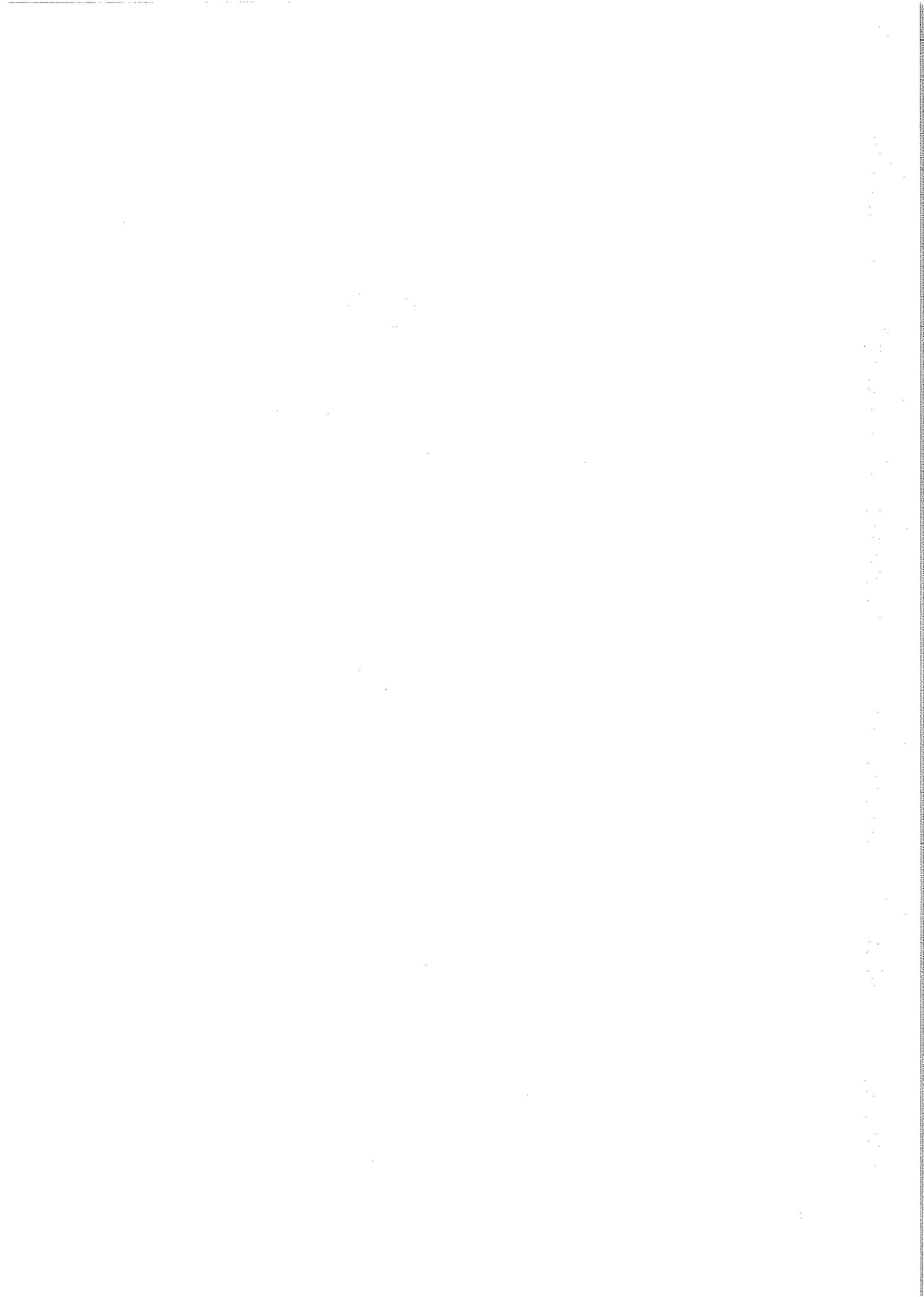


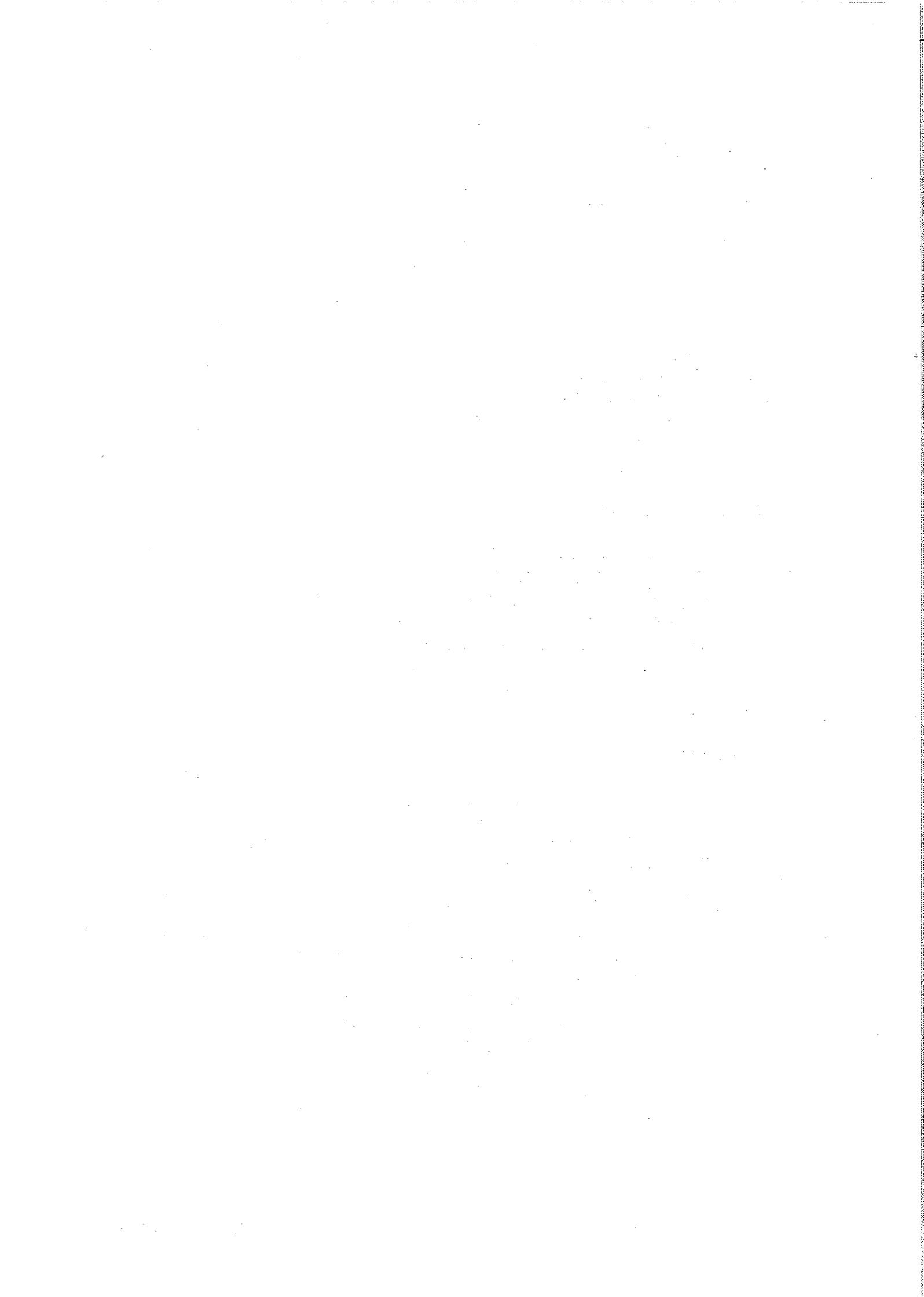
**PROTECTED AREAS INTO THE 21ST CENTURY:
FOR PEOPLE AND THE ENVIRONMENT**

An External Review of IUCN's Programme on Protected Areas
and
World Commission on Protected Areas

Roger Crofts & Enrique Lahmann



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REVIEW OF IUCN'S WCPA AND PPA: EXECUTIVE SUMMARY

The review was commissioned by IUCN's Global Programme Director on behalf of the WCPA Chair and the Head of PPA, to provide advice and recommendations on the plans and operations of WCPA and PPA.

The principal conclusion is the need for greater integration of WCPA and PPA within IUCN activity, of Protected Areas in wider biodiversity and sustainable development activity, and of IUCN's Protected Areas effort with donors and partners.

A more outward-looking approach on Protected Areas is essential to ensure that they remain relevant to IUCN globally, nationally and locally, and to partners and to donors. Promoting this value and relevance requires higher priority to be given to biodiversity and sustainable development agendas.

Actions required to achieve this, in the form of 10 Strategic Recommendations, are directed at WCPA's Steering Committee (4), IUCN's senior management (4) and PPA (2).

Four key issues are addressed: the perception of the role of Protected Areas and their wider relevance, the factors which affect the mobilisation of resources and other support for protected areas, modification of the structure and operation of WCPA and PPA, and changes required to the WCPA Strategic Plan.

Twelve questions form the framework for our analysis from which we derive conclusions and 64 Operational Recommendations. These are directed at WCPA's Steering Committee (31), IUCN's senior management (14), WCPA members (4), RCO's (2), and PPA (13).

We salute the dedication, commitment and outputs of the PPA team, their excellent working support to WCPA and its Steering Committee. We also recognise the activity by the volunteer networks within the membership and the outputs produced, especially on Regional Action Plans and key thematic issues. The rise in membership of WCPA has not been matched, however, by a parallel increase in membership input; PPA staff input to serving the membership has increased by a third in just over 2 years.

We recognise that PPA is overloaded, and recommend action by the WCPA Steering Committee and IUCN line managers to resolve the position. We also recommend areas of activity which should cease and others to which substantial reductions in effort should be made. New approaches to achieving greater engagement of members and more rigorous scrutiny of membership applications are recommended.

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IUCN as a whole needs to identify its market strengths, including the positive role which Protected Areas and the volunteer network of experts, can play.

Sharper priorities and more realistic programmes in terms of funding opportunities and resource availability are required in the review of the WCPA Strategic Plan. The Commission Steering Committee must take a more active role on this issue.

Links between WCPA and PPA, and RCOs are variable and there are differences of view. Greater engagement between RCO staff and WCPA members in all Regions and in specific countries is needed and can be achieved, provided there is willingness on all sides.

Scarcity of resources is recognised. Fund-raising must be a corporate priority activity for IUCN rather than a dissipated effort amongst its constituent parts. More targeting on governmental environmental bodies in industrialised countries might bring rewards. Also, engagement with major natural resource-using companies and industrial associations could, on balance, be beneficial.

More effective means of communication within IUCN and with donors and partners is required. Both corporate and Commission and Programme efforts are necessary.

Internal financing arrangements in IUCN, and particularly use of flexible funds, should be more transparent and a more objective approach put in place.

Integration of PPA and World Heritage work in IUCN is welcomed. Opportunities and threats are recognised and specific recommendations made, including engagement by IUCN members in World Heritage activity.

The relationship between WCPA and WCMC is best resolved as part of an IUCN-wide effort.

A detailed review of the WCPA Strategic Plan including the Mission, Vision, Strategic Objectives, Priority Activities and Implementation Plan is reported and recommendations made.

An assessment of the five outcomes of the Albany Symposium relating to bioregional planning, sustainable development, political support for Protected Areas, capacity building for Protected Areas and collaborative management of Protected Areas is reported and specific recommendations made. In addition, comments are made on pursuing links between Protected Areas and wider biodiversity matters.

Our sub-title "For People and the Environment" indicates the consensus among respondents and the reviewers' position that Protected Areas have a major role to play in biodiversity conservation and sustainable development in the twenty-first century.

Recommendations for Key Constituencies

We have arranged the Strategic and Operational Recommendations by five key constituencies.

1. Recommendations for WCPA Steering Committee

Strategic Recommendation 1: The WCPA Steering Committee should take more active role immediately in determining a deliverable WCPA strategy and implementation plan.

Strategic Recommendation 4: WCPA Steering Committee and members should play a more active role in identifying opportunities for promoting the role and relevance of Protected Areas.

Strategic Recommendation 5: WCPA Steering Committee should identify within the WCPA membership experts who have the capacity to contribute to taking forward work on key issues affecting Protected Areas.

Strategic Recommendation 7: WCPA and PPA should develop a new strategy for engagement with donors and partners.

Operational Recommendation 2: WCPA should develop an action plan for increasing understanding of the value and relevance of Protected Areas to wider economic, social and environmental aims.

Operational Recommendation 3: WCPA should consider how the strategic discussions culminating in the Albany Symposium, and their implications for the direction the WCPA, can be communicated more effectively to members.

Operational Recommendation 7: WCPA should target Protected Area Agencies in industrialised countries for financial and other support.

Operational Recommendation 8: WCPA and PPA should evaluate the lessons to be learned and the action to be taken on their failed fund-raising initiative.

Operational Recommendation 9: More targetted approach to packaging and selling Protected Areas should be developed by WCPA members with expertise in such matters, in consultation with IUCN fund-raising experts.

Operational Recommendation 10: The WCPA Steering Committee, in consultation with IUCN fund-raisers, should reconsider the issue of charging for membership and/or charging for particular membership services for those in industrialised countries.

Operational Recommendation 11: The WCPA Steering Committee should consider how sources other than core funds can be found to cover the costs of servicing the membership.

Operational Recommendation 13: The WCPA Steering Committee should identify a way for members to make an input in kind to WCPA activity each year.

Operational Recommendation 14: WCPA and PPA should re-orientate their fund-raising effort towards funding projects rather than individual meetings.

Operational Recommendation 20: The WCPA Steering Committee should identify ways of activating the membership for engagement on Programmes and Themes at Regional and Country level.

Operational Recommendation 21: WCPA Regional Vice-Chairs should consider, with Protected Area institutions in their Region, the use of staff members to support the Vice-Chair.

Operational Recommendation 22: The review of membership applications by WCPA Regional and Theme Vice-Chairs should be more rigorous, and there should be consultation with Heads of RCOs and IUCN National Committees Chairs (where they exist) before submission to WCPA chair.

Operational Recommendation 26: There should be an active campaign, led by the WCPA Steering Committee, to broaden membership of WCPA beyond Protected Areas managers, staff and agencies.

Operational Recommendation 31: WCPA Chair and Deputy Chair should conduct an annual review of performance of WCPA Steering Committee members.

Operational Recommendation 32: There should be mechanisms for replacing WCPA Steering Committee members whose performance is inadequate.

Operational Recommendation 33: The WCPA Steering Committee should take a more rigorous and realistic review of work in the Strategic Plan and the annual Workplans in relation to available resources.

Operational Recommendation 34: There should be a revised role for the WCPA Steering Committee in financial and other resourcing issues for the Strategic Plan and Workplans.

Operational Recommendation 35: There should be targeted effort by WCPA Steering Committee members with WCPA member institutions for programme of Interns to support PPA staff.

Operational Recommendation 41: WCPA and PPA should address urgently, with active input from IUCN communications experts, the development of a fit-for-purpose communications action plan for Protected Areas.

Operational Recommendation 47: There should be joint fund-raising effort by WCPA and WCMC for Protected Areas projects with data component.

Operational Recommendation 48: The WCPA Steering Committee, with support from PPA, should routinely review high-level issues which are likely to affect the establishment and effective management of Protected Areas.

Operational Recommendation 49: In the light of that analysis, the Steering Committee, with input from PPA, should determine how to re-address priorities in the medium term.

Operational Recommendation 51: The Mission of WCPA should remain unchanged.

Operational Recommendation 52: The WCPA Steering Committee should consider adding to the Vision words along the following lines "... and their contribution to wider environmental, economic and social aims".

Operational Recommendation 53: The fourth of WCPA's Strategic Objectives in the WCPA Strategic Plan should be changed. The WCPA Steering Committee should be asked to note the shifts in emphasis identified.

Operational Recommendation 54: The WCPA Steering Committee should take urgent action to establish a task force of relevant WCPA members and other IUCN Programmes (especially Biodiversity and Commissions, particularly CEM) to consider how to take forward work on bioregional planning and to prepare a proposal for external funding.

Operational Recommendation 58: The WCPA Steering Committee should determine how 'Training and Protected Areas Task Force' can be given greater direction and momentum.

Operational Recommendation 59: The terms of reference and membership of the Economic Benefits of Protected Areas Task Force should be widened.

Operational Recommendation 60: There should be continuing effort by WCPA and PPA, in consultation with and with the full support of IUCN HQ, to promote the value of Protected Areas for fulfilment of the requirements of the CBD, including Article 8.

Operational Recommendation 63: The WCPA Steering Committee should seriously consider whether the Fifth WPC should be held at all, and, if so, whether it should be a more scaled-down and highly-targeted event, and therefore a more cost-effective use of scarce resources; or whether a series of Regional conferences with RCOs and all IUCN membership would be more appropriate.

Operational Recommendation 64: The WCPA Steering Committee should undertake analysis of relative priorities of "Priority Activities" in the Strategic Plan, using relevant criteria, and either drop or defer those of lowest priority

2. Recommendations for IUCN 's senior management

Strategic Recommendation 2: IUCN senior management should immediately provide greater guidance and support to PPA as an intrinsic part of developing and implementing the new directions.

Strategic Recommendation 3: IUCN senior management should institute a more integrated and co-operative approach within the Union, and should ensure that all the constituent parts of it are willing participants.

Strategic Recommendation 6: IUCN Council and senior management should determine a strategy and a process for the Union's engagement in global, regional and national natural resource-use resolution.

Strategic Recommendation 8: IUCN should give high priority to completion of its fund-raising strategy for the Union as a whole and for its component parts.

Operational Recommendation 1: There should be high-level corporate IUCN engagement with industrial associations and major companies which utilise natural resources.

Operational Recommendation 4: There should be a more open and objective system for allocating IUCN's flexible funds.

Operational Recommendation 5: IUCN should, as a matter of urgency, complete its corporate fund-raising strategy and employ in-house or contract fund-raisers for all its activities.

Operational Recommendation 6: IUCN should target environmental Ministries and Agencies in industrialised countries for financial and other support.

Operational Recommendation 15: There should be a top-level effort to engage key Commissions and IUCN Secretariat in identifying programme and project "winners" over 2-4 year funding horizons, and a concerted approach to gathering resources.

Operational Recommendation 18: Top management in IUCN should ensure that WCPA and PPA are fully integrated in major Programmes of the Union. Closer working between Commissions at Steering Committee and Programme levels should be encouraged on topics of common interest, to crystallise a mechanism for taking forward 'the Sonloup process'.

Operational Recommendation 19: IUCN top management and heads of Programmes should agree on a high-level process of identifying opportunities for greater synergy between Programmes and Commissions.

Operational Recommendation 28: The IUCN Global Programme Director and the Head of PPA should meet regularly (monthly in the first instance), in order to define priorities in the PPA Workplan and agree the allocation of resources.

Operational Recommendations 29: There should be a clearly-articulated interactive process between IUCN cost centres and the resource decision-making machinery of IUCN, with active engagement of cost centres throughout the decision-making process.

Operational Recommendation 30: WCPA Chair should request a response from the Director General to the WCPA Steering Committee's resolutions on our Review.

Operational Recommendation 36: There should be a 50% reduction (at least) in the IUCN overhead charges for Interns.

