

Enhancing the contribution of Protected Areas to Biodiversity Conservation – The role of the CBD Programme of Work on Protected Areas (POWPA)

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Summary of Recommendations:

1. Strategies to strengthen implementation

At the national level

IUCN calls on COP10 to urge Parties to:

- ✓ Expedite efforts towards the effective implementation of Programme Element 2 of the Programme of Work on Protected Areas (POWPA), particularly to enhance the quality of Governance in PAs, and to ensure full and meaningful involvement of indigenous and local communities in PA management and governance structures in ways that promote improved livelihoods, access to natural resources as well as equitable sharing of benefits derived from PAs.

IUCN calls on Parties to:

- ✓ To fulfil their commitment to implement National Gap Analyses (NGAs) to develop representative systems of PAs and ensure that these analyses employ best practice by fully utilizing existing datasets (e.g. IUCN Red List) and methodologies (e.g. key biodiversity areas);
- ✓ Enhance national PA systems by giving priority to the application of the ecosystem approach as a tool to ensure connectivity of PAs and their greater integration into the planning and management of broader landscapes and seascapes;
- ✓ Ensure that PAs plans and strategies are not only integrated into national biodiversity Strategies and Actions Plans but also effectively integrated into other relevant social, economic and development plans;
- ✓ Develop social baselines and participatory monitoring protocols, through the implementation of Social Assessments of PAs, to evaluate the social, cultural and economic impacts derived from inadequate PAs management and/or development projects in order to avoid or minimize impacts to people living in and around PAs, who often depend on them for their livelihoods.
- ✓ Promote synergies between PAs planning and management and the design and implementation of national climate change mitigation and adaptation strategies and action plans;
- ✓ Promote further communications on the range of values and benefits derived from biodiversity and PAs to society, including the role of PAs in maintaining landscape ecological integrity, ecosystem resilience and sustainable livelihoods; and
- ✓ Implement national and sub national capacity building workshops with support from NGOs, international agencies and key national and local stakeholders.

At the regional level

IUCN recommends that COP10 invites Parties to:

- ✓ Develop regional initiatives, in terrestrial, marine and in-land waters ecosystems, to promote transboundary cooperation and the design and implementation of connectivity conservation initiatives. Such initiatives must be based on principles of good governance and the use of transparent mechanisms for stakeholders input and review.

IUCN also calls on donor countries, NGOs and other funding organizations to:

- ✓ Provide funding for regional and sub-regional technical support networks to further support

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regional initiatives and transboundary PAs cooperation through capacity building, networking to exchange lessons learned, and the development of tools, methods and standards.

At the global level

IUCN calls on COP10 to recommend Parties to:

- ✓ Assess, document and broadly communicate how POWPA implementation contributes to the achievement of the Millennium Development Goals;
- ✓ Promote and support coordination and communication with other relevant regional and global conventions, agreements and international programmes to enhance implementation; and
- ✓ Foster the integration of global and regional databases (e.g. those of IUCN, UNEP-WCMC, IABIN, POWPA-CBD, EEA, RedLac, NatureServe), and provide resources for this, to support effective and objective monitoring and reporting of POWPA implementation.

2. Issues that need greater attention

Biodiversity conservation

IUCN calls on COP10 to strongly urge Parties to:

- ✓ Prioritize and accelerate the expansion of PA coverage, using the broad range of IUCN PA management categories, to include areas supporting threatened species, increase the protection of key biodiversity areas especially in under represented biomes (e.g., marine, inland water ecosystems, islands, mountains, tropical rainforests, temperate grasslands and boreal forests);
- ✓ Pay urgent attention to safeguarding the “tip-of-the-iceberg” of key biodiversity areas – those sites identified by the Alliance for Zero Extinction; and
- ✓ Prioritize efforts required to strengthen PA management effectiveness to ensure that existing and new PAs meet the objectives for which they were created, including ensuring that all PAs have up to date management plans in place and being implemented.

