views about various possible roles for the PPA. Here it can be seen that there was even less variation in the popularity of the options posed by the questionnaire. 'Advice to the IUCN Programme on protected areas issues' is a fundamental task for any unit in the Secretariat for its respective subject matter. Convening and facilitating professional debate and interaction have long been seen as one of the core roles and strengths of IUCN as a whole, and it is not surprising that this is strongly supported as a role for the PPA. Perhaps more striking is that advisory services to the CBD POWPA were so strongly endorsed. Advisory services to the World Heritage Convention, a long-established function of the PPA, were very close behind (section 4.4). Noticeable as the most weakly endorsed was 'support for project development and negotiation' – the implication being that this is an inappropriate distraction from other modes of professional engagement with the sector and of support to the WCPA.

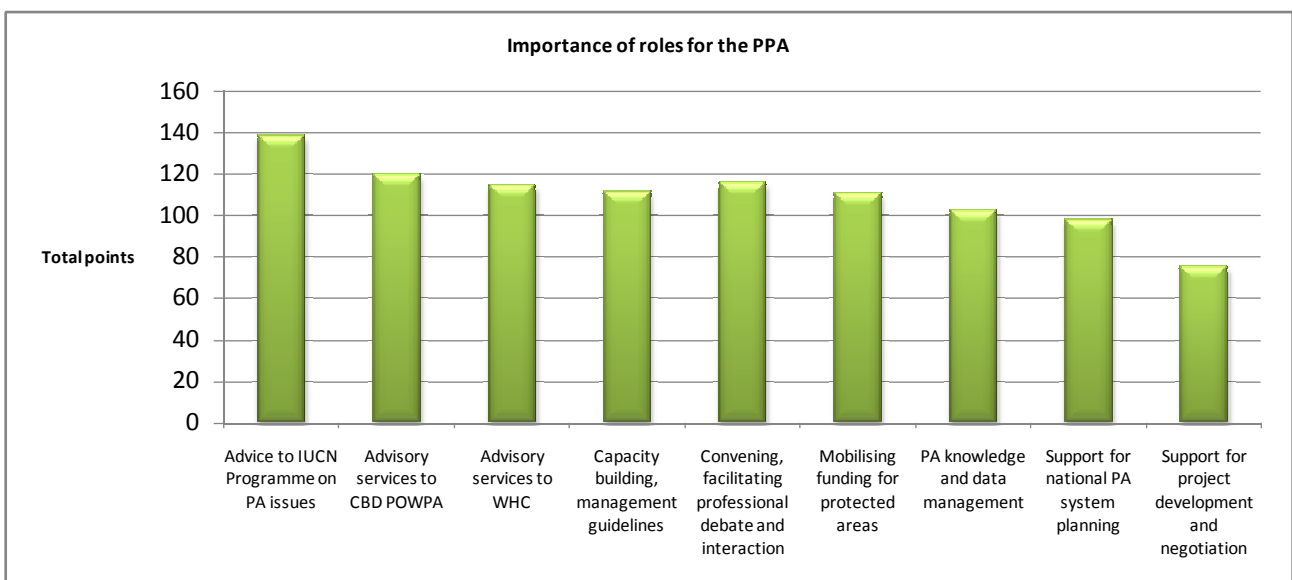
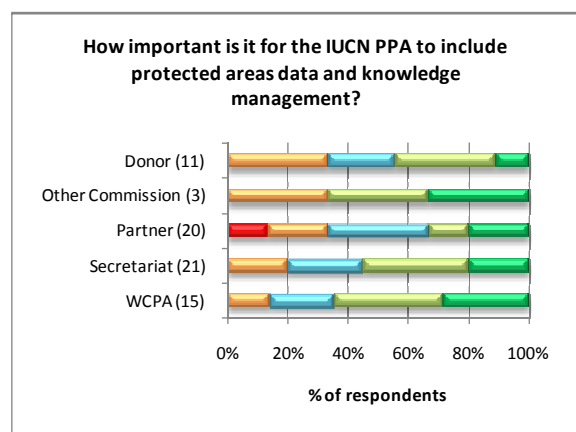
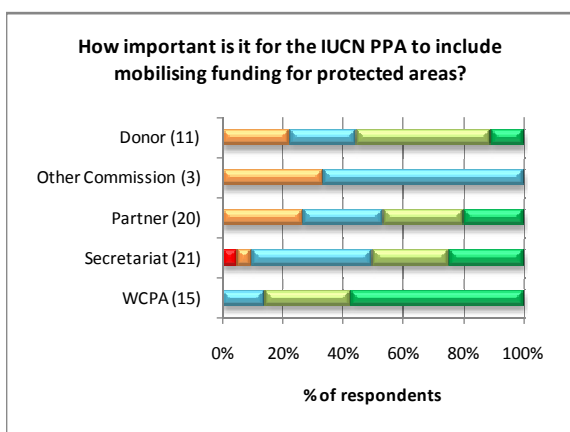
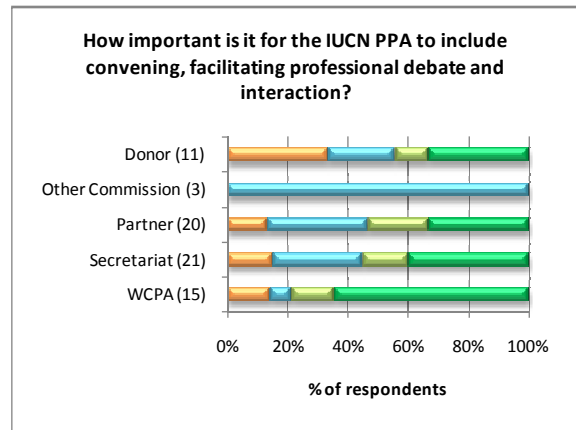
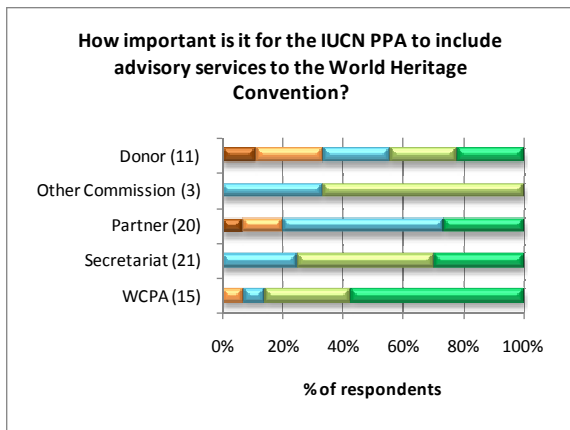
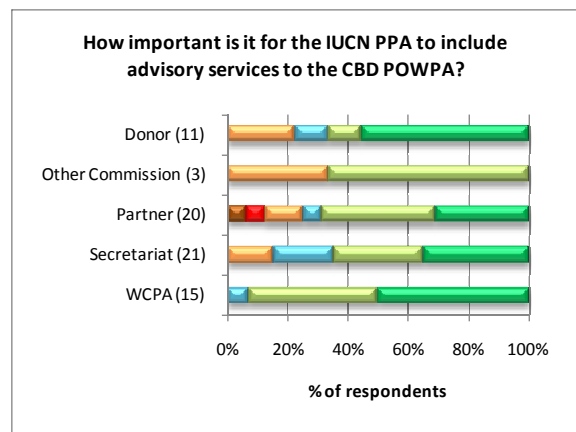
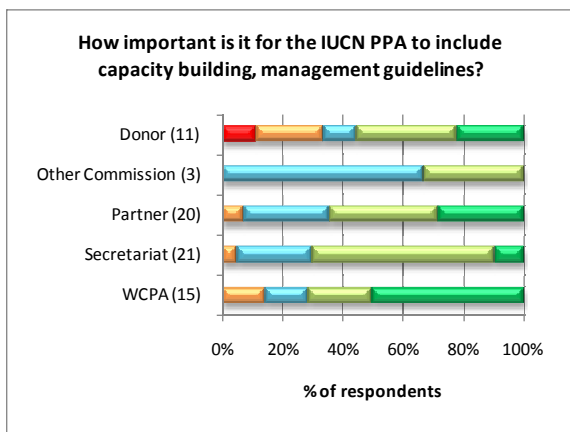
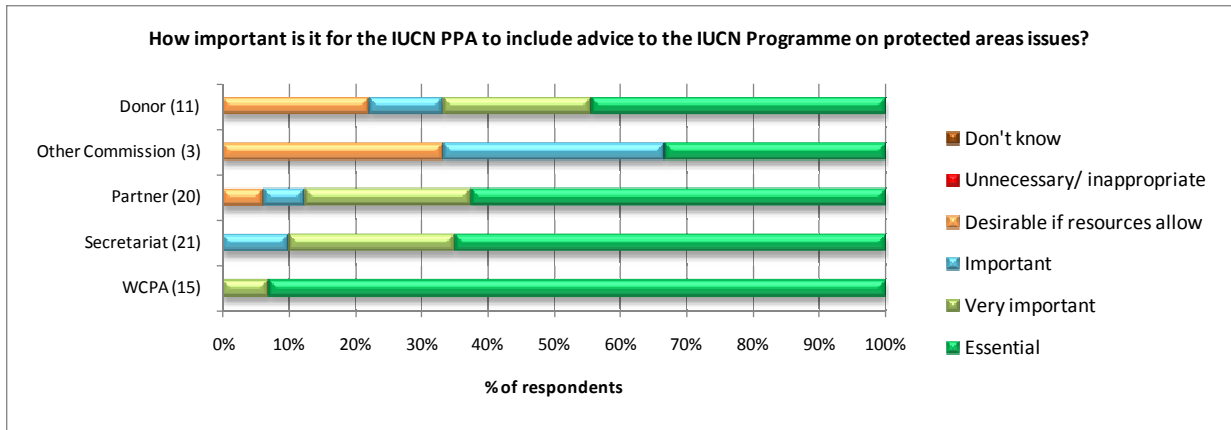


Figure 9. Survey: importance of roles for the PPA



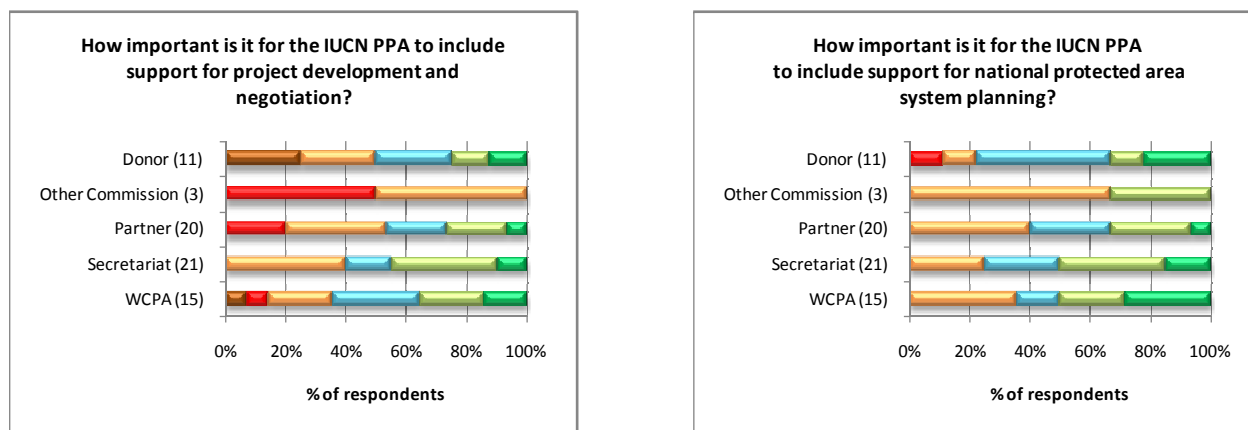


Figure 10. Survey: importance of roles for the PPA, by respondent category

Figure 10 shows that, apart from the obvious general function of advice to the IUCN Programme on protected areas issues, WCPA respondents were most emphatic about capacity building and management guidelines as a role for the PPA, along with the general convening and facilitation function, advice to the CBD POWPA and the WHC, and mobilising funding for protected areas. Fewer Secretariat respondents found any role ‘essential’, but their opinions were broadly similar to those of their WCPA colleagues with regard to the PPA – except, perhaps, for a slightly lower interest in advisory services to the POWPA.

The PPA should be playing a key role in shaping and helping to implement POWPA, linking to other major international initiatives, like UNFCCC but also desertification, big players like WHO, international strategy for disaster reduction – all these are looking at the potential of natural ecosystems as a way of addressing their needs, but lack experience of how to address this. Climate change and POWPA maybe in one big programme of Secretariat? The POWPA never really had an implementation strategy.

IUCN’s role should be helping to co-ordinate, working closely with the CBD Secretariat to help co-ordinate regional initiatives, especially through the WCPA network, acting as the focus for some of the intellectual development that needs to take place around POWPA – methodologies, tools, approaches, research – all this is happening ad hoc at present, it would be better if it were better co-ordinated. Work with northern governments to ensure continued funding, and with southern governments to ensure continued interest in implementation.

IUCN and WCPA were designated by CBD COP 9 to review POWPA for Nagoya 2010. This is a big opportunity for IUCN! That should be a fundamental part of the PPA. The IUCN headquarters and Regions should get behind this alignment. Stop drifting around! So far there has been a weak Convention secretariat and a distracted IUCN Secretariat!

The niche on which to focus is standard setting, influencing the agenda through knowledge, working on convening functions. All this implies a continuing close link with the Commission.

Comments by survey interviewees

3.8. Priority products

To some extent the types of output, service and event that the PPA produces must depend on the priority themes and roles that it selects. However, decisions are also needed on the current products, and it would be unrealistic to suppose that these would all be inappropriate for a new phase of the programme. The online questionnaire survey for this review (Annex 4) therefore asked respondents’ views on some key current outputs, services and events – recognising that the WCPA plays a major or dominant role in some of

them. The replies have been weighted like those on themes and roles. The overall result is shown in Figure 11.

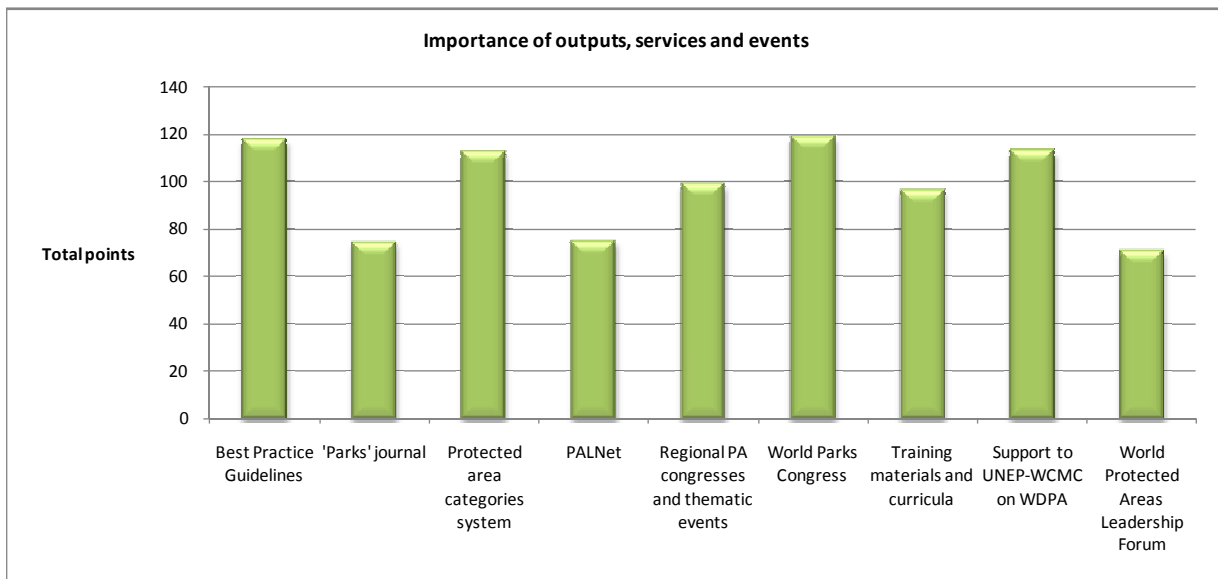


Figure 11. Survey: importance of outputs, services and events

The decennial World Parks Congress is a massive cost and effort to the Secretariat, and demands huge amounts of time and work from the volunteer members of the WCPA as well. To the outsider it could be questionable whether it is worth it. The answer is affirmative – and not only because the last WPC generated a substantial profit for the Secretariat. The WPC event itself is the apex of years of substantive work, and sets the tone and content of years more work for the world's protected areas community. The CBD POWPA, which grew so directly from the 2003 WPC, is a good example. Regional protected areas congresses have shown their value too, especially in Latin America. Survey respondents in that region were emphatic about their importance.