Operational Recommendation 45: There should be action by IUCN Secretariat, in consultation with relevant Commission Chairs (including WCPA and SSC Chairs) and RCO staff, to identify members in the volunteer network with the ability to engage in World Heritage site identification, evaluation and monitoring.

Operational Recommendation 57: Projects emerging globally, regionally, nationally and locally, which build links between sustainable development and Protected Areas, should be given priority.

Operational Recommendation 61: There should be continuing effort by IUCN on its role and relevance to the CBD.

3. Recommendations for WCPA members and institutions

Operational Recommendation 23: A full survey of the membership should be carried out in 1998 to assess, *inter alia*, the ability of members to contribute more, and to inform decisions on membership.

Operational Recommendation 24: WCPA member(s), supported by a Protected Areas Agency, should take responsibility for undertaking, analysing and reporting on the membership survey.

Operational Recommendation 25: Once IUCN's membership database is available there should be greater membership activity through informal networking stimulated by WCPA Steering Committee members.

Operational Recommendation 27: WCPA member(s) should undertake, on behalf of WCPA Steering Committee and PPA, a survey of institutions involved in Protected Areas.

4. Recommendations for RCOs

Operational Recommendation 16: RCO staff should link with WCPA members in each Region to determine and activate a role for Protected Area experts. Particular focus should be on Africa initially.

Operational Recommendation 17: Representatives of National Committees and RCO staff linking with WCPA members in selected European and South American countries should identify and activate a role for Protected Area experts in IUCN's work in those countries.

5. Recommendations for PPA

Strategic Recommendation 9: PPA should work with other parts of IUCN to identify activity with partners on key themes.

Strategic Recommendation 10: A monitoring and evaluation system to be developed and put in place as an intrinsic part of the revised WCPA strategy and implementation plan.

Operational Recommendation 12: Publications for members in industrialised countries should no longer be provided free of charge. At the very least, a discounted rate should be charged, and handling costs should be paid for by members.

Operational Recommendation 37: PPA should withdraw forthwith from five areas of activity listed in 3.6.26. Mechanisms should be found for others, particularly WCPA members and RCO staff, to take over these activities.

Operational Recommendation 38: PPA should reduce its efforts by at least half on the five areas of activity listed in 3.6.27.

Operational Recommendation 39: PPA should review the use of the WWW for improving communication with members and with partners and donors.

Operational Recommendation 40: PPA should seek the most effective means of communicating the results of major pieces of work to members, partners and donors.

Operational Recommendation 42: The retiring Head of IUCN's World Heritage Unit should provide written guidance on the methods and process of evaluation, and advise on capacity-building within PPA and the WCPA and wider IUCN network on World Heritage.

Operational Recommendation 43: There should be a clear definition of the relative roles of the World Heritage part-time consultant and the current PPA staff on World Heritage work.

Operational Recommendation 44: An IUCN World Heritage Focal Point should be identified within PPA.

Operational Recommendation 46: PPA should develop links with ICOMOS to deal with combined natural and cultural World Heritage Sites and to identify relevant experts for evaluating them.

Operational Recommendation 50: There should be active input by PPA to the Programme Development Group from PPA.

Operational Recommendation 55: There should be a rapid review of the value and relevance of Protected Areas to the ethics and practice of sustainable development and to the mechanics and process of Agenda 21 and 'Caring for the Earth'.

Operational Recommendation 56: There should be a simple statement on Protected Areas and sustainable development which can be presented to key organisations fronting (and funding) sustainable development initiatives.

Operational Recommendation 62: The explanatory statement of the value and relevance of Protected Areas to biodiversity, and specifically to the CBD, should be transformed into a short explanatory document for key decision-makers (administrative and political) and circulated to the heads of delegation of the Conference of the Parties, as well as to other interests.

CHAPTER 1. INTRODUCTION

Commission

1.1 This Review was commissioned by Patrick Dugan (IUCN Global programme Director) on behalf of Adrian Phillips (WCPA Chair), David Sheppard and Pedro Rosabal (IUCN PPA) on 3 February 1998. The report was delivered on 18 May 1998.

1.2 The reviewers are:

- **Roger Crofts**, Chief Executive of Scottish Natural Heritage. He became a member of WCPA for the current Triennium (1997-99) and has had some ten years of direct involvement in protected area issues as part of a wider natural heritage remit within a government agency.
- **Enrique Lahmann**, IUCN's Regional Officer for Meso America.

Terms of Reference

1.3 The Terms of Reference were:

'In the light of the following recent developments:

- a) the Albany Symposium held in Australia in November '97,
- b) the imminent decisions regarding the structure of World Heritage in IUCN,
- c) the changing arrangements within WCMC, and
- d) the need to plan effectively for the 2002 World Parks Congress,

the following terms of reference are given:

- (1) To review relevant background material and consult with the key stakeholders;
- (2) To make recommendations for the revision of the WCPA Strategic Plan, as a background paper to be discussed by the WCPA Steering Committee to be held in the Bahamas from June 8-12, 1998;

(3) To make recommendations for the future operation and structure of the Programme on Protected Areas and WCPA in the light of the revised Plan and the implications arising from the need to:

- (a) integrate the functions of Protected Areas and World Heritage,
- (b) develop a new relationship between WCPA and WCMC,
- (c) plan effectively for, and implement, the Fifth World Park Congress in Africa in 2002.

Interpretation of Remit

1.4 The reviewers discussed the Remit with the three Commissioning individuals. Our perspective is predominantly that of individuals who are external to the WCPA Steering Committee and the Programme on Protected Areas.

1.5 Four key **Issues** are addressed in this Review:

- (1) the perception of the role of Protected Areas and their relevance to wider environmental, social and economic issues globally and regionally;
- (2) the factors which are affecting the mobilisation of resources and other support for Protected Areas;
- (3) the need to modify the structure and operation of WCPA and PPA; and
- (4) the consequential changes needed to the WCPA Strategic Plan.

1.6 For each of these Issues we have identified a series of **Questions**, 12 in all, which reflect the Terms of Reference and further points provided by the three Commissioning individuals.

1.7 Many of the Issues have been discussed at length on previous occasions, but we make no apology for going over old ground.

1.8 Some of our observations and recommendations may be unpalatable in some quarters. We only hope that they will help to resolve the issues which are currently faced by WCPA and PPA and, indeed, by IUCN as a whole.

Method

1.9 We reviewed a great deal of published material from IUCN sources. We also gathered informal views from a range of interests both within IUCN (including the HQ Secretariat, Regional and Country Offices, IUCN members, the WCPA Steering Committee and the membership) and from external interests (including partners, actual and potential donors, and fund-raising agents). These views were ascertained either in writing, through face-to-face interviews or by telephone discussions – whichever was feasible in the tight time-scale to which we were working.

1.10 It has to be admitted, however, that the questionnaires we sent out to WCPA Steering Committee members and to a selection of WCPA members did not attract sufficient replies to make a major contribution to thinking on these issues (cf. 3.2.2).

Structure

1.11 The Report is structured as follows:

Executive Summary provides our conclusions and sets out our Recommendations directed at WCPA Steering Committee Members, IUCN management, WCPA members, RCOs, and PPA staff.

Chapter 2 presents our overall assessment under the theme of 'greater integration' to break down the three-fold 'sense of isolation'. We present 10 Strategic Recommendations on how best to deal with this.

Chapter 3 contains the bulk of the review. It is divided into sections which deal with the four Issues, and presents 64 Operational Recommendations in response to the 12 Questions we were asked to address. The sections are:

1. Understanding the role of Protected Areas
2. Mobilising resources and other support
3. Refining the strategy and operations of WCPA and PPA
4. Refining the WCPA Strategic Plan.

Chapter 4 presents a summary of the conclusions of the Review and 64 Operational Recommendations.

Acknowledgements

1.12 We gratefully acknowledge the prompt help we received from many sources, which enabled us to complete our Review by early May 1998. We acknowledge especially the assistance of the PPA team: David Sheppard, Pedro Rosabal, and the practical input from Joanna Erfani, Margarita Restrepo and Tom Rotherham. However, we stress that the views expressed in this Review are our own. We have not quoted individuals by name, preferring to safeguard their anonymity and confidences.

CHAPTER 2. ACHIEVING GREATER INTEGRATION

2.1 The major message of our Review is that there is a requirement for 'greater integration' borne out of threefold sense of 'isolation':

1. greater integration of WCPA and PPA into the activities of other IUCN programmes and RCOs;
2. greater integration of Protected Areas into wider environmental, economic and social issues; and
3. greater integration of WCPA's work with donors and partners.

We analyse the reasons for this, come to conclusions and make Strategic Recommendations for action. Our approach is to contribute to the greater integration at the three levels so that WCPA can fulfil its Mission and increase the contribution it makes to the Mission of IUCN. Hence the sub-title of our Report 'for people and the environment' reflects our view that Protected Areas can and should play a greater role. It will require increased support and guidance from senior management in IUCN as managers of the PPA and as the only mechanism for achieving greater integration. It will also require changes in the role and operation of the WCPA Steering Committee and greater mobilisation of the volunteer network. Hence our recommendations are primarily directed at these 2 groups.

(1) Position of WCPA and PPA

2.2 We are most impressed with the dedication and commitment of the PPA team and the WCPA Chair, the excellent working support to the membership and the close working relationship with key members of the WCPA Steering Committee. We are also impressed with the clarity of the documentation (particularly the Strategic Plan, the Workplan and the Guide for Members); and we are impressed with the range, volume and quality of outputs which have been delivered by PPA and key WCPA members. It is, therefore, no surprise to us that, along with SSC, WCPA has been regarded as one of the two successful Commissions of IUCN in the two previous Triennium reviews.

2.3 We recognise the substantial input which some WCPA members make; but, overall, the support tends to be somewhat unbalanced and go in the other direction – from the Programme to the members. We consider that the growth in WCPA membership has created greater demands on PPA staff, that there has been a growth in members' expectations of the support which they should receive and that, in addition, members are looking for guidance on how they can contribute to the work of WCPA and PPA. Put simply, therefore, as observed by many of our correspondents, WCPA has tended to become the primary focus of activities and, therefore, an end in itself instead

of the means to the wider ends of achieving the missions of the Commission and the Union as a whole.

2.4 Our analysis leads us to the conclusion that there is insufficient direction and guidance given by the WCPA Steering Committee and by IUCN senior management. As a result, PPA staff are trying to do everything without getting sufficient guidance and support. With the resources available to it, PPA cannot possibly sustain this approach and neither can the staff resolve these issues.

(2) Position of Protected Areas

2.5 For reasons which perhaps reflect changing political and resource priorities of governments and institutions, Protected Areas appear to have been regarded more as a hindrance than a help to achieving the aspirations of many countries following the Rio Earth Summit. Paradoxically, the number of Protected Areas is increasing in many countries, perhaps as a manifestation of national pride and national identity. The UN List of Protected Areas 1997 indicates a substantial growth since 1992. In Europe, major new Protected Area programmes are being implemented. Symptomatic of this continued activity was the announcement of new National Parks in Canada by the Canadian Prime Minister at the World Conservation Congress in 1996.

2.6 Our view is that, despite the increase in the number of Protected Areas, their relevance to wider environmental programmes, particularly to biodiversity and the implementation of the CBD and to broader social and economic well-being (including Agenda 21), is not fully understood. There is a demand from many sources for an adjustment in perspective from a purely inward-looking to a more outward-looking approach. It is noticeable that this was recognised at the Fourth World Parks Congress in 1992, as documented in the 'Caracas Action Plan' and reaffirmed at the Albany Symposium. But, as with any change in perspective, there is a nervousness that the long-standing needs of Protected Areas will be set aside in favour of short-term political and financial gains. This nervousness is reflected in the impression we gained (although responses to our survey were very limited) that WCPA members did not wholly accept that the contribution of Protected Areas to the sustainable development agenda was of high priority for WCPA. It is therefore not surprising that WCPA is facing a significant dilemma. It does not wish to turn its back on the longer term needs of Protected Areas, but it has not been able to engage sufficiently in wider agenda issues.

2.7 A sense of isolation of Protected Areas from the wider agenda is very strongly felt within many parts of IUCN. But our contributors made it very clear that they wished to see the work on Protected Areas contributing to other global, regional and national programmes. Indeed, it is fair to say that there is a sense of frustration within parts of WCPA, within PPA and elsewhere within IUCN, at the relative lack of contribution which is being made to these wider programmes, and a clear view that substantial

opportunities for promoting Protected Areas and their wider relevance are being lost.

(3) Position from Donors and Partners

2.8 We perceive that Protected Areas and the engagement of Protected Area experts are no longer seen as clear 'winners' by donors and partners. We recognise that there have been some significant successes in gaining donor support and in partnership working, especially on Marine Protected Areas, regional action plans and biodiversity. However, other IUCN projects relating to Protected Areas (particularly in SE Asia, Africa and Latin America, which have donor support) have had apparently no input from WCPA and PPA and neither has been the instigator. Overall, donors are not convinced how WCPA can contribute to their priorities. Partners generally have more specific requirements or interests. The approach to Protected Areas, which focuses on their restricted role and on building management capacity, is of less attraction to them than in the past.

(4) Greater integration of WCPA and PPA

2.9 To achieve greater integration effectively requires us to address the organisational issues which will in turn help to promote the role and relevance of Protected Areas to wider environmental, economic and social agendas. Together, both of these will help to lever greater support, both financially and otherwise, from partners and donors. Without reorientation of the effort and focus of WCPA and therefore of PPA, the issues concerning the other two facets cannot be resolved.

2.10 There is an imbalance between the work of PPA servicing the membership and the contribution of the membership. If a better balance can be achieved through developing the contribution of the WCPA volunteer network, then this would release time to allow PPA to refocus on strategic Protected Area issues. In addition, mechanisms which will result in more active engagement of the membership on key issues are essential. In short, there is a need to shift the balance of strategies and actions from Protected Areas and the WCPA membership as ends in themselves, to ones in which they are means to wider ends.

Strategic Recommendation 1: The WCPA Steering Committee should take more active role immediately in determining a deliverable WCPA strategy and implementation plan.

Strategic Recommendation 2: IUCN senior management should immediately provide greater guidance and support to PPA as an intrinsic part of developing and implementing the new directions.

(5) Greater integration of Protected Areas

2.11 The critical point to achieve greater integration of Protected Areas is the need for a gradual shift in the balance of thinking and approach (and therefore in the strategies and actions for Protected Areas) from their being ends in themselves to being means to achieve wider ends. It is crucial to have active engagement by WCPA and PPA in the process of identifying opportunities for, and threats to, Protected Areas with active co-operation and participation with other parts of IUCN. This should involve closer working by PPA with other IUCN Global Programmes, by Regional Vice-Chairs, the WCPA membership and PPA with IUCN RCOs, and by the WCPA Steering Committee with other IUCN Commissions.

Strategic Recommendation 3: IUCN senior management should institute a more integrated and co-operative approach within the Union, and should ensure that all the constituent parts of it are willing participants.

Strategic Recommendation 4: WCPA Steering Committee and members should play a more active role in identifying opportunities for promoting the role and relevance of Protected Areas.

Strategic Recommendation 5: WCPA Steering Committee should identify within the WCPA membership experts who have the capacity to contribute to taking forward work on key issues affecting Protected Areas.

2.12 Many suggestions were put to us for a greater contribution by WCPA members and PPA in IUCN activities such as:

- the sustainable financing of Protected Areas arising from the wider contribution which they can make;
- the contribution of forest Protected Areas to forest biodiversity, especially in the humid tropics;
- the contribution of Protected Areas to the maintenance of ecosystem integrity;
- the contribution of marine Protected Areas to commercial and sport fisheries;
- the dependence of coastal zone productivity on watershed management.

It is notable that these activities focus particularly on land and sea use; it leads to the conclusion that greater activity by WCPA and PPA is required on these issues.

2.13 Lack of, or limited engagement in, projects on particular themes or in particular locations also means that opportunities are being lost to draw lessons which are of wider relevance. WCPA members could have a greater input to ensure that added value is derived from such projects.

2.14 One factor which was brought to our attention is the need for engagement in major exploitation issues affecting Protected Areas,

particularly hydrocarbon extraction, hydro-electric development, timber production and fisheries. At present PPA does not have the capacity to deal with these issues, which leads to frustration within the team and also among those seeking help within IUCN. This point epitomises the broader problem of the role and relevance of Protected Areas and the role which IUCN collectively can and should play. IUCN should take a more strategic role in dialogue with individual natural resource-using companies and industrial associations. Market forces and public opinion are driving these sectors in a way which can be harnessed by the environmental movement. We see no reason why financial support cannot be acquired by IUCN, without compromising environmental and ethical principles, to allow WCPA members and others to develop policy guidance on resource-use in, and affecting, Protected Areas and the mechanisms for seeking to reach resolution of problems, both strategically and locally. We note that a start has been made by WCPA in drafting guidance on mining. In turn, IUCN RCOs should be identifying those IUCN members who have the capability to assist in individual situations.

Strategic Recommendation 6: IUCN Council and senior management should determine a strategy and a process for the Union's engagement in global, regional and national natural resource-use resolution.

(6) Greater integration with donors and partners

2.15 If greater integration with donors and partners is to be achieved, action is required by WCPA and PPA and by IUCN corporately. For WCPA and PPA the immediate actions are to develop a clear view of the issues facing Protected Areas and the contribution which Protected Areas can make to wider agendas, and to link that with the interests of potential donors and partners. A clear view of what WCPA and PPA can contribute has to be an essential component in this process. Different strategies are required for different groups: bilateral aid agencies, multilateral aid agencies, and national and regional government environmental organisations.

Strategic Recommendation 7: WCPA and PPA should develop a new strategy for engagement with donors and partners.

2.16 IUCN corporately must play a key role. At present, different parts of IUCN raise funding for projects and core activities; this is not proving to be either practical or feasible. We understand that a fund-raising strategy is being developed and we consider that this must include all components of IUCN and identify clearly IUCN's particular niche in the 'conservation market'.

Strategic Recommendation 8: IUCN should give high priority to completion of its fund-raising strategy for the Union as a whole and for its component parts.

2.17 If the approach we have set out to achieve greater integration of protected areas is adopted, we consider that it will be easier for partners to identify shared agendas with IUCN as a whole and particularly with WCPA and PPA, and the relative contributions which each can make. Identification of those WCPA members who have the capability to contribute, and therefore are accessible and available for working with partners, will also help.

Strategic Recommendation 9: PPA should work with other parts of IUCN to identify activity with partners on key themes.

(7) The process of realisation

2.18 We have made Strategic and Operational Recommendations, but in doing so we recognise that there are relatively few 'instant fixes'. In effect, we are advocating the implementation of a change in direction by WCPA and, therefore, PPA and the role which Protected Areas play, but we recognise that this will take time to achieve in practice. Working through the stages which we advocate will only be effective if there is also a clear feedback mechanism. The outcomes of seeking to achieve greater integration with partners and donors should be used to refine the strategy and improve the process of achieving greater integration of WCPA and PPA and of Protected Areas. A monitoring and evaluation programme is required, within which there are clearly defined outcomes and related performance measures, together with the means of measuring progress.