Marine Protected Areas (MPAs)

IUCN recommends that COP10 urges Parties to:

- ✓ Enhance efforts towards the establishment and management of new MPAs and MPA networks to safeguard marine key biodiversity areas and ecologically and biologically significant areas in under-represented coastal and marine environments both within and beyond national jurisdiction;
- ✓ Urgently implement effective international collaborative efforts, as proposed in paragraph 19 of Annex XIV/4 of document UNEP/CBD/COP/10/3, within the scope of the United Nations Ad Hoc Open-ended Informal Working Group established by UNGA in resolution 59/24, to expedite the designation of marine protected areas in areas beyond national jurisdiction
- ✓ Ensure that MPAs are used as a core tool in designing and implementing Integrated Coastal Zone Management Plans, given their importance in maintaining fisheries, enhancing livelihoods and protecting coastal areas from increased risks of natural disasters linked to climate change.

IUCN calls on donor countries, NGOs and other funding organizations to:

- ✓ Support Parties, in particular the least developing countries, the small island developing States as well as countries with economies in transition, to establish new MPAs and MPA networks and to develop capacity for effective management and good governance; and
- ✓ Support the work of technical networks, such as those associated with IUCN and in particular WCPA Marine, to enable its effective input to national, regional and global efforts aiming to achieve the CBD target for the establishment of MPAs.

Sustainable finance

IUCN strongly calls on Parties to:

- ✓ Fully consider that, according to recent studies, the current global spending on PAs, estimated in the order of US\$ 30-40 billion, is insufficient to effectively manage the Global PAs Network and to further recognize that the current Global PAs Network is still inadequate to meet the CBD targets; and that significantly more funding is required;
- ✓ Urge the GEF and its implementing agencies to streamline their delivery for national action plans for the implementation of POWPA as requested in paragraph 12 of Annex XIV/4 of document UNEP/CBD/COP/10/3;
- ✓ Where PAs provide benefits for climate change adaptation and mitigation, determine eligibility for climate change funding;
- ✓ Make use of lessons learned to diversify funding sources to support the implementation of

POWPA, including but not limited to compensation for ecosystem services including market and non market mechanisms; and

- ✓ Explore –with the full, prior and informed consent of indigenous peoples and local communities- options for innovative financial mechanisms involving the private sector as well as non-traditional sectors such as public health, in order to support the effective planning and management of PAs, thus contributing to the implementation of POWPA.

Climate Change

IUCN recommends that COP10 invites Parties to:

- ✓ Take into account the findings and recommendations from the “Natural Solutions” publication (IUCN-WCPA, TNC, UNDP, WCS, WB and WWF, 2009) to promote greater understanding of the role PAs can play in climate change mitigation and adaptation strategies; In addition, the publication “Connectivity Conservation Management – A Global Guide” (IUCN WCPA) provides practical guidance on how PA managers can assist with climate change mitigation and adaptation through the development of large scale connectivity conservation initiatives;
- ✓ Prioritize and accelerate the establishment of larger PAs, using the broad range of IUCN PA management categories, to strengthen ecosystem resilience; and
- ✓ Fully support and expedite effective and equitable implementation of actions proposed in Annex XIV/4 of document UNEP/CBD/COP/10/3 giving priority to those actions proposed in paragraphs 13(c), (d) and (e) and paragraphs 14 and 15.

Management Effectiveness

IUCN calls on COP10 to recommend Parties to:

- ✓ Include information on governance, social impacts and benefits of PAs into protected area monitoring and evaluations processes as well as fully consider Social Assessment of PAs (SAPA) as an integral part of PA’s management effectiveness assessments to help to foster implementation of Programme Element 2; and
- ✓ Take into account, in applying Social Assessment of PAs (SAPA) the tools and methodologies developed by the Protected Areas, Equity, and Livelihoods (PAEL) Taskforce, the UNEP-WCMC Vision 2020 project, the International Institute for Environment and Development (IIED) Poverty and Conservation Learning Group, CARE International and The Nature Conservancy (TNC).