The fundamental importance of IUCN's professional advisory services is reflected in the very strong support given to production of the Best Practice Guidelines series. The content of these widely valued documents is provided almost entirely by WCPA members. The PPA can play an important role in their production and dissemination.

Respondents were almost as emphatic in their support for knowledge and data management outputs. The dominant one at present is the WDPA, which is primarily a UNEP-WCMC product rather than an IUCN one, despite IUCN's continuing official sharing of the responsibility with UNEP. There is consensus that IUCN – led by the PPA – could play a stronger role in supporting and delivering the existing functions of the WDPA, and that there is much broader data and knowledge management potential to be exploited in the protected areas sector. This may include the linking of spatial biodiversity data with the WDPA, and the linking of new and deepened

PPA and WCPA have not been able to keep up their part of the responsibilities towards [the WDPA]. The accuracy of the data is not reviewed systematically and thus errors and deficiencies have crept in. WCMC has been ingenious in developing better means to serving up the data that makes IUCN's inability to keep up with its part of the responsibilities a more glaring deficiency. A MOU recently signed sets out clarity for a way forward but the capacity to carry out the IUCN responsibility is lacking.

The need [is to] focus on technical understanding of needs but more importantly... to develop the ways and means of updating the content of the data base by engaging regional networks, CBD POWPA focal points and having donors inscribing in all protected areas projects the need to review and update the relevant data held in the WDPA. PPA must coordinate this activity if the WDPA is to continue to be relevant to conservation. The updating of the Marine data sets and the subsequent relationship with Google provides a blueprint for future actions.

Input from the Chair of the WCPA.

databases on protected areas into the system – showing, for example, the management effectiveness achieved or certified. There is strong demand and a ready market for these enhanced outputs. Drawing on the WCPA's expertise, the PPA should co-ordinate IUCN's contribution to their achievement.

Another knowledge-based output has fared less well, has received very little funding in recent years, and now receives only lukewarm support. The Protected Areas Learning Network is widely believed to have lost direction. It now appears to have few advocates and many detractors, however important the basic concept of a comprehensive protected areas learning resource may be. This is an obvious niche for IUCN: the Secretariat should be articulating delivery of the expertise of the WCPA to meet the widespread demand for basic and advanced training in protected areas issues. The subject was discussed at the May 2009 joint meeting of WCPA and the IUCN Commission on Education and Communications, where a joint work plan on capacity development was drafted. The plan envisages that protected areas learning functions might ultimately be delivered through the World Conservation Learning Network that the CEC is promoting, although use and expansion of PALNet was discussed as an interim option (IUCN, 2009: 9).

The 'Parks' journal is generally well regarded, and provides a wealth of useful information for protected areas practitioners as well as a broader readership in the conservation community. Nevertheless, 42% of those who answered the question gave a lukewarm 'desirable if resources allow' about continuation of this product. There is little doubt that the information and networking functions of the journal should be continued. But the effort and expense of continuing a quality printed periodical of the current kind are increasingly hard to justify. The challenge is to reformat these information and communication functions – presumably shifting from paper to digital mode, while taking into account the poor internet access that many key users still suffer.

The World Protected Areas Leadership Forum achieved the lowest aggregate score. This is probably because only a minority of respondents to the survey are involved in it and/or understand its activities. In fact its annual meetings are greatly appreciated by the protected areas agencies whose managers attend them. They are an important opportunity for these key leaders in IUCN's protected areas constituency to exchange views, identify priorities and, in some cases, commit resources. The Forum offers a valuable counterpoint to the perception in some of the richer countries and stronger parks agencies that IUCN is insufficiently sensitive to their concerns or to the heartland of the protected areas community. At the same time, it would be strengthened by more inclusive representation of protected areas leadership from developing countries. The Forum is a function that the PPA should be careful to nurture through provision of co-ordination and support services, proactive professional input in the Forum's debates, and a higher profile for the Forum's activities, deliberations and recommendations.

3.9. Priority biomes and areas

Of those who answered the survey question about whether the PPA should give more attention to certain regions or biomes, 32% said no, implying that the programme should be offering global services in pursuit of IUCN's mission. The majority who did recommend differential emphasis gave diverse replies, although by far the strongest concern was for attention to marine and other aquatic protected areas. The second key preference, as can be seen from Figure 12, is for the PPA to give more attention to developing countries and those (usually the same) areas where protected area management is currently weaker.

In recent years, IUCN's work on marine protected areas has been a dynamic field of growth. Ironically, this growth has been driven by a partnership between the WCPA and the Secretariat's Global Marine Programme, not the PPA. Much has been accomplished in a short time, although not without contention and disputes with UNEP-WCMC (now resolved) over data management and rights. More importantly, there is consensus that the marine biome is among the highest priorities for IUCN's protected areas work. Despite the strong performance by the WCPA and the Global Marine Programme, many gaps and inadequacies remain – most importantly in terms of funding, but also with regard to administrative and communications support. The sustainability of the significant achievements to date is not assured; and the

task has only just begun. Any reorientation and reinforcement of the PPA should include a new effort to embrace and support this all-important effort.

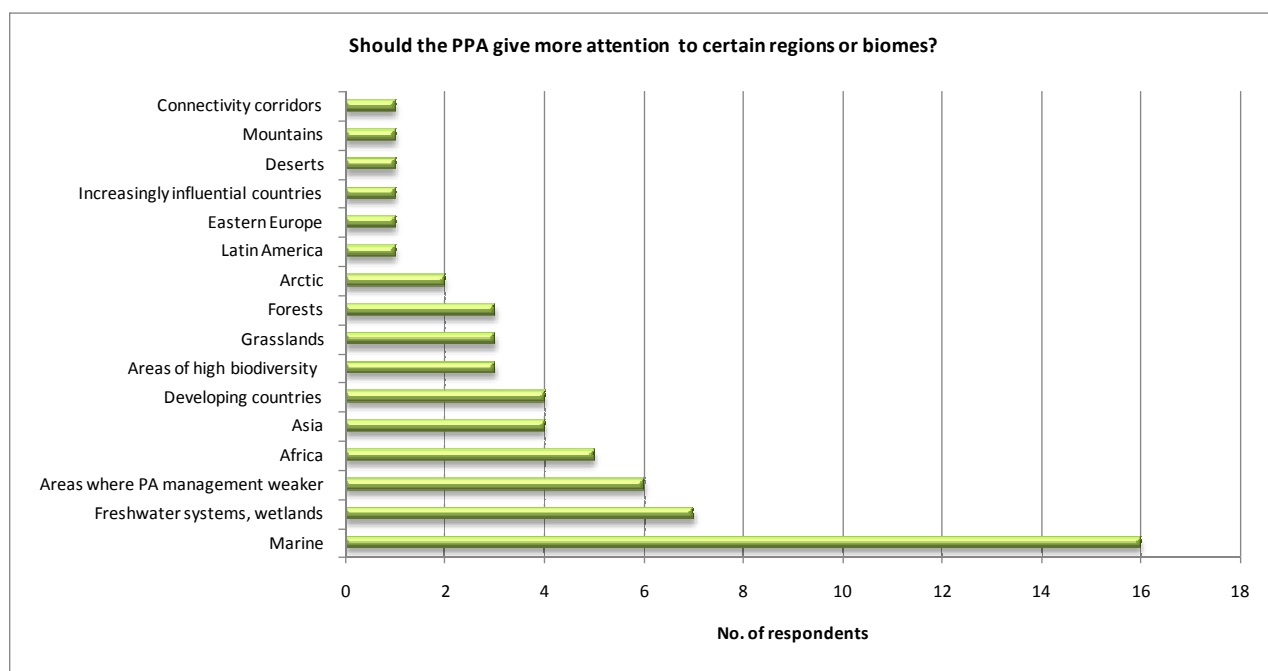


Figure 12. Survey: whether PPA should give more attention to certain regions or biomes

3.10. Recommendations

This chapter has offered a wide-ranging review of the context and priorities for the IUCN Programme on Protected Areas, taking into account its working relationships with the WCPA and the rest of IUCN in tackling the multiple challenges to biodiversity and ecosystem integrity that protected areas can help to meet. It concludes by identifying the recommendations that flow from the analysis offered above. Like the discussion, this is a wide-ranging set of recommendations and a correspondingly broad challenge for the PPA. How the PPA can address that challenge will be the subject of chapter 4 below.

Recommendations

4. A revised and reinforced PPA should work with the WCPA to rebuild IUCN's leadership in the protected areas field. This leadership must span science, policy and field operations in the sector. It must be achieved through complementary strengths of the Secretariat and the Commission: the scientific and strategic competence of the PPA must be credible and effective.
5. In fulfilment of IUCN's protected areas leadership role, the PPA should, in consultation with the WCPA:
 - co-ordinate delivery of all IUCN protected areas work with implementation of the IUCN Programme;
 - co-ordinate IUCN's global convening, facilitation and advocacy functions for protected areas, with particular emphasis on enhanced implementation of a reinforced CBD Programme of Work on Protected Areas and optimised recognition of and support for protected areas in implementation of the UNFCCC;

- work to reinforce and maintain IUCN's normative, standard-setting functions with regard to protected areas;
 - co-ordinate IUCN's knowledge and data management for protected areas, especially through an enhanced IUCN contribution to operation by the UNEP WCMC of a strengthened and expanded WDPA that is integrated with spatial biodiversity data;
 - co-ordinate IUCN's capacity-building services to government, NGO, private and community protected area managers;
 - maximise training and scientific support to protected area systems in poorer countries, while sustaining and expanding IUCN's protected areas constituency in richer countries.
6. The science and strategy of the PPA must integrate the heartland and the frontiers of protected areas work for the 21st century. A narrower focus on conventional protected areas business as usual is not a viable option.
 7. Despite the need to redirect and reinforce the PPA, it does not need a whole new work plan. First and foremost, the PPA should be committed to co-ordinating IUCN's delivery of the protected areas results in its intersessional Programme, and resourced accordingly.
 8. Within that effort, and again regaining the leadership that the world is waiting for it to show, the PPA should frame the relevant elements of IUCN's protected areas activity into a coherent series of actions to support reinforcement and implementation of the CBD Programme of Work on Protected Areas.
 9. The PPA's core thematic emphasis should be on the more effective creation and management of protected areas for the conservation of nature, including the science and data management that are needed to optimise this effort.
 10. Linked to this central emphasis, the PPA should support and contribute to IUCN's combination of core and cutting edge themes in its protected area science and strategy, including:
 - understanding, advocating and securing the ecosystem services that protected areas supply;
 - integrating protected areas with the broader conservation of ecosystems and management of landscapes;
 - understanding and promoting the central role of protected areas in climate change adaptation and mitigation;
 - integrating protected areas with social, economic and cultural planning, management and benefits for the societies who depend on and sustain them;
 - in developing countries, a concomitant emphasis on optimising the contribution of protected areas to poverty alleviation, sustainable development and community conservation management by and for those living in and near protected areas;
 - continued enhancement and expanded delivery of management effectiveness criteria, assessment methodologies and related services;
 - support for the development of protected area management capacity;

- continued enhancement and operational support for the IUCN system of protected area categories.
11. The PPA's scientific and policy support for protected areas should continue to be distributed equally across all protected area categories.
 12. The PPA should work with the WCPA to maintain and expand the quality and coverage of IUCN's documentation on protected areas science and management, in particular the Best Practice Guidelines. But it should do this as part of a more proactive knowledge management and delivery strategy, striving to ensure that its publications are accessed and used in English and other languages.
 13. The PPA should consult with the WCPA about replacement of the 'Parks' journal with a more accessible and economical communications format that maintains and enhances the quality of IUCN's protected areas communications.
 14. In continuing consultation with the WCPA and the IUCN Commission on Education and Communications, the PPA should appraise how to reassert and develop IUCN's leadership role in protected areas training. This should involve the transformation of the Protected Areas Learning Network into a suite of curricula, training materials and online learning facilities that is fully populated with IUCN science and expertise, is simple to use and is promoted so that it does deliver the intended service.
 15. The PPA should continue its leadership role in organising the World Parks Congress, and expand its support for regional parks congresses in Latin America, Africa and Asia. At both levels, it should seek the most environmentally appropriate and operationally rational means of arranging and managing such events.
 16. In consultation with the WCPA, the PPA should reassert IUCN leadership in the protected areas field by reinforcing the Union's commitment to the World Protected Areas Leadership Forum and optimising the use of this body to help guide and support the sector. It should provide more proactive support and publicity for it and promote broader participation by the world's protected areas leadership in its activities.
 17. Without detracting from IUCN commitment to terrestrial protected areas, the PPA should work with the WCPA and the Global Marine and Species Programmes to strengthen the Union's support for the expansion and effective management of marine and other aquatic protected areas.
 18. While reinforcing IUCN's recognition of and support for protected area managers in the richer countries, the PPA should work to strengthen the Union's contribution to more effective biodiversity conservation by protected areas in the poorer countries of Asia, Africa, Oceania and Latin America.

4. Institutional and organisational issues

4.1. The organisational role of the PPA

Chapter 3 of this review assessed, *inter alia*, what the thematic role of the PPA should be, in the framework of IUCN's overall protected areas effort. The review turns now to the PPA's organisational role within the structure of the Union as a whole.

As was pointed out in section 1.1, the Programme on Protected Areas is defined in this review as the entity within the Secretariat that is dedicated to this field of work. Much of the work itself is carried out by the volunteer members of the World Commission on Protected Areas, with whom the PPA has traditionally collaborated closely in an integrated programmatic effort. For that integrated effort to make best use of all the Union's resources and achieve optimum results, and for IUCN to achieve the global protected areas leadership that the world expects from it, the PPA must complement the strengths of the Commission with strengths of its own.

As chapter 3 argued, IUCN cannot draw its protected areas expertise only from its WCPA. The science and expertise of PPA staff must be strong and credible too. The days of the IUCN Secretariat existing solely to service the Commissions have passed. Implementation of the Union's One Programme requires strong substantive performance from Secretariat staff as well as Commission experts.

The PPA should therefore provide complementary scientific and operational expertise to maximise the value of the WCPA's substantial and widely recognised efforts to implement the Programme. It also, obviously, provides the continuity of a full-time, salaried staff team, helping to pull together the part-time, voluntary efforts of the Commission into co-ordinated delivery of work programmes. The bulk of the management burden should fall to the PPA. This is not the best use of the Commission's time, and volunteer Commission members are not best placed to do this kind of work.

The central roles for the Secretariat are policy, influence, innovation.

When I first got involved with the Commission, I saw the PPA in the Secretariat as having a convening, strategic thinking role, providing glue for a lot of diversity in the wider PA community. As the Secretariat grew and moved to a project-based funding approach, the role of the entire IUCN Secretariat has shifted from a small-scale influence/policy driven grouping, it became another funding machine, competing with Members and across the world for money. The influence and leadership roles have been set aside to some extent. They've seen this in the PPA too.

There should be a symbiotic relationship: strength of the WCPA augmented by effective PPA leadership/management – both adviser and servant.

We need to be clear about what the added value is of the headquarters PPA unit (which doesn't actually have to be in Gland). One role is co-ordination. Not just the secretariat of the Commission. It must co-ordinate protected areas work across the Secretariat.

Protected areas are still seen as a backwater in the Secretariat. A big communication effort is needed to reverse this image.

Commission knowledge is deep and narrow; Secretariat knowledge can be seen as shallow and wide. The Secretariat's role is communication, facilitating knowledge share, co-ordination, linking people.

What happens to all IUCN's excellent published output? We need a much more effective communications strategy.

Be more careful with the human resources – these are human beings! A more caring approach to staff is needed.

