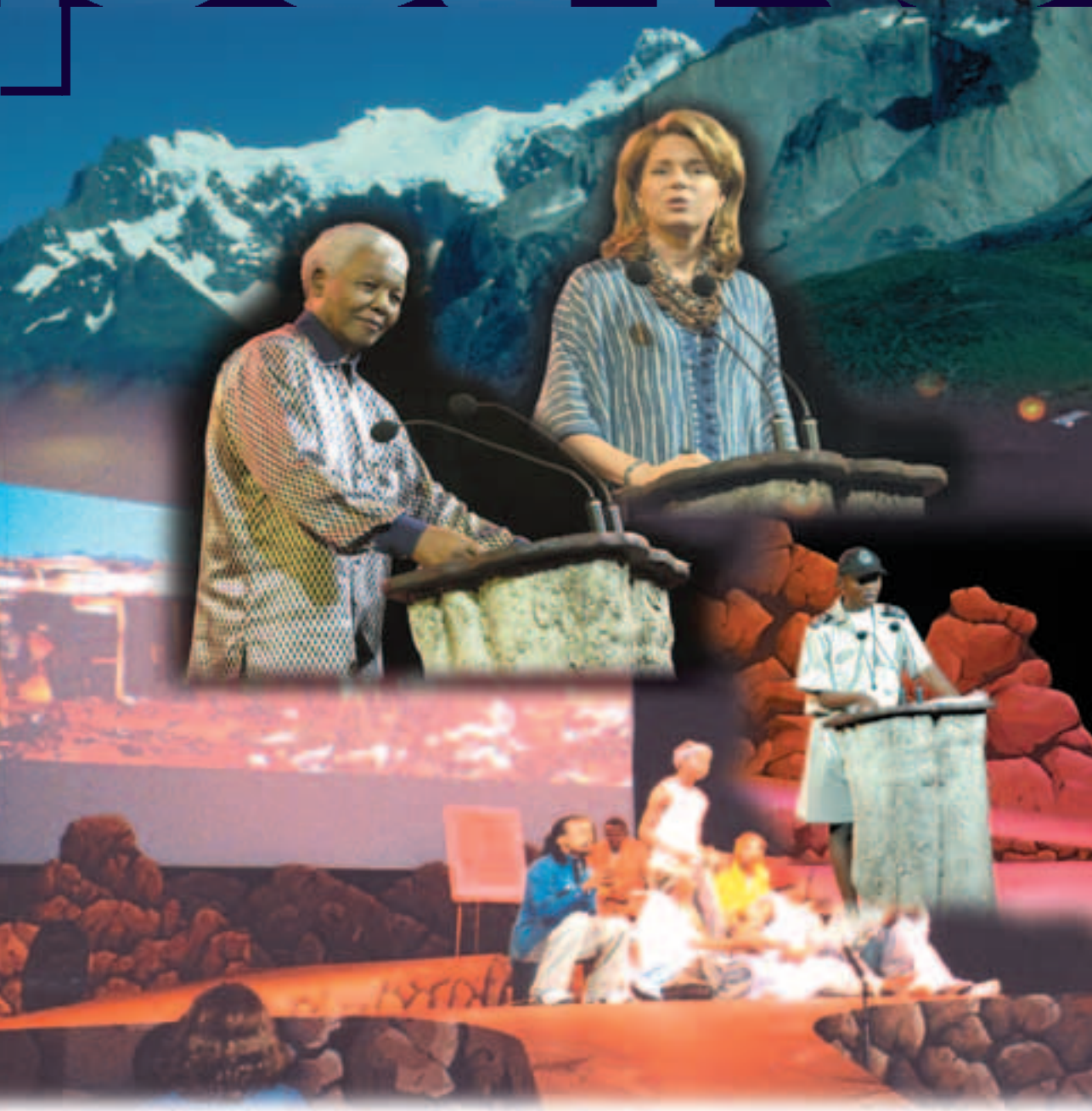


Parks



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- maintaining and improving an effective network of protected area managers throughout the world, building on the established network of WCPA;
- serving as a leading global forum for the exchange of information on issues relating to protected area establishment and management;
- ensuring that protected areas are placed at the forefront of contemporary environmental issues such as biodiversity conservation and ecologically sustainable development.

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WPC Patrons Nelson Mandela and Her Majesty Queen Noor. Theatre "A Thirsty Place" performed at the WPC.

Photo: © Wendy Goldstein.

Junior Ranger Tshegofatso Monama speaking at the WPC Opening Plenary.

Cuanacos, the Paine Grande, Torres del Paine National Park, Chile. Photo: ©IUCN Photolibrary/Jim Thorsell.

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Editorial

DAVID SHEPPARD



THE VTH IUCN WORLD PARKS CONGRESS (WPC) was held in Durban, South Africa in September 2003. With over 3,000 delegates from 157 countries, the Congress represented the largest and most diverse gathering of protected area experts in history.

This special issue of PARKS on the Congress offers a chance to reflect on some of the implications of the event, through the eyes of some participants. This issue includes a selection of articles and reflections, many kindly reprinted with permission from respective journals, which focus on the results and implications of the Congress.

Congress Patrons – former S.A. President Mr Nelson Mandela and Her Majesty Queen Noor of Jordan – set the scene through their opening addresses, which are included in this PARKS issue. Together, they urged delegates to celebrate one of the most significant conservation achievements of the last century – the inclusion of more than 11.5% of the earth’s land surface in protected areas. However they also noted that these precious areas face many threats and urged all involved with protected areas to reach out – beyond their boundaries and constituencies – to engage the wider community.

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

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

The Congress delivered a number of key outcomes which will significantly impact the future of the world’s protected areas. These included the Durban Accord and Action Plan, a set of 32 Congress Recommendations, a series of initiatives for African protected areas and a Message to the Convention on Biological Diversity. In addition, dozens of other publications and outputs were launched or finalised through the impetus that the Congress generated. Many of the articles in this issue note the importance of the Durban outcomes for setting the long term agenda for the world’s protected areas. Significantly, many of the key elements in the Durban Action Plan were incorporated within the groundbreaking Program of Work on Protected Areas which was adopted by the Convention on Biological Diversity at its meeting in Malaysia in February 2004.

Adrian Phillips, in this issue, notes the critical importance of implementation in relation to the outcomes and targets of Durban. As he notes: “The proof of the pudding is in the eating. What will be in the report that IUCN gives to the Sixth World Parks Congress in 2013? ... will the ambitious targets adopted in Durban have become embarrassments or will we be able to announce real progress towards their achievement?” Clearly, the challenge facing all involved in protected areas, at local, national and global levels, is how to translate these ambitious targets from Durban into reality.

Numerous commitments were made at the Congress to assist the world’s protected areas, including the establishment of 200,000 km² of new protected areas, and support of more than

US\$ 50million to strengthen management of existing areas. As John Terborgh notes in this issue, these included commitments by Marc Ravalomanana, President of Madagascar, to increase the coverage of protected areas in that country from 3% to fully 10% of the national territory, as well as major commitments made by the governor of the State of Amapa in Brazil to expand protected areas in that State.

Significant messages from the Congress included:

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

The 2003 United Nations List of Protected Areas was launched at the Congress. This noted there are now 102,102 protected areas covering 18.8 million km² in all, and 11.5% of the global land surface – in 1962 there were only 1,000 protected areas covering 3% of the Earth's land surface. Although the article by McClanahan in this issue argues that these figures may be misleading, for a range of reasons, what is clear is that there has been a major growth in protected areas around the world.