Restoration of ecosystems and habitats of protected areas

IUCN calls on COP10 to urge Parties to:

- ✓ Fully support and expedite effective implementation of actions proposed in paragraph 23 (a) and (b) in Annex XIV/4 of document UNEP/CBD/COP/10/3 whilst noting that restoration should be considered an option when landscapes and seascapes are already degraded. Priority must be given to address the threats impacting natural ecosystems; and
- ✓ Explicitly recognize that the interconnectedness between cities, urban people, PAs, key biodiversity areas, and other areas that contribute to conserving biodiversity, such as sustainable managed productive landscapes/ seascapes, provides an opportunity to promote ecological restoration, foster biodiversity conservation and carbon sequestration whilst contributing to poverty reduction.

Programme element 2 on governance, participation, equity and benefit-sharing

IUCN urges Parties to:

- ✓ Expedite efforts towards the full and effective implementation and monitoring of Programme Element 2, noting that the review of POWPA noted that this is the element, despite its importance where least progress has been achieved.
- ✓ Fully consider the implementation of Programme Element 2 to existing and new PAs and expanded national PAs systems, including MPAs, as required to meet CBD target 11.

IUCN invites Parties to:

- ✓ In promoting the implementation of Programme Element 2, utilize the full range of tools and methodologies such as those developed by IUCN, through WCPA/CEESP joint Theme on Indigenous Peoples, Local Communities, Equity and Protected Areas (TILCEPA) on Governance of PAs, ICCAs (Indigenous Peoples Territories and Areas Conserved by Indigenous Peoples and Local Communities) and Social Assessment of Protected Areas.

Reporting

IUCN invites parties to:

- ✓ Consider that a reporting framework on national implementation of POWPA should balance simplicity with objectivity by using measurable and objective indicators. IUCN sees the value of having a simple reporting template for national reporting as long as it reflects the results of objective monitoring and in-depth review of national implementation of POWPA; and
- ✓ Effectively implement the activities proposed under paragraph 28 (c) and (d) of Annex XIV/4 of document UNEP/CBD/COP/10/3. IUCN considers it essential to ensure that monitoring and review of POWPA's implementation is done through an open, participatory, transparent and objective process involving all key stakeholders.

Target and timetable issues

IUCN calls on Parties to:

- ✓ Adopt IUCN's proposed for Target 11 in the CBD Strategic Plan (2011-2020): *By 2020, at the latest, at least 25% of terrestrial, inland- water and 15% of coastal and marine areas, especially areas of particular importance for biodiversity, are conserved through comprehensive, ecologically representative and well-connected systems of effectively managed and well governed protected areas of all governance types, and integrated into the wider land and seascape.*

Introduction

Protected areas (PAs) are recognized as critical instruments in achieving the objectives of the Convention on Biological Diversity and the Millennium Development Goals.

Effectively, equitably managed and well governed PAs are among the world's most cost effective tool for biodiversity conservation, while also contributing to people's livelihoods and well being, particularly at the local level. PAs are at the core of efforts for in-situ conservation of nature, maintaining ecosystem resilience and provision of ecosystem services - essential for water supply, food production, public health and reduction of the impacts of natural disasters. Their role in helping mitigate and adapt to climate change is also increasingly recognized; it has been estimated that the global network of PAs stores at least 15% of terrestrial carbon.

National governments have dedicated efforts to establishing more than 140,000 PAs worldwide covering near 14% of the Earth's terrestrial land surface. This represents a substantial global land use commitment to biodiversity conservation. The serious attention received by the CBD POWPA makes it one of the most successful of the CBD's programmes of work (POW). IUCN now urges further efforts for its full implementation, giving priority to foster the implementation and monitoring of its Programme Element 2.