It's not helpful to act just as secretary to the Commission chair. It has to be a mutual respect relationship. We need a partnership of equally senior and competent people. The Commission and the Secretariat can, should always work together – expertise plus focused time. The Commission shouldn't be doing all the content work – then they treat the Secretariat like secretaries. The Secretariat should have technical capacity.

The PPA should be involved in scientific and policy analysis of data, in support of advocacy and informed priorities.

A stronger PPA will really fire up the Commission. There are good prospects for a stronger working relationship.

The Secretariat should be working at policy level. IUCN's role should be to speak for conservation professionals all over the world. And it still has very important best practice/guidelines/training type roles to play.

The new PPA head mustn't be an empire builder! We need someone to achieve the organic flow from Commission to governments and MEAs. The WCPA and the right Secretariat can be a powerful combination. Basically, it's a good design!

Comments by survey interviewees

The WCPA has responded well to the recent inadequacies in PPA leadership of the Union's protected areas work – taking the lead, for example, in organising the meeting between itself, the CEC and Secretariat protected areas staff in Quito in May 2009, and setting up the CBD POWPA review meeting in Korea in September 2009. Tasks like this should be led, and much of their load carried, by the PPA. For the Korea meeting the latter condition was met, but the former was not. The Union's overall performance is bound to be impaired if the Commission takes initiatives without full consideration of and planning for the logistical burden that the Secretariat must then carry. The necessary shared, consultative approach depends, of course, on strong leadership and management capacity in the PPA.

This shared, consultative approach also requires strong and collegial working relations between the Commission and the Secretariat. Communications in both directions must be constructive, cordial, open and timely. Planning and fund raising should be joint, co-ordinated efforts. Both components of the Union should recognise and express their common commitment to their shared cause, each recognising the strengths, and helping to address the constraints, of the other.

A critical role for PPA is to provide an effective bridge between the work of IUCN as a whole (especially the Secretariat in Gland and the Regional Offices) and the WCPA network. The voluntary efforts of the WCPA are the most powerful mechanism that IUCN has to influence the global protected areas policy agenda, to support and build capacity of national and international protected area communities and to develop new and innovative approaches to PA management. To maximize the potential of this work it is important that it is closely connected with the other arms of IUCN – the PPA is the means to provide this connection but it needs the staff, resources and recognition to play this role.

Input from the Chair of the WCPA.

Leadership is a diffuse commodity in IUCN, shared across the various structures and organs of the Union. This is not the place to analyse the issue, but it is the place to emphasise, again, that IUCN's protected areas effort needs strong global leadership. Many of this review's informants see that leadership as currently inadequate. It is best provided by a strong PPA and a strong WCPA, both strongly led by people who can collaborate effectively with each other and with the rest of the Union's management in the Secretariat, Commissions and Council.

A basic reason for the currently inadequate leadership of IUCN's protected areas work is that the post of head of the PPA no longer exists. As was argued in section 2.4, the recent removal of this post constituted a major setback to the Union's protected areas work and reputation. Even with half its current budget, the Secretariat would be wrong not to reverse the decision. It is not for this review to comment on the difficulties surrounding the closure of the position or its re-establishment. What it must emphasise is the urgent need to create such a post and fill it with the right person.

In urgently acting to re-establish and fill the post of head of the PPA, IUCN should appoint an individual who can deliver:

- a convincing track record in the science and/or management of protected areas;
- a concomitant ability to work effectively with the world's leading protected areas scientists in the WCPA;
- an understanding of global environmental policy processes, and the ability to think and act strategically to advance them in pursuit of IUCN's mission;
- the ability to operate convincingly and to further the Union's leadership in those international arenas;
- an experienced understanding of fund raising for international environmental action;
- the entrepreneurial leadership ability to build partnerships and programmes within and beyond IUCN, and get them funded;

- the interpersonal and management skills to make the PPA an integrated, harmonious and effective player within the systems and structures of the Secretariat.

Although the Secretariat's service functions to the Commissions have evolved to require a stronger balance of science and expertise, the PPA is still required, appropriately, to provide basic administrative and accounting services to the WCPA. There are many complaints that these services are not performed as efficiently as they should be. Commission membership records are sometimes confused, incomplete or missing; some accounting procedures are greatly delayed. In the Secretariat's defence, it should be pointed out that the staff time available for these functions is limited, and that the Secretariat's accounting and information management systems, which they must use to perform them, leave much to be desired. There has been discussion in the Secretariat – not universally welcomed in the Commissions – about establishing a single service unit to handle administration and accounting for all six of these bodies. It is not yet clear whether or when the idea might be put into effect. Regardless of current constraints and future options, there is an immediate problem for the WCPA and the PPA: the current standard of administrative and accounting service to the WCPA does need to be improved.

The general weaknesses of information and knowledge management across the Secretariat are unfortunately evident in the condition of the IUCN website and its content on protected areas. The website has of course been a key source of documentation for this review. Extracting the material – if it could be found - has often proved complex, time consuming and counter-intuitive. An overall upgrade of the Union's website and related services is a broad challenge for the Secretariat. Making sure that the content on protected areas is accurate and comprehensive is a priority task for the PPA. One informant for this review, for example, was shocked to find in August 2009 that the website still showed the definition of a protected area that was replaced at IUCN's Almeria meeting in May 2007. Adequate website content management is time-consuming and requires senior staff input as well as adequate resources. Senior PPA staff are heavily overloaded and the budget is severely restricted. But so much of an organisation's credibility now depends on its internet image that IUCN needs to give this matter much closer attention.

Recommendations

19. IUCN should act urgently to re-establish the post of head of the PPA and to fill it with an individual who can demonstrate the right combination of credible protected areas science and/or management experience (including team building and fund raising) and the ability to exert IUCN leadership effectively in international policy arenas.
20. This individual should have the personal and management capacities for harmonious and effective leadership of the PPA in collaboration and total collegiate partnership with the WCPA and the rest of the Secretariat.
21. The Secretariat should review its administrative and accounting arrangements for the WCPA, and take steps to improve their efficiency.
22. In consultation with the WCPA, the PPA should ensure that IUCN website content on protected areas is accurate and comprehensive. The Secretariat should support the PPA in efforts to upgrade the presentation and accessibility of website material on protected areas.

4.2. Protected areas and IUCN's thematic programmes

Section 2.2 emphasised the relevance of a Programme on Protected Areas within the IUCN Secretariat. However integrated protected areas may be with other elements of the Union's mission, it is necessary to have an entity within the Secretariat that is dedicated to them. It is equally necessary that that entity operate effectively within the evolving structures of the Secretariat and collaborate productively with other programmes and units there.

Given that the Secretariat should have a PPA, there are two aspects to its relationships within the Secretariat. One is organisational, with thematic implications. The other is thematic, with organisational implications.

As noted in section 1.1 above, the thematic expertise of the Secretariat is now managed in three groups. The PPA falls within the Biodiversity Conservation Group, along with the Species Programme, the Global Marine Programme and the Global Invasive Species Initiative. For the purposes of Programme implementation, it falls within the Conserving Biodiversity 'core programme area'. (Four 'thematic programme areas' deploy staff to address the other four global thematic programmes.)

Protected areas are not just about conservation of biodiversity; they deal with much more. They are instruments of governance and law; protected area professionals are first and foremost managers of human systems; and conservation science is only one aspect of the work of PA planning and management. To deliver on conservation on biodiversity a close link with environmental law, for example, is as necessary as with species conservation. Placing PAs in the Biodiversity Unit fails to recognize the importance of protected areas to ecosystems, marine, human communities, and climate change.

Input from the Chair of the WCPA.

A networked approach to Programme implementation is now being launched, aiming at more effective integration of the work of headquarters and regional staff of the Secretariat and of key Commission members. So far, the 'Core Group' for the Conserving Biodiversity core programme area network has been established. An Implementation Group and a Stakeholder Group (the latter involving IUCN Members) are to follow.

While it is to be hoped that the new networked approach will indeed achieve better integrated and more comprehensive implementation of the Programme, the key **organisational** issue for the PPA within the Secretariat is its position in the Biodiversity Conservation Group. This reinforces the existing thematic links with species, marine, World Heritage and invasives work. It means that the PPA should see itself not only as a protected areas programme, but also as part of IUCN's increasingly integrated effort to conserve biodiversity – in which, of course, protected areas are a crucially important instrument. As was argued from the thematic perspective in chapter 3, this implies stronger links between protected areas and species work, building the common cause of both. Organisationally, it means that the PPA, Species, Global Marine, World Heritage and Global Invasive Species activities should increasingly be managed as a single effort. Future management of the PPA should be lateral within the Biodiversity Conservation Group, as well as internal to the protected areas team.

Some participants in this review have correctly observed that the promotion and support of protected areas extend beyond the technical fields of biodiversity conservation into a broad range of social, economic and governance issues (see, for example, the boxes on this page and on page 21.) But the core role of protected areas is the conservation of nature, and the Biodiversity Conservation Group is the logical home for the PPA. Again, the challenge to the new networked approach to Secretariat organisation is to facilitate the necessary broader thematic linkages for the programme.

The broader **thematic** issue (which of course has management implications) thus concerns the PPA's collaborations across the Secretariat as a whole. As was shown in section 3.5 above, the PPA has a broad set of issues to tackle. Organisationally, this means reaching out across the thematic groups of the Secretariat. Respondents to the review's online questionnaire survey were asked about this. Their answers, shown in Figure 13 and Figure 14, were weighted in the same way as other scales of opinion, (see, for example, Figure 7 on page 22), ranging from -1 for 'unnecessary/inappropriate' to 2.5 for 'essential'.

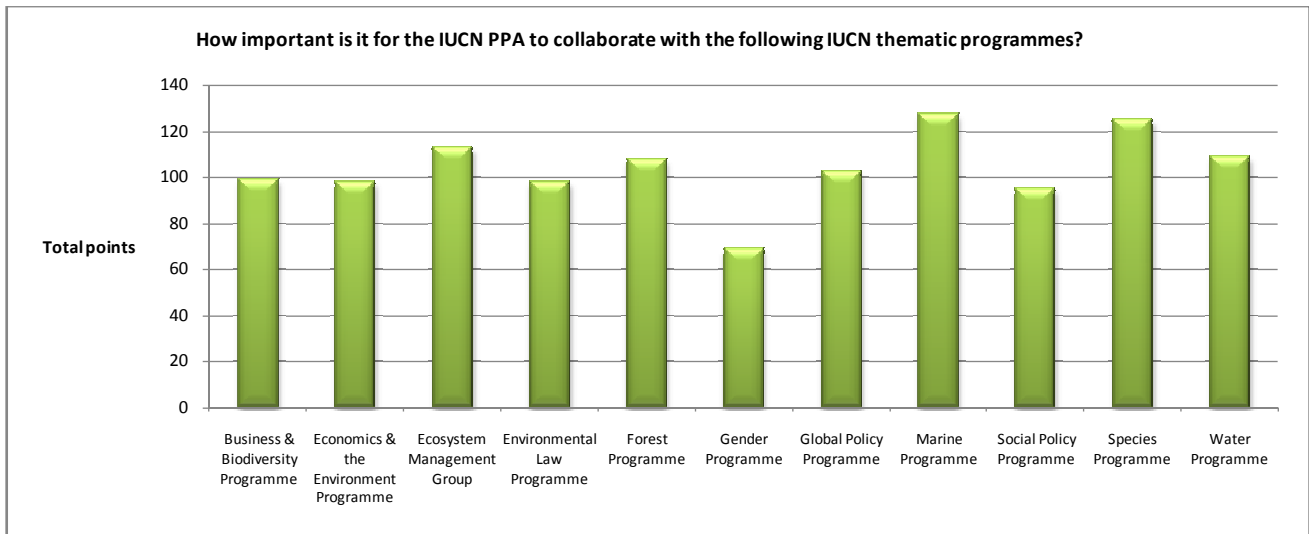


Figure 13. Survey: importance of PPA collaboration with other IUCN thematic programmes

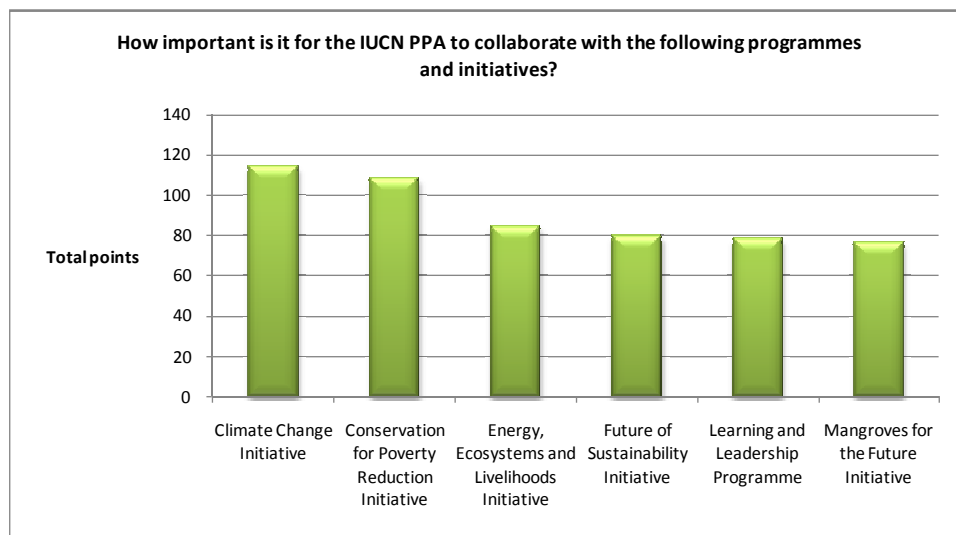


Figure 14. Survey: importance of PPA collaboration with IUCN programmes and initiatives

As with earlier survey questions, it seemed hard for respondents not to describe something as, at least, ‘important’ – although there were some negative votes for the Energy, Ecosystems and Livelihoods Initiative, for the Future of Sustainability Initiative, and the Gender and Social Policy Programmes. It is not surprising to see from Figure 13 that, of the major global thematic programmes in the Secretariat, Marine and Species scored as the most important collaborative partners for the PPA. Taking Figure 13 and Figure 14 together, the Climate Change Initiative had the third highest aggregate score, underlining the importance of the PPA advocating and helping to drive IUCN leadership in the promotion of protected areas for climate change mitigation and adaptation. Survey respondents’ emphasis on PPA involvement in poverty reduction and on community involvement in protected area management is revealed again in Figure 14.

However important such multiple collaborative links may be, the challenge is to operate them when the PPA’s staff are so few and so busy. It remains to be seen how much the new network structure will help in

this regard. A further organisational opportunity is for the recommended linkages to be developed not just from the PPA, but from the Biodiversity Conservation Group as a whole.

Note the strong social, governance dimensions of PAs, which were not all created for biodiversity conservation reasons. Stronger links with CEL, perhaps, than with SSC.

Protected areas should be seen as one of the core programmes of IUCN and therefore it is essential that they collaborate with all other programmes.

There is a simplistic view that the PPA is nearest the species programme work (and WCPA nearest that of SSC). But PAs are not just about biodiversity, and issues of law and natural resource use, for example, would sit just as comfortably alongside the PPA.

There are linkages all across the board and many debates relevant to protected areas take place in forums not specifically dedicated to protected areas as such. How to best learn from this, including from the wealth of in-house knowledge is a serious challenge that we are not really discussing. If I had to pick I would probably pick Economics and Social Policy.

I don't think IUCN should have such a lot of thematic programmes; IUCN should revise and focus its thematic priorities to a smaller number where PPA could contribute effectively. In my view IUCN should focus on PAs and Species and use all other themes as cross-cutting rather than developing stand-alone thematic programmes around them.

Comments by survey respondents

Recommendation

23. Within the Secretariat, future management of the PPA should focus on its effective operation as an integral part of the IUCN Biodiversity Conservation Group and its associated network and, through them, with IUCN's climate change work and its efforts to tackle the poverty, equity and governance dimensions of protected areas and biodiversity conservation.