Specifically, the global estate under protection has gone from an area the size of the United Kingdom to an area the size of South America in just four decades. The current global coverage of protected areas exceeds the ambitious target set at the last World Parks Congress (Caracas, Venezuela, 1992) of ensuring that protected areas cover at least 10% of each biome by 2000.

While the number of protected areas has increased substantially since Caracas, there remain serious gaps in coverage in the protection given to many important species and ecosystems. New analyses presented at the Vth IUCN World Parks Congress have shown significant gaps in the coverage of marine ecosystems, freshwater and lake ecosystems, temperate grasslands, deserts and semi-deserts. Marine biodiversity is of particular concern as marine protected areas cover only 0.5% of the world's global marine surface. Moreover, the Durban Congress noted that paradoxically, while protected area coverage has accelerated, so has the rate of species extinction, with now more than 12,000 threatened species worldwide. This highlights the need for future protected areas to better target threatened species.

Addressing these gaps and challenges requires expansion of existing protected areas, and the strategic creation of new ones, while ensuring the connectivity of suitable habitat between them. The Durban Congress emphasised that the establishment of future protected areas must be based on practical application, at all levels, of the best available scientific data and tools. This point is reinforced by John Terborgh in this issue, who argues for much greater attention to science by those involved in protected areas and notes that: "if nature is to be conserved, scientists must be vitally engaged, not only in the field and laboratory, but in the political arena, for we must be heard to be heeded".

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

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

Therefore, a major response to these challenges is to concentrate on improving the effectiveness of protected area management. While the period since the Caracas World Parks Congress has been marked by a rapid expansion of the quantity of the protected area estate, the Durban World Parks Congress called for consolidation and for more emphasis to be placed on improving the quality or

effectiveness of existing protected areas. The Congress highlighted the need to develop and apply new tools for assessing management effectiveness. A number of tools and approaches have emerged over the past decade; these need to be more widely used and linked to action by a range of actors including donors, protected area agencies and local communities.

Improving the effectiveness of management of protected areas will require a significant increase in human and financial resources for protected areas and also strengthening the capacity of people and agencies involved. As noted in the article by Geoffrey Wandesforde-Smith in this issue the assessment of management effectiveness is increasingly important for a range of reasons, not the least of which are to keep pressures on agencies to adopt best practices, act professionally, and sustain governmental and public support.

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

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

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

The Opening Address by WPC Congress Patron, Mr Nelson Mandela, included in this PARKS issue noted the importance of protected areas for sustainable development and noted the positive South African initiatives linking job creation schemes to protected areas, particularly in relation to the "Working for Water" Programme.

The Congress noted that many parts of society still see protected areas as a barrier to their activities and aspirations. However, when set in the right policy and socio-economic context, they can in fact play a crucial role in achieving sustainable development objectives without compromising their role for biodiversity conservation.

The key challenge of balancing development and sustainable development aspirations is highlighted in a number of the articles in this issue. As noted in the article by Geoffrey Wandesforde-Smith: "...as the agenda for and deliberations at the Vth IUCN World Parks Congress make abundantly clear, protecting wildlife values through the designation and management of parks and protected areas must now take into account such a wide range of both resource and human considerations that the predominantly political character of the balancing cannot be disguised".

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

As Peter Brosius notes in this PARKS issue: "one of the most striking features of the Congress was the presence of over 120 representatives from indigenous and local communities worldwide. Their presence was an indication that indigenous and local peoples' perceptions of conservation are shifting..." and further that these representatives: "...were contesting many basic assumptions about conservation".

Anne Marie DeRose emphasises the importance of the involvement of different groups at the Congress and suggest: "the true significance of the Parks Congress came from its design which allowed indigenous peoples to actively join the discussion process and shape the 'official' outputs."

These changing perceptions were reflected in the clear and strong messages from the Congress that indigenous peoples and local communities have to be more effectively involved in protected areas and that, specifically, the rights of indigenous peoples – including mobile indigenous peoples – must be fully respected.

The involvement of indigenous peoples and local communities in protected area management has increased during the past decade but there is still a long way to go. This is particularly important as many indigenous peoples and local communities live in areas of exceptionally high biodiversity. The international community has acknowledged the vital role of indigenous peoples in the achievement of sustainable development and has also recognised the value and importance of their traditional knowledge in managing natural and modified landscapes and resources; specific sites; species; sacred areas and burial grounds. This was reinforced in a very positive manner at the World Parks Congress.

A cautionary note is struck by McClanahan in this issue who suggests: “there are limits to the definition of conservation and inclusiveness, and many of the Beyond Boundaries proposals (from the Congress) will benefit from awareness of these limits”. He further suggests “...that efforts to support people with a long term attachment to renewable resources and their sustainable use of biodiversity should be encouraged, but without turning a blind eye to the many possible conservation transgressions and by monitoring their and other people’s effectiveness”.

5. There is a need to apply new and innovative approaches for protected areas, linked to broader agendas

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

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

6. Protected areas require a significant boost in financial investment

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

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

The article by McClanahan in this issue also notes the critical importance of sustainable finance as the keystone for long-term conservation success. He further suggests that: “naivety about the real costs and benefits of protected areas is one of the major reasons that so many protected area programmes have stalled at their various stages of development”.

7. Protected areas management must involve young people

For the most part a phenomenon of the last half of the 20th century, protected areas need to engage the support and energy of youth to build a prosperous future. The protected areas profession needs to connect better with young people involved in conservation and empower the next generation. The Opening Address by WPC Congress Patron, Mr Nelson Mandela also emphasised the importance of involving youth in protected areas, noting that: “without the involvement of youth, the future cannot be secured”, and further noting the successful Junior Rangers Programme in South Africa.

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

David Sheppard was Secretary General of the Vth IUCN World Parks Congress and is Head of the IUCN Programme on Protected Areas.

Address from the Opening Ceremony of the Vth IUCN World Parks Congress 2003

NELSON MANDELA

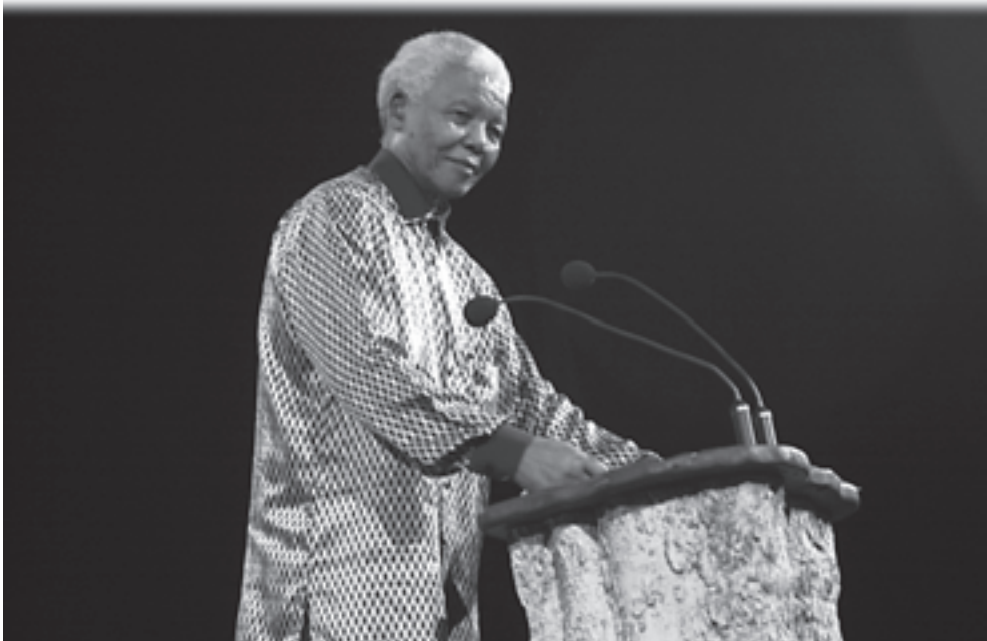
DISTINGUISHED GUESTS, LADIES AND GENTLEMEN, I have been asked in my address today to reflect on challenges for the 21st century as it affects conservation and protected areas. You may very well be a little curious to hear what an old man without a job, office, power or influence, and with his roots far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

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

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

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

Nelson Mandela addressing the Vth IUCN World Parks Congress, 2003.