Strategic Recommendation 10: A monitoring and evaluation system to be developed and put in place as an intrinsic part of the revised WCPA strategy and implementation plan.

(8) Conclusions

2.19 The Remit does not require the reviewers to analyse IUCN in all its dimensions; but in commenting on WCPA and PPA, we must take into account the part which they play in the Union. In conclusion, therefore, we address three particular questions:

- Where do WCPA and PPA want to be?
- What is the competitive advantage of WCPA and PPA?
- How do they get there?

Where do WCPA and PPA want to be?

2.20 We consider that the answer to this is very clear. It results from a great deal of intellectual analysis and strategy formulation beginning at the Fourth World Parks Congress in 1992 and crystallised most recently in the five outputs and five separate priorities identified at the Albany Symposium. Put simply, these make it clear to us that WCPA and PPA must seek and achieve a reasonable balance between activity to strengthen the maintenance and

restoration of world, regional and national networks of Protected Areas and activity to respond to the opportunities to engage in wider environmental, social and economic aims in which Protected Areas have great relevance and a key role.

What is the competitive advantage of WCPA/PPA?

2.21 One of the greatest strengths of WCPA and PPA, and one which it shares with the Union as a whole, is that it is a multi-sector and multi-segment organisation. The bringing together of governmental, NGO and private interests within one organisation makes IUCN and its constituent parts unique in a world which now has many more NGOs; the active engagement of governments is a particular strength. It also has the competitive advantage of having experts who combine vision and foresight with deep technical knowledge of issues on the ground. It has within the network of experts, people who are committed to getting things done, providing support where it is required and engaging in collaborative activity at many levels and in many ways.

2.22 Broadening the asset base of the WCPA still needs to be a priority by encompassing wider membership interests, engaging with a wider constituency and taking on a broader vision. Also, we see a need for increasing synergy within IUCN at Commission, Programme, Region and National levels. WCPA and PPA have demonstrated that they can deliver when given the opportunity on major projects of international, regional and national importance, and their output of publications, guidance manuals, and case studies is very impressive.

How can they get there?

2.23 We have reviewed all the aspects of the situation which we consider to be relevant. Some of the recommended actions are for IUCN as a whole and our simple message is: "Do not ignore Protected Areas; regard them and the expertise within the WCPA network as one of the great competitive advantages of the Union." And we go on to say: "Help them to prioritise and adjust as part of the Union's own reassessment of its competitive advantage and its singular directions." We consider that the WCPA Steering Committee must play a more active collective role in helping to determine and deliver a realistic programme of activity and, individually, in ensuring that the membership network plays its part. It must, where necessary, weed out inactive members. We have also made recommendations for areas of activity within the PPA which should be stopped and others which should be significantly reduced immediately to allow greater input to the areas of competitive advantage for WCPA and for the Union as a whole.

2.24 We recognise that some of our comments and recommendations might give discomfort to some, but they are made with the best of intentions. We wish to ensure that WCPA as a Commission, its members and PPA which

works alongside it, achieve the still valid and relevant Mission of the Commission as a whole and its contribution to the mission of IUCN.

CHAPTER 3: THE REVIEW

3.0 The Review presents a fuller and more detailed account of the analyses and assessments and provides a series of Operational Recommendations. It is divided into four sections, each dealing with one of the four Issues and 12 Questions, as follows:

1. Understanding the role of Protected Areas

- (1) Is the contribution of Protected Areas to wider environmental, economic and social aims understood by external groups, including key partners, actual and potential donors, and the IUCN network?
- (2) Does WCPA recognise the need for promoting the wider contribution of Protected Areas?

2. Mobilising resources and other support

- (3) How can greater mobilisation of resources and other support be achieved from partners and donors?
- (4) How can greater synergy and integration between WCPA and PPA and other IUCN activities at regional, Commission and project levels be achieved, and what are the priorities?
- (5) How can resources within the WCPA network be more effectively mobilised?

3. Refining the strategy and operation of WCPA and PPA

- (6) How can the structure and operations of WCPA and PPA be refined to maximise resources and respond to members' expectations?
- (7) Do the products of WCPA and PPA meet the needs of members, partners and donors?
- (8) How can full integration of PPA and World Heritage be accomplished, and how can opportunities be realised?
- (9) How can the link between WCPA and WCMC be made durable, and how can opportunities be realised?

4. Refining the WCPA Strategic Plan

- (10) How can WCPA and PPA address effectively the major issues affecting the establishment and management of Protected Areas?
- (11) Are the WCPA mission and objectives still valid?

(12) What is to be done to deliver the five outcomes of Albany?

ISSUE 1: Understanding the role of Protected Areas

Question 1: *Is the contribution of Protected Areas to wider environmental, social and economic aims understood by external groups, including key partners, actual and potential donors, and by the IUCN network?*

3.1.1 In this section we seek to identify the validity of the oft-quoted statements that "Protected Areas are no longer relevant" and "Protected Areas work has been left behind by recent thinking particularly stemming from the Rio Earth Summit". There are two particular issues for us to address: the relevance of Protected Areas, and understanding Protected Areas.

Relevance

3.1.2 The relevance of Protected Areas is accepted in a very positive sense by all our correspondents. Protected Areas are still recognised as vital components of biodiversity and are regarded as central to life on the planet.

3.1.3 There are, inevitably, subtle differences in view depending on the perspective, responsibility and background of respondents. Some are clear that Protected Areas are vital for their own sake, because they are part of national value systems and fabrics; this tends to be the view in areas where Protected Areas are well established. Others see Protected Areas as a means to wider environmental ends, particularly for maintaining biodiversity and as a cornerstone of it. People in countries with major economic and social issues see Protected Areas as a key contributor to sustainable development; the approach to sustainable use in these areas is therefore seen as critical. The views here tend to be influenced by the need to respond to plans for the exploitation of major natural resources in Protected Areas through, for instance, hydrocarbon, timber and mineral extraction.

3.1.4 Responses ranged from groups which see Protected Areas as an end in themselves, to others who see Protected Areas as contributing to wider social and economic (but not necessarily environmental) aims.

Understanding

3.1.5 A significant proportion of our consultees considered that, under its present mode of operation, WCPA and PPA are not reaching the wider audience necessary to mobilise public opinion and resources in favour of Protected Areas. It is clear that many donors, both actual and potential, do not support what they regard as inward-looking exercises which focus on capacity-building for Protected Areas managers; they prefer a more outward-looking emphasis on the contribution by Protected Areas. In general, the latter approach tends to concentrate on projects in specific geographic areas and with a particular theme. An obvious thematic example at present is forestry, where several donor and partner agencies are actively engaged and where IUCN has been successful in leveraging resources; significant input is also required from WCPA and PPA, because it is recognised that Forest Protected Areas have a key role in the forestry theme.

3.1.6 In our view, engagement with industrial associations and major companies which utilise natural resources is vitally important for IUCN as a whole. There appears to be a reluctance by IUCN senior management to have such engagement, and a tendency to leave it to Programme staff. We consider that engagement at IUCN senior management levels is essential; such liaison could also help to attract financial support from these industries, although we recognise that this might cause moral dilemmas.

Operational Recommendation 1: There should be high-level corporate IUCN engagement with industrial associations and major companies which utilise natural resources.

Conclusion

3.1.7 Our conclusion is that there is not sufficient activity to promote the value and relevance of Protected Areas to wider constituencies within IUCN, and to partners and donors. There is a clear need to communicate more effectively what Protected Areas can contribute, and a need for mechanisms which would allow WCPA and PPA to capitalise on members' capacity to contribute more. We consider that the best way forward is to develop an action plan focused particularly on promoting the value and relevance of Protected Areas. This should be part of a wider plan for promoting Protected Areas (see Operational Recommendation 41).

Operational Recommendation 2: WCPA should develop an action plan for increasing understanding of the value and relevance of Protected Areas to wider economic, social and environmental aims.

Question 2: Does WCPA recognise the need for promoting the wider contribution of Protected Areas?

3.2.1 This question seeks to find out whether there is a difference between the external perceptions of Protected Areas and of the work of WCPA and PPA, and to ascertain the views of members of the Commission on this. Is the innovative thinking which was set in train at the Fourth World Parks Congress in Caracas in 1992 (and culminated in the mid-decade review meeting in Albany) shared by the membership?

3.2.2 We sought the views of all the members of the Steering Committee and undertook a membership survey. The response rate was low. Of the twenty one members of the Steering Committee contacted, eight responded; of the eighty members who were sent a questionnaire, fifteen responded. Our membership survey, therefore, provided a limited amount of information.

3.2.3 The responses of Steering Committee members to the relevance of the five outputs from Albany did not provide a clear picture. 'Bioregional approaches' scored significantly higher than the others, followed by 'people in Protected Areas', with little to choose between the remaining three. 'Sustainable development' came bottom of the list overall.

3.2.4 As far as members are concerned, 'sustainable development' was ranked highest, closely followed by 'bioregional planning'. Then came 'political support for Protected Areas' and 'capacity-building for Protected Areas'; 'people in Protected Areas' came last.

3.2.5 More significant, perhaps, was the response of members on the question of whether the focus of WCPA activity should be inward-looking or outward-looking. Half the respondents considered that WCPA should remain focused primarily on the role of Protected Areas in supporting *in situ* conservation; a quarter thought that the wider framework of sustainable use, social equity, etc., should be the focus, and the remaining quarter thought that both were equally important. Those members who considered that the focus should remain primarily within Protected Areas boundaries did so because therein lay the strength of WCPA: existing Protected Areas were at risk, and expanding beyond them would result in a loss of focus and diminished effectiveness. On the other hand, those members who sought a wider focus considered that without community support, no progress could be made; there was expertise in other organisations on the management of Protected Areas, and the wider approach was the only way of achieving adequate resourcing for them.

3.2.6 One issue which emerged is the need to articulate fully to the membership the rationale for the wider approach proposed by those attending the Albany Symposium, as expressed in the slogan "From islands to networks".

Operational Recommendation 3: WCPA should consider how the strategic discussions culminating in the Albany Symposium, and their implications for the direction the WCPA, can be communicated more effectively to members.

ISSUE 2. Mobilising resources and other support

Question 3: *How can greater mobilisation of resources and other support be achieved from partners and donors?*

3.3.1 There is a perception, borne out by the relatively limited external funding for WCPA and PPA, that the Commission's work is less relevant now to potential external funders than previously. This issue is closely related to **Question 1** (concerning the level of understanding of the contribution which Protected Areas can make to wider environmental, social and economic aims).

Trends

3.3.2 We have taken as our starting point the overall costs of the programme on Protected Areas and the work of the Commission. This is shown on the table set out below.

EXPENDITURE ON PPA AND WCPA 1991-1998 (Sfr '000)

	1991	1992	1993	1994	1995	1996	1997	1998
WCPA Commission Operations Fund	30	30	40	80	172	133	175	175
Commission Development Fund	0	120	60	0	33	0	0	0
Secretariat Programme	852	1,064	594	687	619	763	819	842
Other Project Funds	716	1,698	1,573	1,079	587	235	1,281	1,300
TOTALS	1,598	2,912	2,267	1,846	1,411	1,131	2,275	2,317

Source: PPA

3.3.3 These figures indicate a number of trends:

- (1) Expenditure was inflated in the years 1991-93 because of the Fourth World Parks Congress.
- (2) The Secretariat Programme expenditure comprises funds for staff time from external sources, along with the core funding from within IUCN.
- (3) The major fluctuations in "Other Project Funds" arise as a result of time-limited external contracts; the main ones have been the two EC-funded projects on biodiversity and the GEF-funded project on Marine Protected Areas.
- (4) The recent framework agreement with the Dutch Government identified Protected Areas as one element, without any further specification as to the focus for the funding or the precise amount. This source is likely to contribute Sfr 527k per annum for the years 1997-99.

- 5) In the last four years the overall costs of WCPA and PPA have continued to rise at a time when IUCN flexible funds from major donors have at best stayed level and, more recently, have begun to decline. External funding through particular projects cannot be relied upon to provide support for the core activity. So there has been an increasing demand on limited IUCN funds for PPA and WCPA because, despite a few notable exceptions, there is not a significant and continuing input of funds from external sources.
- (6) Financial support to the WCPA Commission Operations Fund from unrestricted IUCN funds has quadrupled over the past years.

IUCN core funding and fund raising

3.3.4 Core funding from IUCN restricted and flexible funds is critical for WCPA and PPA. There has been a very significant change in IUCN funding over recent years, from large subventions (from, for example, WWF) to framework agreements with predominantly bilateral and multilateral aid agencies. Our understanding is that some 60% of IUCN funds is for specific projects in the developing world, another 25% is delivered through framework agreements (usually from bilateral aid agencies, and therefore targeted on the developing world, but without specific prescription), while the remainder (15%) is totally unrestricted. This last amount is required to service the HQ and RCOs and other representational activities. It is clear, therefore, that there is little unrestricted programme money for the industrialised world, although a good deal is earmarked for international liaison. In the circumstances, IUCN top decision-makers appear to have taken the view that flexible funds have to be used for priority Programmes and not, for instance, for servicing the growing Commission membership, which nonetheless provides increasing funds for the WCPA.

3.3.5 Donors, especially bilateral aid agencies, expressed doubts about using flexible funds to service WCPA, since it is difficult to identify outputs which are relevant to their objectives.

3.3.6. Our investigations indicate that funding from the IUCN core is not yet allocated on a clear and systematic basis. It appears that funds apportioned to Programme Secretariats are not always given performance measures and targets. We note, however, that some progress on this is now being made, both through the Secretariat's Fixed Meeting Week process (begun in November 1997) and through the Council's Programme Committee. We welcome this approach but note that, at least for 1998, the allocation of resources seems to have been on a rather *ad hoc* basis, and that the work of each Programme and Commission has been, in effect, "cut and pasted" into the overall IUCN programme. The reasoning behind decisions is not always adequately explained or justified, and overheads appear to be earmarked

arbitrarily. The view has arisen that Protected Areas work is being unfairly treated; this has led to frustration on the part of the WCPA Chair and the PPA staff. It is, therefore, not surprising that staff feel that the status of Protected Areas has become a low-rated topic within IUCN.

Operational Recommendation 4: There should be a more open and objective system for allocating IUCN's flexible funds.

3.3.7 This brings us to the issue of the imbalance of funding of IUCN in the 1990s: there appears to us to be an over-dominance of funding from bilateral and multi-lateral aid agencies directed at developing countries, with little funding for work in industrialised countries, other than through membership dues and for specific projects. This has been a deliberate decision, which seems to ignore the fact that all industrialised countries have environmental programmes and bureaucracies at national and sub-national levels which could be much more effective partners in IUCN activity as a whole, including Protected Areas, if they were part of a targeted IUCN corporate effort.

3.3.8 There seems also to be a strongly held view within the higher echelons of IUCN that neither WCPA nor PPA has kept up with modern trends in biodiversity conservation – so its funding predicament is of its own making. This is epitomised by the IUCN Council Programme Committee's evaluation of the WCMC Resolutions, when most of those concerned with Protected Areas were given a lower priority than many other activities (prioritisation B or C in 1998). The extent to which WCPA and PPA have revised their programmes in the light of the identification of the so-called 8 Strategic Goals of IUCN is unclear; but if these Goals are to determine future funding allocations within IUCN, such a revision of the programme is essential.

3.3.9 PPA faces the same problems as other parts of IUCN and, indeed, many other organisations: donors are reluctant to pay for overheads. Senior management in IUCN expect WCPA and PPA to raise additional funds for their own core activities and overheads. This approach, if applied across all Secretariats and Programmes in IUCN, would lead to a misuse of technical resources and a likelihood of confusion among potential donors. However, we recognise that it is necessary to have the active engagement of Programme experts alongside fund-raising experts.

3.3.10 We note that there has been a substantial growth in international environmental organisations over the last 10-15 years; this has led to much tougher competition in the marketplace for financial and other resource support. We also note, from an analysis undertaken by WCPA's fund-raising consultants, that most of the national foundations and other environmental interests are already involved in funding other organisations, including IUCN partners. This underlines the need for a co-ordinated IUCN corporate drive for sponsorship, rather than individual efforts through Commission Secretariats. We also believe that IUCN should consider raising resources from Government environment agencies in industrialised countries.

Operational Recommendation 5: IUCN should, as a matter of urgency, complete its corporate fund-raising strategy and employ in-house or contract fund-raisers for all its activities.

Operational Recommendation 6: IUCN should target environmental Ministeries and Agencies in industrialised countries for financial and other support.

Operational Recommendation 7: WCPA should target Protected Area Agencies in industrialised countries for financial and other support.

Other fund raising

3.3.11 Despite what we have said, we do not advocate that all fund raising has to be carried out at a corporate level with IUCN. Should WCPA and PPA do their own fund raising? Their engagement of a firm (Community Counselling Service of New York) did not produce the desired results, despite the expenditure of Sfr30k from IUCN flexible funds. We note that there was concern about the ability of CCS to fulfil its brief, but that this was overruled and a second contract was let; however, we understand that the WCPA Chair and Deputy Chair and Head of PPA have reviewed the contract with CCS and have agreed that it should be terminated forthwith. We support this decision. However, there should be an immediate evaluation of the lessons learned and the appropriate action to be taken. We are told that CCS has agreed to this approach, but we have not seen its report.

Operational Recommendation 8: WCPA and PPA should evaluate the lessons to be learned and the action to be taken on their failed fund-raising initiative.

3.12 If the outcome of such an evaluation exercise indicates, deficiencies, for example, in the way in which the product was packaged, or similar issues, we recommend that urgent steps be taken.

Operational Recommendation 9: More targetted approach to packaging and selling Protected Areas should be developed by WCPA members with expertise in such matters, in consultation with IUCN fund-raising experts.

Membership subscriptions

3.3.13 A 1994 survey of the views of WCPA members on the subject of fund raising indicated that members saw no single solution. Strongest preference was given to either a Trust fund (67% of respondents) or commercial sponsorship (61%), along with deriving income from projects (40%) and marketing commercial products (40%). While these were useful indicators of members' views at the time, the results have not proved effective and a new approach is required. We also note that servicing the membership costs

some SFr 200k p.a. (40% of PPA staff time on a budget of SFr 500k). We note, for example, that some Sfr29k is required each year to supply members with PARKS and the WCPA Newsletter; we also note that members can receive publications free of charge, irrespective of the catalogued price.

3.3.14 One answer could be to levy a subscription on the membership of WCPA; however, only 16% of members who responded to the 1994 survey felt this to be the right approach. Yet membership is surely a potential source of funds, and the proportion of scarce core funds required to service the growth in membership cannot be overlooked. IUCN membership database is still under development, so we have no material on the distribution between individuals and institutions. We are aware that in many countries there are legitimate tax "breaks" for membership of corporate bodies by professional individuals, and, therefore, the net cost of an individual's membership subscription can be quite modest. In addition, it is worth considering whether key institutions in industrialised countries, should be charged a membership fee irrespective of how many members of their organisation belong to the Commission. It is our view that, at the very least, services to members should no longer be provided free of charge. Charging is a contentious issue, and levying a subscription might only increase members' expectations of services from PPA; furthermore, the total amount of money gathered might not be large. Nevertheless, the issue should be reconsidered.

Operational Recommendation 10: The WCPA Steering Committee, in consultation with IUCN fund-raisers, should reconsider the issue of charging for membership and/or charging for particular membership services for those in industrialised countries.