4.3. The Secretariat: Headquarters and Regions

Much of the discussion so far has focused on the PPA at the Secretariat's headquarters in Gland. But it was also pointed out in section 1.1 that the Secretariat staff working on protected areas in regional offices far outnumber those at headquarters. IUCN's Secretariat staff comprise not only those in Gland but also those at its regional and country offices, although those outside Gland report to their Regional Directors and not to the heads of thematic programmes at headquarters. For this review, the PPA is not just the small team at headquarters. It is the entire group of Secretariat staff working full- or part-time on protected areas around the world. Some of the regional offices host substantial portfolios of protected areas work. The relevant staff have been proactive and entrepreneurial in securing funding and attracting skilled people to meet some of the many local demands for IUCN's guidance and support in this sector. In some regions, the need is huge, though comparatively basic. Protected area boundaries exist on maps, but the management of these areas remains rudimentary. Conceptual and operational skills are often lacking – not to mention personnel and budgets. While it should be at the cutting edge of global protected areas science, IUCN still has much conventional work to do to help many developing countries achieve at least basic standards of protected area management.

Despite the volume and importance of IUCN's protected areas work in the field, there has been a major disconnect between the regional staff of the PPA and their headquarters. Managerially, regional staff report to their regional directors, not to the PPA. Thematically, IUCN's global protected areas work has not been adequately co-ordinated. Regional staff have mostly been left to their own devices, and have made commendable progress despite this comparative isolation and lack of networking. They have tended to know little or nothing about what each other were doing. One major regional co-ordinator told this review that he had not been aware until recently of another major IUCN protected areas programme on a different continent. Many complain of neglect. In some cases, personal links and career trajectories

between headquarters and the regions have made for somewhat stronger ties. But there is no way, so far, to describe IUCN's protected areas work around the world as an integrated effort, a single PPA. It should be.

What do occur, on a fragmented, *ad hoc* basis, are requests from the regions to headquarters for advice and support on their respective local activities. These add to the work pressure on the currently tiny team in Gland. Not surprisingly, neither side is satisfied with the current situation. Regions often feel that they get an inadequate response. Headquarters knows that it lacks capacity, and feels that any growth in regional protected areas work will need stronger capacity in Gland, in order to support it adequately. Meanwhile, the PPA in Gland is heavily engaged at present in a programme funding proposal to the European Commission for protected areas capacity building to support implementation of the CBD POWPA in countries of Africa, the Caribbean and the Pacific.

It was the WCPA, not the Secretariat, that took the commendable step in May 2009 of bringing protected areas staff from the regions and headquarters together for the first time. About 75% of the cost of the meeting came from the Commission Operating Fund. The context was a joint meeting of the WCPA and CEC steering committees. It provided an excellent opportunity for regional protected areas staff to get to know each other, to compare their programmes, and to start integrating their thinking and strategies. In some cases, there is important potential for regional protected areas programmes to support each other. For example, East Africans can carry out training in anglophone

We need a strong centre and strong regions.

We need either a stronger headquarters team, or a regional network of regional offices functioning as a virtual headquarters/co-ordination unit. Collaboration between regions is also important.

The programme at headquarters has been divorced from the efforts of the regions. That's why there are completely different approaches to protected area management in different regions, which aren't feeding back to each other or supporting each other sufficiently.

Regional efforts like the Meso and Latin American protected areas congresses aren't necessarily used enough on global stage, or co-ordinated, acknowledged. Every Region also has a regional programme, which links to the global programme. Each in turn has every component, including protected areas. It's all logical, but the logic is lost in that they don't actually link with what the PPA is doing at headquarters for global results, compared with what regional offices are doing for regional results.

There never was much interaction with the global programme. There was no joint, clear work plan, so we did what we had to in our region, just got on with it. We had the feeling that the PPA worked with the WCPA, not so much with the regions.

We get news from time to time, but often indirectly, not from headquarters itself. There is very little co-ordination at present. It is essential to collaborate systematically between headquarters and regions, build the PPA on the basis of regional priorities.

To some extent, the global PPA needs to learn from and replicate what regional PPAs have been doing, often in some isolation. At least partner more strategically, get more traction, capitalise on all the regions' field experience and their large constituencies of demand and service.

We need the global programme, and the global programme needs to work with regions more effectively. We're interested, we need to get the same signal from the global programme.

In the regions we work in a more integrated way with other programmes than they do at headquarters.

Looking at headquarters and the global thematic programmes, there are two types of the latter – those that work closely with Commissions and those that don't. The latter group have aligned more strongly with the regions, built more integrated programmes, raised more money.

The Secretariat could be co-ordinating its people around the world to carry out thematic work on new issues, rather than just living hand to mouth on a random bunch of projects.

For quite a long time, we received no policy or strategy document from headquarters, except for the 2009-2012 Programme, which is not very targeted on protected areas. So there has been no real input from the PPA at headquarters on what the priorities are, what regions should work on or avoid, how they should work together.

I want to stress the need for a stronger relationship between headquarters and regions, and between the Secretariat and the WCPA – we're doing OK on this, but need further improvement. And we need more help from headquarters on fund raising and staffing. We understand how busy headquarters people are, but we do need their support. People in my region are often impatient!

Comments by survey interviewees

West African countries that the predominantly francophone Regional Office for West and Central Africa finds it hard to support. Holding at least an annual meeting of regional protected areas co-ordinators and their headquarters colleagues is an obvious basic step towards an integrated and effective global PPA. Even in times of budgetary hardship, the cost should be manageable.

It is recognised that, as noted above, headquarters and regional protected areas staff are managed separately. Those in Gland report upwards through the headquarters management structures. Those in the field report up to their respective regional directors. Budget planning and management are structured similarly. These arrangements should not impede joint technical and thematic planning and action, building a single (though diverse) protected areas effort as part of IUCN's One Programme.

It is natural that much of the regions' protected areas work should focus on field operations, notably on building capacity for protected areas management and delivering other core IUCN services such as management effectiveness assessments. It is also natural – or, at least, inevitable – that almost all of this work should be funded on a project basis. Long standing IUCN concerns and debates are pertinent here. Does the Secretariat degenerate into a project machine, finding funds to support its own salaries and competing, sometimes unfairly, with the Union's own Members for project business? There are many such complaints and allegations, with regard to protected areas and much other Secretariat work in the field.

Two reality checks are needed. First, unless newly munificent donors miraculously transform the Union's global core and programme funding, projects will remain a necessity. There is currently no other way for IUCN to pursue its mission at anything approaching an appropriate scale. Secondly, although unfair competition with Members probably does occur, most regional offices do make sincere and comprehensive efforts to involve Members in their projects – as they should. The way in which the bulk of IUCN's protected areas work is funded is not a reason to curb it – as long as this field effort is better co-ordinated and more integrally planned within a global PPA than it has been to date. This issue is addressed further in section 5.1 below.

Within this better integrated global PPA, regional, country and sometimes project offices may be responsible for work at regional or national scales or within specific protected areas or landscapes. This

A future IUCN PPA:

- *must have a stronger linkage with IUCN Regional Offices;*
- *ought to be guided by regional, national priorities;*
- *Must have strong local, i.e. national protected area agency linkages.*

Input from the IUCN Regional Office for Eastern and Southern Africa.

There are numerous priorities for protected areas (consider the POWPA, for instance). Given its capacity, the PPA must make thematic choices in its work programme, even though the Commissions and Members are free to work on whatever they choose.

Moreover, it is very difficult to work at all levels, from global to local. The only feasible strategy is to trust each participant to work well at its respective level. The PPA should therefore structure itself around a principle of strong autonomy for the different levels.

At the same time, an interdependent relationship should be developed between the work of the regions and that of headquarters. If each level has the autonomy to develop its priorities (within the framework of the IUCN Programme), it should be confident that it is the best qualified to address them and be ready to delegate to other elements (regions, headquarters, Commissions) if it is not. Work at regional or country level should feed into that of the PPA at headquarters and provide concrete examples of IUCN activities for it to communicate.

The PPA should become more 'aggressive' in its communications, to transmit and amplify the messages of the WCPA and contribute to its smooth operation (through the transfer of information, meetings, initiatives...). The voluntary nature of the Commission limits its capacity for action and it is up to the PPA to bridge the gap.

In Africa, it is essential to develop the two regions (West and Central and East and Southern) through a joint process. There will certainly be region-specific priorities, but the overall strategy should be shared, built around common themes that require collaboration. Ways and means must be found to build a bridge between the two regional offices. That will permit economies of scale and the sharing of methods and experience (notably between anglophone and francophone Africa).

Based on input from the IUCN Regional Office for West and Central Africa.

work may involve local efforts to advance protected areas and biodiversity conservation science – assessing the conservation effectiveness and biodiversity coverage of protected areas, for example, researching climate change mitigation and adaptation or piloting payment for ecosystem services from these areas. As noted, the work must often focus at the other end of the technical scale, helping to achieve at least the rudiments of adequate management for poor countries' parks and reserves. This is vital. Unless such efforts succeed at scale, those who criticise the expansion of global protected areas coverage as an empty gesture will be right.

It is important that, as at global level, regional PPA staff work closely with local members of the WCPA. The Commission's representation around the world is uneven, but it has taken steps to restructure its regions to correspond to those of the Union as a whole. The Secretariat should upgrade its data management and its outreach to ensure that it can contact local WCPA members easily and maximise their involvement in its protected areas work. One useful initiative in this regard is that of the Asia Regional Office, which has identified a focal point for each of the six Commissions. The Secretariat and the Commission could also consider a joint strategy for WCPA membership development in the various regions.

Recommendations

24. The PPA should be managed as an integrated global effort, based on joint planning by headquarters and regional staff and implemented through active communication between them.
25. The PPA and the WCPA should build and exploit their links at regional level.

4.4. World Heritage and the PPA

As was noted in section 2.3 above, natural World Heritage sites lie at the heart of protected areas' relevance to IUCN's vision and mission. Since the World Heritage Convention came into force in 1972, IUCN (which was instrumental in its formulation) has had official status as one of its advisory bodies. It is represented on the World Heritage Committee, which is specifically required by the Convention to co-operate with it. The Secretariat of the Committee is further required to utilise "to the fullest extent possible" the services of IUCN. In practice, IUCN advises the Convention with regard to the nomination and monitoring of natural and mixed World Heritage sites. It also provides training to governments that wish to build capacity for World Heritage Site identification and conservation (Cameron, 2005: 3). These inputs are mainly implemented through a series of contracts between UNESCO and IUCN, agreed on a biennium basis, renewed annually and recently increased; through IUCN's own funding; and through significant contributions by WCPA, including a number of tasks undertaken by WCPA members, who receive honoraria for expert inputs. IUCN has also succeeded this year in negotiating substantial support from the MAVA Foundation for 'The World Heritage Agenda for Nature', which provides for a considerable broadening of IUCN's World Heritage agenda.

Because of their core relevance and their steady flow of funding, these World Heritage activities have traditionally been a prominent part of the PPA, taking significant amounts of headquarters staff time. In recent years there has been a growing sense among some observers that they were becoming too dominant, edging out other tasks in the management, co-ordination and funding of the programme. They are not easy tasks, demanding experienced professional judgment and the ability to hold a firm line in the increasingly political debates surrounding states' nominations of World Heritage sites. They have imposed a steadily increasing load. The 2005 evaluation of IUCN's work in World Heritage nominations recommended that IUCN consider reinstating a senior full-time position in the PPA "with exclusive responsibility for World Heritage" (Cameron, 2005: 12). This recommendation was accepted, and the post was created within the PPA. The incumbent, and other PPA staff dedicated to World Heritage work, have significantly strengthened the Secretariat's performance in this field, and developed a new programme of work, aligned with the IUCN Programme, to complement that funded by UNESCO. PPA staff with other duties continued

to devote significant proportions of their time, and cover significant proportions of their costs, by ongoing inputs to the World Heritage process.

In 2009, administrative and budget realignments have established the World Heritage function as a separate cost centre in the Secretariat headquarters. This has simplified and rationalised budget management and has clarified and reinforced the staff establishment for this function. It is now easy to see the World Heritage staff as a separate, specialised group working in the framework of the World Heritage Convention. Unfortunately, it is also easy to see how little funding there is for the protected areas work at headquarters, besides that which is now separately channelled to the World Heritage cost centre.

More unfortunately, it is also easy to perceive that these changes have separated the World Heritage function from the PPA in thematic and operational terms. Although secondary to the issues of image and commitment to protected areas as a whole that were discussed in section 2.4 above, these perceptions are still a major concern to many people outside and inside IUCN, who are confused as to what the situation really is and dismayed by what they suspect it to be. They need to be reassured. It may make administrative sense for World Heritage to be distinct from the PPA within the Secretariat. It does not make scientific or operational sense to suggest that support to the World Heritage Convention is not a core part of IUCN's commitment and programmatic effort to promote the role of protected areas in conserving biodiversity. It is useful for a distinct group of specialists at headquarters to co-ordinate IUCN's World Heritage work. But most of the scientific expertise and much of the practical effort will continue to be sourced where it was sourced before: from the WCPA and other Commissions, and from staff of the Secretariat – primarily the PPA, and more widely within the Biodiversity Conservation Group.

The reassurance that is needed can come in two ways. First, as with IUCN's protected areas commitment overall, a formal statement should be made. Secondly, the management structure and process within the Secretariat should be seen to maintain and reinforce World Heritage work as part of the protected areas commitment. World Heritage remains where it was before: in the Biodiversity Conservation Group. Through its closer co-ordination of the biodiversity and protected areas functions in this group, management should make it clear that, although administratively realigned, World Heritage work is to become a more integral, not separate, element in the overall effort. The goal of IUCN's World Heritage Agenda for Nature sums this up:

To enhance biodiversity conservation through increasing the effectiveness of the World Heritage Convention in strengthening the conservation status and effective management of the World's most important natural areas, and mobilising the required increased support to manage them effectively and increase their contribution to effective conservation and management of protected areas.

IUCN, 2008b: 5.

Recommendations

26. The Director General should make a statement to Council reaffirming IUCN's commitment to its World Heritage advisory, monitoring and training services as an integral part of its efforts to promote and support the roles of protected areas in the conservation of nature.
27. Management in the IUCN Secretariat should give practical effect to this commitment through full involvement of World Heritage functions in its closer co-ordination of protected areas and biodiversity conservation activities (recommendation 23).

4.5. Building the PPA

There is no dispute that, within the headquarters of the Secretariat, the PPA is currently too small and too weak. This section considers how it should be strengthened. It also asks how best to build the PPA in the regions, in conjunction with change at headquarters.

This review has already recommended (section 4.1) that the post of head of the PPA be urgently re-established and filled. What more should be done to strengthen PPA staffing? Figure 15 below shows responses to a question in the review’s online survey on this point. (More than one response was allowed.) Interestingly, it shows strongest support for the ‘better use of secondments and volunteers’ – although, if the two response categories about more staff in the regions are combined, they become the strongest choice. There is strong support, too, for the appointment of more staff at headquarters, although doubtless tempered by concerns about the cost and wisdom of expanding what some see as a bureaucracy in Gland. There is also a critical note from the 19 respondents who approved of the idea of ‘better performance, not more people’.

Even with a new head in post, the PPA would only have three professional staff at headquarters – one of them on a two-year secondment with the special task of launching preparations for the next World Parks Congress. Additional experienced personnel are necessary. IUCN should aim to create and fill two additional professional posts during 2010, the International Year of Biodiversity. As this report has shown, there are many thematic priorities and strategic challenges. The best way to address them through just two new posts would be:

- one post to co-ordinate a stronger, leading role for IUCN in the CBD POWPA process, through the COP 10 and beyond. This post would also co-ordinate a more effective IUCN profile in the promotion of protected areas as a key instrument in combating climate change, in collaboration with IUCN’s Changing The Climate Forecast thematic programme area;
- one post to co-ordinate IUCN’s scientific, standard setting and capacity building services to protected areas around the world: application of the categories system; management effectiveness procedures; training materials and activities; and a proactive publications and communications strategy including a convincing web presence. These activities would entail active collaboration with and co-ordination of protected areas staff and programmes at regional offices.