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

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

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

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

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

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

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

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

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

I thank you.

Nelson Mandela is former President of the Republic of South Africa and was patron of the Vth IUCN World Parks Congress.

Vth IUCN World Parks Congress – Opening Ceremony, 8 September 2003

HER MAJESTY QUEEN NOOR OF JORDAN

MR PRESIDENT, President Mandela, Distinguished Speakers, Ladies and Gentlemen, Members of the IUCN.

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

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

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

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

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

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

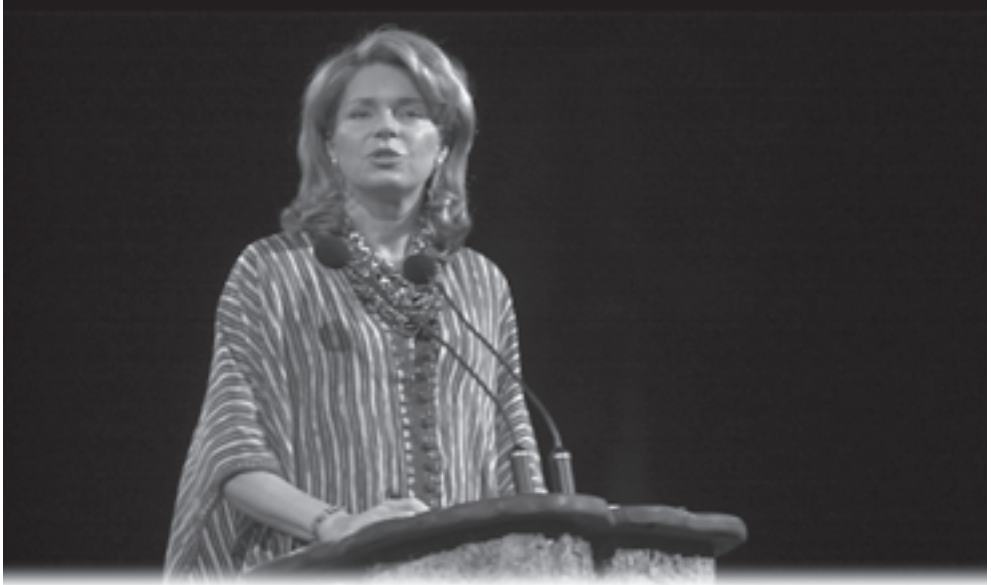
But in addition to such material benefits, parks and preserved wildernesses also feed our souls. Some encompass religious and sacred sites, and all provide inspiration and solace in an increasingly urbanised and materialistic world.

Protected areas can also nurture peace and security. The recent establishment of peace parks around the world – transnational reserves built on the principle that sharing our most precious resources is in the best interests of nations – show how protected areas can be used as stepping stones towards peace in troubled regions of the world.

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

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

During the next ten days these and other issues will be reviewed at this World Parks Congress, under the banner of the Congress Theme: "Protected Areas: Benefits Beyond Boundaries". This theme is particularly relevant as it reflects the need for a shift in the way in which protected areas



Her Majesty Queen Noor of Jordan giving the Opening Address for the 5th IUCN World Parks Congress, 2003.

should be established and managed. If these areas are to survive and prosper in the 21st century, everyone involved must reach out and engage with partners beyond their boundaries.

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

Reverence for our natural world is enshrined in every faith. There is an Ashanti verse known in Ghana and the Ivory Coast that says:

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

Which of them is the elder?

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

The stream had its origin long, long ago.

It had its origin in the Creator.

He created things pure – pure – tano. (means good omen)

African Traditional Religions. Ashanti Verse (Ghana and Ivory Coast)

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

No creature is there crawling on the earth,

no bird flying with its wings,

but they are nations like yourselves.

[Islam. Qur'an 6.38]

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

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

HM Queen Noor of Jordan was co-patron of the 5th IUCN World Parks Congress.

Reflections on the Vth IUCN World Parks Congress, Durban, September 2003

ADRIAN PHILLIPS

The World Parks Congress 2003 was a very important event for protected areas conservation. As well as celebrating the achievements of parks, it also identified many practical lessons for those engaged in protected areas. Ten such lessons have been identified for the UK, ranging from being more assertive about the value of protected areas, to working more with local communities and at the international scale: in a phrase, the Durban message to protected areas people in the UK is "adopt a more confident and outward looking approach".

THERE WERE MORE THAN 3,000 PEOPLE in Durban from 157 countries, participating in several hundred workshops in a Congress spread over 11 full days, and supported by a huge number of side events and a big conservation exhibition. No summary can do justice to all that happened at the World Parks Congress or to the richness of the ideas and experience found there. From many conversations at the time and since, it is clear that most participants felt that it was an extraordinary privilege to be part of this once-in-ten-years event, surely the most exciting and stimulating conservation gathering possible.

The formal results were the Durban Accord, the Action Plan, the message to the Parties of the Convention on Biological Diversity and 32 Recommendations. But our work did not end with the adoption of these finely crafted words. What matters is how we use all this material to make a difference. The first step is to deliver simple headline grabbing messages to audiences at the national and local levels. These are the key words from Durban: celebration, concern and commitment.

Celebration because there are now more than 100,000 protected areas covering more than 11.5% of the land (but less than 1% of the sea). And these places are more important than ever to human survival and well-being. *Concern* because protected areas are under threat as never before; there are still many gaps in the system, notably in the marine environment; too many protected areas are under-funded and poorly managed; and too many local communities are alienated from protected areas, and not supportive of them. And *commitment* because we have to work together in addressing global challenges (e.g. climate change or trade inequities) to protected areas; securing greater engagement of people in protected areas management, and sharing the benefits with them; planning protected areas as part of development strategies; physically linking and buffering them; and securing the support of all sectors that affect protected areas.

The next step is to recast the global conclusions adopted at Durban into action points that resonate at the national and local level. In terms of protected areas in my own country, the UK, I have tried to promote these ten action points, which form a confident outward looking agenda:

1. **Be confident about the value of our protected areas** – the message from Durban was indeed affirmation that protected areas of all kinds are vital for human well-being. All those engaged in protected areas work are in the forefront of the most important struggle facing humankind. This is not the 'war on terror' but the 'war on error' – the struggle to overcome the idea that the planet's resources are infinite and its capacity to absorb pollution is unlimited. In this struggle, protected areas are playing a key role and will be even more important in future.
2. **Make greater efforts to engage with the local community** – people, especially local communities, were at the centre of the debates in Durban. Protected area managers need to understand the

concerns that local people have about protected areas, even if they do not always agree with them. They need to look for ways in which protected areas can be used to support social and economic development without compromising their underlying values. They should see what more could be done to bring local people into protected areas governance.