IUCN is pleased to report, as recommended in COP Decision VII/28, that IUCN/WCPA has

revised the Guidelines for Applying Protected Area Management Categories (IUCN 2008). IUCN/WCPA has also developed guidelines on Connectivity Conservation Management and on a full array of issues relevant to POWPA. The WCPA/CEESP joint Theme on Indigenous Peoples, Local Communities, Equity and Protected Areas (TILCEPA) has produced guidance on Governance of Protected Areas, ICCAs (Indigenous Peoples' Territories and Areas Conserved by Indigenous Peoples and Local Communities) and Social Assessment of Protected Areas. The IUCN Environmental Law Centre (ELC), working in collaboration with members of the Commission on Environmental Law (CEL), WCPA and CEESP are completing a Protected Areas Legislative Guidelines which will lay the foundation for legislative reform on PAs. Technical guidelines on ecological restoration, adaptation and mitigation to climate change will be shortly developed.

IUCN, through WCPA, has also been actively involved in developing recommendations for the next phase of POWPA. Such recommendations resulted from the "Futures Workshop" (Jeju Island, Republic of Korea, September 2009) organized by IUCN and the SCBD, generously hosted by the government of the Republic of Korea and supported by a number of Parties of the Convention. See: http://cmsdata.iucn.org/downloads/the_future_of_powpa_workshop_11_09.pdf

1. Strategies to strengthen implementation

At the national level

Biodiversity and climate change crises are accelerating which requires urgent, effective and coordinated efforts. For IUCN, POWPA is a catalytic tool to address this urgent challenge by enhancing effective PA planning and management. In this context Parties are urged to expedite efforts towards the effective implementation of Programme Element 2, given its importance for achieving more effective and sustainable biodiversity conservation, as well as to enhance PA governance quality. Such governance must always ensure full and meaningful involvement of indigenous and local communities in PA management and governance structures in ways that improve livelihoods and access and equitable sharing of benefits derived from PAs.

The effective implementation of recommendations resulting from National Gap Analyses (NGA) based on best practice and through utilization of existing datasets (e.g. The IUCN Red List of Threatened Species) and methodologies (e.g., key biodiversity areas) is essential. In this context, Parties should prioritize fulfilling their commitment to complete terrestrial systems of PAs based on the findings of National Gap Analysis giving priority to the establishment of new Marine Protected Areas (MPAs) and, when feasible, the enlargement of existing MPAs. Consideration should also be given to establishing PAs in other under-represented biomes, such as freshwater ecosystems, islands, mountains, tropical rainforests, tropical and sub-tropical coniferous forests, boreal forests and temperate grasslands. IUCN highlights that the establishment of new PAs and the expansion of PA systems should fully take into account the effective application of the principles of good governance, participation, as well as equity and benefit sharing.

IUCN supports the linking of PAs through connectivity conservation initiatives to develop large scale integrated conservation and management across significant areas of land and sea. Such initiatives should be based on the principles outlined in Programme Element 2.

IUCN supports the integration of POWPA action plans into national biodiversity strategies and climate change mitigation and adaptation plans. Priority should also be given to the integration of PA strategies into national economic and development plans, to minimize impacts on

biodiversity and carbon sequestered within PAs from development projects. Impacts from projects potentially affecting remaining wilderness areas, key biodiversity areas and other areas of significant conservation values, or those identified for the establishment of new PAs and for the development of connectivity conservation initiatives, should be avoided. In doing so IUCN strongly encourages inter-sectoral dialogue between PA managers, with national and local authorities, local communities and economic sectors to reduce existing and emerging use conflicts, support the implementation of sustainable and equitable livelihood options and for maintaining ecosystem services and resilience. IUCN also encourages the integration of PA strategies in poverty reduction plans to maximize the benefits of PAs to poverty reduction; as well as in educational programmes and strategies to further promote recognition and awareness of the values and services provided by PAs and their role in maintaining cultural and natural heritage.

IUCN supports fostering national networks of “Friends of POWPA” formed by committed individuals and organizations actively engaged in supporting POWPA implementation. However, it is essential that these partnerships include increased representation of civil society - in particular local communities and indigenous peoples’ organizations. This can further contribute to the implementation of Programme Element 2 which is lagging behind at national level.