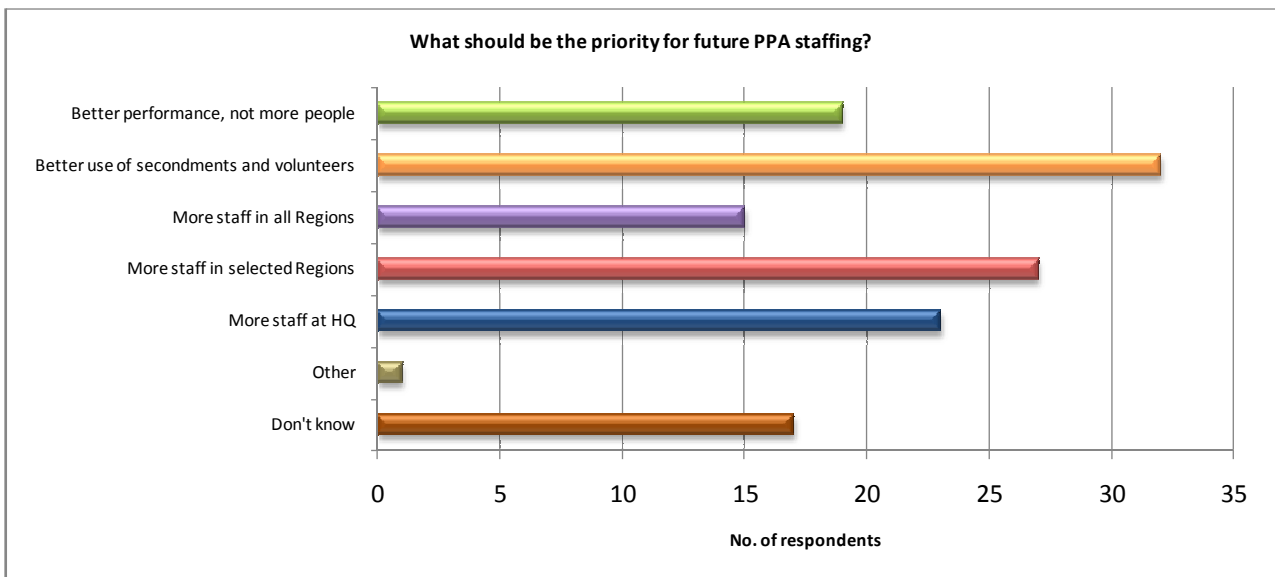


Figure 15. Survey: priorities for future PPA staffing

These posts would lift most of the organisational burden that the WCPA has recently had to carry. The scientific skills and professional reputation of the Commission would continue to be vitally important in the activities just outlined; but the Secretariat would take up its appropriate role again in full-time co-ordination of these key elements of the IUCN Programme, and there would be closer consultation with the

Commission about the administrative and logistical tasks that the Secretariat undertakes. Like all other protected areas posts and functions in the Secretariat, the two positions just proposed would have to maintain and develop the close and collegial collaboration with the WCPA that has long been the hallmark of the PPA.

The second of these new posts would involve particularly close co-ordination with the Commission, which has recently reorganised its regional structure to match the statutory regions of the Union. It would link to a regional focal point for the PPA and WCPA in (ideally) each regional office of the Secretariat (a focal point for the 57 countries of the Pan Europe region is a priority). The focal points would work in close collaboration with their respective WCPA regional vice-chairs and would co-ordinate the marketing of IUCN protected areas services (such as management effectiveness assessments and training programmes) for which the Commission would provide the bulk of the expertise.

Secondments could be an interim way to fill one of these two recommended posts and to create further capacity for the PPA (see below). Governments and protected area agencies in various countries would be likely to react positively to requests for such support, if they come in the context of a strong and credible IUCN commitment to rebuilding the programme and to strengthening the Union's performance in this sector. Secondments do pose challenges of continuity. Each should run for at least two years. If they are used to fill one of these two key recommended posts, the new head of the PPA should be committed to securing longer-term funding for the formal establishment of the position in the Secretariat.

Another issue is where the headquarters function should be strengthened. In principle, a global programme can be headquartered in any IUCN office. It does not have to be in Gland, which is an expensive place to operate. While it is an attractive idea to put the headquarters of the PPA at a lower cost location that is perhaps closer to some of the field programmes for which it is ultimately responsible, such a strategy would only be appropriate if the rest of the Biodiversity Conservation Group were headquartered in the same place. The integrated management for which this review calls requires that the core leadership of the group be in daily face to face contact.

While the head of the PPA should be in Gland, it is not essential for the other two new recommended positions to be there. It is preferable for the first post, because its policy focus would involve intensive collaboration with the Director of the Biodiversity Conservation Group, the PPA head and other senior staff representing IUCN in global MEA processes. Stronger consideration could be given to locating the second new post in one of the regional offices, helping to emphasise its support to IUCN's protected areas services at local levels.

This review recommends the creation and filling of three senior posts in the PPA headquarters: one immediately, two more by the end of 2010 (of which at least one not in Gland). This may seem ambitious; but IUCN's credibility with regard to the PPA has slipped so far that only ambitious action can begin to redress it. Although staff numbers are not the only or best index of organisational strength, there is no reason for the Secretariat's ambition to stop at the four permanent professional posts that these proposals entail. With the kind of entrepreneurial leadership that IUCN must select for the PPA, programmes can and should grow fast, as may staff numbers – preferably at sites other than headquarters.

Does building the PPA involve more planning? Section 3.4 above pointed out how many programmes and plans already exist, and recommended that the priority should be to ensure achievement of the protected areas results in the current quadrennial Programme. A joint PPA-WCPA plan for protected areas – analogous to the Strategic Plan for Species that guides the SSC and the Species Programme – is an attractive idea. But it could not be in operation before 2011, and soon thereafter intensive work on the next quadrennial Programme would probably begin. Such a plan should be prepared for the next quadrennium. In the meantime, the incoming PPA leadership should restrict itself to enhanced annual work planning, in close consultation with the WCPA and regional PPA staff.

Recommendations

28. By the end of 2010, IUCN should create and fill two new posts to strengthen the headquarters functions of the PPA. One should co-ordinate a stronger, leading role for IUCN in the CBD POWPA process, as well as IUCN's promotion of protected areas as a key instrument in climate change mitigation and adaptation. The second should co-ordinate delivery of IUCN's scientific, standard setting and capacity building services to protected areas around the world, through structured interaction between regional PPA focal points and the WCPA.
29. The new head of the PPA should be located in Gland. The first of the other two recommended headquarters positions should be there too. The second could be located at a regional office of the Secretariat.

4.6. Reporting, monitoring and evaluation

Within its Secretariat, IUCN has established systems and procedures for annual work planning and reporting. These are adequate for the purposes of the PPA in the current quadrennium, and, given other pressures on incoming management, there is no realistic prospect of adjusting them significantly before 2012. Thereafter, the PPA and the WCPA should be engaged in a more integrated work planning process, as just suggested above, and the reporting arrangements should reflect this.

The PPA will be involved, like the rest of the Secretariat, in IUCN's progressive adoption of results-based planning, monitoring and reporting. Also like their colleagues, the PPA will need to develop clearer logic chains for this purpose and to distinguish adequately between the outputs, outcomes and impacts at which they aim. A question in this review's online survey about the best indicators of effective PPA implementation generated a wide range of ideas (see box). They include:

- impact in terms of the status of biodiversity and ecosystems;
- impact in terms of socio-economic equity and sustainable use;
- global outcomes in terms of the condition of protected areas: their coverage and management;
- global outcomes in terms of governments' and public awareness of and commitment to protected areas;
- internal outcomes in terms of IUCN's profile, reputation and visibility with regard to protected areas, linked to their prominence on the Union's agenda, the funding secured and devoted to the PPA, and the global demand for IUCN protected areas science and services;
- process outcomes related to strong WCPA performance, the integration of the Commission's and the PPA's work programmes and strong protected areas partnerships between IUCN and other agencies;
- activity indicators, such as strong PPA performance in global environmental policy processes, and strong regional protected areas programmes meeting local needs;
- efficiency indicators, measuring the extent to which planned outputs are achieved and schedules met;
- outputs such as capacity building programmes, guidance tools and the delivery of scientific advice and protected areas data – all expressed in quantitative and qualitative terms.

Reporting serves two functions: management and communication. While the former requires steady improvement in the manner outlined above, the latter function needs more urgent upgrade and

diversification, as part of the more effective promotion of protected areas and their roles in the conservation of nature. Internal management reports are not appropriate for this external function, which requires more stimulating and accessible presentation of IUCN protected area activities, resources and materials linked to upgraded spatial databases on protected areas and biodiversity (section 3.8).

Survey respondents' ideas on PPA reporting, some of which are shown in the box below, mirror the span of monitoring concerns – from process, activities and outputs through to outcomes and impacts. Key ideas that were mentioned included a more systematic process at national level, possibly involving WCPA members; increased use of web-based reporting; and more intensive public relations efforts through press releases and other accessible modes of communication.

Indicators of effective implementation of the PPA

A solid global system of protected areas and better coverage of natural World Heritage sites.

A global network of competent PA managers.

Increased public recognition of the importance of protected areas for human well-being, explicitly recognizing the non-commercial values of nature.

Greater recognition of the role of protected areas in implementation of key Conventions.

High level development of strategic role of protected areas in stemming biodiversity loss (strategy in place, partners championing strategy, strategic goals monitored).

Positive changes in policy and thinking at global and regional level that can be attributed to IUCN.

National governments, private sector and civil society increasing their funding to the protection of protected areas where IUCN has specific initiatives targeting protected areas.

Adoption of IUCN PPA generated methodologies, standards and approaches in PA global policies.

Increase in the proportion of protected areas having management effectiveness evaluations.

IUCN seen as the key international source of expertise and advice on protected areas.

IUCN plays key (preferably formal) role in implementation of the CBD POWPA.

One programme approach achieved with individuals wishing to become Members of the Commission and contributing. Measurable improvement in delivery of protected area activities through better membership services, support for funding and capacity building by the Commission.

Integrated Commission and Protected Areas Programme.

Vibrant regional PPA programmes.

Implementation of at least 80% of results proposed under IUCN Programme 2009-2012.

If a fee for service model were developed this would be measured by normal business practice indicators - annual growth, turnover, net profit etc.

IUCN's result based work programming and budgeting is headed in the right direction but WCPA need also to adopt this planning system so that measurable indicators can be affected to gauge performance.

Publication of highly influential documents and evidence of their traction in decision-making (policy positions, authoritative publications).

High quality information (in reports, communications, publications), strictly based on scientific facts.... much less in politically correct social-environmentalism.

Comments by survey respondents

The evaluation of the PPA and the WCPA 11 years ago (Crofts and Lahmann, 1998) set an appropriate precedent by reviewing the programme and the Commission together. As section 1.1 pointed out, there has been no focused evaluation of either since; and the current exercise is a strategic review, not an evaluation. IUCN continues, rightly, to endorse the role of external evaluations in assuring the quality of its performance. This review endorses the strong integration of the PPA's and the WCPA's work programmes. Assuming that the management response to the review results in a renewed and reinforced PPA from 2010 onwards, it would be appropriate to commission an external evaluation of IUCN's protected areas work as a whole towards the end of the following quadrennium.

Ways to report on implementation of the PPA

Establishment of a results-based performance measurement and reporting system that reports back to IUCN's constituents on concrete and measurable achievements against projected goals, results and targets.

An annual report showing that WCPA and PPA are two faces of the same coin.

Short report, internet availability is sufficient, using red/yellow/green lights to highlight status of implementation

(1) Annual statement from PPA; (2) Reporting against PPA strategic plan and annual work programmes (Outcomes and activities); (3) Integrated into IUCN presentations and material at major international events

Annual report on the status of PA in the world (like the "footprint report" of WWF).

Reporting should be directly linked to the implementation of the IUCN Programme. This should be the key entry point for reporting.

Current reports are too focused on activities rather than results and impact. Efforts need to be improved to tighten the results based planning and reporting so that benchmarks are established and consistently measured over time. Some of the targets in the CBD POWPA offer these but need to be refined so that reporting on trends can take place. PPA/WCPA should produce a more quantitative annual report that feeds into IUCN's reporting systems. There needs to be consideration given to how this will mesh with IUCN's new MIS strategy.

A regular (every 4 or 5 years) global (by country) report on the state of protected areas in the world and how effective they are in conserving species, providing economic opportunities, providing ecosystem services, supporting climate change adaptation and mitigation, protecting genetic diversity for crops, fisheries and medicine, and maintaining traditional cultures and livelihoods of aboriginal peoples.

E-mail groups; focused press releases; case studies from protected areas; self assessment reports; periodic external evaluations.

(a) First, the criteria need to be established. (b) WCPA members in each country are trained and prepared to provide periodic evaluations of the protected area programmes of their country (electronically). (c) PPA co-ordinate this effort, and collate the results. (d) Results are reported periodically to IUCN Council, and in the IUCN Annual Report, in parallel with reports on the status of species, and the health of ecosystems.

The difficulty in reporting is with attribution, since the PPA will likely play a catalytic and leverage role, rather than achieving the outcomes itself. One way round this would be get all of the implementing arms of IUCN to report into a common reporting framework, along with PPA (reporting on its role in supporting thematic and regional implementation) and making sure that PPA's role is distinguishable.

Comments by survey respondents

5. The business model

5.1. Modes of operation and funding

IUCN's business model and its weaknesses have been the subject of repeated analysis: see, for example, the Union's two most recent external reviews (Bruszt *et al.*, 2003; Woodhill and Whyte, 2008). Yet change is slow to come. The organisation's entire budget is a fraction of what its global mission and mandate require. IUCN is unique, as one informant for this review pointed out, in its expectations of performance against resources. Apart from the absolute shortage of money, the biggest constraint is the lack of flexibility in using what money there is. Only a small fraction of total funding is unrestricted, for use at the Director General's discretion. (About two thirds of that comes from the Union's membership fees.) A somewhat larger fraction is available from the framework funding provided – with varying numbers of programmatic strings attached – by a group of mostly governmental donor agencies. The bulk of the budget is project funding, provided by government donors for specified activities that must usually link in some way to those agencies' focus on sustainable development in poor countries.

To some extent it is useful to distinguish between programme and project funding in IUCN's business model. The former should be longer-term and broader in scope, offering at least some opportunity to address generic or global issues. The latter must usually be expected to focus on the specifics of a narrower process, problem or area. Both, however, impose substantial planning, management and reporting burdens; create challenges of continuity and co-ordination; and build insecurity into the implementation of IUCN's Programme.

As this review has already noted, the business model has differing results at headquarters and in IUCN's regions. There is a similarity: both must invest time and effort in securing programme or project funding. But most of the money goes to projects implemented through regional, country or sometimes dedicated project offices in developing nations where the links between environmental action and sustainable livelihoods are most plain. Headquarters has a stronger prospect of framework and programme funding, but it too must keep its pipeline flowing with funding proposals and negotiations, and it is vulnerable to downturns in funding agencies' budgets that may be gentler in developing country contexts.

The PPA epitomises these issues. Some of its regional staff – most notably in the West and Central Africa office – have built up strong project portfolios. Their budgets are far larger than those of the PPA at headquarters, whose project pipeline is largely empty and whose access to the Secretariat's recently dwindling core funds has been significantly cut back. The central PPA's only real source of external framework funding is the annual grant from the United States National Park Service, which fluctuates but is currently \$80,000. While its own financial state is so parlous, the PPA at headquarters must also help field offices with funding applications, as in the current proposal to the European Commission (section 4.3 above).

Several references have been made in earlier chapters to the eternal debates about projects in IUCN's business model. They are frequently criticised for becoming too dominant in regional and country offices' *raison d'être*. Staff there are accused of negotiating and operating a self-perpetuating cycle of donor-funded projects in order to cover their costs and justify their existence. Furthermore, it is alleged, these projects may unfairly exploit IUCN's status to attract work and revenue that ought to be going to other organisations in the sector, some of which are IUCN Members.

These arguments are certainly heard in the context of the PPA at regional and country level. In most cases they are inaccurate. PPA staff generally try to engage Members and Commissions in these projects as much as possible. Overall, for the PPA as for the rest of the Secretariat, it must be accepted that project or programme funding will remain central to the business model – although, as will be argued below, there are ways to diversify it. What matters more is the kind of work that the PPA delivers through these programmes and projects. Does it derive directly from IUCN's value proposition (see box), or is it simply

delivery of the type of project services that any consultancy company could provide? The former is obviously the intention. PPA activities, even if funded as programmes or projects, should be fulfilling the Union's convening, facilitating and scientific roles in global and more local policy processes; fulfilling its normative role in setting standards and helping countries and resource users to meet them; building partnerships at and between the different levels of global environmental concern and protected areas action; using its science to understand protected areas' management and conservation functions better; and working with the protected areas systems of poorer countries to help them build their management and conservation capacity.