3. **Develop or strengthen partnerships with industry and others** – protected area managers should invest time and effort in reaching out to, and engaging more with all those who have resources and influence in relation to protected areas. They need to build partnerships with bodies in the public sector, the private sector and civil society in general.
4. **Show how protected areas can contribute to sustainable rural development** – many protected areas in the UK are lived-in, working landscapes – Category V in IUCN jargon. They are particularly well placed to pioneer new approaches to rural development that are truly sustainable, and to become “greenprints” for the promotion of ideas that can be adopted more widely in the countryside. Such initiatives will help to make protected areas more politically relevant, an urgent requirement in the view of many at Durban.
5. **Demonstrate the connections to broader environmental issues** – protected areas are an important part of the UK’s biodiversity strategy, are in the front line of climate change, and contain vital resources of water and other natural resources. They need to engage more in the national and international debates over these topics, which formed the context for much of the discussion in the Congress.
6. **Develop bio-physical connections** – protected areas are not to be thought of as islands, but need to be linked together as well as to other areas of high biodiversity value in the landscape, so as to create opportunities for bio-regional scale planning. This is another way in which – in the words of the Congress theme – protected areas can bring benefits beyond boundaries.
7. **Make the marine connection** – in the UK, as in so many countries, marine conservation lags behind that on land. Durban boosts the cause of marine protected areas, and demands a particularly positive response in an island nation.

The Lake District National Park, United Kingdom (IUCN Category V). Photo: IUCN Photolibrary © JimThorsell.



8. **Make stronger connections with cities** – one of the most successful themes in Durban was that parks need cities and cities need parks, but the connections are often weak. A much more determined strategy is needed to make protected areas in the UK relevant to all sectors of our largely urbanised society.
9. **Make protected areas more relevant to young people** – beginning with Nelson Mandela, the World Parks Congress recognised the need to involve young people more in protected areas. This ought to be priority among protected areas people in the UK too, but where in fact grey hair and balding heads are all too common.
10. **Strengthen international contacts** – by reaching out to Europe and beyond, protected areas, can gain fresh insights and increase their relevance locally, nationally and internationally. The rich experience on display at Durban should be accessed by protected area managers in the UK.

Such an agenda may seem daunting for protected area managers, even in a relatively wealthy country in Western Europe. But there are grounds for hope: there were many indications in Durban that wider constituencies are now making connections with protected areas. For example, politicians, business and industry, the media, major institutions such as the World Bank, and representatives of indigenous peoples were well represented in the Congress. Such high level dialogue and statements of support for protected areas now need to be translated into real action on the ground at the level of individual protected areas.

The World Parks Congress was a huge success in the sense that it was a great occasion, it was very enjoyable to attend and there were many, many excellent products. It was a success too in its impact, especially in its influence on the CBD Conference of the Parties a few months later in Kuala Lumpur.

But – as they say – the proof of the pudding is in the eating. What will be in the report that IUCN gives to the VIth World Parks Congress in 2013? Will the many ambitious targets adopted in Durban have become embarrassments or will we be able to announce real progress towards their achievement? I believe that the answer depends in large part on protected area managers themselves. They cannot tackle climate change or global poverty of course but, based on the Durban outcomes, they can often adopt a more outward looking agenda at the national and local level (such as that suggested above). This would help ensure that even more supporters of protected areas turn up at the next Congress, and that these areas enjoy greater public and political standing in 2013 than was the case in 2003.

This was a summary of an address to the UK National Committee for IUCN.

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The future of wildlife and the Vth IUCN World Parks Congress

GEOFFREY WANDESFORDE-SMITH

This is a preview of some important work of the Vth IUCN World Parks Congress (WPC), held in Durban, South Africa, in September 2003. This article was originally published as the editor's introduction to *Journal of International Wildlife Law and Policy* (JIWLP) (Vol 9-89 2004), which focused on issues arising from the Vth WPC. The Journal issue features three longer papers, originally developed and published at the WPC, on private protected areas, management assessment, and the World Heritage Convention.

THE WORLD CONSERVATION UNION has been organising and holding global conferences on parks and protected areas every ten years since 1962.¹ These are now unquestionably major events on the calendar of international environmental conferencing and diplomacy. They have evolved into very large scale assemblies where delegates pursue a complex array of multi-track themes and negotiate an increasing array of formal outputs. Therefore, the Congresses have also become important instruments by which IUCN seeks to sustain and expand its already substantial (and often, it must be said, very positive) influence on environmental policy, particularly, but not exclusively, in recent decades in the developing world.² Over time, that influence has undoubtedly affected laws and policies involving wildlife, as well as those pertaining to the parks and protected areas where many highly valued wildlife species live.

The wildlife values of national parks have always been recognised and appreciated.³ The modern understanding, however, is that national parks are rarely sized or delimited by boundaries that are optimal for wildlife management. Even if parks are seen as part of a larger system of protected areas, some of which can be, and in places already have been, ideally located adjacent to parks, the prospect that park creation will properly protect the habitats needed by some species of wildlife, especially those with extensive ranges, is poor. This deficiency underlies recent interest in making parks and protected areas a component of wildlife management "corridors," pieces of which may have only informal protection. It has also stimulated the analysis of transboundary resource management, where parks and protected areas in neighbouring states are managed under the umbrella of a bilateral or multi-lateral agreement.⁴

In very important respects parks, and even other protected areas, are designated and delineated by political processes that pay scant regard to the needs and interests of wildlife. This is why, in John Freemuth's felicitous phrase, they can quickly become "islands under siege."⁵ The need is consequently great for the professionals who manage parks to consider carefully what wildlife values are at issue in particular places and how best to protect them.⁶ At the same time, they must also seek to accommodate those who treasure parks not so much for their wildlife values as for other uses, such as outdoor recreation, wilderness visitation, research into ecological processes, and scenic preservation.⁷

Once upon a time, the balancing of wildlife values with the other values of parks seemed to be relatively straightforward, at least in the sense that it appeared to be a matter of balancing one natural resource value against others.⁸ That is no longer the case. As the agenda for and deliberations at the Vth IUCN World Parks Congress make abundantly clear, protecting wildlife values through the designation and management of parks and protected areas must now take into account such a wide range of both resource and human considerations that the predominantly political character of the balancing cannot be disguised.⁹

Some of these contemporary considerations reflect the subsistence needs and development aspirations of people who live in or near parks and protected areas and who may, in some cases, have

been removed when protected areas were created.¹⁰ Some of them derive from the inability, or unwillingness, of governments to put a high priority on park and wildlife conservation in the face of competing demands, such as resource extraction, or ecotourism, or even the basic provision of public health and human services.¹¹

Additionally, there is the perennial question of how to develop and sustain public support for parks and a broader agenda of biodiversity conservation. This is a calculus in which wildlife conservation, or even biodiversity conservation more broadly understood, may not weigh equally heavily with governments, or with other important political actors, in all parts of the world. Without such support, however, protection and conservation become an uphill battle and achievements, while real, may be limited in scope and scale.¹² This last circumstance underlies a growing interest, as the Durban Congress acknowledged and as we report in the first of the articles published in *JWL* (9-89/2004), in private parks and protected areas, both to augment government efforts and to build a constituency for protected areas in the private sector.