Operational Recommendation 11: The WCPA Steering Committee should consider how sources other than core funds can be found to cover the costs of servicing the membership.

Operational Recommendation 12: Publications for members in industrialised countries should no longer be provided free of charge. At the very least, a discounted rate should be charged, and handling costs should be paid for by members.

3.3.15 An additional (or alternative) approach would be to gain the agreement of all WCPA members that, as a condition of membership, they should contribute in kind – for example, by a number of days' input per year, or by input into specific tasks.

Operational Recommendation 13: The WCPA Steering Committee should identify a way for members to make an input in kind to WCPA activity each year.

Getting the message across

3.3.16 We commend PPA for presenting its activities in a very output-orientated manner, and we note that this has been recently delivered to key sponsors, including the Dutch government, USNPS, GEF and WB. However, it has not led to a levering of additional resources.

3.3.17 In view of the perception of lack of clarity and relevance in the role of Protected Areas (irrespective of the views of members and PPA), advice should be sought urgently from IUCN's fund-raising experts on resolving the this problem, (see Operational Recommendation 9).

3.3.18 It is apparently more difficult to raise funds for projects on Protected Areas than for conferences such as the Fourth World Parks Congress, "Parks for Peace" and the Albany Symposium. We recognise the value of such conferences, but we consider that funding for longer-term projects, which should include meetings/workshops etc. when appropriate, should be a higher priority for WCPA and PPA.

Operational Recommendation 14: WCPA and PPA should re-orientate their fund-raising effort towards funding projects rather than individual meetings.

3.3.19 IUCN faces strong competition in the marketplace (3.3.10), and there is a perception among major funding agencies that IUCN is spreading its resources across too wide a range of activity. It does not have a key theme of its own, akin to the World Conservation Strategy of the 1980s on which it was the global leader. This seems to be the case even for its work on biodiversity (despite the excellence of the individuals working in this sphere within IUCN): other organisations have capitalised on the appeal of the biodiversity theme to donors. We consider that a more concerted effort is required to raise the identity profile of IUCN (rather than strictly WCPA or strictly SSC or Forest Programme activity), which would bring together all the strengths of members of Commissions, PPA and other IUCN Global Programme Teams, RCOs and IUCN members. This way it should be able to enhance its role at the "cutting edge".

Operational Recommendation 15: There should be a top-level effort to engage key Commissions and IUCN Secretariat in identifying programme and project "winners" over 2-4 year funding horizons, and a concerted approach to gathering resources.

Question 4: *How can greater synergy and integration between WCPA and PPA and other IUCN activities at regional, Commission and project levels be achieved, and what are the priorities?*

3.4.1 We raise this question especially because with the major decentralisation of activities from IUCN Headquarters to Regional and Country Offices the links with Commission members is critical to the future success of IUCN.

Links with Regional and Country Offices

3.4.2 From the evidence available to us, there is a variable connection between WCPA/PPA and RCOs. It ranges from virtually non-existent or unconstructive, e.g. Western Europe, Africa, to moderately effective, e.g. North Africa and Middle East, East Asia, Meso America. There are also differing views. For instance, in those areas where some of our respondents claimed a strong link, those directly involved felt that this was not the case. It is no surprise, therefore, that the relevance of WCPA and PPA is questioned. The reasons are complex, particularly due to the early stage in the development of decentralisation, partly due to limited pro-activity by WCPA and partly due to Protected Areas not being the focus of attention in some Regions and Countries. As a result, the relevance of WCPA and the work of PPA is questioned by some RCOs and the efforts of WCPA members and PPA staff are often not recognised.

3.4.3 On the positive side, however, Protected Areas are regarded as vital components in the work of IUCN and in need of attention. A number of examples were put to us which showed that there is a demand for, and also a need for, Protected Area expert input, but this has not been forthcoming. This is most obvious in Africa where the lack of engagement is regarded as a major problem but where there are tremendous opportunities for engagement. The membership expertise exists, but it is neither activated nor properly used for meeting Regional and Country objectives, nor is it activated in support of leveraging external resources.

3.4.4 Our conclusion, therefore, is that opportunities exist but that the RCOs and WCPA/PPA need to show greater willingness to engage with each other. This would be best done at one of two levels, depending upon the degree of organisation of IUCN RCOs and the existence of National Committees in different parts of the world. The first step would be for RCO staff to take the lead in meeting with a group of WCPA members, identified with the help of PPA, to determine the problems and identify the opportunities, which Protected Area experts can help to address and to draw up a plan of action; this should occur in all Regions, but priority should be given to Africa. Once this process is begun, the next step (or the first step in those parts of the world where strong National Committees exist) is for the National Committee

to be used as a route for identifying problems and opportunities, the role for Protected Areas and the development of an appropriate action plan. This would be a sensible and practical immediate approach in some European countries and also in some South American countries.

Operational Recommendation 16: RCO staff should link with WCPA members in each Region to determine and activate a role for Protected Area experts. Particular focus should be on Africa initially.

Operational Recommendation 17: Representatives of National Committees and RCO staff linking with WCPA members in selected European and South American countries should identify and activate a role for Protected Area experts in IUCN's work in those countries.

Commissions and Programmes

3.4.5 Many of our respondents pointed out that a great many opportunities for engagement by WCPA and PPA are not being taken up. We are well aware of the reasons for this, in particular the demands of the WCPA membership on the PPA and the relative lack of active engagement of WCPA members. These opportunities could be realised, however, given willingness on the part of all concerned, support from the top level of IUCN, and a freeing-up of time. There are some specific actions which we recommend should be taken to help the situation.

Operational Recommendation 18: Top management in IUCN should ensure that WCPA and PPA are fully integrated in major Programmes of the Union. Closer working between Commissions at Steering Committee and Programme levels should be encouraged on topics of common interest, to crystallise a mechanism for taking forward 'the Sonloup process'.

Operational Recommendation 19: IUCN top management and heads of Programmes should agree on a high-level process of identifying opportunities for greater synergy between Programmes and Commissions.

Operational Recommendation 20: The WCPA Steering Committee should identify ways of activating the membership for engagement on Programmes and Themes at Regional and Country level.

Question 5: *How can the resources within the WCPA network be more effectively mobilised?*

3.5.1 The long-standing membership and the numerous new members of WCPA are a valuable resource. It is essential to mobilise this resource in a way which allows effort to be switched from the small and heavily overloaded PPA. In this section we assess how this might be achieved and make appropriate recommendations.

3.5.2 There are excellent examples of what can be achieved through the voluntary efforts to the members: Marine Protected Areas, Mountain Areas, Regional Action Plans for Europe, North America, East Asia and Africa, thematic work on capacity building, tourism, economic benefits, information management. In addition, in January 1996, PPA estimated that the input of Steering Committee effort was equivalent to 7 person years and, through the WCPA network, equivalent to 10 person years. These commendable contributions, however, are being made by relatively few people.

3.5.3 We have considered the degree of responsiveness of the membership. We have reviewed the 1994 membership survey; we also undertook (with the help of Tom Rotherham) a smaller survey of our own as part of this Review (cf. 3.2.2).

3.5.4 From the 1994 survey a number of positive points emerged:

- many members are in senior and influential positions in the headquarters of government and government agencies connected with Protected Areas;
- 45% of respondents network with other members; and
- members highlighted the issues which the WCPA and PPA ought to be addressing.

However we note that, although 66% of the respondents could be classified as "active", only 30% of the membership responded. There must, therefore, be concern that 70% of the membership did not respond to the 1994 survey.

3.5.5 The low response rate (less than 20%) to our 1998 survey suggests a low level of involvement of the membership in WCPA activities despite the fact that the questionnaire was sent out with a covering letter from the WCPA Chair. Some positive points emerged, however:

- WCPA is the internationally representative organisation on Protected Area issues;
- there are major networking opportunities through WCPA membership;
- there are expertise and capacity within the WCPA networks, especially in the emerging regional networks.

3.5.6 On the deficit side, respondents felt that the key weakness of WCPA was its lack of networking capacity, because of either a lack of commitment by the membership or, to a lesser extent, the inability of the PPA to motivate its members. They also identified a weakness in WCPA to communicate about itself and its work.

3.5.7 The respondents also felt that they had the capacity to help and to be more involved in the work of WCPA, but they felt that PPA should take the lead.

3.5.8 The membership has grown from around 500 to 1300 over the 3 years to October 1997. There is a very good geographical spread by IUCN Regions (Africa 126, Meso and South America 192, North America and Caribbean 251, South and East Asia 230, West Asia 45, Oceanica 34, East Europe and North and Central Asia 102, West Europe 191). The membership now shows a much better balance between developing countries and industrial countries, and between governmental and NGO members (although the former still predominate), but there is still relatively low membership among those not directly involved in Protected Areas; and there is also a relatively poor gender balance. We conclude that the spread of members, aside from their degree of proactivity, ought to provide a good basis for membership input in all Regions, if not in all Countries.

3.5.9 The increase in membership has doubled over a four-year period. There is no evidence that the increase in membership has resulted in a greater contribution from the network as a whole compared with the estimate of just over two years ago. Support positions for WCPA Vice-Chairs have fallen from a peak of 4 in 1995 to 2 at present. Funding for these positions is difficult, and will no doubt remain so. Alternative mechanisms should be considered.

Operational Recommendation 21: WCPA Regional Vice-Chairs should consider, with Protected Area institutions in their Region, the use of staff members to support the Vice-Chair.

3.5.10 We have no measure of the level of activity among the membership beyond the inferences we have drawn from the 1994 and the 1998 membership surveys. We understand, however, that recommendations on membership by the Regional and Theme Vice-Chairs vary, and that there seem to be no agreed criteria to be applied by Vice Chairs in scrutinising applications. Institutions which may have a number of members of the Commission are not always aware of it. We consider that a more rigorous vetting of membership applications is now justified.

3.5.11 The scrutiny of new members should take into account their willingness to become actively involved in WCPA activities. We see this approach as potentially screening out those members who are receivers

rather than givers. Also, the WCPA Chair should advise the Regional Vice-Chairs on the restraints growth of WCPA membership.

Operational Recommendation 22: The review of membership applications by WCPA Regional and Theme Vice-Chairs should be more rigorous, and there should be consultation with Heads of RCOs and IUCN National Committees Chairs (where they exist) before submission to WCPA chair.

3.5.12 In the 1998 survey we asked for reactions to the document *Get Involved - Ten Tips On Contributing to WCPA*, which had been circulated to all members by the WCPA Chair and the Head of PPA. Some 90% knew of the tips, and around 50% had been active on most of the them.

3.5.13 We recommend that another survey of the whole membership should be carried in 1998, in order to ascertain members' views on a range of issues, including their ability to contribute. The 'ten tips' for members should form an intrinsic part of such a survey. Given the pressure on PPA staff, we recommend that this survey be undertaken by a WCPA member, with support from a Protected Areas agency, in consultation with the WCPA Chair and Head of PPA. The outcome should be used to influence the revision of the Strategic Plan and to help determine who should be WCPA members in the future.

Operational Recommendation 23: A full survey of the membership should be carried out in 1998 to assess, *inter alia*, the ability of members to contribute more, and to inform decisions on membership.

Operational Recommendation 24: WCPA member(s), supported by a Protected Areas Agency, should take responsibility for undertaking, analysing and reporting on the membership survey.

3.5.14 The database on IUCN members (cf. 3.3.14) should provide information on members' areas of expertise and interest. It is essential that this exercise is completed as soon as possible. There should be a strong push, led by the members of the WCPA Steering Committee in their individual capacities as Regional and Theme Vice-Chairs, to stimulate activity on key issues at global, regional and national levels through the establishment of informal networks. Other methods should be explored, such as advertising approaches through the tri-annual Newsletter, as well as making the names of key people and how to contact them available through electronic communication.

Operational Recommendation 25: Once IUCN's membership database is available there should be greater membership activity through informal networking stimulated by WCPA Steering Committee members.

3.5.15 Greater efforts need to be made to broaden the membership. This was a point made in the 1994 membership survey, particularly with respect to

NGOs, donors and women (cf. 3.5.8). The objective should be to try to achieve greater stakeholder representation within the WCPA membership (including financial and economic development interests) and those engaged in sustainable development and biodiversity activity. We also see merit in further joint membership of a number of IUCN Commissions.

Operational Recommendation 26: There should be an active campaign, led by the WCPA Steering Committee, to broaden membership of WCPA beyond Protected Areas managers, staff and agencies.

3.5.16 Additional support could be gained through institutional WCPA membership for institutions in which members work. There could also be benefits in improving the relationship between IUCN institutional members and their staff who are members of IUCN Commissions on a personal basis. These issues could be pursued in a complementary survey on institutions involved in Protected Area activities. This could elicit information on the degree of knowledge and interest of WCPA and PPA, on willingness to contribute to activities, and on the themes to which the institution and its employees could contribute.

Operational Recommendation 27: WCPA member(s) should undertake, on behalf of WCPA Steering Committee and PPA, a survey of institutions involved in Protected Areas.

ISSUE 3: Refining the structure and operations of PPA and WCPA

Question 6: *How can the structure and operations of PPA and WCPA be refined to maximise results and respond to members' expectations?*

3.6.1 This is a key element of our remit. We recognise and commend the commitment and effort put in by the PPA staff and also by the WCPA Chair; but the PPA team is overloaded and has no time to engage in developmental activities, particularly with other collaborators within IUCN and with partners and potential donors outside IUCN. There is a perception that the PPA team spends too much time on servicing the membership (cf. 3.4.4). This is a simplistic view. The Workplan approved by the WCPA Steering Committee seeks to cover too many issues and lacks precise targets. For example, the PPA is often drawn into areas of activity in which particular issues are being faced by a Protected Area Authority, especially in relation to development proposals by major companies engaged in the utilisation of natural resources.

3.6.2 Other Commission Focal Points, with the notable exception of SSC, play a much less active role in servicing the Commission members. Their work is regarded as more successful but, paradoxically, the effectiveness of these Commissions has been questioned in the last two external Triennium reviews of IUCN.

3.6.3 The programme and resource decision-making process in IUCN is still far from clear to an outsider and the annual bidding for resources continues: i.e., inflated bids are made in the hope of achieving the desired figure. Clear baseline resource allocations need to be indicated at the start of the work planning process for each year, and a clear indication needs to be given to all cost centres of the priorities of IUCN for the year ahead, so that each of them can review its programme to meet those overall objectives. The 8-goal matrix approach is a move in that direction, although these goals are still a mixture of activities and outcomes.

3.6.4 Our conclusion is that the amount of work undertaken by the PPA team has to be significantly reduced and better focused, or else the individuals concerned will arrive at a position where they cannot cope and/or will leave. Capacity has to be found to:

- allow absorption of the World Heritage Programme with an overall reduced technical staff input;
- take forward the Albany Symposium strategy;
- develop funded projects from emerging possibilities;
- respond to positive approaches for collaborative work from within and outside IUCN;
- maintain an overview of the major issues affecting Protected Areas and their contribution to the IUCN mission.

3.6.5 The support available from RCO staff has declined from a peak input of 1.5 full-time equivalent (FTE) in 1995-96 to 0.75 FTE in 1997-98.

3.6.6 The solution lies in a combination of the following:

- greater top managerial support and direction in IUCN;
- a re-focusing of the role of the Steering Committee;
- greater engagement through the RCO network at regional and national level; and
- greater engagement of the membership.

We examine each of these in turn and make recommendations.

IUCN top management support

3.6.6 The Head of PPA is now line-managed by the IUCN Global Programme Director. Line-management has not been effective in the past, and there has been no proper guidance on resolving resource and workload problems. The new line-manager is trying to play a more active role. At the same time, PPA staff see themselves as having to put considerable extra effort into what they regard as unnecessary bureaucratic activities which do not contribute to the missions of either WCPA or IUCN.

Operational Recommendation 28: The IUCN Global Programme Director and the Head of PPA should meet regularly (monthly in the first instance), in order to define priorities in the PPA Workplan and agree the allocation of resources.

Operational Recommendations 29: There should be a clearly-articulated interactive process between IUCN cost centres and the resource decision-making machinery of IUCN, with active engagement of cost centres throughout the decision-making process.

3.6.8 Many respondents (including IUCN senior management) were concerned with the limited contribution which Protected Areas and WCPA/PPA make to the IUCN Mission. There are many opportunities available but IUCN senior management does not appear to have played an active role. This emphasises, again, the 'isolation' issue. This puts PPA staff in an impossible position and could have very damaging consequences beyond IUCN's Protected Areas work, as many believe that Protected Areas remain relevant and are a long-standing strength of IUCN (cf. 3.1.2). Bearing in mind that WCPA, proportionately, is the most rapidly growing Commission within the Union, the much-vaunted tripartite structure is not responding to the signals from this growth in membership. This issue can only be resolved by a response from the Director General to an approach from the WCPA Chair in the light of our findings and recommendations.

Operational Recommendation 30: WCPA Chair should request a response from the Director General to the WCPA Steering Committee's resolutions on our Review.

Revised focus of Steering Committee activity

3.6.9 It has been suggested that there is a variation in commitment and input by Steering Committee members into the work of WCPA as a whole, and in linking WCPA with the devolved IUCN network at regional and national level. Many Steering Committee members have a very high level of input, and many of them are actively engaged in a range of other activities outside IUCN; but there should be a formal annual performance assessment of all members by the Chair and Deputy Chair on attendance, commitment, achievements, and so on.

Operational Recommendation 31: WCPA Chair and Deputy Chair should conduct an annual review of performance of WCPA Steering Committee members.

3.6.10 The selection of WCPA Steering Committee members, and the approval of their continuance for the Triennium, must be based on an assessment of their ability to contribute to the Steering Committee. Mechanisms for their replacement need to be including in the standing orders for the Steering Committee.

Operational Recommendation 32: There should be mechanisms for replacing WCPA Steering Committee members whose performance is inadequate.

WCPA Steering Committee terms of reference

3.6.11 We examined the seven terms of reference for each Steering Committee Vice-Chair for the current Triennium. We now review them in turn.

- 1. To develop and oversee the implementation of a clear programme of work, which relates to the WCPA Strategic Plan and sets out priority WCPA actions with their region/theme.**

3.6.12 There is a clear programme of work and priorities, but it is not possible to achieve them with resources currently available or likely to be available. However, examination of WCPA Steering Committee business over the last four years suggests a lack of any real sense of priority. There is no assessment of achievability against the available resources within the Strategic Plan, or in the annual Workplans of the PPA staff which are examined by the Steering Committee. Indeed, comments from those within IUCN (but external to the WCPA) on providing "achievable and relevant products" and focusing on "key priorities" appear to us to have been ignored. Despite the excellent analysis carried out and reflected in the Strategic Plan,

and also the subsequent analysis culminating in the Albany Symposium, the Strategic Plan and Workplan might best be described as "all things to all people", i.e., lacking focused vision and achievable programmes and activities. We recognise the effort put in by the Commission Chair and the two senior PPA staff in work-programming, but have to observe that it is unfair to expect them to resolve the problems on their own.