IUCN's value proposition

1. IUCN provides credible, trusted knowledge.
2. IUCN convenes and builds partnerships for action.
3. IUCN has a global-to-local and local-to-global reach.
4. IUCN influences standards and practices.

IUCN, 2008c: 20-21.

5.2. Funding challenges and opportunities

Funding challenges are part of life in IUCN. For the PPA, the challenges are partly generic, and partly specific to protected areas work. First, IUCN's global framework funding has been declining, due in part to current global economic conditions. Secondly, as has been noted, the major donors are primarily interested in linking their support to environmental actions that contribute to poverty alleviation and sustainable livelihoods. These traditional mainstays of the IUCN budget are less willing to fund 'pure conservation' activities, which is what they typically perceive protected areas work to be. They are particularly reticent about funding such work at the global level of IUCN's headquarters. The challenge is therefore to link protected areas initiatives into broader programmes that link to sectors and issues that funding agencies are more committed to support, both globally and in the field. If it fails to meet this challenge, the global PPA's funding pipeline will remain empty.

A related, generic challenge is marketing. Just as good protected areas professionals are not automatically good managers in the context of an organisation like IUCN, good managers in any organisation may not excel at marketing. The challenge for the PPA, as for the rest of the Union, is to secure and deploy the kind of entrepreneurial skills that can make funding flow.

Funding certainly can flow. Despite the above constraints, some informants for this review emphasised that there is no good reason for the PPA pipeline to be empty. Some of the funding opportunities are generic; some are more specific.

- One of the broadest opportunities is to link protected areas initiatives into wider programmes that are more attractive to funders. These may relate to landscape conservation in the context of sustainable development and poverty alleviation programmes, for example; to the maintenance of ecosystem services, notably water supplies; or to the development of payment schemes for such services. The strongest suite of opportunities concerns climate change, where protected areas have an essential role to play and major funding is available. IUCN has recognised these opportunities with its initial PACT 2020 work (section 3.1), but these were only the first steps in what should become a central part of its funding for the PPA.
- One global funding opportunity that is focused on protected areas concerns the CBD POWPA. Here, IUCN should be pushing on an open door. The conservation community has been surprised at the Union's relatively low profile in POWPA implementation to date (despite strong efforts by the WCPA). As attention focuses on the POWPA during 2010, conditions will be even more favourable for IUCN, building on the current review of the programme, to propose a stronger role for itself in the coming years. The IUCN input could combine global support and scientific input with initiatives

at country and local levels to help poorer nations implement the Programme of Work – complementing the programme for which it hopes soon to secure European Commission funding.

- A specific opportunity linked to the POWPA and the broader MEA processes concerns the development and maintenance of indicator systems that show not only the condition of protected areas but also their performance in conserving biodiversity – linked, of course, to the broader spatial databases on biodiversity that IUCN and others are currently developing. The expertise and contributions of WCPA members in this regard are already recognised. There are major opportunities for the PPA to co-ordinate a strong longer-term role for IUCN, largely through the WCPA, in supporting the delivery of these indicator services through the WDPA and related systems.
- The sector of protected areas where IUCN has been most entrepreneurial and effective in mobilising funds is marine work. A reinforced PPA should learn from the lateral thinking and innovative funding strategies that the responsible WCPA vice chair has used. It should also urgently recognise the fragility of what has been achieved. Future funding is not secure, and the marine protected areas work badly needs the PPA’s help in sustaining what has been started. It is also necessary to build a sustainable institutional future for the new arrangements, through full engagement with the PPA in taking the work forward.
- In protected areas as in its other fields of endeavour, IUCN must build much of its value proposition on its local expertise and legitimacy, and its ability to link these to its global scientific resources and access to policy processes. Much of its current local level activity in developing countries does just this, and proves much easier to fund than the work at headquarters. IUCN should continue to build on these local funding opportunities, but – as recommended above – build stronger programmatic links between regional and country activities and the global PPA. A further condition for capitalising on this opportunity is that, as PPA staff generally recognise, Commissions and Members should be fully involved in all such project activity.
- Although much of its regional and country level work involves the deployment of Commission or Secretariat expertise, there are bigger opportunities for IUCN to build its local protected areas business model more explicitly around the marketing of technical services. Instead of being a standard purveyor of environmental projects, the PPA could profile itself as a provider of specialised technical services in the protected areas field. This function would be driven by the PPA focal point in each region, together with the regional vice-chair of the WCPA, in collaboration with the new headquarters officer recruited to support such work (section 4.5).
- Another ‘branded product’ that the PPA could market, largely through regional offices, would be the certification of protected areas as meeting specified standards of management effectiveness. Ideally, such certification could also link, through the WDPA, into IUCN-approved data on protected area category and level of biodiversity conservation.
- One of the principal sources of funding for the kinds of PPA activity suggested above should be the Global Environment Facility. Indeed, some of the governments whose development funding agencies are reluctant to support protected areas work explain that they do fund the GEF, and that they expect the GEF to support that sector. IUCN has some experience with GEF funding, but there should be the potential for the PPA to secure more from it.
- Another major potential source of protected areas funding is the European Commission. The PPA is already working with Brussels in the hope of securing support for POWPA capacity building in the ACP countries, as reported above. There are broader opportunities at regional, country and global levels that the PPA should seek to exploit with the EC, particularly in the context of climate change.

- At the World Protected Areas Leadership Forum and elsewhere, the better established parks agencies regularly express their desire to see IUCN play a strong global and local role in this sector. A group of Australian agencies recently pooled resources to fund the current staff secondment to the PPA in Gland. Other agencies can be expected to give sympathetic consideration to support for the PPA – if they are convinced that IUCN is expressing the right sort of commitment to it.
- Private foundations can be a significant source of support for IUCN’s protected areas work. The MAVA Foundation has recently agreed to provide a major grant to its World Heritage activities, which are of course part of the broader protected areas portfolio. The United Nations Foundation is now an IUCN Member. Various other bodies, for example in Germany, could be sympathetic to supporting the Union in this field. The PPA should work closely with the Strategic Partnerships division at headquarters to develop the opportunities for support from private foundations.
- A newer avenue that IUCN is now exploring is support from individual philanthropists. Such donors may be more willing to fund ‘pure nature’ activities that could easily encompass protected areas work, and to provide less restricted support. Again, the PPA should seek to explore these possibilities with its Strategic Partnerships colleagues.
- As was noted in section 3.2, there has long been debate within the Union about engagement with the private sector. Nevertheless, the importance of greening the world economy is recognised in the current IUCN Programme, and the IBAT for Business tool is a responsible current initiative by the Secretariat’s Biodiversity Conservation Group to develop a mutually beneficial mode of joint operations that should secure a stable funding flow for that part of IUCN’s work. Subject to IUCN’s principles for such engagements, there is important potential for the PPA, as part of that Group, to develop funded relationships with firms or business organisations. Involvement in IBAT is one option. Some firms may be willing to support protected areas work at specific locations, although their reasons for doing so will always have to be assessed carefully. Earlier PPA exploration of support from a limited number of Swiss-based firms was not successful, as it proved difficult to reconcile the firms’ preferred benefits with what IUCN would be able to guarantee. Stronger, better-resourced and longer-term fund raising capacity is needed to build successful relationships with the private sector.
- One review informant proposed a more innovative approach. IUCN could establish a trust fund for protected areas and the work of the PPA. A prospectus demonstrating the multiple roles and values

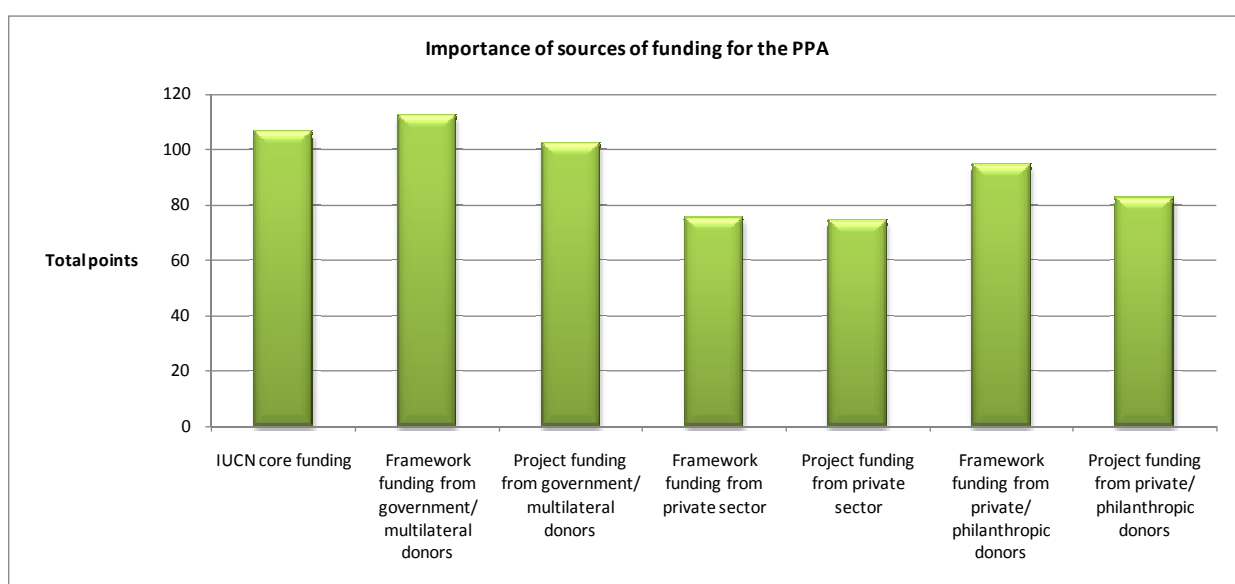


Figure 16. Survey: importance of sources of funding for the PPA

of protected areas would attract (largely corporate) donors to put money in the fund, which would place it in secure investments. The donors would forego the interest on the capital they place in the fund. (Often they can obtain tax benefits in the process.) This interest would be devoted to IUCN's protected areas activities. Think big, said this informant. IUCN could manage a one billion dollar trust fund. Some other conservation organisations operate on this scale.

The online survey for this review produced fairly predictable responses to a question about the importance of various funding sources for the PPA (Figure 16). Perhaps most striking is the strong emphasis on IUCN core funding. Less surprising is the general belief that framework funding is preferable to project funding, that government or multilateral donors are the best source and that private sector support should be approached more cautiously.

5.3. Funding strategies

The PPA's business model must be built on clarity about roles. Raising money for the joint efforts of the Secretariat and the WCPA to implement their combined protected areas commitments is primarily the role of the Secretariat, and that role must be led by the headquarters PPA team. That does not mean that the Commission simply forwards its funding requirements and the PPA acts on them. In a One Programme approach, activities and funding requirements should be identified jointly, as should funding opportunities and strategies. WCPA leadership may have the skills and connections to play an important role in the fund raising process, but leadership and co-ordination in this regard are tasks for the PPA. A further task for the latter is administration of the Commission Operating Fund (currently CHF 253,000 per year) for the WCPA. This is a modest but important role, and it is important that it be fulfilled efficiently.

While the PPA at headquarters faces challenges in raising funds for IUCN's protected areas work – although it has been working hard on new opportunities in recent months - PPA staff at various regional offices have been highly successful in attracting donor funds for their projects. This is commendable; but it should be strongly co-ordinated from the PPA headquarters as part of an integrated business model for IUCN's One Programme commitments to protected areas.

Meanwhile, the WCPA has some success in raising funds for its activities. New PPA leadership will have to consult and collaborate with Commission colleagues about fruitful sources and strategies. Together, the PPA and the Commission should build a balanced and equitable funding strategy that recognises the roles, commitments and capacity of both.

On the basis of this clarity about their respective roles, the Secretariat and the Commission should work together to build the business model of the PPA around the following strategies.

- Protected areas are at the core of IUCN's identity and purpose (section 2.1). Although there are severe restrictions on the Union's available core funding at present, more of that limited budget should be devoted to the PPA than is presently the case. A competently led and convincingly delivered PPA should be at the heart of core funding commitment, not the periphery.
- IUCN should make a renewed effort to attract resources for the PPA from bilateral and multilateral donors and the funds that they support (such as the GEF), emphasising the broader roles that protected areas play and the essential benefits that they contribute. This strategy should give due emphasis to the emergence of new major government funding sources like China and India, which have their own strong interests in funding integrated environmental interventions.
- This campaign should particularly emphasise IUCN's role in the CBD POWPA and the ways in which, through the PPA, IUCN can help the world to tackle climate change. The senior PPA headquarters post focusing on these issues (recommendation 28, section 4.5) should be budgeted as a core component of an IUCN programme proposal in this field.

- Complementing this stronger global role, the PPA business model should continue to emphasise the value proposition that IUCN offers in the field through its many regional, national and local protected areas projects – on condition, as noted above, that these projects are carried out in full consultation with, and with optimal involvement of, the WCPA and Members. Furthermore, this field activity and its funding arrangements should be more integrally planned and co-ordinated by the PPA than has recently been the case.
- Building on its global and local strengths in protected areas work – again a direct reflection of its value proposition - IUCN should develop the PPA business model to emphasise the marketing of services and standards, primarily facilitated by regional offices and delivered by WCPA experts, who should be financially compensated for these services wherever appropriate. As an urgent first step, IUCN should seek funding for a preparatory project to build up this operational model. This first project should include at least two years' support for the second senior post recommended in section 4.5 (for posting to a regional office).
- The PPA business model should recognise and build on the potential of high profile products and services whose conservation value is effectively communicated. Learning *inter alia* from the promising performance of the WCPA and the Global Marine Programme in promoting marine protected areas, it should develop programme funding proposals within the framework of the Biodiversity Conservation Group for further work in this area; on enhanced data systems and services linking protected areas and biodiversity information; and on the ecosystem services that protected areas deliver.
- The PPA should build the promising model of staff secondments supported either by protected area agencies represented on the World Protected Areas Leadership Forum or by bilateral donors.
- The PPA business model should refer more explicitly to the thematic and financial value of global and regional protected areas congresses. The PPA succeeded in raising substantial funding for the 2003 World Parks Congress. While avoiding any impression that it convenes these events to make money, IUCN should build ways to ensure that the value they deliver to the international community is reflected in the resources they generate for the PPA.

Recommendations

30. IUCN should increase its core funding commitment to the PPA from 2010 by at least the equivalent of one senior management position at the level of head of programme.
31. The PPA business model should be built around expanded funding from bilateral and multilateral donors to support a stronger role in global policy processes, notably the CBD POWPA and work to combat climate change; the marketing of protected areas standards and services (primarily through regional offices and the expert work of WCPA members); the development and promotion of high profile products demonstrating the links between protected areas and biodiversity conservation and the role of protected areas in sustaining ecosystem services; and strong support to regional, national and local protected area activities facilitated by regional PPA staff in closer co-ordination with the PPA headquarters.
32. The PPA should negotiate actively with protected area agencies and bilateral donors with the aim of concluding arrangements for two additional multi-annual staff secondments – to headquarters or regional offices – that would start no later than January 2011. As an interim measure, such a secondment could be used to fill one of the two key PPA posts that are required in addition to that of head of the programme.

The business model that this review recommends would be more vibrant, innovative and challenging than that with which the PPA has worked to date. It demands entrepreneurial leadership. The PPA must demonstrate not only world class science and operational expertise regarding protected areas; it must also have the skills to convince the world how vital protected areas are for its survival.

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Annex 1. Terms of reference

Strategic Review of the IUCN Programme on Protected Areas

Terms of Reference

July 2009

Background and Context

Currently, the IUCN Programme on Protected Areas:

- Leads IUCN's global programmatic work on Protected Areas (PPA);
- Supports the work of IUCN World Commission on Protected Areas (WCPA). PPA and WCPA are guided by the same mission and vision
- Supports its sister programme on World Heritage in the provision advice to the UNESCO World Heritage Committee on natural heritage, and in leveraging benefits from World Heritage to wider protected areas.
- Jointly with WCPA, the Programme on Protected Areas stages the World Parks Congress every t10 years. The World Parks Congress is the major gloval forum for setting the agenda for protected areas and is a major international flagship event for IUCN

Current objectives of the Programme

- To assist in the planning of protected areas and their integration into all sectors by helping set the agenda on protected areas, mainstream protected areas across institutions, including multilateral agreements, UN agencies, national governments and regional governmental;
- To strengthen capacity and effectiveness of protected area managers through the provision of guidance, tools and information, and as a vehicle for networking; and
- To increase investment in protected areas by persuading public and corporate donors, as well as governments, of their value.