Thus, in the period since the First World Conference on National Parks convened in Seattle in 1962 the political context for and the professional dimensions of parks and protected areas management has been substantially transformed. One important dimension of this transformation is the meshing of a global parks agenda with global agendas on a range of other issues. These include wildlife issues,¹³ but they now also clearly extend not just across a range of other environmental issues but also to questions involving sustainable development, land rights, and public health.¹⁴

Not surprisingly, therefore, the program for the Durban Congress was almost bewildering in its complexity.¹⁵ It included, first, a variety of plenary sessions held on four days of the ten day meeting. They addressed the main conference theme of benefits beyond boundaries, the development of global partnerships and dialogues to advance protected area agendas, the particular problems of and opportunities for parks and protected areas in Africa, and the proposed outputs of the meeting.

Running through the conference were also seven so-called workshop streams, where participants either met in plenary or in smaller break-out groups.¹⁶ The workshop themes and issues included discussion of the linkages between landscape and seascape conservation, the building of broader public and political support for protected areas, governance issues, the development of management capacity, the evaluation of management effectiveness, discussions on how to secure a sound financial future for protected areas, and the development of more comprehensive protected area systems around the world. The Congress also addressed three cross-cutting themes arising within these workshops. One dealt with marine protected areas (MPAs), another with the ties between natural and cultural heritage conservation, and a third with community and equity issues.¹⁷

Geech villagers in the Simien National Park, Ethiopia. Photo: IUCN Photolibrary © JimThorsell.



After two days for short courses¹⁸ and field trips,¹⁹ the Congress produced several outputs.²⁰ One is a set of thirty-two recommendations aimed at various audiences, most of which were drafted before the meeting began and a few of which were added in Durban.²¹ Secondly, the Congress approved the Durban Accord²² and a related Durban Action Plan,²³ the former essentially a statement of the reasons why it is important for the international community to be committed to parks and protected areas and the latter an outline of the steps that need to be taken, at all levels, to make the commitment a reality. A third and particularly interesting result of the Durban Congress took the form of a Message to the Convention on Biological Diversity,²⁴ calling on the seventh Conference of the Parties that met in Kuala Lumpur in February 2004 to consider a variety of actions.²⁵ The Durban Congress also yielded a number of other outputs considered less “key” than those already briefly enumerated but having, nevertheless, important implications for the work of IUCN and a host of others over the coming decade.²⁶

There remain, after an event as complex and productive as a modern World Parks Congress, a host of implementation issues. Five years after the Caracas Congress of 1992, a mid-term assessment of progress in implementing the Caracas Action Plan was held at a symposium in Albany, Western Australia. The Albany symposium yielded its own set of outputs, offering recommendations for the planning of the Durban Congress, a sharper focus on protected area priority issues, suggestions for aligning the work of IUCN and the protected area Congresses more closely with the work of the CBD, as well as recommendations for new directions for the work of the World Commission on Protected Areas (WCPA). This last initiative is an international volunteer network of about thirteen hundred protected area specialists from a hundred and forty countries who, together with the small Program on Protected Areas staff at IUCN’s offices in Gland, Switzerland, provide leadership and continuity to the protected areas work.²⁷

Given everything that has just been said, any selection of three papers can provide no more than a glimpse of the ways in which the work of the World Parks Congresses may affect the future of wildlife. We highlight issues likely to remain important and attract further attention for some time to come.

In the first of our selections, Jeffrey Langholz and Wolf Krug turn the spotlight on the increasing number of private protected areas in the world. Although this is certainly not a new phenomenon, it is as Langholz and Krug emphasise one that is still poorly understood or evaluated. Their essay pulls together much of what is known about private protected areas, in terms of their size, location, governance arrangements, and their relationships to parks and protected areas created by government initiatives. The value of private protected areas lies in the contribution they make to the sustainable conservation of biodiversity. However, the data needed to make such an assessment will be unavailable for some time to come. Langholz and Krug do provide, however, a preliminary framework within which the benefits and costs of private protected areas can begin to be appreciated, and that is an important step forward.

In the second selection, the focus shifts to protected area management, and specifically to the development and deployment of methods by which management effectiveness can be defined and evaluated. The authors, Marc Hockings, Jamison Ervin, and Geoffrey Vincent, sketch a brief history of management effectiveness assessment and show how this work was carried forward at Durban. The value of this contribution and of the work it describes lies in its potential to bridge the implementation and compliance gap. International conferences and resolutions are essential mechanisms in the modern world for identifying biodiversity conservation needs and priorities. But these needs and priorities cannot for the most part be directly addressed by international organisations and agencies. As is the case with international environmental law and policy generally, the important work of translating goals into action and success on the ground occurs at the national level. From this perspective, the assessment of management effectiveness in park and protected areas agencies is an important means of keeping pressure on the agencies to adopt best practices, act professionally, and sustain

governmental and public support. It offers, in other words, an incentive to follow the lead that the international community provides.

Finally, the focus shifts back, again, to the international level and to a question that has arisen in the last decade in many different contexts in international environmental law. With so many treaties and agreements now available to address so many different facets of international environmental problems, can they be made to work together with some degree of synergy? In this context, Natarajan Ishwaran considers the interplay of agreements for cultural and natural heritage preservation with instruments aimed more directly at biodiversity conservation, such as the Convention on Biological Diversity and the Ramsar Convention on wetlands of international significance. The contribution of the World Heritage Convention to biodiversity conservation has probably been underappreciated. Ishwaran takes the view that much more could be done through all of the available instruments if the consequences and implications of doing so were more clearly understood. He outlines the financial and management implications of pursuing synergy more assertively in the context of the World Heritage Convention. Moreover, his call for a more proactive conservation diplomacy is an appropriate response to the energy and excitement that World Parks Congresses have shown themselves capable of generating.