3.6.13 The Steering Committee has a clear role, as set out in its terms of reference. But the review of projects is not undertaken in a sufficiently rigorous manner: it fails to take into account the impact on the PPA team, or the availability of funding. The outcome, for instance, of the discussion at the April 1997 Steering Committee meeting was that projects costing at least US\$20m were agreed without reference to prioritisation or the availability of funds.

Operational Recommendation 33: The WCPA Steering Committee should take a more rigorous and realistic review of work in the Strategic Plan and the annual Workplans in relation to available resources.

2. To advise the WCPA Chair on appropriate individuals who should be members of WCPA in their region/theme.

3.6.14 We have already commented on this point under **Question 5** (3.5.10-12) and have argued for a more rigorous approach which would include denying membership to individuals who were not prepared to pull their weight (Operational Recommendations 22 & 23).

3. To establish linkages with relevant IUCN Regional and National offices, and other IUCN commissions.

3.6.15 This has been dealt with in **Question 5** (cf. Operational Recommendations 16-20).

3.6.16 There has been a joint meeting with the SSC Steering Committee (April 1997), but the minutes and further discussions did not reveal whether there was a focused outcome or merely agreement on 'business as usual'. Nonetheless, we would encourage a regular round of such joint meetings at Commission level, particularly as there are areas of commonality between WCPA and all of the other Commissions.

4. To generally represent the interests of WCPA in their region/theme".

3.6.17 Performance on this varies, from outstanding to very weak. We would invite the WCPA Chair and Deputy Chair to review the position, particularly in the light of our comments on Steering Committee Term of Reference 1 (3.6.11).

5. To work with the Chair and Secretariat to organise WCPA working sessions and other relevant WCPA meetings.

3.6.18 This type of activity should be the responsibility of Regional and Theme Vice-Chairs with support from the WCPA membership within the Region or from those who are interested in the particular theme. As far as regional working sessions are concerned, there should be input from the IUCN Regional Office; it should not be a priority of PPA to organise such sessions.

6. To assist in the collection of information relevant to protected areas in their region/theme, to support the overall efforts of WCPA Information Management Taskforce, WCMC and WCPA.

3.6.19 The only example we have been able to find is joint working between the WCPA Vice-chair for Central America and the IUCN Regional Office for Meso America ('Searching for Resources') and consequently we have no view to offer.

7. To participate in the overall running of WCPA, particularly through participation in the WCPA Steering Committee meetings.

3.6.20 This term of reference should be given much greater prominence, and the performance of Steering Committee members should be assessed as recommended under its Term of Reference 1. More particularly, there should be a clearer statement of the role of the WCPA Steering Committee in relation to the approval and implementation of the Strategic Plan and annual Workplans, along the following lines: "To oversee the process for compilation of WCPA and PPA Strategic Plan and Annual Workplans, with particular attention to their contribution to the WCPA and IUCN Missions and the availability of financial and other resources, to ensure that they can be delivered".

Operational Recommendation 34: There should be a revised role for the WCPA Steering Committee in financial and other resourcing issues for the Strategic Plan and Workplans.

3.6.21 We note the great value of Interns to the PPA programme, and we recognise that IUCN has a formal policy on them. Greater effort should be made by Steering Committee members to encourage partner institutions of WCPA to provide secondments to the PPA to undertake specific tasks. One surprising aspect is the level of overheads charged by IUCN for the Interns for these activities: even at the discounted rate, it appears to be 40-50%.

Operational Recommendation 35: There should be targeted effort by WCPA Steering Committee members with WCPA member institutions for programme of Interns to support PPA staff.

Operational Recommendation 36: There should be a 50% reduction (at least) in the IUCN overhead charges for Interns.

PPA Staff Work

3.6.22 Here we consider the possible rebalancing of PPA activity in order to provide staff with capacity for more proactive roles and greater engagement in development work. The single largest item of the WCPA and PPA budget is staff costs, totalling Sfr476k in 1997. Clearly, savings could be made if new staff were recruited at lower cost at the present grades, or at lower grades. However, our calculations show that this would have a relatively small impact, with savings of the order of Sfr76k if staff were appointed at the lowest point of the salary scale for that grade, and Sfr90k if staff were appointed at 2 grades lower (at 1997 costs). In effect, this would allow only for increased clerical support. It would also lead to major disruption of the programme, and a loss of experienced and committed staff. Besides, it is probably difficult to recruit staff at present because of lack of job-security in IUCN, along with other issues relating to employment conditions in Switzerland. Therefore, we do not recommend this course of action.

3.6.23 We examined the Workplans for the two technical staff of PPA. The Head of PPA's Workplan for 1997 contained four Objectives relating to global action, regional action, national action and implementation, and had no fewer than fifty-four performance targets! Commendably, there was a clear emphasis on outputs; but there were many activities in it which we consider to be of lesser priority and on which effort should be reduced significantly (by a minimum of 50% at the outset), if not removed altogether.

3.6.24 We commend the efforts of the two technical staff in PPA in seeking to redress the balance of their activities in their draft Workplan for 1998. We also commend PPA staff proposals for a switch in activity (as noted in the draft Workplan of 13 October 1997), with more effort being put into global action on cutting-edge issues. If these were implemented, it would meet the criticisms of WCPA and PPA within IUCN, and also enable some of the existing opportunities to be tackled properly, for instance on sustainable development, biodiversity, capacity-building, economics and sustainable finance for Protected Areas and trans-boundary Protected Areas.

3.6.25 We note the informal estimates by PPA staff of their time commitment and how it has changed from January 1996 to April 1998. Servicing the Steering Committee increased from 10 to 12%, servicing members (including the Newsletter and PARKS) from 20 to 28%, and WCPA project preparation and information from 7 to 10%; but strategic work remained the same at 10%, equally divided between the Strategic Plan and long-range thinking. Communications within the IUCN network, meetings and administration and finance have all increased significantly over this period.

3.6.26 We recommend that PPA should withdraw effort from the following five areas of activity forthwith:

- responding to emergencies at national and sub-national level;
- engagement with major companies utilising natural resources in particular projects affecting Protected Areas within a region or country;
- involvement in the organisation of regional and national meetings;
- involvement in regional newsletters;
- involvement in fund-raising at national level for particular initiatives, meetings and publications.

Operational Recommendation 37: PPA should withdraw forthwith from five areas of activity listed in 3.6.26. Mechanisms should be found for others, particularly WCPA members and RCO staff, to take over these activities.

3.6.27 We also recommend an immediate 50% reduction in PPA effort in the following five areas, with a further reduction over the next 18 months:

- involvement in publications as editors in chief;
- the number of publications and the scale of publications (to a size commensurate the target audience);
- responding to members' queries;
- servicing the WCPA network and assistance to WCPA members. (The seven point plan set out on page 11 of the July 1997 edition of the Guide to Members should be revised by removing references to Protected Area contacts in other countries, information on Protected Areas, co-ordination and organisation of regional meetings, and advice on publications. All these can be accessed through material on the IUCN Website and from the membership list);
- effort on servicing the Steering Committee (fewer papers and fewer meetings).

Operational Recommendation 38: PPA should reduce its efforts by at least half on the five areas of activity listed in 3.6.27.

3.6.28 In addition, new arrangements should be made for the membership to:

- make greater input into producing the Newsletter
- take on editorial responsibility for PARKS.

PARKS should be reviewed to assess its real value to members as part of the new Membership Survey recommended in 3.5.12 (see Operational Recommendation 22).

Question 7: *Do the products of PPA and WCPA meet the needs of members, partners and donors?*

3.7.1 There are three reasons for raising this question. First, PPA staff are spending a lot of time on products (albeit high-quality ones), as we suggested under **Question 6**. Second, additional customer-orientated products are merited on certain critical issues, such as sustainable development and biodiversity (see **Questions 1 and 3**). Third, some of the products are very substantial and we wonder whether they are valuable to the customers in that form.

3.7.2 The 1994 members' survey indicated that 89% of respondents (27% of the overall membership) considered the WCPA Newsletter and PARKS to be useful. Costs are rising: for example, the cost of PARKS has risen from Sfr26k in 1996 to an estimated Sfr29k in 1999, partly as a result of the increased membership.

3.7.3 We commend the new series of *Best Practice Protected Area Guidelines* in association with the University of Wales, Cardiff; the topics and the format of the presentation will be of great value to Protected Areas managers and will help them to meet one of the key priorities emerging from the Albany Symposium.

3.7.4 Partners and donors did not have a clear view of the products. Members of WCPA felt that they contained a great deal of information. The major issue was the need to use more modern communication mechanisms to allow more effective interaction between members, partners and donors, and also to allow better networking and communication of information from the WCPA Steering Committee and PPA. Clearly, the most effective way would be through the Worldwide Web, to which most partners and donors and many members have access.

Operational Recommendation 39: PPA should review the use of the WWW for improving communication with members and with partners and donors.

3.7.5 We have already commented on the volume of material and the high quality of product (3.7.1). However, we remain concerned that the material in these products may not be particularly user-friendly because of its sheer volume. This issue is sufficiently important to be addressed at an early stage.

Operational Recommendation 40: PPA should seek the most effective means of communicating the results of major pieces of work to members, partners and donors.

3.7.6 A recurring theme in our research was the need for WCPA to have a communications strategy. Little progress has been made. We are not

convinced of the need for a strategy and consider that an action plan would be more effective (see also Operational Recommendation 2)

Operational Recommendation 41: WCPA and PPA should address urgently, with active input from IUCN communications experts, the development of a fit-for-purpose communications action plan for Protected Areas.

Question 8: *How can full integration of PPA and World Heritage be accomplished, and how can opportunities be realised?*

3.8.1 This question, which was specified in our terms of reference, concerns integration between PPA and the World Heritage work currently being done by Jim Thorsell on behalf of IUCN, now that he is on part-time contract.

3.8.2 There are many threats which need to be dealt with if full integration occurs; but there are also many opportunities, especially for engaging the WCPA network as a vital component in contributing to IUCN's technical advice on World Heritage Sites.

3.8.3 We welcome the re-integration of PPA and IUCN's World Heritage work. The separation some years ago led to an artificial divide. Integration will widen the customer base of PPA to include the UNESCO World Heritage Secretariat and the World Heritage Bureau. More generally, there are also opportunities as far as Protected Areas are concerned: to help retrieve World Heritage Sites which are in danger of losing their status because of degradation of their natural heritage value, and to utilise World Heritage Sites designated for nature conservation reasons as flagship Protected Areas.

3.8.4 As for the threats: the additional work on World Heritage could narrow the focus of WCPA and PPA activity on Protected Areas. From a practical point of view, IUCN has to be geared up to meet the key requirements of the customers and this will mean considerable re-prioritisation of activity within PPA, including dropping some activities to give the staff sufficient time to carry out the role required of them.

3.8.5 The requirements of the UNESCO World Heritage Secretariat of IUCN are that staff have to be available:

- for liaison as and when required by UNESCO;
- to organise site missions;
- to attend statutory meetings of the Bureau;
- to respond to the tight timescales in the World Heritage site process;
- to organise experts for visiting sites and for taking part in Country Conferences.

3.8.6 There are clear strengths in the present arrangements with Jim Thorsell in charge: expertise is readily available, there is a consistency of approach on the evaluation of sites, and (because of the experience of the present incumbent) the political and commercial lobbying can be dealt with satisfactorily.

3.8.7 The support from IUCN's sister body, ICOMOS, for advising on cultural heritage sites is arranged on a different basis from the current situation in IUCN. ICOMOS has a World Heritage Co-ordinator working for nine months

a year, supported by a full-time assistant. Much of the evaluation work is done by a large network of experts but, while this is regarded as satisfactory, the evaluations are weaker, from the scientific point of view, than those done by IUCN. UNESCO consider that it would be quite satisfactory for IUCN to use the WCPA membership to help in the discharge of the functions, provided that the requirements set out above (para 3.8.5) are satisfied.

3.8.8 Changes need to be made within PPA to allow its new World Heritage advisory role to meet customer needs. These changes include reducing the workload of PPA (see **Question 6**), and adjusting the PPA budget expenditure to accommodate the staff costs on World Heritage to meet the demands of UNESCO, and to move funds from IUCN Headquarters to IUCN members.

3.8.9 An additional PPA post is proposed for full-time engagement on World Heritage matters. The Director of UNESCO's World Heritage Centre is content with these proposals, subject to the switch in the deployment of UNESCO funds.

3.8.10 We make the following specific recommendations as the minimum necessary to ensure full integration of PPA and World Heritage work in IUCN:

Operational Recommendation 42: The retiring Head of IUCN's World Heritage Unit should provide written guidance on the methods and process of evaluation, and advise on capacity-building within PPA and the WCPA and wider IUCN network on World Heritage.

Operational Recommendation 43: There should be a clear definition of the relative roles of the World Heritage part-time consultant and the current PPA staff on World Heritage work.

Operational Recommendation 44: An IUCN World Heritage Focal Point should be identified within PPA.

Operational Recommendation 45: There should be action by IUCN Secretariat, in consultation with relevant Commission Chairs (including WCPA and SSC Chairs) and RCO staff, to identify members in the volunteer network with the ability to engage in World Heritage site identification, evaluation and monitoring.

Operational Recommendation 46: PPA should develop links with ICOMOS to deal with combined natural and cultural World Heritage Sites and to identify relevant experts for evaluating them.

3.8.11 We recognise the importance to IUCN of maintaining the standards of its input on World Heritage Sites, but remain concerned about the potential narrowing of PPA effort in acquiring this work and, therefore, the necessity of

ensuring that IUCN's members are effectively engaged in this important activity.

Question 9: *How can the link between WCPA and WCMC be made durable, and how can opportunities be realised?*

3.9.1 We understand the reason for the inclusion of the reference to the link between WCPA/PPA with WCMC. However, we do not think that the issue can be addressed in such a narrow way, given the decisions by IUCN and other core funders of WCMC to withdraw funding on a phased basis.

3.9.2 We support the customer/contractor approach to the working relationship between IUCN and WCMC. However, because the state of IUCN's finances and WCPA's high degree of dependency on the services of WCMC, it is difficult to make proposals on achieving a durable relationship. Indeed, WCMC has made the point that the needs already identified by those involved in Protected Areas cannot be delivered, because of lack of resources from WCPA.

3.9.3 It has been suggested that it would be appropriate to move from a centralised Protected Areas Database to a distributed network of databases maintained by National Protected Area Agencies, with WCMC changing its role from data-custodian to network facilitator. It is difficult to judge at present the extent to which this will be possible, although progress is already under way in Europe. One way to take this issue forward is to include questions in the survey of Protected Area Institutions (cf. para 3.5.16 and Operational Recommendation 27). Nevertheless, there remains an expectation, at least on the part of WCMC, that resources for maintaining key databases (including PARKS) will be funded by IUCN. We do not know whether this is achievable in practice, but note that Protected Area Agencies might be expected to play a greater role not only as data-custodians but also as funders of data systems.

3.9.4 One specific way around the resourcing difficulty for Protected Area projects would be a joint fund-raising effort by WCPA and WCMC for Protected Area projects with a data component.

Operational Recommendation 47: There should be joint fund-raising effort by WCPA and WCMC for Protected Areas projects with data component.

ISSUE 4. Refining the WCPA Strategic Plan

Question 10: *How can WCPA and PPA effectively address the major issues affecting the establishment and management of Protected Areas?*

3.10.1 We raise this question for two reasons. First, Protected Area managers and Protected Area agencies remain deeply concerned about maintaining the values of Protected Areas, in view of difficulties such as a weak statutory base, inadequate resourcing, an increase in visitor numbers and the impacts of major land uses such as agriculture and forestry. Second, WCPA has been the leading authority on these issues, as shown by its substantial list of high quality publications.

3.10.2 Many of our respondents were clear that some aspects were being addressed adequately (but only from the narrow perspective of Protected Areas), whereas the wider issues which affect those areas and the surrounding territory were less adequately covered. There is no clear mechanism by which WCPA members, the Steering Committee or PPA staff can focus on these issues except within the context of the current Review of the Strategic Plan.

3.10.3 Several major initiatives affecting Protected Areas, which have been pursued at global, regional and national levels, are not adequately reflected in the work programme of PPA, nor are they registered in the Strategic Plan. Forestry is one example of this. There is a great deal of international interest in, and donor financial support for, major forestry initiatives globally, regionally and nationally; equally, there is a recognition that Protected Areas have a key role. Recent WCPA Steering Committee agendas, papers and minutes do not make it clear that issues like this are being discussed. It is also obvious that PPA staff cannot interact as much as they, and collaborators within IUCN, would wish (see **Question 6**).

3.10.4 The Strategic Plan review process provides the opportunity to address these broader issues but, because the process from initial plan to full approval can take as long as two and a half years, it is not the most effective document for dealing with emerging issues of a strategic nature.

3.10.5 The need to identify broader issues for IUCN to act upon, and the IUCN concentrated effort which is required, have been recognised by IUCN senior management. A Programme Development Group is being established, chaired by the Global Programme Director, with its membership drawn from Programme Heads and RCO Heads along with senior management. It is essential that PPA plays an active role in the Group and seeks input from WCPA members and the WCPA Steering Committee.

3.10.6 Our conclusion, therefore, is that more needs to be done within WCPA and PPA, and within IUCN HQ, to address these issues. We therefore make the following recommendations:

Operational Recommendation 48: The WCPA Steering Committee, with support from PPA, should routinely review high-level issues which are likely to affect the establishment and effective management of Protected Areas.

Operational Recommendation 49: In the light of that analysis, the Steering Committee, with input from PPA, should determine how to re-address priorities in the medium term.

Operational Recommendation 50: There should be active input by PPA to the Programme Development Group from PPA.

Question 11: *Are the WCPA Mission and Objectives still valid?*

3.11.1 It is not our task to review the WCPA Strategic Plan. However, it is our role to review the validity of the Mission and Objectives in the light of changing circumstances over the last year and a half, and in the light of the strategic directions review which the Steering Committee and its collaborators undertook at Albany in November 1997.

WCPA Mission

3.11.2 The WCPA **Mission** remains valid in the light of the discussion begun in Caracas and culminating in the Albany Symposium. It refers directly to the Mission being "an integral contribution to the IUCN Mission". The IUCN Mission embodies the natural world's contribution to the theory and practice of the sustainable development ethic, and also embodies the principles of the Convention on Biodiversity.

Operational Recommendation 51: The Mission of WCPA should remain unchanged.

3.11.3 The **Vision** of WCPA calls itself "The World's recognised source of guidance, support and expertise in Protected Areas". It suggests that the Vision relates only to Protected Areas, and could be interpreted as seeking to prefer membership from those directly involved in Protected Areas. It should also make reference to the contribution which Protected Areas can and do make in achieving much wider objectives which are embraced in the IUCN Mission, and it should encourage membership among those who might have more general interests which include Protected Areas. It is for these reasons, therefore, that we recommend an addition to the Vision:

Operational Recommendation 52: The WCPA Steering Committee should consider adding to the Vision words along the following lines "... and their contribution to wider environmental, economic and social aims".

WCPA Strategic Objectives

3.11.4 We reviewed WCPA's four Strategic Objectives:

- (1) **To help governments and others to plan Protected Areas and integrate them into all sectors.**

We consider that this meets the wider and evolving strategic needs reflected in the Albany discussions.

- (2) **To strengthen the capacity and effectiveness of Protected Area managers.**

This remains very important: it was recognised as such by those attending the Albany Symposium.