In addition to these objectives, which are shared with WCPA, the PPA also aims to link:

- The various IUCN protected areas field and regional project activities into a cohesive and coordinated IUCN Protected Areas Programme; and
- The protected area activities of WCPA and IUCN with those of key partners and donors.

Broadly speaking, the Programme on Protected Areas and the World Commission on Protected Areas position protected areas as a major policy and implementation response to the loss of biodiversity with the role of PPA to coordinating this approach Union-wide, including Council, the Membership, other parts of the Secretariat and Commissions; but also externally with Professional Bodies and Multilateral agreements.

Structure of the Programme on Protected Areas

The Protected Areas Programme (PPA) comprises a small Secretariat staff in Headquarters. There are also a small number of technical staff in IUCN regional and country offices. PPA staff have extensive experience of all policy and operational aspects of the establishment and management of protected areas around the world. The programme works closely with, and through, the membership of WCPA.

Commissioning Authority and Intended Uses

This strategic review is commissioned under the authority of the Office of the Deputy Director General. It is considered essential as to enhance IUCN's work on protected areas, which is a core competency of the Union, as well as to provide strategic advice on how to better delivery the IUCN Programme 2009-2012 in relation to protected areas issues as well as the mandate from IUCN members included in a number resolutions and recommendations adopted by the Barcelona Congress.

The primary user of the strategic review are the IUCN Programme on Protected Areas and the Director of the Biodiversity Conservation Group for the purpose of enhancing the Programme on Protected Areas both in terms of its overarching priorities and also its organizational and business model. The review has relevance for the Chair and Steering Committee of the World Commission on Protected Areas (WCPA), in relation to the development and prioritization of the work of WCPA, and to the work of the IUCN programme on World Heritage.

Purpose and objectives of the Strategic Review

The strategic review of the Programme on Protected Areas is intended to be a formative type of strategic review. A "formative review is an evaluation that looks into the ways in which the program, policy or project is implemented, whether or not the assumed 'operational logic' corresponds with the actual operations and what (immediate) consequences the implementation (stages) produce. This type of evaluation is conducted during the implementation phase of projects or programs. Formative evaluations may include rapid appraisals, mid-term evaluations, and evaluations of implementation processes. Evaluations during the implementation phase (process evaluations) provide feedback so that the implementation can be improved and barriers to improved performance can be identified and removed."¹ This type of review can be instrumental in sorting out a new vision, strategic objectives and potential activities beyond the current programme configuration

The main purpose of the strategic review is to provide the Programme on Protected Areas with a consolidated internal and external diagnosis from which a set of substantive options for strengthening the programme, including a more effective organizational and business model may be proposed to enhance the Programme. It is important to note that as a matter of procedure that all strategic reviews of this type is followed by a formal management response and implementation of an action plan designed to respond to and implement the recommendations of the review.

The review will explore the broad questions of the specific value of a central PPA team relative to other parts of the Union, integration with the rest of the Biodiversity Conservation Group and other components of the IUCN Secretariat, including regional offices. Substantively, the review will address the aims of the PPA in light of the biodiversity extinction crisis and the climate change problem.

The specific objectives of the review include:

4. Preparing a forward looking analysis of the substantive priorities for the Programme on Protected Areas, particularly in relation to joint priorities with the Commission and with IUCN Regional Offices;
5. Examining and proposing options for adjusting the organizational model of the Programme on Protected Areas to enhance two-way working relationships with the Commission, Regional Offices and other parts of IUCN, including the membership.
6. Examining and proposing options for enhancing the business model of the Programme on Protected Areas as to ensure its long term financial sustainability and its ability to support fundraising activities of RCOs, the commission and members as feasible.

The results of the review will be used as the basis for the preparation of a management response and action plan by the Programme on Protected Areas, in consultation with the Commission Chair and under the supervision of the Biodiversity Conservation Group Director.

¹ Definition: OECD Glossary

Methodology

The following steps will take place during the review process:

1. Preparation of written substantive inputs from global Programme on Protected Areas staff, regional protected areas staff, the WCPA Chair and Vice-Chairs, the Species Survival Commission Chair and key IUCN members already supporting the work of the global Programme on Protected Areas (mainly USNPS, Parks Canada and Parks Victoria) (identified as “participatory submissions” in the review matrix)
2. Stakeholder interviews
3. Consolidation of (1) and (2) along with existing strategic documents such as previous reviews of PPA, the Post-Durban Strategy Paper and any other relevant documentation leading to a review report.
4. Preparation of an IUCN Management Response and action plan (which may be partially achieved through a retreat) that will include revisions to the intersessional programme, project portfolio, organizational model and adjustments to the level and modalities of support to WCPA.

Qualifications of the Reviewer

The review will be conducted by one senior evaluator. The senior evaluator will lead the review process and, while working closely with PPA and WCPA, is expected to have a clear independence from the Programme on Protected Areas and the World Commission on Protected Areas:

- At least ten years experience leading and conducting evaluations;
- The demonstrated ability to review programme focus, relevance, effectiveness and efficiency, delivery of outcomes, organizational structures and management, and networks;
- Experience in reviewing conservation programmes, and in this case, experience in understanding the role of protected areas in addressing global conservation and sustainable development is essential;
- Ability to communicate orally and in writing in English. French and Spanish language skills would be a desirable asset.

The senior evaluator will be expected to integrate written submissions from key PPA and WCPA stakeholders.

For purposes of independence, the review will be managed by the Evaluation Coordinator, who works independently from IUCN’s management structure under authority of the Evaluation Policy.

Schedule

The review process will be completed by the end of October with the following milestones:

1. Agreement on the TORs and engagement of the senior evaluator (end June)
2. Data collection (participatory and non-participatory) (July-August)
3. Consolidation and preparation of draft report (September)
4. Circulation of report for validation and further additional input as required (mid September)
5. Finalization of review report (End September)
6. Retreat and preparation of management response, action plan (October, TBD)

This set of milestones is subject to confirmation with the reviewer and availability of stakeholders during the data collection period.

Annex 2. Review matrix

Area	Question	Sub-questions	Data source	Collection and analysis methods
Relevance	How relevant is a Programme on Protected Areas to IUCN?	How relevant are PA concepts and approaches to IUCN's vision and mission?	<ol style="list-style-type: none"> 1. Documentation 2. Informants in Secretariat 3. Informants in WCPA and other Commissions 4. Informants in other organisations, including Members 5. Output of retreat 	<ol style="list-style-type: none"> 1. Review documentation 2. Interviews with key informants 3. Participatory submissions from selected key informants 4. Online questionnaire 5. Retreat for key stakeholders
		How relevant is a PPA to IUCN's vision and mission?		
		How do different stakeholder groups' views on the relevance of an IUCN PPA vary?		
		How relevant is a PPA as an activity of the Secretariat?		
Content and direction	What should be the content and focus of the IUCN PPA?	How should the content and role of the IUCN PPA be differentiated from the PA work of other agencies?	<ol style="list-style-type: none"> 1. Documentation 2. Informants in Secretariat 3. Informants in WCPA and other Commissions 4. Informants in other organisations, including Members 5. Output of retreat 	<ol style="list-style-type: none"> 1. Review documentation 2. Interviews with key informants 3. Participatory submissions from selected key informants 4. Online questionnaire 5. Retreat for key stakeholders
		What are the most important types of PA work on which the IUCN PPA should focus?		
		How should IUCN differentiate and approach the biodiversity conservation, sustainable development and social equity dimensions of PAs?		
		How should IUCN approach the relationship between PA, landscape and ecosystem conservation concepts and strategies?		
		To what parts of the world should the IUCN PPA give more attention?		
		With which other IUCN		

Area	Question	Sub-questions	Data source	Collection and analysis methods
Effectiveness	What factors promote or inhibit the effectiveness of the IUCN PPA?	programmes should the IUCN PPA collaborate?	<ol style="list-style-type: none"> 1. Documentation 2. Informants in Secretariat 3. Informants in WCPA and other Commissions 4. Informants in other organisations, including Members 5. Output of retreat 	<ol style="list-style-type: none"> 1. Review documentation 2. Interviews with key informants 3. Participatory submissions from selected key informants 4. Online questionnaire 5. Retreat for key stakeholders
		What are the optimal respective roles of the WCPA and the Secretariat in PPA implementation?		
		Within the Secretariat, what are the optimal respective roles of Headquarters and the Regions in PPA implementation?		
		What aspects of Secretariat performance most affect Commission performance in PPA implementation?		
		What aspects of Commission performance most affect Secretariat performance in PPA implementation?		
		What other factors most affect the performance of Secretariat, Commission and others in PPA implementation?		
Efficiency and organisation	What are the optimal organisational structure and operational systems for the IUCN PPA?	How should the PPA be structured and staffed within the Secretariat at Headquarters and Regional levels?	<ol style="list-style-type: none"> 1. Documentation 2. Informants in Secretariat 3. Informants in WCPA and other Commissions 4. Informants in other organisations, including Members 5. Output of retreat 	<ol style="list-style-type: none"> 1. Review documentation 2. Interviews with key informants 3. Participatory submissions from selected key informants 4. Online questionnaire 5. Retreat for key stakeholders
		What is the optimal structure for Secretariat-Commission collaboration in PPA implementation?		
		What are the current and		

Strategic review of the IUCN Programme on Protected Areas

Area	Question	Sub-questions	Data source	Collection and analysis methods
		<p>expected resourcing challenges and opportunities for the IUCN PPA?</p> <p>What are the optimal resourcing strategies for the IUCN PPA in the short and medium term?</p> <p>How should the relationship between PA and World Heritage work be structured in the Secretariat?</p> <p>How should the relationship between the PPA and other themes be structured in the Secretariat?</p> <p>What are the optimal reporting, monitoring and evaluation arrangements for the IUCN PPA?</p>		

Annex 3. List of interviews

G. Aguilar Rojas	Regional Director	IUCN Office for Meso America
K. Alomari	Protected Areas officer	IUCN Office for West Asia and North Africa
T. Amend	Independent adviser to German Development Co-operation	
M. Astralaga	Regional Director	IUCN Office for the Mediterranean
T. Badman	Head, World Heritage	IUCN (headquarters)
M. von Bechtolsheim	Senior Specialist, Agriculture and Natural Resource Management	KfW, Germany
C. Besancon	Head, Protected Areas Programme	UNEP WCMC
T. Brooks	Vice President, Conservation Priorities and Outreach	Conservation International
R. Cooke	Director, Policy	Natural England
G. Debonnet	Chief, Special Projects Unit	UNESCO World Heritage Centre
N. Dudley	Capacity Strategic Direction Leader, WCPA	Equilibrium Research
E. Enkerlin	National Commissioner	Comisión Nacional de Areas Nacionales Protegidas, Mexico
P. Figgis	WCPA Regional Vice Chair for Oceania	
H. Friederich	Head, Strategic Partnerships	IUCN headquarters
P. Girot	Programme Co-ordinator	IUCN Office for Meso America
M. Hockings	WCPA Vice Chair, Science and Management of Protected Areas	University of Queensland
J. Hutton	Director	UNEP WCMC
V. Inchausty	Protected Areas Officer	IUCN Office for South America
N. Ishwaran	Director	UNESCO Division of Ecological Sciences
W. Jackson	Deputy Director General	IUCN (headquarters)
T. Jaeger	World Heritage Officer	IUCN (headquarters)
K. Jingfors	Regional Programme Co-ordinator	IUCN Asia Regional Office
S. Johannsson	WCPA Vice Chair for Pan-Europe	
J. Johnston	Chief, Government and International Relations Legislation and Policy Branch National Parks	Parks Canada
A. Kabraji	Regional Director	IUCN Asia Regional Office
A.A. Kaka	Regional Director	IUCN Regional Office for Eastern and Southern Africa
S. Kelleher	Senior Programme Officer, Forest Conservation Programme	IUCN (headquarters)
C. Kormos	WCPA Vice Chair for North America	
D. Laffoley	WCPA Thematic Team Leader for the Marine Biome	Natural England
E. Lahmann	Director, Constituency Support Group	IUCN (headquarters)
K.M. Lahti	Management and Recreation	Metsähallitus, Natural Heritage Services of Finland
J. Langley	Co-ordinator, Conserving Biodiversity Network	IUCN (headquarters)
H. Locke	Vice President for Conservation Strategy	WILD Foundation
N. Lopoukhine	Chair, WCPA	
C.G. Lundin	Head, Global Marine Programme	IUCN (headquarters)
S. Maginnis	Head, Forest Conservation Programme	IUCN (headquarters)

Strategic review of the IUCN Programme on Protected Areas

S. Mainka	Senior Co-ordinator, Global Programme	IUCN (headquarters)
G. Mauvais	Protected Areas Officer	IUCN Regional Office for West and Central Africa
J. McNeely	Senior Science Adviser	IUCN (headquarters)
Imen Meliane	Senior International Marine Policy Adviser	The Nature Conservancy
A. Moiseev	Co-ordinator, Programme Cycle Management Unit	IUCN (headquarters)
A. Nianogo	Regional Director	IUCN Regional Office for West and Central Africa
C. Nozawa	WCPA Vice Chair at Large	BirdLife International Asia Regional Office
B. O'Callahan	Programme Co-ordinator	IUCN Regional Office for Oceania
A Phillips	Former Chair, WCPA	
J-Y. Pirot	Head, Programme and Operational Support Unit	IUCN (headquarters)
K. Rao	Deputy Director	UNESCO World Heritage Centre
P. Rosabal	Senior Programme Officer, PPA	IUCN (headquarters)
T. Sandwith	Deputy Chair, WCPA	
J. Sayer	Senior Scientific Adviser, Forest Conservation Programme	IUCN (headquarters)
K. Seong Il	WCPA Vice Chair for Asia	
P. Shadie	Co-ordinator, Regional Protected Areas Programme	IUCN Regional Office for Asia
D. Sheppard	Former Head, PPA	
T.P. Singh	Regional Group Head, Ecosystems and Livelihoods, Asia	IUCN Regional Office for Asia
J. Smart	Director, Biodiversity Conservation Group	IUCN (headquarters)
J. Spensely	Programme Officer, LifeWeb Initiative	CBD Secretariat
Mark Stone	Chief Executive	Parks Victoria
S. Stuart	Chair, IUCN Species Survival Commission	
G. Terrill	Assistant Secretary, Heritage Strategy Branch, Heritage Division	Department of Environment and Heritage, Australia
A. Tiega	Secretary General	Ramsar Convention on Wetlands
J-C. Vié	Deputy Head, Species Programme	IUCN (headquarters)
K. Wheeler	Chair, IUCN Commission on Education and Communications	
Z. Wilkinson	Programme Officer, PPA	IUCN (headquarters)
M. Wong	Executive Director, Ecological Integrity Branch	National Parks Directorate, Canada
G. Worboys	WCPA Vice Chair for Connectivity	

Annex 4. Online survey form

IUCN PPA review survey 2009

1. Introduction

Thank you for contributing to this strategic review of the IUCN Programme on Protected Areas (PPA). The terms of reference for the review are at http://www.iucn.org/about/work/global_programme/monitoring_evaluation/. This is not an evaluation of the past work of the PPA, or of the World Commission on Protected Areas (WCPA). It is a forward-looking review aiming to confirm the substantive future priorities for the PPA and the best operational structure for it, with particular reference to the roles and capacity of the IUCN Secretariat relative to those of the WCPA and IUCN Members.

I have been asked to carry out the review and produce a report, based on the input of many stakeholders in the work of IUCN on protected areas. The exercise is to be completed by the end of the year.

According to the review terms of reference,

*The specific objectives of the review include:

1. Preparing a forward looking analysis of the substantive priorities for the Programme on Protected Areas, particularly in relation to joint priorities with the Commission and with IUCN Regional Offices;
2. Examining and proposing options for adjusting the organizational model of the Programme on Protected Areas to enhance two-way working relationships with the Commission, Regional Offices and other parts of IUCN, including the membership.
3. Examining and proposing options for enhancing the business model of the Programme on Protected Areas as to ensure its long term financial sustainability and its ability to support fundraising activities of RCOs, the commission and members as feasible."