Footnotes

1. The first conference, the First World Conference on National Parks, had no particular theme, and was held in Seattle in 1962. In 1972, the Second World Conference on National Parks was held in and around Yellowstone National Park, the oldest national park in the world. It coincided with the centennial of the creation of the Park and took as its theme "National Parks: A Heritage for a Better World." In 1982, the first meeting outside the United States was held in Bali around the theme of "Parks for Development." The meeting was dubbed the Third World Congress on National Parks and marks the beginning of what has now become an ongoing process of identifying major themes and concerns to be pursued during the ensuing decade. In 1992, expanded interests were signaled by calling the Caracas assembly the Fourth World Congress on National Parks and Protected Areas. The theme was "Parks for Life" and for the first time attendance reached into the thousands. At Bali, there were 350 participants, mostly professional people working in park and protected area management. The Caracas Congress attracted 2,500 people, signaling the success of IUCN in bringing park professionals together with the people from non-governmental organisations and policy makers whose support of parks and protected areas is vital to their success. There was agreement on a Caracas Action Plan, in which participants committed themselves to the goal of including 10% of each major biome in the world in a system of parks and protected areas by 2002. The Vth IUCN World Parks Congress, organised around the theme of "Benefits beyond Boundaries", would normally have been held in 2002. It was delayed to accommodate the holding of the World Summit on Sustainable Development in Johannesburg in September 2002. Attendance at the Durban Congress has been estimated at between 2,700 and 3,000, making this decennial event one of the most important on the international environmental calendar.
2. Robert Boardman, *International Organisation and the Conservation of Nature* (1981).
3. Alfred Runte, *National Parks: The American Experience* (1979).
4. John Carroll, *Environmental Diplomacy: An Examination and a Prospective of Canadian-US Transboundary Environmental Relations* (1983); *The Peaceful Management of Transboundary Resources* (Gerald H. Blake *et al.* eds., 1995); *Biodiversity Conservation in Transboundary Protected Areas* (Alicja Breymer and Reginald Noble, eds., 1996); *Stewardship Across Boundaries* (Richard Knight and Peter Landres eds., 1998); Eyal Benvenisti, *Sharing Transboundary Resources: International Law and Optimal Resource Use* (2002); William Wolmer, *Transboundary Conservation: The Politics of Ecological Integrity in the Great Limpopo Transfrontier Park*, 29 *J. S. Afr. Stud.* 261 (2003); *Transboundary Protected Areas: The Viability of Regional Conservation Strategies* (Uromi Goodale *et al.* eds. 2003).
5. John Freemuth, *Islands under Siege: National Parks and the Politics of External Threats* (1991).
6. There is excellent insight into how demanding and complex this can be in the case of Yellowstone, the site of the Second World Conference on National Parks, in *The Greater Yellowstone Ecosystem: Redefining America's Wilderness Heritage*, (Robert Keiter and Mark Boyce eds., reissue edition, 1994).
7. For a comparative analysis of how American and Canadian park agencies have identified and responded to changing use values in national parks, and the associated changes in agency support, see William R. Lowry, *The Capacity for Wonder: Preserving National Parks* (1994). The most detailed recent treatment of the shifting use values associated with United States public lands is Jan G. Laitos and Thomas A. Carr, *The Transformation of Public Lands*, 26 *Ecology L. Q.* 140 (1999).
8. The time-honoured framework for striking balances involved multiple-use decision making. There is a strong case to be made that the multiple-use framework has failed and is unlikely to prove helpful, again, given the increasing priority attached to the non-economic value of park resources, including wildlife resources, and the use of parks for non-consumptive or minimally consumptive commercial activities like bioprospecting. See *e.g.*, R. McGregor Cawley and John Freemuth, *A Critique of the Multiple Use Framework in Public Lands Decisionmaking*, in *Western Public Lands and Environmental Politics* 32 (Charles Davis ed., 1997); Michael C. Blumm, *Public Choice Theory and the Public Lands: Why "Multiple Use" Failed*, 18 *Harv. Envtl. L. Rev.* 405 (1994); Holly Doremus, *Nature, Knowledge and Profit: The Yellowstone Bioprospecting Controversy and the Core Purposes of America's National Parks*, 26 *Ecology L. Q.* 401 (1999).
9. The broad range of these considerations are sketched in text book fashion in Graeme Worboys, Michael Lockwood and Terence De Lacy, *Protected Area Management: Principles and Practice* (2001). See also *Natural Connections: Perspectives in Community Based Conservation* (David Western and R. Michael Wright eds., 1994); *National Parks and Protected Areas: Their Role in Environmental Protection* (R. Gerald Wright ed., 1996); *Conservation Through Cultural Survival: Indigenous Peoples and Protected Areas* (Stan Stevens ed., 1997); *Parks in Peril: People, Politics and Protected Areas* (Katrina Brandon, Kent Redford and Steven Sanderson eds., 1998); *Partnerships for Protection: New Strategies for Planning and Management*

- for Protected Areas (Sue Stolton and Nigel Dudley eds., 1999); *Making Parks Work: Strategies for Preserving Tropical Nature* (John Terborgh *et al.*, eds., 2001).
10. In the case of central Africa, see *e.g.*, Kai Schmidt-Soltau, *Conservation-related Resettlement in Central Africa: Environmental and Social Risks*, 34 *Development and Change* 525 (2003).
 11. One estimate by region of the size of the shortfall between what is needed to manage protected areas properly and what governments actually provide appears as Table 8 in Michael J.B. Green and James Paine, *State of the World's Protected Areas at the End of the Twentieth Century*. Paper presented at the IUCN World Commission on Protected Areas Symposium on "Protected Areas in the 21st Century: From Islands to Networks," Albany, Australia, 24–29th November 1997, at 25, and available online at http://www.unep-wcmc.org/protected_areas/albany.pdf All web pages and web sites cited in this article, in this note and those following, were accessed in May, 2004.
 12. For an anecdotal portrait of the difficulties and competing considerations that arise in developing countries in protecting biodiversity, see *Conserving Biodiversity, Sustaining Livelihoods: Experiences from GEF-UNDP Biodiversity Projects* (UNDP, New York, 2002). Available at <http://www.unpd.org/gef/new/BiodiversityBrochure.pdf>
 13. The World Wildlife Fund International (WWF), for example, clearly sees the World Parks Congress as a major opportunity to raise issues, develop support, and forge linkages with others. See generally www.panda.org/about_wwf/what_we_do/policy/policy_and_events/world_parks_congress.cfm At the Durban Congress, WWF presented position papers explaining why it has understood protected areas to be central to its own work for forty years and what specifically it expected from Durban (http://www.panda.org/downloads/protectedareaspositionpaperwpc2003_svl.pdf) and urging the creation of a system of protected freshwater ecosystems (<http://www.panda.org/downloads/freshwater/wpcfreshwaterpolicygoals.pdf>). A full colour, 22-page brochure was produced to describe WWF's role in creating partnerships to advance protected area goals (<http://www.panda.org/downloads/wpcbrochure.pdf>). And the WWF International Director General, Claude Martin, made three presentations at Durban, one on climate change and protected areas, one on the future of protected areas in Africa, and a third describing WWF's Gifts to the Earth scheme.
 14. There is an excellent introduction to the interplay between these issues and the work of the Durban Congress on the ELDIS biodiversity page, <http://www.eldis.org/biodiversity/WPC.htm>
 15. Available online at <http://www.iucn.org/themes/wcpa/wpc2003/english/programme/intro.htm>
 16. The details are at <http://www.iucn.org/themes/wcpa/wpc2003/english/programme/workshops.htm>
 17. See <http://www.iucn.org/themes/wcpa/wpc2003/english/programme/workshops.htm#cross>
 18. See <http://www.iucn.org/themes/wcpa/wpc2003/english/programme/shortcourses.htm>
 19. See <http://www.iucn.org/themes/wcpa/wpc2003/english/programme/fieldtrips.htm>
 20. The outputs are visible from <http://www.iucn.org/themes/wcpa/wpc2003/english/outputs/intro.htm>
 21. See <http://www.iucn.org/themes/wcpa/wpc2003/english/outputs/recommendations.htm>
 22. See <http://www.iucn.org/themes/wcpa/wpc2003/english/outputs/durban.htm>
 23. See <http://www.iucn.org/themes/wcpa/wpc2003/english/outputs/durban.htm#daa>
 24. See <http://www.iucn.org/themes/wcpa/wpc2003/english/outputs/durban/cbdmessage.htm>
 25. See <http://www.biodiv.org/doc/meeting.aspx?lg=0&wg=COP-07> The overall report of CBD COP-7 can be seen at <http://www.biodiv.org/doc/meetings/cop/cop-07/official/cop-07-21-part1-en.pdf> The specific COP-7 discussion related to future cooperation and collaboration between the CBD and, among other entities, the World Commission on Protected Areas (WCPA) of IUCN is summarised at <http://www.biodiv.org/doc/meetings/cop/cop-07/official/cop-07-15-en.pdf>
 26. These other outputs include a United Nations List and Assessment of the State of the World's Parks, a Protected Areas User Manual, an identification of ten target areas needing attention to strengthen the management of protected areas in the next decade, a report on the outcomes of the Durban Congress specific to Africa, a description of a proposed network pulling together best practices for protected areas management (PALNet), a discussion of tourism and protected areas, a discussion of transboundary initiatives, a protected areas category review (aimed at developing a widely shared descriptive terminology for protected areas), an analysis of the relationship between protected areas management and extractive industries, a report on the spiritual values of protected areas, and a special look at protected areas in mountain regions. The relevant hyper-links are at <http://www.iucn.org/themes/wcpa/wpc2003/english/outputs/intro.htm#others>
 27. "In the past," writes Kenton Miller, until November 2004 the Chair of WCPA, "like all such widely based networks, WCPA has struggled to communicate with and between its members. Exchanging information, conveying best practice and just keeping in touch were slow, expensive and inefficient. But the new information technology – and above all access to the Internet – makes possible rapid, inexpensive and efficient communication. No longer need WCPA rely on periodic, often erratic and somewhat 'top down' mail-outs from its Swiss headquarters: it can now become a genuinely interactive network, in which its various regions, themes and task forces can keep constantly in touch. The new, hugely improved WCPA web site is the means by which this will now be done. On show here is all of the WCPA's rich network of expertise. Whether you are interested in it as a WCPA member, a policy maker, a protected area manager, a researcher or just an interested member of the public, you are welcome to browse through the Web site and find what we are up to." See <http://www.iucn.org/themes/wcpa/wcpa/wcpaindex.htm#work> These remarks underscore the extent to which IUCN and all of the other leading organisations, non-governmental and intergovernmental, active in global environmental politics have come to rely on web technology to accomplish their goals. In the case of peak associations, like IUCN and WWF, the use of technology shows great sophistication and, from a scholar's point of view, makes available an unprecedented wealth of both primary and secondary materials.