(3) To increase involvement in Protected Areas.

This has increasing importance because there are more Protected Areas in non-governmental hands, and government resources for Protected Areas are declining. It is the view of many that this trend is likely to continue, and that more projects with key partners are essential.

(4) To enhance WCPA's capacity to implement its programme.

This needs to be amended in the light of all the elements of the Albany agenda, and the need for PPA to absorb the IUCN contribution to World Heritage. This requires greater concentration on developing clear priorities and deliverable outcomes within the resources which, realistically, are likely to be available.

Operational Recommendation 53: The fourth of WCPA's Strategic Objectives in the WCPA Strategic Plan should be changed. The WCPA Steering Committee should be asked to note the shifts in emphasis identified.

Question 12: *What is to be done to deliver the five outcomes of Albany?*

3.12.1 This is a major issue facing WCPA at all levels and one which it is unrealistic and unsatisfactory to expect the PPA team to resolve.

3.12.2 The Albany Symposium endorsed the following priority issues:

- the development and promotion of **bioregional planning** to Protected Areas "from islands to networks";
- mainstreaming Protected Areas into the **sustainable development** agenda, particularly regarding the social and economic development of local communities;
- building **political support** for Protected Areas;
- **capacity building** for Protected Areas, including information management, training and sustainable financing; and
- integrating people and Protected Areas through **collaborative management**.

Bioregional Planning

3.12.3 We strongly support Bioregional planning as a means of breaking down the potential insularity of Protected Areas. It acknowledges that nature does not recognise such boundaries (nor indeed does local and wider society); and while politicians might do so at present, this cannot be guaranteed. A great deal of good work and international thinking has already been done on bioregional planning in many countries. However, we consider that the phrase "islands to networks" gives a very restricted view of bioregional planning: there is more to this approach in respect of Protected Areas than networks and corridors, hence our sub-title 'for people and the environment'. The thinking which underlies modern Biosphere Reserves is a crucial element in planning and management regimes which enable, through a series of zones, the protection of the core parts of Protected Areas while recognising the interaction with the wider natural, social and economic world. We applaud the desire to move forward on this (Conference Output 3 from the Albany Symposium). More work is required to refine and develop this proposal, however, and to relate it to examples of good practice in different parts of the world. There is an urgency in taking this project forward, and this can only be accomplished through a combination of creative thinking, priority-setting and the use of WCPA members.

3.12.4 Given the expertise available globally and locally, activity on this front should be energised through the membership. However, this should not be an exclusively WCPA initiative, because the issue links to broader concepts of biodiversity. Careful thought needs to be given as to how such a development project could be linked effectively into relevant IUCN initiatives. We would be concerned if bioregional planning were seen purely as an

activity related to Protected Areas; it is of much wider relevance and application, and is already being taken forward as such in some parts of the world. We conclude, therefore, that there is an urgent need for action, jointly between WCPA and other relevant IUCN interests, which would include the Commission on Ecosystem Management. Until the workload problems of the PPA staff are resolved, we cannot recommend that they should have a role in developing this work, although we would very much like them to do so.

Operational Recommendation 54: The WCPA Steering Committee should take urgent action to establish a task force of relevant WCPA members and other IUCN Programmes (especially Biodiversity and Commissions, particularly CEM) to consider how to take forward work on bioregional planning and to prepare a proposal for external funding.

Sustainable Development

3.12.5 The reference to sustainable development in the Albany Symposium output makes specific mention of "the social and economic development of local communities", and a great deal of activity relating to Agenda 21 is also being driven at national levels. We wonder, therefore, whether the emphasis on "local" is sufficient if a strategic approach is to be taken to this issue. IUCN's view on sustainable development in terms of its Mission is that it is contributing to thinking and activity on this subject from a particular standpoint. We hope that this position is maintained. There are many others who are in a much better position than IUCN to lead on the social and economic dimensions of sustainable development. Many initiatives are already under active consideration or under way, such as bioregional planning, joint management of Protected Areas, and more active promotion of Category V and VI Protected Areas.

3.12.6 A Note on *Protected Areas: vital for sustainable development and life on earth* was produced on 6 August 1997. This was a good general start and set out the relevant work under the aegis of WCPA. However, a more strategic overview is required which uses a sustainable development relevance criterion in reviewing the work priorities in the Strategic Plan and in the work of PPA: the papers we have reviewed do not communicate the message to the audiences which have a critical interest in sustainable development issues. Sustainable development, under the Agenda 21 process as presented in 'Caring for the Earth', operates globally, regionally, nationally and locally, and we can see the merits of an assessment of the relevance of Protected Areas activity at each of these levels.

Operational Recommendation 55: There should be a rapid review of the value and relevance of Protected Areas to the ethics and practice of sustainable development and to the mechanics and process of Agenda 21 and 'Caring for the Earth'.

Operational Recommendation 56: There should be a simple statement on Protected Areas and sustainable development which can be presented to key organisations fronting (and funding) sustainable development initiatives.

Operational Recommendation 57: Projects emerging globally, regionally, nationally and locally, which build links between sustainable development and Protected Areas, should be given priority.

Political Support

3.12.7 We commend the priority to be given to building support for Protected Areas through the political process. This is a diffuse issue which cannot be tackled effectively at one particular level or through one particular mechanism; indeed, progress on this issue cannot, and should not, be taken forward by WCPA and PPA alone. It is a major issue which IUCN as a whole needs to address globally, regionally and nationally. This may seem a surprising comment in the light of the importance given to this issue by the Albany Symposium; however, recent events suggest that the promotion of Protected Areas in isolation is unlikely to be effective or profitable.

Capacity Building

3.12.8 Much effective work on capacity building has already been done and has been made available to Protected Area managers, for example, by the National Systems Planning and the Information Management Task Forces. Also a good deal of material has been made available to Protected Areas managers and more is forthcoming, in particular, the new *Best Practice Protected Area Guidelines* series. We recognise the importance of further work on training but note that the activity under the 'Training and Protected Areas Task Force' appears to lack direction and momentum.

Operational Recommendation 58: The WCPA Steering Committee should determine how 'Training and Protected Areas Task Force' can be given greater direction and momentum.

3.12.9 "Sustainable financing" is an important area of activity, building on the excellent work which has already been done on the economic benefits of Protected Areas. There is a clear need to provide strategic advice and guidance to Protected Area authorities, and to governments as a whole, on how innovative and even risky approaches can generate funding: there are many initiatives which could be taken forward with input from those with financial and economic knowledge, and which could yield great benefits to Protected Areas. Broadening the scope of the Task Force on Economic Benefits of Protected Areas, and engaging IUCN's economists more effectively, would bring early benefits. WCPA members with particular knowledge of economics and finance should be involved in this activity.

3.12.10 Private sector sources, and those interested in developing in or near Protected Areas, can be engaged to help to further the interests of Protected Areas as well as their own; this is particularly true of companies which have long-term vision and wish to prove their environmental credentials. Where the financing effort can be seen as part of a package relating to wider environmental, social and economic aims, the benefits will be increased and the risks lowered. Effort should be linked to IUCN's Task Force on the Private Sector.

Operational Recommendation 59: The terms of reference and membership of the Economic Benefits of Protected Areas Task Force should be widened.

Collaborative Management

3.12.11 Good collaborative management initiatives are now of long standing and there are many well-documented examples. The use of the Protected Area Category System could help to further this issue. Categories V and VI have particular advantages in that they allow communities to live within these Protected Areas and allow the natural resources within them to be utilised in a sustainable way. It is clearly important to encourage Protected Area authorities to establish appropriate mechanisms in which local communities, as well as other non-local interests, can have an effective participatory role in management. A more difficult issue, perhaps, is integrating people with those Protected Areas where management requirements are more stringent, i.e., in Categories I, II, III and IV, particularly where these are owned by government Protected Area organisations.

3.12.12 With the increasing importance of private Protected Areas in some parts of the world, and with some states giving responsibility for the management of individual Protected Areas to NGOs and other organisations, it is important to encourage managers to allow greater input from communities. Effort at the global level would be best deployed in preparing generic guidance on the encouragement of local communities and other interests, irrespective of the Management Category of the Protected Area. WCPA members and RCOs should identify the examples of good practice in collaborative management, and members should be invited to write up short case-studies. The output from the workshop at WCC in Montreal in 1996 should be summarised to provide guidance. Also, we consider that WCPA should link with CEESP's Collaborative Management Group to develop a joint exercise for Protected Areas.

Biodiversity

3.12.13 Surprisingly, the contribution of Protected Areas to biodiversity was not included in the list of five priority outcomes of the Albany Symposium. Nevertheless, Conference Output 5 dwelt on this issue, and a resolution to COP4 of CBD and a discussion paper produced by the WCPA Chair are

included in the conference report. We applaud this approach. The relevant documentation for the Fourth Conference of the Parties to the CBD (COP4) produced by the CBD Executive Secretary fails to give proper recognition to the contribution by IUCN in general and Protected Areas in particular. We note the corporate effort within IUCN to seek to influence the CBD Secretariat for COP4. We can well understand the frustration within PPA and the WCPA Steering Committee over the apparent lack of progress, but we urge them to continue.

3.12.14 The European Commission and EU Member State development aid agencies recognise the role which WCPA and PPA can play and we are pleased to give recognition to the project on 'Biodiversity and *in situ* conservation' funded by EC DGVIII. While the GEF-funded project on Marine Protected Areas also has relevance here, its evolution does not spread into the broader issue of coastal zone and marine ecosystem management, within which Protected Areas have a role. The development of mountain areas work, particularly the major corridor studies in Central America, is also relevant.

3.12.15 The WCPA Steering Committee and the Albany Symposium recognise the importance of this issue and the need to make further progress. Greater recognition within IUCN HQ Secretariat is required on the role of Protected Areas in the conservation and enhancement of biodiversity (as well as in sustainable development); without that, the well-intentioned but so far unsuccessful efforts of WCPA and PPA, and particularly the WCPA Chair, will come to naught. We therefore support the message developed at Albany to the CBD Conference of the Parties. We commend the efforts of IUCN in seeking to advise and influence COP4, and we hope that the outcome will benefit the Union.

Operational Recommendation 60: There should be continuing effort by WCPA and PPA, in consultation with and with the full support of IUCN HQ, to promote the value of Protected Areas for fulfilment of the requirements of the CBD, including Article 8.

Operational Recommendation 61: There should be continuing effort by IUCN on its role and relevance to the CBD.

Operational Recommendation 62: The explanatory statement of the value and relevance of Protected Areas to biodiversity, and specifically to the CBD, should be transformed into a short explanatory document for key decision-makers (administrative and political) and circulated to the heads of delegation of the Conference of the Parties, as well as to other interests.

Implications for WCPA Strategic Plan

3.12.16 Having reviewed the new priorities emerging from the Albany Symposium, it is now necessary to reconsider the balance of activity with the

WCPA Strategic Plan. We note at the outset that in February 1996 it was estimated that implementation of the Strategic Plan 1996 would require US\$10m per annum, compared with available resources of around US\$1m per annum. It was hoped that the gap would be bridged by input from the membership and from major donors and partners. However, there is a lack of realism in what can be delivered with the resources available, to WCPA and certainly to PPA. Put simply, the programme in the Strategic Plan is not deliverable, but it raises expectations among the membership and partners of what can be achieved and it places demands on the Programme Secretariat well beyond its capacity .

3.12.17 We have reviewed the "Priority Activities" in the 1996 Strategic Plan against the four Strategic Objectives, scoring each Priority Activity on a 1(high) to 5(low) scale. The outcome from the analysis shows the following rank order, from highest to lowest:

1. 'Develop world best practice PA guidelines' and 'Develop and implement regional programmes';
2. 'Implement global theme programmes';
3. 'Support global conventions and initiatives';
4. 'Develop PARKSHARE';
5. 'Provide selective assistance on national systems planning';
6. 'Support the collection and use of Protected Area information';
7. 'Organise the WPC 'Formalise a WCPA review and evaluation' exercise';
8. 'Assist IUCN's work in Antarctica'.

3.12.18 This is a rather crude analysis but there had been no attempt by WCPA members or its Steering Committee to undertake it. We used the four Strategic Objectives, but we are not convinced that these are the appropriate criteria by which to judge the Programme. Issues such as relevance to the Commission's Mission, and relevance to the four key constituents (decision-makers, Protected Area managers, donors and partners), might be more appropriate.

3.12.19 Nonetheless, the analysis raises some interesting questions about some of the activities which are being pursued.

3.12.20 Perhaps the most contentious one is the question which appears to be raised about the cost of the World Parks Congress. Papers concerning the costs of the previous Congress (Caracas 1992) indicate that the cost to IUCN was greater than SFr5m, spread over three financial years, along with a contribution from the host country (private and government) of Sfr 1.5m over two years. These figures do not include the effort contributed by the PPA Secretariat and other WCPA members – a significant commitment of resources which inevitably meant that other activity had to be set aside. There were several positive outcomes: economic benefits of Sfr 3.7m, stimulation of new Protected Areas in Venezuela, provision of more resources

for Venezuelan national park agencies, and an increase in eco-tourism, plus raising motivation with Protected Areas and fifteen major publications. The question is whether the full expenditure (perhaps of the order of Sfr 8m) provides good leverage. We recognise the commitment to the WCPA membership for decadal WPC's; but was this an effective use of extremely scarce resources in the face of so many other important demands?

Operational Recommendation 63: The WCPA Steering Committee should seriously consider whether the Fifth WPC should be held at all, and, if so, whether it should be a more scaled-down and highly-targeted event, and therefore a more cost-effective use of scarce resources; or whether a series of Regional conferences with RCOs and all IUCN membership would be more appropriate.

3.12.21 We recommend that the Steering Committee undertakes its own exercise to judge priorities within the Strategic Plan and then makes changes to the Strategic Plan, by deleting those activities which are of a lower priority and which, under any reasonable and realistic assumption about resource availability (cash and kind), are unlikely to be funded.

Operational Recommendation 64: The WCPA Steering Committee should undertake analysis of relative priorities of "Priority Activities" in the Strategic Plan, using relevant criteria, and either drop or defer those of lowest priority.

Implementation Plan

3.12.22 It is essential that there is a focused review of the implementation section of the Strategic Plan 1996. The six key areas of the Implementation Plan are as follows:

1. Developing the membership base

3.12.23 '**Diversify the membership base**': we made appropriate recommendations in our review of **Question 6**.

3.12.24 "**Improve communications within WCPA**". A greater self-help system is required which places little, or preferably no, demand upon PPA. We see the possibility of developing more informal networks and the availability of a full membership list is an essential tool. We query whether there needs to be a WCPA Communications Strategy; it would be much more cost-effective for IUCN to have a generic Communications Strategy for its Commissions, and the IUCN HQ Communications Group and the Information System Group should lead this activity. Then WCPA could develop a communication action plan for specific purposes (see Operational Recommendations 2 and 41).

3.12.25 "**Involve the membership to the fullest extent possible in the implementation of the Strategic Plan**". We strongly support this activity but

consider that the membership itself should play a much more active role rather than expecting PPA, the Steering Committee and Themes and Task Forces to take on all the work.

2. Strengthen the WCPA Structure

3.12.26 "Improve the team-working of the Steering Committee". We have already observed that, from the evidence of papers and minutes of Steering Committees over the last four years, it has not collectively played a formative role in devising a deliverable Strategic Plan and a deliverable annual Workplan.

3.12.27 "Work towards an optimum regional and thematic structure for WCPA". We support the five key elements of this activity but note that its delivery depends on greater involvement by the membership, leveraging resources for Vice-Chairs in an already difficult market and often without adequate specialist support, and capturing the willingness of IUCN RCOs to participate.

3.12.28 "Establish and Maintain Task Forces". We support the role of Task Forces. We hope that greater effort can be made to engage more of the membership in these activities. Such Task Forces must have defined objectives, outputs and timescales for delivery, and once they have finished their business they should be wound up. At the same time, particularly in the light of our recommendations on the review of major issues affecting Protected Areas, new task forces should be allowed to emerge but with the proviso that they should be developed by the membership and should not automatically be serviced by PPA.

3.12.29 'Encourage the development of informal networks'. We strongly encourage this activity, but the onus should be on the membership, without input from PPA.

3. Develop partnerships

3.12.30 'Develop strong links with other components of IUCN'. While we support this in principle, we consider that selectivity is required so that, for instance in relation to CEM, it should relate to the developing work on bioregional planning. A few targeted and well-focused links which help WCPA to meet its Mission and Objectives, and the collaborators to meet theirs in turn, would be much better than widespread activity on this front.

3.12.31 'Develop a stronger WCPA presence at the regional level'. We strongly support this and have already commented on how this might be taken forward (**Question 4**). The onus should be on the membership with the support of WCPA Regional Vice-Chairs. The ability of the latter to activate the membership is an important part of their role, as opposed to doing the work themselves.

3.12.32 **'Seek agreements on Protected Areas with major IUCN partners'**. We strongly support this approach, but it needs to be selective and we support linking with large organisations rather than smaller ones, since better value for money is achieved through that route (see **Question 3**).

3.12.3 **'Strengthen existing partnerships'**. While we support this in principle, we question the value of formalising some of the links, through concordats for instance, between WCPA, EUROPARC Federation and WCMC. Links would be better fostered through focused joint projects which are of benefit to the aims and objectives of the parties concerned. (A good example is that between IUCN Forestry Programme and WWF, in which each partner has a complementary contribution to make and the outcome is a more effective programme of activity, which in turn levers substantial resources from elsewhere.)

3.12.34 **'Establish a "Protected Areas Roundtable"**. We are doubtful about this proposition. We wonder whether a better solution would be to change the balance of membership of the WCPA Steering Committee to reflect partner and donor interests as well as purely Protected Area interests (see **Question 6**).

3.12.35 **'Establish at least five partnership agreements'**. We support this approach and consider that key Protected Area institutions should be targeted. The basis for such agreements is not clear in the Strategic Plan. One suggestion would be for the staff of these agencies to have a period of secondment as "Interns" to the Secretariat.

3.12.36 **'Establish strong linkages with donor agencies'**. We strongly support this approach but, again, we make a plea for selectivity both in relation to WCPA Protected Areas objectives and in relation to approaches being made by other parts of IUCN. We are concerned about competition from different parts of IUCN to potential funders. We have commented and made recommendations under **Question 9**.

4. Market the Strategic Plan

3.12.37 **'Communicate the Strategy'**. While we are sympathetic to this implementation activity, we are concerned about the costs involved. With the rapidly increasing membership, and with no complementary increase in membership contribution, the costs are rising all the time, as are the expectations of the membership.

3.12.38 **'Finalise in 1996 and then implement the WCPA Communication Strategy'**. It is not clear whether this has been completed and to what extent there has been help from within IUCN HQ. It is a moot point as to whether a strategy is needed, as opposed to a specific series of targeted actions related to the Strategic Plan.

3.12.39 **'Promote support for the Strategic Plan'**. We do not consider that the Strategic Plan in its present form, particularly with its lack of achievable priorities, is the appropriate document to use for gaining financial and other support for the work on Protected Areas. An effort was made, through hiring a fund-raising company, to raise external resources, but this initiative was not successful.