A large number of people can contribute important information and opinions to this review. I will interview as many as time permits, but hope that I can extend my coverage of the key contributors through this questionnaire. I apologise in advance for asking you to use this rather mechanical format. I hope that, even if we have already discussed the issues in an interview, you will take the trouble to respond as fully as possible, in the interests of a stronger IUCN Programme on Protected Areas.

I understand that some questions may be difficult to answer if you are not closely involved with IUCN. Please just respond 'don't know' and move on.

Your contribution will enrich the review process more fully if you use the boxes provided for comments and explanations. If you want to write to me separately about one or more of the issues raised here (or anything else to do with the PPA), please do so. If you prefer to write your comments in Spanish or French, that would be welcome. If you would like to receive the whole questionnaire in Spanish or French, please let me know. Needless to say, I would also be glad to hear from you if you need any further explanation regarding this questionnaire or the review process.

Your response is anonymous, and all inputs received during this review will be treated in strict confidence.

Thank you for your co-operation.

Stephen Turner
sdtturner@africa.com

Page 1

IUCN PPA review survey 2009

1. Please indicate which category or categories you belong to. You can choose more than one if appropriate.

Member of WCPA

IUCN Secretariat staff (headquarters)

IUCN Secretariat staff (regions)

Member of another IUCN Commission

Staff of a protected area agency

Staff of an agency that currently funds IUCN protected areas work

Staff of an agency that might potentially fund IUCN protected areas work

Staff of an agency that currently funds other IUCN work

Staff of an IUCN Member

Other (please specify)

Page 2

IUCN PPA review survey 2009

2. Relevance

How relevant are protected areas, and how relevant is the PPA?

Please indicate the extent to which you agree with the following statements.

1. Protected area concepts and approaches are relevant to IUCN's vision and mission.

Strongly agree

Agree

Disagree

Strongly disagree

Don't know

2. A programme on protected areas is relevant to IUCN's vision and mission

Strongly agree

Agree

Disagree

Strongly disagree

Don't know

3. A programme on protected areas is a relevant function for the IUCN Secretariat.

Strongly agree

Agree

Disagree

Strongly disagree

Don't know

Page 3

IUCN PPA review survey 2009

4. Please use this space for any comments, explanations or suggestions with regard to your answers above.

Page 4

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3. Thematic content and direction of the PPA

1. What should be the guiding framework for the thematic content and direction of the IUCN PPA? (You can choose more than one if you wish.)

The IUCN Programme

The CBD Programme of Work on Protected Areas

The Durban Accord and Action Plan

The WCPA Strategic Plan

The WCPA Mandate from the World Conservation Congress

Don't know

IUCN PPA review survey 2009

2. How important is it for the IUCN PPA to include the following themes and roles?

	Don't know	Unnecessary/ inappropriate	Desirable if resources allow	Important	Very Important	Essential
Advice to IUCN Programme on protected areas issues	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Advisory services to CBD Programme of Work on Protected Areas	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Advisory services to World Heritage Convention	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Capacity building, management guidelines	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Climate change	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Communities, indigenous peoples, Community Conserved Areas	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Convening, facilitating professional debate and interaction	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Energy, biofuels and protected areas	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Gap assessment, expansion of protected area coverage	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Management effectiveness of protected areas	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Mobilising funding for protected areas	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Poverty, sustainable development and protected areas	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Private sector engagement	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Protected area categories	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Protected Areas data and knowledge management	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Support for national protected area system planning	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Support for project development and negotiation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Transboundary conservation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Other (please specify theme or role and say which level of importance you would give it):

IUCN PPA review survey 2009

3. How important is it for the IUCN PPA to achieve (and, where relevant, maintain) the following outputs, services and events?

	Don't know	Unnecessary/ inappropriate	Desirable if resources allow	Important	Very Important	Essential
Best Practice Guidelines series	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
'Parks' Journal	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Protected area categories system	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Protected Areas Learning Network (PALNet)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Regional Protected Areas Congresses and thematic events	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The World Parks Congress	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Training materials and curricula	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
World Database on Protected Areas [support to UNEP-WCMC]	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
World Protected Areas Leadership Forum	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Other (please specify theme or role and say which level of importance you would give it):

4. Should the PPA give more attention to certain regions or biomes?

No

Don't know

Yes (please specify which regions and/or biomes and explain)

IUCN PPA review survey 2009

5. How important is it for the IUCN PPA to collaborate with the following IUCN thematic programmes and initiatives?

	Don't know	Unnecessary/ inappropriate	Desirable if possible	Important	Very Important	Essential
Biodiversity	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Climate Change	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Conservation for Poverty Reduction	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Economics	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Ecosystem Management	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Energy, Ecosystems and Livelihoods	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Environmental Law	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Forest	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Future of Sustainability	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Gender	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Global Policy	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Learning and Leadership	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Mangroves for the Future	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Marine	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Social Policy	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Species	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Water	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please comment or explain here if you wish:

IUCN PPA review survey 2009

4. Effectiveness of the PPA

1. How important are the following as roles for the WCPA in implementation of the Programme on Protected Areas?

	Don't know	Unnecessary/ inappropriate	Desirable if resources allow	Important	Very important	Essential
Advocacy	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Collaboration with other conservation agencies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Collaboration with the private sector	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Exploring new ideas and approaches	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Fund raising	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Knowledge and data management	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Organising the World Parks Congress	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Participation in meetings and programmes of multilateral environmental agreements	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Programme co-ordination	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Programme planning	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Publications	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Regional-global integration	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Technical advice	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Training	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Other (please specify and indicate level of importance)

IUCN PPA review survey 2009

2. How important are the following as roles for the IUCN Secretariat in implementation of the Programme on Protected Areas?

	Don't know	Unnecessary/ inappropriate	Desirable if resources allow	Important	Very important	Essential
Advocacy	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Exploring new ideas and approaches	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Facilitating WCPA operations	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Fund raising	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Knowledge and data management	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Logistical and administrative support to WCPA	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Organising regional Protected Areas Congresses and thematic events	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Organising the World Parks Congress	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Programme co-ordination	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Programme planning	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Publications	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Regional-global integration	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Technical advice	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Training	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Other (please specify and indicate level of importance)

3. Please use this space for any additional comments, explanations or suggestions with regard to your answers above.

IUCN PPA review survey 2009

5. Efficiency and organisation of the PPA

1. What should be the priority for future PPA staffing? You can choose more than one.

- More staff at Headquarters
- More staff in selected Regions
- More staff in all Regions
- Better use of secondments and volunteers
- Better performance, not more people
- Don't know
- Other (please specify)

2. How important should the PPA consider the following as sources for its funding?

	Don't know	Inappropriate/ impractical	Low priority	Important	Very important	Essential
IUCN core funding	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Framework funding from government/multilateral donors	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Project funding from government/multilateral donors	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Framework funding from private sector	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Project funding from private sector	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Framework funding from private/philanthropic donors	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Project funding from private/philanthropic donors	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Other (please specify and explain below)

Please comment or explain here if you wish.

IUCN PPA review survey 2009

3. What are the best indicators of effective implementation of the IUCN Programme on Protected Areas?

4. What are the best ways to report on implementation of the IUCN Programme on Protected Areas?

5. Thank you once again for your co-operation and support in completing this survey. If there is anything that you would like to check or change, please do so now, as it is not possible to return to the survey once you have completed it.

If there are any other points you would like to make in connection with this review of the Programme on Protected Areas, please do so below.

Annex 5. Protected areas results in the IUCN Programme, 2009-2012

Conserving biodiversity

1.1 - Biodiversity-related policies and governance systems enable action towards the achievement of biodiversity conservation.

PR-1.1.1 - The CBD Programme of Work on Protected Areas (CBD/PoWPA) is applied in at least 10 priority countries not yet implementing it at the national level.

PR-1.1.1.1 - Guidelines for implementing the CBD/PoWPA, incorporating IUCN gender strategy for CBD, prepared and distributed. **[Protected Areas / WCPA]**

PR-1.1.1.2 - Capacity building programmes implemented in 3 regions (Asia, Africa and Latin America) in relation to key goals of the PoWPA (e.g. governance mechanisms for protected areas, management effectiveness evaluation). **[Protected Areas / WCPA]**

PR-1.1.1.3 - The CBD/PoWPA adopted in at least 5 countries as official policy on PAs. **[Protected Areas / WCPA]**

PR-1.1.1.4 - PALNet redesigned to support capacity building for implementing the CBD/PoWPA. **[Protected Areas / WCPA]**

PR-1.1.2 - The political and scientific credibility of the UNESCO's World Heritage Convention (WHC) enhanced and endorsed as a tool to promote the implementation of other relevant MEAs on biodiversity conservation.

PR-1.1.2.1 - A targeted and effective WH Communications Strategy for using the WHC as a tool to support key MEAs developed and implemented. **[Protected Areas / WCPA]**

PR-1.1.2.2 - At least 10 natural WH sites are showcased as flagships and standards setting for biodiversity conservation and sustainable livelihoods. **[Protected Areas / WCPA]**

PR-1.1.2.3 - A new state-of-the-art package of methodologies for the identification and selection of new WH sites in areas of high biodiversity values prepared and tested in 3 regions. **[Protected Areas / WCPA]**

PR-1.1.2.4 - The capacity of at least 100 WH site managers enhanced to undertake Management Effectiveness Assessments and use them as a tool to address threats to sites. **[Protected Areas / WCPA]**

1.2 - IUCN standards, tools and knowledge for sustainable natural resource management are available and actions are taken for biodiversity conservation including effective management of global and regional common natural resources..

PR-1.2.1 - The revised IUCN System of Protected Areas Management Categories is applied by national governments in at least 10 countries as an international standard on protected areas planning and management, primarily for monitoring & reporting on the CBD Programme

PR-1.2.1.1 - Capacity building workshops for applying the revised IUCN System of Protected Areas Management Categories implemented in 4 regions (Mediterranean, Asia, Africa and Latin America). **[Protected Areas / WCPA]**

PR-1.2.1.2 - Five to ten countries applying the revised IUCN System of Protected Areas Management Categories in their national legislation & regulations on PAs. **[Protected Areas / WCPA]**

PR-1.2.1.3 - Additional policy and technical guidance prepared and widely distributed on mainstreaming equity and gender approaches in applying the categories system. **[Protected Areas / WCPA]**

PR-1.2.1.4 - Methods and tools for the certification of PAs developed and tested in at least 5 countries. **[Protected Areas / WCPA]**

PR-1.2.1.5 - WDPA enhanced to use the Categories for international reporting, especially on implementing the CBD/PoWPAs. **[Protected Areas / WCPA]**

PR-1.2.2 - Enhanced and well informed decision making in relation to protected areas effectively supported by the Protected Areas Learning Network (PALNet).

PR-1.2.2.1 - Enhanced PALNet which delivers useful and relevant information to key target audiences. **[Protected Areas / WCPA]**

PR-1.2.2.2 - WCPA network engaged in developing and contributing new knowledge to PALNet. **[Protected Areas / WCPA]**

PR-1.2.2.3 - PALNet Regional nodes developed for Latin America and Asia to support biodiversity conservation and ecosystem management. **[Protected Areas / WCPA]**

PR-1.2.2.4 - Increased use of PALNet by protected areas managers and by the global conservation community. **[Protected Areas / WCPA]**

PR-1.2.2.5 - Data on gender and protected areas uploaded to PALNet. **[Protected Areas / WCPA]**

Changing the climate forecast

2.1 - Climate change mitigation and adaptation policies and practice include biodiversity concerns from local to global level.

PR-2.1.1 - Corridor conservation principles developed and applied in at least 10-12 countries for positioning Protected Areas as anchors and refuges in the landscapes and seascape in response to climate change.

PR-2.1.1.1 - A new state-of-the-art package of methodologies for designing and implementing corridor and connectivity initiatives prepared and tested in 3 regions. **[Protected Areas / WCPA]**

PR-2.1.1.2 - Technical and policy guidance provided to governments and NGOs on how to design and implement corridor and connectivity initiatives to minimize impacts to PAs from climate change while maximizing their contribution to mitigation and adaptation strategies. **[Protected Areas / WCPA]**

PR-2.1.1.3 - Guidance provided on the value of stored carbon within protected areas. **[Protected Areas / WCPA]**

2.2 - Natural resources management policies and strategies to adapt to the impacts of climate change are adopted and implemented.

PR-2.2.1 - Appropriate management responses to address the effects of climate change are implemented in 5-10 natural World Heritage properties.

PR-2.2.1.1 - Enhanced policy and management capacity of 5-10 State Parties (SPs) of the WHC to address the effects of climate change in WH properties. **[Protected Areas / WCPA]**

PR-2.2.1.2 - At least 10 natural WH properties designing and applying management responses to address the effects of climate change. **[Protected Areas / WCPA]**

PR-2.2.1.3 - IUCN best practice guidelines on designing and applying management responses, including engagement with community stakeholders, particularly women, to address the effects of climate change developed and widely disseminated. **[Protected Areas / WCPA]**

Naturally energising the future

3.1 - Energy policies and strategies mitigate the impact of the growing energy demand on biodiversity.

PR-3.1.1 - Based on the revised IUCN System of Protected Areas Management Categories at least two major energy corporations revise and implement their technical/ operational guidelines on oil/gas exploration and exploitation in order to support protected areas management

PR-3.1.1.1 - Methods for addressing issues of “no-go areas” and balancing trade-offs between energy operations and protected areas management that are respectful of social, gender and equity issues are developed. **[Protected Areas / WCPA]**

PR-3.1.1.2 - Capacity is developed in at least 5 priority corporations for using methods for addressing “no-go areas” and balancing trade-offs to support successful negotiations with energy corporations. **[Protected Areas / WCPA]**

3.2 - Ecosystem services that underpin sustainable and equitable energy, are incorporated in energy policies and strategies.

PR-3.2.1 - Policies and practices guiding the conversion of lands to respond to increased demands for bio-fuels are revised and improved in Asia and South America to avoid impacts to protected areas and of the livelihoods of people living in and around them.

PR-3.2.1.1 - Better understanding and data/ information on the environmental, social and gender impacts that might affect protected areas from land's conversion for the production of bio-fuels. **[Protected Areas / WCPA]**

PR-3.2.1.2 - Technical and policy guidance provided on changes required to minimize impacts to PAs from land conversion associated to the production of bio-fuels. **[Protected Areas / WCPA]**

Managing ecosystems for human well-being

4.1 - Development policies and strategies support vulnerable and poor stakeholders, especially women, to sustainably manage ecosystems for improved livelihoods.

PR-4.1.1 - Enhanced participation and social equity, including mainstreaming gender, in protected areas planning and management through the application of the Community Conserved Areas (CCAs) approach and other models of good governance.

PR-4.1.1.1 - Capacity building implemented in 3 priority regions to promote and apply the existing Best Practice Guidelines on CCAs. **[Protected Areas / WCPA]**

PR-4.1.1.2 - Capacity developed to apply participatory governance evaluation tools to enhance the implementation of the CBD, WHC and Ramsar Convention at national and local level. **[Protected Areas / WCPA]**

PR-4.1.1.3 - One or more variables describing the application of good governance approaches incorporated in redesigning WDPA. **[Protected Areas / WCPA]**

PR-4.1.1.4 - Policy and technical guidance developed on how to link viable PAs to human health. **[Protected Areas / WCPA]**

4.2 - Sustainable environmental management reduces vulnerability to natural hazards and conflicts.

PR-4.2.1 - Ecosystem management principles and practices applied in planning and management National PAs Systems in at least 5 countries as a tool to enhance the contribution of PAs to poverty reduction, gender equity and peace keeping objectives.

PR-4.2.1.1 - Gaps in the coverage of MPAs addressed in at least 3 regions and supportive of ICZM strategies and sustainable fisheries. **[Protected Areas / WCPA]**

PR-4.2.1.2 - Innovative application of the ecosystem management approach to PAs planning developed in 3 regions (Africa, Asia and South America). **[Protected Areas / WCPA]**

PR-4.2.1.3 - Innovative Peace Park initiatives developed in 4 regions (Africa, Asia, Meso-America & South America). **Protected Areas / WCPA]**