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Overview of community participation at the Vth IUCN World Parks Congress¹

ANNE MARIE DEROSE

The World Parks Congress (WPC), organised by the World Conservation Union (IUCN), is held every ten years to appraise the current state of and set an agenda for protected areas (PAs) for the upcoming decade. The Vth Parks Congress (8–17 September 2003, Durban, South Africa) focused on several core issues related to PAs, such as their transboundary nature; indigenous peoples and industry rights; the under-representation of the marine environment in the network; and their monetary and spiritual values. The Congress generated several successful outcomes that will impact the next decade of protected areas conservation, including:

- An expanded concept of PAs to include spiritual and sacred values and to span physical boundaries;
- The recognition that compliance with indigenous and mobile peoples and local community rights is necessary when establishing and managing existing and future PAs;
- The adoption of targets – related to stakeholder participation in land restitution and management of PAs, implementation of communication programmes to ensure participation, and establishment of benefit-sharing mechanisms – to be achieved by 2010;
- A collection of commitments from governments and NGOs to establish new protected areas, increase PA funding, and develop strategic partnerships and incentives with a variety of stakeholders; and,
- A vehicle² to ensure continued representation of indigenous peoples at international processes.

Yet, the true significance of the Parks Congress came from its design, which allowed indigenous peoples to actively join the discussion process and shape the 'official' outputs. This level of participation served to balance the influence of the corporate interests that were involved in the discussions and highlighted the emerging trend of stakeholder inclusion that places significant importance on preparatory meetings and solutions that are integrative and collaborative.

“This Congress theme means challenging ourselves to understand the many values and benefits that protected areas offer... It asks us to step outside of traditional thinking and mindsets to explore new approaches for establishing and managing protected areas... The new thinking is that parks must be managed around the places where people live.”

Kenton Miller,
World Resources Institute and World Conservation Union
(Regarding the shift away from *in-situ* conservation)

THE WORLD PARKS CONGRESS was organised around the theme of “Benefits Beyond Boundaries” acknowledging that PAs do not exist in vacuums and therefore, incorporated issues that looked outside of traditional boundaries (Siyabona Africa, 2 September 2003). Within the context of these overarching issues, Congress participants examined not only how external forces and global change affect PAs, but also how protected areas are relevant to the expansive economic, environmental and social agenda in the world today. The Congress, which was preceded by a set of regional preparatory meetings, drew over 2,700 participants from academic and research institutes, community and indigenous organisations, government, international and non-governmental organisations (NGOs), the private sector, and public agencies to participate in plenary and workshop sessions, as well as side events and field trips to South African national parks (IISD, 20 September 2003).

The opening plenary of the World Parks Congress was an opportunity to celebrate the success of creating “an outstanding legacy of 12% of our terrestrial surface under protected areas,” which was a goal emanating from the previous Congress in 1992, before tackling the slate of challenges facing protected areas today (IUCN, 8 September 2003). The challenges to be tackled at the WPC included: climate change; habitat loss and fragmentation; increasing population; globalisation; decentralisation; and the growing commercialisation of protected areas. The Congress, through a

series of sessions designed to stimulate innovative debates, set out to: examine these long-term issues to determine how PAs anticipate and adapt to global change; deliver a global report card on the current state of PAs and a toolbox for global action; provide the setting for new partnerships to be formed; and highlight issues of concern specific to the African continent. Finally, although the outcomes of recent global environmental processes have indicated that action to achieve sustainable development is not solely the domain of the official meeting³ the Vth WPC was charged with catalysing sustainable development through the creation of a protected areas agenda for the next decade.

Core issues

“The discussions here were as rich as many of our National Parks. For South Africa, this is a very successful conference. It has translated many issues, such as sustainable livelihoods, sharing of benefits and the role of the private sector, that came out of the World Summit on Sustainable Development, into concrete goals and actions for the management of parks and reserves.”

Hon. Mohammed Valli Moosa,
South African Minister of Environmental Affairs and Tourism

The innovative design of the World Parks Congress centred around two parallel tracks: seven “Workshop Streams”⁴ and three “Cross-Cutting Themes,” which ensured that discussions on a wide range of issues would be open to the diverse group of Congress participants. The Congress also conducted four symposia before breaking into a series of workshops, field trips and additional plenaries. Among the most prominent issues discussed at the Congress were those that dealt with the question of how to fund conservation work. Other focal issues included site-specific concerns (transboundary areas, marine protected areas) and centres of control and collaboration (indigenous peoples, governance).

Indigenous peoples’ rights

One of the most impressive aspects of the World Parks Congress was the high level of representation from indigenous peoples (IPs) – well over 100 strong – such as Native Americans, Masaai, Maoris, Aborigines, and Bedouins (Nel, 29 September 2003). These peoples were active – in part through issuing a bulletin titled “Our Voices” – in ensuring that their rights were a central point of discussion throughout the workshops, making interventions in several sessions. IPs developed a focused message around a few key issues that could be repeated in relevant sessions, which enabled them to generate influence that could be felt in the halls and meeting rooms at the Congress. Their message, detailed in the Indigenous Peoples Declaration, was that they are “rights-holders,” not simply stakeholders (AP, 11 September 2003). The Declaration drew attention to one of the IP’s prime concerns – the forced expulsion and systematic exclusion of indigenous peoples from their land to create protected areas throughout the world – and warned that any Congress agreements contrary to the positions in the Declaration would be blocked (SAPA, 9 September 2003). They wanted to regain control, at least as co-managers, over their land arguing that they had innate respect for the land and traditional collective management systems to properly care for it. IPs looked to the Congress in hopes that clear decisions providing them with a legal basis⁵ to assume their rights of control over their traditional lands would be made; pressed conservation groups to respect their rights to self-determination; and advocated a better understanding of what the term IP entails, stressing they are not “tourist attractions” and drawing a distinction between indigenous and mobile peoples and local communities (Xinhua News Agency, 11 September 2003 B).