5. Secure the Resources

3.12.40 **'Adopt a fund-raising strategy'**. A decision needs to be taken on whether to pursue a separate fund-raising strategy. A key question is whether the package of the product is inadequate. We have considered these issues and made recommendations under **Question 3**. Active engagement in IUCN's Fund-raising and Development Committee is essential.

3.12.41 **'Implement fund-raising strategy'**. This has not been done because the strategy and the targets have not been identified.

6. Monitor and review progress

3.12.42 **'PPA to report annually to the Steering Committee on progress on the Strategic Plan'**. We support this activity but it is not likely to prove effective unless a clear review and decision-making role is taken by the whole Steering Committee. We strongly believe in corporate governance of the Commission and that the Steering Committee is the most appropriate group. We applaud the input of the WCPA's Chair, but recognise that much greater co-ordinated effort needs to be made by the Steering Committee as a whole, in effect to make the hard decisions about priorities in relation to resources available. A link should also be made to IUCN's Monitoring and Evaluation Initiative.

3.12.43 **'Steering Committee to evaluate performance' and 'Steering Committee to modify as necessary the activities in the Strategic Plan'**. We support these provided that they mean that the Steering Committee not only evaluates performance and identifies shortcomings, but notes those areas on which progress is not being made, analyses why that is the case and determines whether they should be continued or be deferred or deleted.

3.12.44 **'PPA to draw up an annual Workplan'**. We support the need for an annual work programme but do not consider that it should be left to PPA without input from the Steering Committee Chair, because major resourcing issues need to be addressed.

3.12.45 **'Three-yearly Comprehensive Review of the Strategic Plan'**. We recognise the need to review and update strategic plans but note that this activity can often impede action. Given our earlier recommendation to keep

under review key issues affecting Protected Areas and greater input from the membership on such issues, we see that as the preferred mechanism. Monitoring and evaluation are initial issues to be pursued.

3.12.46 **'Comprehensive external evaluation every six years'**. We support this activity, with the proviso that it is linked with wider evaluations of IUCN programmes to ensure that the activity is undertaken in a co-ordinated fashion which seeks to make connections between work on Programmes, Commissions and other IUCN activities.

CHAPTER 4. SUMMARY OF OPERATIONAL RECOMMENDATIONS

4.1 There were four key Issues to be tackled. They involved a number of Questions, which gave rise to a series of Operational Recommendations.

1. Understanding the role of Protected Areas (OR 1-3)
2. Mobilising resources and other support (OR 4-27)
3. Defining the strategy and operations of WCPA & PPA (OR 28-46)
4. Defining the WCPA Strategic Plan (OR 47-64)

Issue 1. Understanding the role of Protected Areas

Question 1: *Is the contribution of Protected Areas to wider environmental, social and economic aims understood by external groups, including key partners, actual and potential donors, and by the IUCN network?*

4.2 All our contacts were clear that Protected Areas are relevant to wider issues. Hence our sub-title is not "Islands to Networks" but 'for people and the environment' as a signal that a more outward-looking approach is sought and is justified. A specific priority is to forge links with companies which use natural resources.

Operational Recommendation 1: There should be high-level corporate IUCN engagement with industrial associations and major companies which utilise natural resources.

Operational Recommendation 2: WCPA should develop an action plan for increasing understanding of the value and relevance of Protected Areas to wider economic, social and environmental aims.

Question 2: *Does WCPA recognise the need for promoting the wider contribution of Protected Areas?*

4.3 There are many views on this question, although the level of membership response was low. Tensions exist between inward- and outward-looking approaches and these need to be addressed.

Operational Recommendation 3: WCPA should consider how the strategic discussions culminating in the Albany Symposium, and their implications for the direction the WCPA, can be communicated more effectively to members.

Issue 2. Mobilising resources and other support

Question 3: *How can greater mobilisation of resources and other support be achieved from partners and donors?*

4.4 We recognise the pressures on IUCN funds and the competition for funds within IUCN. We consider that a more open and objective system for allocating IUCN's flexible funds is required. We also recognise the greater competition in the market place, often from partner organisations. Separate fund-raising activity within IUCN has not proved effective. Fund raising has been targeted on bilateral and multilateral aid agencies, to the point where IUCN has undue reliance on them. Other opportunities should be pursued, such as national environment and Protected Areas Ministeries and Agencies.

Operational Recommendation 4: IUCN should institute a more open and objective system for allocating flexible funds.

Operational Recommendation 5: IUCN should, as a matter of urgency, complete its corporate fund-raising strategy and employ in-house or contract fund-raisers for all its activities.

Operational Recommendation 6: IUCN should target national environmental Ministeries and Agencies in industrialised countries for financial and other support.

Operational Recommendation 7: WCPA should target Protected Areas Agencies in industrialised countries for financial and other support.

4.5 We do, however, see opportunities for WCPA to carry out its own fund-raising efforts, despite the failure of the Community Counselling Service Contract. We strongly support its termination and recognise the need to evaluate the position.

Operational Recommendation 8: WCPA and PPA to evaluate the lessons to be learned and the action to be taken on their failed fund-raising initiative.

4.6 If the outcome of the review suggests that there are deficiencies in the way in which the product (Protected Areas and the role of WCPA and PPA) has been marketed, than action needs to be taken.

Operational Recommendation 9: More targetted approach to packaging and selling of Protected Areas should be developed by WCPA members with expertise in such matters, in consultation with IUCN fund-raising experts.

4.7 Inputs from WCPA members are important. Although the network is voluntary, many receive more than they contribute. Alternative approaches, including a review of membership charges, charges for publications and agreed inputs in kind, should be considered.

Operational Recommendation 10: The WCPA Steering Committee, in consultation with IUCN fund-raisers, should reconsider the issue of charging for membership and/or charging for particular membership services, especially for members in industrialised countries.

Operational Recommendation 11: The WCPA Steering Committee should consider how sources other than core funds can be found to cover the costs of servicing the membership for those in industrialised countries.

Operational Recommendation 12: Publications for members in industrialised countries should no longer be provided free of charge. At the very least, a discounted rate should be charged, and handling costs should be paid for by members.

Operational Recommendation 13: The WCPA Steering Committee should identify a way for members to make an input in kind to WCPA activity each year.

4.8 It appears easier to raise funding for meetings, but we conclude that funding for longer-term projects should be a greater priority of WCPA and PPA. Meetings/workshops could be included where these are an integral part of the project.

Operational Recommendation 14: WCPA and PPA should re-orientate their fund-raising effort towards funding projects rather than individual meetings.

4.9 There is a relationship between the need for a more corporate approach to fund-raising and the need for a more collaborative approach in IUCN on the "cutting edge" of conservation and wider biodiversity issues. A more concerted and urgent effort is required to identify IUCN, rather than strictly WCPA or strictly SSC or Forest Programme, "winners", i.e. activity which would bring together all the strengths of members of Commissions, PPA and other IUCN Global Programme Teams, RCOs and IUCN members.

Operational Recommendation 15: There should be a top-level effort to engage key Commissions and IUCN Secretariat in identifying programme and project "winners" over 2-4 year funding horizons, and a concerted approach to gathering resources.

Question 4: *How can greater synergy and integration between WCPA and PPA and other IUCN activities at regional, Commission and project levels be achieved, and what are the priorities?*

4.10 There are varying views about the degree of connection between WCPA and PPA, and RCOs. There are good examples but also instances where there is virtually no connection. The reasons are complex. Opportunities do exist. Africa is an early priority. Links at Regional and Country level will depend on the strengths of organisation locally and also on the willingness of RCOs and WCPA Vice-Chairs and members and the support of PPA.

Operational Recommendation 16: RCO staff to link with WCPA members in each Region should determine and activate a role for Protected Area experts. Particular focus should be on Africa initially.

Operational Recommendation 17: Representatives of National Committees and RCOs staff linking with WCPA members in selected European and South American countries should identify and activate a role for Protected Area experts in IUCN's work in those countries.

4.11 There are many opportunities for engagement by WCPA and PPA which are not yet being taken up. We are well aware of the reasons for this. Given willingness on the part of all concerned, strong support from the top management of IUCN and the freeing-up of PPA staff time, these opportunities can be realised.

Operational Recommendation 18: Top management in IUCN should ensure that WCPA and PPA are fully integrated in major Programmes of the Union. Closer working between Commissions at Steering Committee and Programme levels should be encouraged on topics of common interest, to crystallise a mechanism for taking forward 'the Sonloup process'.

Operational Recommendation 19: IUCN top management and heads of Programmes should agree on a high-level process of identifying opportunities for greater synergy between Programmes and Commissions.

Operational Recommendation 20: WCPA Steering Committee should identify ways of activating the membership for engagement on Programmes and Themes at Regional and Country levels.

Question 5: *How can the resources within the WCPA network be more effectively mobilised?*

4.12 The onus placed on WCPA Regional Vice-Chairs is high and more support is needed.

Operational Recommendation 21: WCPA Regional Vice-Chairs should consider, with Protected Area institutions in their Region, the use of staff members to support the Vice-Chair.

4.13 A strength of WCPA should be its membership. The growth of membership, however, seems to have placed greater demands on PPA staff and other resources. The level of involvement of members is low, despite the prompts, for example, in the excellent document *Get Involved – Ten Tips On Contributing to WCPA* circulated to all members by the WCPA Chair and the Head of PPA. Vetting of membership is variable and does not take into account ability to contribute. A WCPA membership survey should be undertaken soon to ascertain members' views on a wide range of issues, including their capability to contribute.

Operational Recommendation 22: The review of membership applications by WCPA Regional and Theme Vice-Chairs should be more rigorous, and there should be consultation with Heads of RCOs and IUCN National Committees Chairs (where they exist) before submission to WCPA chair.

Operational Recommendation 23: A full survey of the membership should be carried out in 1998 to assess, *inter alia*, the ability of members to contribute more, and to aid decisions on membership.

Operational Recommendation 24: WCPA member(s), supported by a Protected Areas Agency, should take responsibility for undertaking, analysing and reporting on the membership survey.

4.14 We consider that the members of the Steering Committee in their individual capacities as Regional and Theme Vice-Chairs should stimulate activity on key issues at global, regional and national levels through the establishment of informal networks. This is currently hindered by lack of an IUCN membership database. This needs to be completed urgently.

Operational Recommendation 25: Once IUCN's membership database is available, there should be greater membership activity through informal networking stimulated by WCPA Steering Committee members.

4.15 The WCPA membership now represents a wider range of interests, but more effort is needed to achieve greater stakeholder representation, including financial and economic development interests, and those engaged in sustainable development and biodiversity activity.

Operational Recommendation 26: There should be an active campaign to broaden membership of WCPA beyond Protected Areas managers, staff and agencies.

4.16 We consider that more support should be gained through institutional membership of WCPA and from the institutions in which members work. A complementary survey of institutions involved in protected area activities is recommended to elicit information on the degree of knowledge in, and interest of, WCPA and PPA, willingness to contribute to activities, and the themes on which the institution and its employees could contribute.

Operational Recommendation 27: WCPA member(s) should undertake, on behalf of WCPA Steering Committee and PPA, a survey of institutions involved in Protected Areas.

Issue 3. Defining the strategy and operation of WCPA and PPA

Question 6: *How can the structure and operations of PPA and WCPA be refined to maximise results and respond to members' expectations?*

4.17 The PPA is grossly overworked and has insufficient time to engage in developmental activities and respond to opportunities. The servicing of the WCPA membership is widely perceived to be an issue having grown from 30% to 40% of PPA staff time in just over 2 years. Our fundamental conclusion is that the work of PPA has to be reduced and re-focused immediately. This is not something which the Head of PPA can or should do. The solution lies in action on the following 4 issues:

4.18 First, there is a requirement for **greater top management support and direction in IUCN.**

Operational Recommendation 28: The IUCN Global Programme Director and the Head of PPA should meet regularly (monthly in the first instance), in order to define priorities in the PPA Workplan and agree the allocation of resources.

Operational Recommendation 29: There should be a clearly-articulated interactive process between cost centres and the resource decision-making machinery of IUCN, with active engagement throughout the decision-making process.

Operational Recommendation 30: WCPA Chair to request response from Director General to WCPA Steering Committee's resolutions on this Review.

Operational Recommendation 36: There should be a 50% reduction (at least) in the IUCN overhead charges for Interns.

4.19 Second, **the role of the WCPA Steering Committee should be re-focused.**

Operational Recommendation 31: The WCPA Chair and Deputy Chair should conduct an annual review of the performance of WCPA Steering Committee members.

Operational Recommendation 32: There should be mechanisms for replacing WCPA Steering Committee members whose performance is inadequate.

Operational Recommendation 33: The WCPA Steering Committee should take a more rigorous and realistic review of work in the Strategic Plan and the annual Workplans in relation to available resources.

Operational Recommendation 34: There should be a revised role for the WCPA Steering Committee in financial and other resourcing issues for the Strategic Plan and Workplans.

Operational Recommendation 35: There should be targeted effort by WCPA Steering Committee members with WCPA member institutions for programme of Interns to support PPA staff.

4.20 Third, **greater engagement is required through the RCO network at Regional and National level**, and fourth, **greater engagement is required by the WCPA membership**. This should be triggered by action on the following recommendations.

Operational Recommendation 37: PPA should withdraw forthwith from five areas of activity.

- responding to emergencies at national and sub-national levels;
- engagement with major natural resource-using companies on particular projects affecting Protected Areas within a Region or Country;
- organisation of regional and national meetings;
- production of regional newsletters; and
- fund-raising at national level.

Mechanisms should be found for others, particularly WCPA members and RCO staff, to take over these activities.

Operational Recommendation 38: PPA should reduce its efforts by at least 50% in the five areas of activity:

- editors-in-chief of publications;
- the number and scale of publications;
- more selective response to members' queries;
- servicing the WCPA network;
- servicing the Steering Committee.

Question 7: *Do the products of WCPA and PPA meet the needs of members, partners and donors?*

4.21 Apart from material in the 1994 Members Survey, we have little information which addresses this question. Partners and donors did not have a clear view of the products. Use of modern communication systems and the need for a communications strategy and action plan were the key points raised by members, partners and donors.

Operational Recommendation 39: PPA should review the use of the WWW for improving communication with members and with partners and donors.

Operational Recommendation 40: PPA should seek the most effective means of communicating the results of major pieces of work to members, partners and donors.

Operational Recommendation 41: WCPA and PPA should address urgently, with active input from IUCN communications experts, the development of a fit-for-purpose communications action plan for Protected Areas.

Question 8: *How can full integration of PPA and World Heritage be accomplished, and how can opportunities be realised?*

4.22 We welcome the decision to integrate PPA and IUCN's World Heritage work. There is a number of opportunities but also a number of threats which have to be dealt with if full integration is to be achieved. The key issue is how the requirements of UNESCO can be delivered without increasing further the work overload of PPA and without increasing the dominance of inward-looking activity. We support the staffing arrangements agreed with IUCN and with UNESCO. However, a number of other issues, beyond those already addressed, require action.

Operational Recommendation 42: The retiring Head of IUCN's World Heritage Unit should provide written guidance on the methods and process of evaluation, and advise on capacity-building within PPA and the WCPA and wider IUCN network on World Heritage.

Operational Recommendation 43: There should be a clear definition of the relative roles of the World Heritage part-time consultant and the current PPA staff on World Heritage work.

Operational Recommendation 44: An IUCN World Heritage Focal Point should be identified within PPA.

Operational Recommendation 45: There should be action by IUCN Secretariat, in consultation with the relevant Commission Chairs (including WCPA and SSC Chairs) and RCO staff, to identify members in this volunteer network with the ability to engage in World Heritage site identification, evaluation and monitoring.

Operational Recommendation 46: PPA should develop links with ICOMOS to deal with combined natural and cultural World Heritage Sites and to identify relevant experts for evaluating them.

Question 9: *How can the link between WCPA and WCMC be made durable, and how can opportunities be realised?*

4.23 We are not in a position to address this issue in any depth. Given the decision made by IUCN and other core funders of WCMC to withdraw funding

on a phased basis, we consider that this is an issue for IUCN as a whole. However, we do see opportunities for joint fund-raising by WCPA and WCMC.

Operational Recommendation 47: Joint fund-raising by WCPA and WCMC for Protected Areas projects with data component.

Issue 4. Refining the WCPA Strategic Plan

Question 10: *How can WCPA and PPA effectively address the major issues affecting the establishment and management of Protected Areas?*

4.24 We conclude that this question can only be resolved by action within WCPA and PPA, and within IUCN as a whole. There is a clear need to set aside time to address strategic issues in which Protected Areas have a role to play. This is recognised, in part, with the establishment of the IUCN Programme Development Group, but it is essential for PPA to play an active role. In addition, the WCPA Steering Committee should commit itself to greater engagement.

Operational Recommendation 48: The WCPA Steering Committee, with support from PPA, should routinely review high-level issues which are likely to affect the establishment and effective management of Protected Areas.

Operational Recommendation 49: In the light of that analysis, the WCPA Steering Committee, with input from PPA, to determine how to re-address priorities in the medium term.

Operational Recommendation 50: There should be active input by PPA to the Programme Development Group.

Question 11: *Are the WCPA Mission and Objectives still valid?*

4.25 We have reviewed the WCPA Mission, Vision and Objectives as set out in the Strategic Plan. The Mission remains valid in the light of the Albany review, principally because it links directly with the IUCN Mission. The Vision, with its reference to "source of guidance, support and expertise on protected areas", is potentially too inward-looking and we suggest an addition. Three of the four Strategic Objectives should remain but the fourth ("to enhance WCPA's capacity to implement its programme") needs amendment to reflect the need for clearer priorities and deliverable outcomes within the resources which are realistically likely to be available.

Operational Recommendation 51 : The Mission of WCPA should remain unchanged.

Operational Recommendation 52: The WCPA Steering Committee should consider adding to the Vision words along the following lines "... and their contribution to wider environmental, economic and social aims".

Operational Recommendation 53: The fourth of WCPA's Strategic Objectives in the WCPA Strategic Plan should be changed. The WCPA Steering Committee should be asked to note the shifts in emphasis identified.

Question 12: *What is to be done to deliver the five outcomes of Albany?*

4.26 We have reviewed the five outcomes and set out our conclusions below:

4.27 On **bioregional planning**, we see the justification for a significant project which addresses issues beyond Protected Areas and on which IUCN could be the leader.

Operational Recommendation 54: The WCPA Steering Committee should take urgent action to establish a task force of relevant WCPA members and other IUCN Programmes (especially Biodiversity and Commissions, particularly CEM) to consider how to take forward work on bioregional planning and to prepare a proposal for external funding.

4.28 On **sustainable development**, we conclude that a more strategic view should be taken in the context of Agenda 21, in effect using this topic as a relevance criterion in re-focusing the WCPA and PPA Workplans and identifying priority projects.

Operational Recommendation 55: There should be a rapid review of the value and relevance of Protected Areas to the ethics and practice of sustainable development and to the mechanics and process of Agenda 21 and 'Caring for the Earth'.

Operational Recommendation 56: There should be a simple statement on Protected Areas and sustainable development which can be presented to key organisations fronting (and funding) sustainable development initiatives.

Operational Recommendation 57: Projects emerging globally, regionally, nationally and locally, which build links between sustainable development and Protected Areas, should be given priority.