IUCN urges efforts to enhance national level “Friends of POWPA” engagement. This should focus on developing and implementing national and sub-national capacity building programmes, where POWPA is actually implemented.

At the regional level

IUCN fully supports the development and implementation of regional and sub-regional initiatives aiming to improve conservation of under-represented biomes and other key biodiversity areas taking advantage of the full range of IUCN management categories and governance types. IUCN calls on Parties to use these initiatives, where possible, to promote transboundary cooperation. Through the design and implementation of connectivity conservation initiatives, IUCN urges Parties to contribute to biodiversity conservation both within and outside PAs, to maintain ecosystem integrity, enhance resilience and support climate change mitigation and adaptation strategies.

At the global level

Finding innovative ways to increase awareness of the crucial role of PAs in the conservation and sustainable use of biodiversity is urgently needed in order to enhance commitments and support from policy and decision makers as well as from civil society as a whole.

Urgent attention should be given to further develop and apply a framework, standards, tools and indicators for Social Assessment of PAs (SAPA), and to include such indicators in assessing the effectiveness of PA management. It is also recommended that information from social assessments be included in the World Database of Protected Areas (WDPA).

Recommendations from social and management effectiveness assessments should be considered and integrated into other assessments of POWPA (e.g. sustainable finance) to guide the allocation of financial resources to implement such recommendations.

IUCN emphasizes the need to coordinate POWPA implementation with other environmental conventions, agreements and programmes (RAMSAR, UNESCO's World Heritage Convention, UNESCO's MAB Programme, UNFCCC, UNCCD), as well as with other CBD Programmes of Work to improve effectiveness of actions.

IUCN also encourages Parties to participate in and support the forthcoming 2014 IUCN World Parks Congress and to use this opportunity to jointly and critically review progress on POWPA and the contribution of PAs to the objectives of the CBD, and in particular the implementation of the post 2010 CBD Strategic Plan.

2. Issues that need greater attention

Biodiversity conservation

A global gap analysis reveals that at least 20% of threatened species are wholly unrepresented in PAs. Expanding PA coverage to safeguard these species is a very high priority. Over the last 30 years, extensive national level work has been conducted to identify sites of global biodiversity conservation significance, based on global standards and criteria (currently termed "key biodiversity areas"). A joint IUCN Species Survival Commission- World Commission on Protected Areas Taskforce has been convened to consolidate these global standards.

Meanwhile, these national processes have already identified many unprotected sites of conservation significance. For example, only one-third of sites identified by the Alliance for Zero Extinction are currently protected. In expanding national PA systems, Parties should use the full range of IUCN management categories and governance types.

Marine Protected Areas (MPAs)

The review of progress of POWPA highlights that extremely little progress has been made towards protecting the marine environment through the establishment of Marine Protected Areas (MPAs). Recommendations from the "Futures Workshop" affirmed that this is one of the issues which require high priority and urgent action at all levels.

There is a need to expand existing and create new MPAs and MPAs networks to safeguard marine key biodiversity areas and ecologically and biologically significant areas in under-represented coastal and marine environments that are effectively managed and are part of a larger zoning or ecosystem-based management regime.

It is also necessary to address the gaps in MPA coverage to include continental shelves, open ocean areas and deep sea areas under national jurisdiction and control. Exploring options at the United Nations for establishing MPAs in areas beyond national jurisdiction is also a priority. Any expansion of individual MPAs or MPAs networks should be done in ways consistent with all the principles of good governance.