4.29 We conclude that **political support** is an issue for IUCN as a whole to address globally, regionally and nationally as promotion of Protected Areas in isolation from sustainable development and biodiversity is unlikely to be effective.

4.30 We conclude that there is scope for greater input from financial and economic expertise on **capacity building** which could yield benefits to Protected Areas, including links to IUCN's Task Force on Private Sector.

Operational Recommendation 58: WCPA Steering Committee to determine how the 'Training and Protected Areas Task Force' can be given greater direction and momentum.

Operational Recommendation 59: The terms of reference and membership of the Economic Benefits of Protected Areas Task Force should be widened.

4.31 We support the preparation of generic guidance and the preparation of good practice examples to assist on **collaborative management**. We also consider that a joint exercise between WCPA and CEESP's Collaborative Management Group would be helpful.

4.32 We have reviewed the work on biodiversity. We strongly support IUCN's strategic approach, especially to COP4, and the involvement of WCPA and PPA. Continuing effort is required by all relevant interests in IUCN.

Operational Recommendation 60: There should be continuing effort by WCPA and PPA, in consultation with and with the full support of IUCN HQ, to promote the value of Protected Areas for fulfilment of the requirements of the CBD, including Article 8.

Operational Recommendation 61: There should be continuing effort by IUCN on its role and relevance to the CBD.

Operational Recommendation 62: The explanatory statement of the value and relevance of Protected Areas to biodiversity, and specifically to the CBD, should be transformed into a short explanatory document for key decision-makers (administrative and political) and circulated to the heads of delegation of the Conference of the Parties, as well as to other interests.

4.33 We have considered in detail the **implications for the WCPA Strategic Plan**. We note that in February 1996 it was estimated that implementation of the Strategic Plan would require US\$10m per annum, compared with available resources of around US\$1m. We understand the thinking but conclude that there is a lack of realism in what can be delivered with the resources available and that unrealistic expectations are raised among the membership and partners. We undertook a simple ranking of "Priority Activities" against the four Strategic Objectives and the results, albeit crude, are informative. We conclude that the value for money of the World Parks Congress 2002 must be questioned. We also conclude that a more systematic analysis of "Priority Activities" should be undertaken and decisions made about activities to drop or defer. In addition, we have reviewed the Implementation Plan and provided detailed comments.

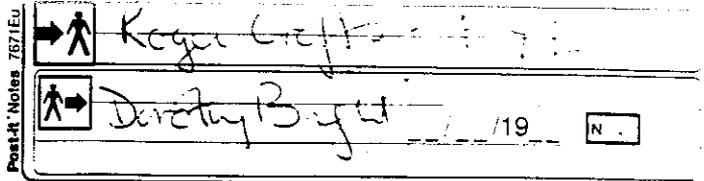
Operational Recommendation 63: The WCPA Steering Committee should seriously consider whether the Fifth WPC should be held at all, and, if so, whether it should be a more scaled-down and highly-targeted event, and therefore a more cost-effective use of scarce resources; or whether a series of Regional conferences with RCOs and all IUCN membership would be more appropriate.

Operational Recommendation 64: The WCPA Steering Committee should undertake analysis of relative priorities of "Priority Activities" in the Strategic Plan, using relevant criteria, and either drop or defer those of lowest priority.



BRIGHT Dorothy

From: BRIGHT Dorothy
Sent: mercredi, 15. avril 1998 23,53
To: +ALL GLAND STAFF; +RCO's; KARPOWICZ Zbig European Prog.
Cc: VIGUET Estelle
Subject: Review of IUCN's Programme on Protected Areas and WCPA



Please see the following note from Patrick Dugan:

REVIEW OF IUCN'S PROGRAMME ON PROTECTED AREAS AND WCPA (WORLD COMMISSION ON PROTECTED AREAS)

Introduction

Please find below a short paper relating to a review of IUCN's Programme on Protected Areas and WCPA (the World Commission on Protected Areas) which has recently been initiated. All comments are most welcome and should be sent directly to the review team:

- Enrique Lahmann, IUCN Regional Director for Meso-America (ORMA) (ph: 506 236 2733; fax: 506 240 9934; email uicnrcr@sol.racsa.co.cr); or
- Roger Crofts, Chief Executive Officer, Scottish Natural Heritage (ph: 44 131 446 2201; fax: 44 131 446 2278).

Why review IUCN's Programme on Protected Areas and WCPA?

There are five main reasons why such a review is necessary:

1. A comprehensive mid-term review of the Caracas Action Plan (adopted at the 1992 IV World Parks Congress) was held in Albany (Australia) in November, 1997. This review concluded that much has been achieved since Caracas but that significant challenges remain and the viability of many protected areas in the next century still remains problematic. The Albany meeting called for a re-assessment of the WCPA Strategic Plan to ensure that it adequately addresses key contemporary challenges and this will be addressed by the review team.
2. World Heritage activities will shortly be integrated within the Programme on Protected Areas following the voluntary departure of Jim Thorsell in July, 1998. This will require a re-examination of the way in which the programme is structured and managed.
3. The nature of the relationship between WCPA and WCMC is currently being re-examined in the light of recent decisions to reduce the core subvention from IUCN to WCMC. This will have important implications and opportunities for the way in which protected area information is collected, managed and distributed in the future and this will be examined by the review team.
4. The V World Parks Congress (WPC) will be held in Africa (venue still to be determined) in 2002 and this will increasingly dominate the workplan of WCPA and the Programme on Protected Areas between now and 2002. It is assumed that this will also have implications for the workplans of RCOs in Africa. The implications of this will need to be examined, particularly in relation to ways of capitalising on the potential opportunities that this Congress may open up. The implications in relation to WCPA events and activities also need to be carefully assessed to make the most of the opportunities provided by the 2002 WPC.
5. There is a need to continually review performance to ensure that the scarce resources available are being used most creatively and effectively to ensure maximum benefit for the overall conservation and sustainable development objectives of IUCN.

What are the Terms of Reference for the Review Team?

They are to:

1. Review relevant background material and consult with key stakeholders.
2. Make recommendations for the revision of the WCPA Strategic Plan, as a background paper to be discussed by the WCPA Steering Committee Meeting, to be held in June, 1998 and by the IUCN Management Board.
3. Make recommendations for the future operation and structure of the Programme on Protected Areas and

WCPA in the light of the revised Strategic Plan and the implications arising from the need to:

- (a) integrate the functions of Protected Areas and World Heritage;
- (b) develop a new relationship between WCPA and WCMC;
- (c) ~~to~~ effectively plan for and implement the V World Parks Congress in Africa in 2002;
- (d) generally review the programme in the light of the conclusions of the Albany mid-term review symposium.

The review will be undertaken in the context of the need to ensure more effective integration of the Programme on Protected Areas with RCO's and other programmes within IUCN, and the need to ensure focus and cost effectiveness in the delivery of outputs. The need to make full use of the capacity represented by the WCPA network will also be another aspect that will be considered.

How will it be undertaken?

This review will be undertaken by a two-person review team: Roger Crofts and Enrique Lahmann, and will be based on extensive consultation within and outside IUCN. A draft report by the review team will be presented to the IUCN Management Board and the WCPA Steering Committee. The findings of this review may also be presented to the IUCN Fixed Meeting Week in August.

Would you like to participate?

If so, as stated, please provide comments directly to the review team using the contact details mentioned above.

Patrick Dugan
Global Programme Director

BRIGHT Dorothy

From: SHEPPARD David
Sent: mercredi, 08. avril 1998 14,05
To: BRIGHT Dorothy; SHEPPARD David
Subject: RE: Review of IUCN Programme on Protected Areas/WCPA

Dorothy

Pat siad this is fine to circulate - could you please do so - many thanks

From: SHEPPARD David
Sent: 31 March 1998 17:58
To: BRIGHT Dorothy
Subject: RE: Review of IUCN Programme on Protected Areas/WCPA

No problems:

<<File: Review of IUCN's PA Programme and WCPA.doc>>

I would just like to say that it is always a pleasure to deal with you - you are not a pain !

From: BRIGHT Dorothy
Sent: 31 March 1998 07:36
To: SHEPPARD David
Subject: RE: Review of IUCN Programme on Protected Areas/WCPA

Sorry to be a pain but can you let me have the attachment? Since I was only copied, I did not get the original file attachment. I will then show it to Patrick tomorrow when he gets back.
Many thanks. Dorothy

From: SHEPPARD David
Sent: mardi, 31. mars 1998 23,18
To: BRIGHT Dorothy
Subject: RE: Review of IUCN Programme on Protected Areas/WCPA

This hasn't been circulated - if Pat is happy it should be circulated to let staff know what is happening. many thanks.

From: BRIGHT Dorothy
Sent: 31 March 1998 07:16
To: SHEPPARD David
Subject: RE: Review of IUCN Programme on Protected Areas/WCPA

Dave, I am just getting round to checking through Emails which arrived while I was off sick. I presume this was all taken care of!
Dorothy

From: SHEPPARD David
Sent: mercredi, 18. mars 1998 21,23
To: BRIGHT Dorothy
Cc: DUGAN Patrick; ROSABAL GONZALES Pedro; PHILLIPS Adrian WCPA; LAHMANN Enrique J.
Subject: Review of IUCN Programme on Protected Areas/WCPA

Dorothy

I discussed with Patrick the need to alert staff within IUCN as to the review of the Programme on Protected Areas and WCPA that will shortly be undertaken. Accordingly, I have prepared the attached draft:

<<File: Review of IUCN's PA Programme and WCPA.doc>>

which is written to go out as an email attachment from Pat to all Gland staff and all RCO's. Could you please check that Pat is happy with the text

as written and then circulate.

Many thanks

David

SCHEDULE OF MEETINGS FOR ROGER CROFTS

Monday 30 March

Introductory all-day meeting with David Sheppard and Pedro Rosabal.

Tuesday 31 March

09:00 - 10:00	Frank Vorhies, Head of Economic Services Unit
10:00 - 11:00	Mariano Gimenez-Dixon, Programme Officer, Species Survival Programme
11:00 - 12:30	FREE
12:30 - 14:00	LUNCH
14:00 - 18:00	AFTERNOON FREE

Wednesday 1 April

09:00 - 09:30	George Greene, Assistant Director General
09:30 - 10:00	Maria Grazia Iuri, Head of Finance
10:00 - 10:30	Coffee (Cafeteria offers coffee for Staff and visitors)
10:30 - 11:00	Christine Buhler, Head of Personnel Administration Section
11:00 - 12:30	FREE
12:30 - 14:00	LUNCH
14:00 - 15:00	FREE
15:00 - 16:00	Conference Call with Enrique Lahmann
16:00 - 18:00	FREE

Thursday 2 April

09:00 - 10:00	Kevin Grose, Head of Information Management Systems
10:00 - 11:00	Pat Dugan, Global Programme Director
11:00 - 12:00	Francis Parakatil, Programme Coordinator, North Africa, Central and West Asia
12:30 - 14:00	LUNCH
14:00 - 18:00	AFTERNOON FREE

Friday 3 April

09:00 - 10:00	Bill Jackson, Head of Forest Programme
10:00 - 12:30	FREE
12:30 - 14:00	LUNCH
14:00 - 18:00	AFTERNOON FREE

TERMS OF REFERENCE OF MR ROGER CROFTS WITH IUCN

In the light of the following recent developments: (a) the Albany Symposium, held in Australia in December, 1997; (b) imminent decisions regarding the structure of World Heritage in IUCN; (c) changing arrangements within WCMC; and (d) the need to effectively plan for the 2002 World Parks Congress, the following Terms of Reference are proposed:

1. To review relevant background material and consult with key stakeholders.
2. To make recommendations for the revision of the WCPA Strategic Plan, as a background paper to be discussed by the WCPA Steering Committee Meeting to be held in the Bahamas from June 8 to the 12th.
3. To make recommendations for the future operation and structure of the Programme on Protected Areas and WCPA in the light of the revised Strategic Plan and the implications arising from the need to: (a) integrate the functions of protected areas and world heritage; (b) the need to develop a new relationship between WCPA and WCMC; and (c) the need to effectively plan for and implement the Vth World Parks Congress in Africa in 2002".

MEMORANDUM

SCOTTISH
NATURAL
HERITAGE



By fax to 41 22 999 0015 ref: DAS/JCE/

To: David Sheppard, Head of Programme on Protected Areas

From: Roger Crofts

Date: 25 March 1998

CC: Enrique Lahmann, Pat Dugan, Pedro Rosabal, Adrian Phillips

Subject: REVIEW OF PROGRAMME ON PROTECTED AREAS AND WCPA

Many thanks for your notes of 10 and 20 March and apologies for not responding sooner: I am trying to clear the decks to enable me to arrive in Gland with a clear conscience about back home!

On the logistics of interacting with Enrique, I think the dates late in May are too late. I could manage 2 or 3 May in Switzerland although it would be quite inconvenient and would prefer Enrique to rendezvous with me in the UK. I could arrange a place for a meeting in London if that would be more helpful to him.

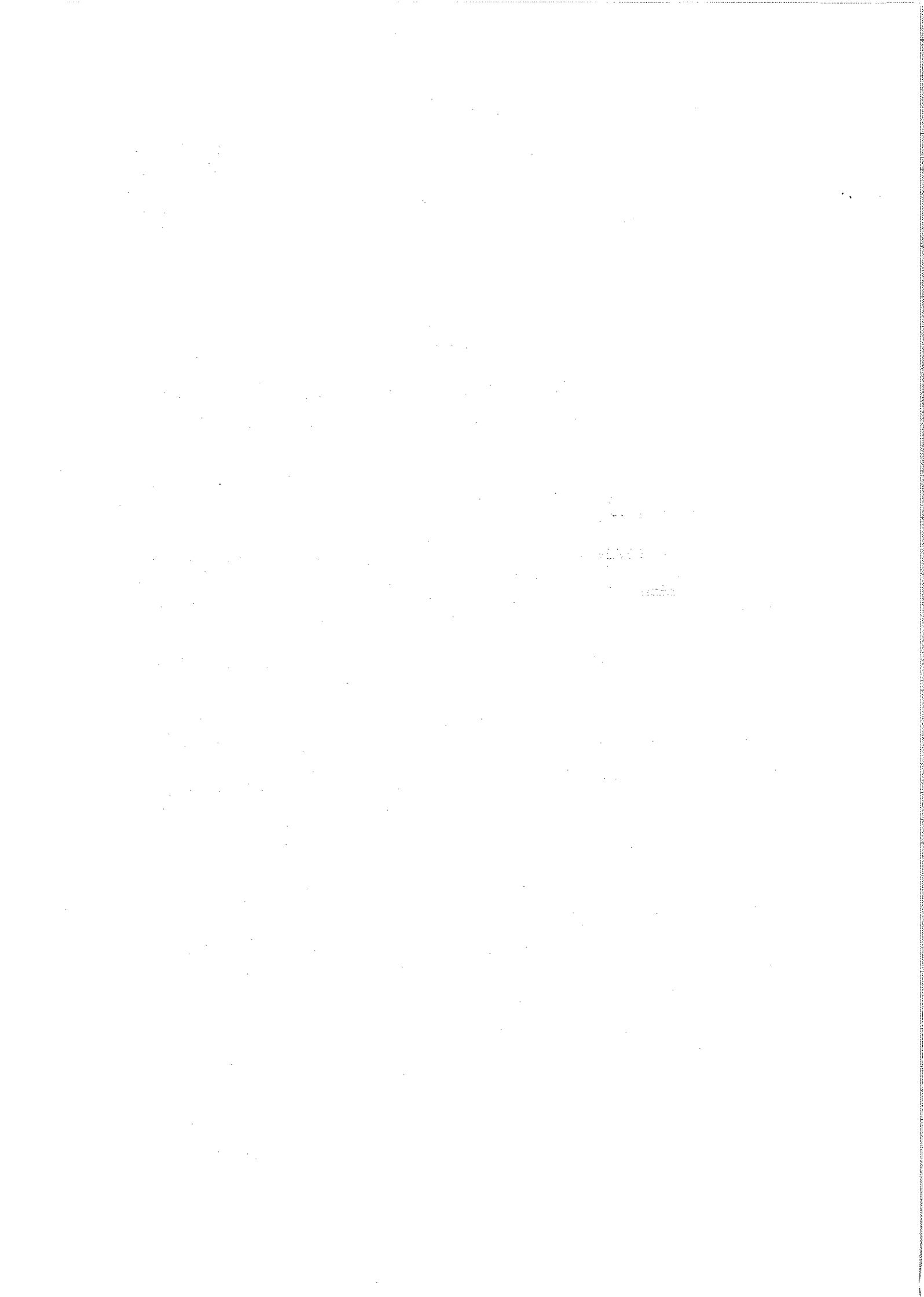
Thanks for informing staff within IUCN and also members of the WCPA Steering Group. We look forward to receiving any input from them.

As far as the further questions which Adrian, Pedro and yourself have identified, these seem to be all extremely relevant. At this stage I have two to add as follows:-

7. How do we ensure that WCPA is the world leader on Protected Areas?
8. How do we ensure that the work of others on Protected Areas is taken into account by WCPA and effort is not duplicated?

I would very much welcome the possibility of Tom Rotherham carrying out some background work. I think you are in a better position than I am to identify key WCPA members but it does strike me that members of the Steering Committee, as well as Chairs of thematic groups, would be the obvious candidates. The questions for them would be the 8 questions identified, the 6 in your letter of 20 March plus the two additional ones.

As far as external stakeholders are concerned, then again I think you will have a better perspective than me on which to approach. As far as questions for them are concerned, then I would like to know the following:



FAX

Please reply to fax no.
41 22 9990015

Ref: DAS/jce/

TO: Enrique Lahmann
Roger Crofts

cc: Pat Dugan
Pedro Rosabal
Adrian Phillips

FROM: David Sheppard
Head, Programme on Protected Areas

SUBJECT: REVIEW OF PROGRAMME ON PROTECTED AREAS AND WCPA

20 March 1998

Dear Roger and Enrique,

Many thanks once again for your willingness to participate in the review of the Programme on Protected Areas and WCPA. I have attached for your information a paper that it is proposed to circulate within IUCN (all Gland staff and all regional and country offices) explaining the background to the review and the specific Terms of Reference. In addition to these TOR, we (Adrian Phillips, myself, Pedro Rosabal) have identified a number of specific questions that we would appreciate input from the review team on. These include the following:

1. How can we more effectively mobilise the resources available within the WCPA network?
2. How can we more effectively link WCPA activities with those of IUCN regional and country offices, as well as other Commissions and programmes, to achieve maximum mutual benefit?
3. How can we more effectively mobilise external resource (particularly those of donors and leading protected area agencies) to assist the achievement of the WCPA mission?
4. How can WCPA build the capacity to adequately respond to internal and external expectations, as well as addressing demands generated by an increasing network?
5. Does WCPA currently have the right thematic and regional structure? How can WCPA most effectively deal with emerging issues, such as protected areas and agriculture, that we are not currently well placed to handle?
6. Are the current WCPA products, such as the UN List, the PARKS magazine and the Newsletter etc. the right products for the future? What else can WCPA produce and to what target audience?

These questions are suggestions only and we would appreciate input from you as to whether you feel there are other additional questions that could be added or deleted. Comments from Pat would also be appreciated. Many thanks