Sustainable finance

According to recent studies, the current global spending on PAs, estimated in the order of US\$ 30-40 billion, is far less than the amount needed to effectively manage the Global PAs Network. Further, it is recognized that the current Global PAs Network is still insufficient to achieve the CBD targets, and therefore significantly more funding is required. IUCN strongly recommends increasing the levels of funding provided by the GEF for PAs. In addition, there is an urgent need to explore options for innovative financial mechanisms to strengthen financing for PAs. These include compensation for maintaining ecosystems goods and services such as carbon and water, which can include market-based and other mechanisms. In all this the free, prior and informed consent of relevant indigenous peoples and local communities should be a paramount consideration. It is also essential to involve non-traditional sectors such as public health for obtaining additional support. IUCN commends the

experience gained from the “Healthy Parks – Healthy People” initiative pioneered by Parks Victoria in Australia.

Parties and other stakeholders are also encouraged to use results of ecological valuation studies such as the findings of The Economics of Ecosystems and Biodiversity study (TEEB) to make a stronger argument for increasing the national budget allocated to PA systems.

Climate change

IUCN strongly supports the recommendation to achieve target 1.2 of POWPA by 2015, through concerted efforts to integrate protected areas into wider landscapes and seascapes management, to address climate change impacts to people and biodiversity and increase ecosystem and human resilience. In this context, Parties need to identify opportunities where PAs provide benefits for climate change adaptation and mitigation to determine eligibility for climate change funding where appropriate.

IUCN recommends that the SCBD together with the Secretariat of the United Nations Framework Convention on Climate Change (UNFCCC) facilitates the use of existing clearing house mechanisms provided by the LifeWeb Initiative to profile projects linking biodiversity conservation and climate change mitigation and adaptation.

IUCN strongly supports convening a special meeting of the Joint Liaison Group of the three Rio Conventions in 2011 aimed at ensuring that PAs are fully recognized as a key component of the joint programme on biodiversity and climate change. IUCN strongly believes that PAs represent an issue of common interest that can serve to enhance more needed synergies between these conventions.

Target and timetable issues

Aligning the targets and timelines of POWPA with the post-2010 targets agreed to in the revised Strategic Plan of the Convention is essential as mentioned in IUCN’s Position Paper “A New Vision for Biodiversity Conservation- Post-2010 Strategic Plan of the Convention on Biological Diversity”. IUCN proposes an alternative target 11: *By 2020, at the latest, at least 25% of terrestrial, inland- water and 15% of coastal and marine areas, especially areas of particular importance for biodiversity, are conserved through comprehensive, ecologically representative and well-connected systems of effectively managed protected areas of all governance types, and integrated into the wider land- and seascape.*

Owing to the critical need to address increasing threats to biodiversity, IUCN makes several further observations:

- a. There is evidence to suggest that a much greater percentage of the total area of land and sea needs to be under some form of effective conservation and management to achieve the long term survival of the biosphere and all life which depends on it. Therefore the proposed 25% of terrestrial, inland- water and 15% of coastal and marine areas by 2020 should be considered a milestone towards achieving a far larger target in the long term.
- b. IUCN notes that a number of countries have achieved and even surpassed the original 10% target for protected areas in terrestrial ecosystems. Furthermore the results from a number of comprehensive gap analyses for terrestrial PAs indicate that in some countries it would be feasible to achieve a target of protection of 25-30% of terrestrial ecosystems. In addition, some countries have not yet recognized Indigenous Territories and Areas Conserved by Indigenous Peoples and Local Communities (ICCAs), municipal PAs and private protected areas in their national system. Therefore IUCN strongly believes that a 25% target for protection of terrestrial PAs by 2020 is achievable.
- c. Target 11 on achieving at least 25% of terrestrial, inland- water and 15% of coastal and marine areas global target relates to *fully established, effectively managed and equitably governed protected areas* using the full range of IUCN management categories and governance types. This is an essential requirement as many protected areas have just been established on paper with no provision of human and financial resources towards their effective protection, management and good governance.
- d. Finally IUCN would like to note that there are large, and substantially less modified terrestrial systems where the goal should be conservation through sustainable management at very high levels of protection, where possible, over the whole system. This will be essential to in protect these large remaining wilderness areas on Earth and ensure that they continue to contribute to human livelihoods and well being.