Mining and extractive industries

Just as indigenous peoples made their presence felt at the Parks Congress, extractive industries exerted their influence at the meeting, making two big announcements in the weeks leading up to

the meeting: a promise by Shell and the International Council on Mining and Metals (ICMM) to treat World Heritage sites as “no-go” areas, a move expected to become a guidepost for the industry; and the formation of the Energy and Biodiversity Initiative (EBI) by a consortium⁶ to establish the first set of guidelines for the energy industry that integrates biodiversity conservation into oil and gas development and upstream operations (Houlder, 18 September 2003; Fletcher, 25 August 2003). Yet, despite, or perhaps because of these announcements, many participants who saw the WPC as an opportunity to increase extractive industries’ awareness of the negative impacts mining and exploration has on biodiversity and wildlife felt the commitments did not go far enough and were actually “greenwash” (ICEJI, November 2003).

The industry, meanwhile, attempted to convey two messages to the conservation community: the industry’s need for a cleaner, more rigorous application of the IUCN PA Category System; and the opportunities and constraints inherent in the industry. EBI tried to defuse some of the criticism by noting that their findings have indicated the negative impact of settlers clearing paths and using slash and burn methods – as well as other factors such as climate change, invasive species and population increase – often surpass the impact of the oil and gas companies. They also pointed out that their industry is much more open to working with conservation groups than even a few years ago, thanks to dialogues through collaborations such as EBI. These collaborations, they noted, along with the prevailing view of government and individual investors – that the private sector is an important tool to protect biodiversity and protected areas – lent legitimacy to the private industry’s participation at the Congress.

Tourism

Following a doubling of visitor numbers to developing country “hotspots” the industry once, and still, heralded by many as a means of protecting biodiversity while generating economic benefits showed its weakness. The industry’s vulnerability was most evident in its inability to control the growth of tourist arrivals worldwide (Xinhua News Agency, 12 September 2003). Another point of criticism was the issue of who controls and who benefits from tourism and ecotourism ventures. These questions were addressed in several Workshop Streams and Cross-Cutting Themes at the Congress, which also gave local community representatives an opportunity to air their concerns

Horse riding is part of the tourism facilities in Manu National Park, Peru. Photo: IUCN Photolibrary © JimThorsell.



regarding large private sector concessions to operate business operations in the PAs (IUCN, 28 August 2003 A). However, properly managed tourism was recognised in Congress sessions⁷, along with strategies like the development of transfrontier parks, as a means to both protect biodiversity and generate economic growth and benefits.

Transboundary issues

Transboundary issues, such as how to govern and manage across borders, were central to many of the Congress discussions. Managers of transboundary protected areas (TBPAs) expressed that they lacked the tools to deal with the growing demand for information about the proper management of TBPAs. Therefore, discussions highlighted the need for networks and organisations to: disseminate information regarding TBPAs; serve as a contact for public questions; and establish a dialogue system for managers and audiences. The managers also expressed the need for more information, including: a comprehensive database of relevant publications; a list of TBPAs worldwide; and listings of NGOs and individuals of note (IUCN, 28 August 2003 C). Building on these highlighted requests, TBPA stakeholders called for a balance between community needs and natural ecosystem protection; long-term public and political support for TBPAs; increased levels of capacity-building and resources for managers; and a worldwide protected area system that is more representative of all ecosystems (Pegg, 19 August 2003).

Marine issues

Although the Congress realised its goal of designating over 10% of the earth's land surface designated as a protected area, the marine environment is under-represented. Thus, Marine Protected Areas (MPAs) were given special status as a Cross-Cutting Theme and the proposed target of increasing ocean protection to 12%⁸ within the next decade received considerable attention. The WCPA high seas working group and World Wide Fund for Nature / World Wildlife Fund International (WWFI), whose first action is to build awareness and support for urgent action, proposed a draft ten-year strategy to establish a representative system of high-seas MPA networks (Mantu, 16 September 2003). Congress participants also suggested establishing marine reserves and no-take zones. The growing engagement of industry⁹ was another highlight at the Congress.

A fishing boat near the Galapagos Islands, Ecuador. Photo: IUCN Photolibrary © JimThorsell.



The overall message conveyed regarding the marine environment was that it should be seen as a living system, just as vulnerable to extinction as terrestrial systems, in urgent need for improved management of marine species, which require their integration into wider coastal and ocean governance arrangements. Yet, much work is needed to build a truly collaborative approach and finding enough funders and resources to make the 12% goal a reality is a major challenge for the next decade.

Value of protected areas

Financial considerations carry great importance for the protection of biodiversity. In order to operate an effective global protected areas system, US \$45 thousand million worldwide is needed (Xinhua News Agency, 11 September 2003 A). To make this matter worse, most developing countries do not have the financial resources to run these areas. Thus, the question at the Congress became how poor countries can fund protected areas? One major conservation suggestion was to turn the PA from a cost- to a profit-centre by using creativity to generate financial resources. Some of the proven mechanisms¹⁰ suggested were carbon investment projects, debt-for-nature swaps, and tourism user-fees. Other mechanisms currently being developed and tested were discussed, such as carbon market transactions, ecological fines, and resource extraction fees. The importance of identifying and understanding linkages between these mechanisms and biodiversity conservation was a central theme to these discussions (IUCN, 16 September 2003).

The monetary amount a protected area costs or generates was not the only value of importance to many Congress participants. In fact, it was evident that to some indigenous peoples the *sacred* value of PAs – discussed at a special ceremony on 9 September – trumped, or at least equalled, their financial value (IUCN, 28 August 2003 B). Preliminary guidelines on the management of sacred natural sites, discussed for the first time at a Congress, were presented in technical sessions and circulated post Congress (IUCN, 13 September 2003 B). Related topics were discussed in other Congress sessions, including technical session proceedings on building cultural support for PAs.

Outcomes of the Congress

“This is the decade of quality.”

Kenton Miller, World Resources Institute
(Regarding the shift from quantitative measures of conservation success to a benefits-oriented view)

Like the WSSD held in South Africa a year prior, the World Parks Congress (WPC) produced a set of non-legally binding documents – The Durban Accord, The Durban Action Plan, WPC Recommendations, Message to the Convention on Biological Diversity (CBD), and Emerging Issues – and facilitated the formation of partnerships between interested parties. The Congress built upon the global agenda of the WSSD and shifted its outlook from the quantity to the quality of commitments and agreements, which can legitimately be implemented, in preparation for approval at the World Conservation Congress¹¹ in November 2004 (Naidoo, 18 September 2003). The qualitative distinction of the WPC came from its less crowded nature, which allowed the voices of each group of rights-holders to be heard more clearly than in previous international processes. The official outcomes, as a result of these shared voices, did not subscribe to any one extreme – ecosystems completely open in the name of economic pursuit versus completely closed protected areas in the name of biodiversity conservation – opting to accommodate the main goals of each stakeholder group. The presence of considerable numbers of IPs, park managers, conservationists and extractive industry representatives balanced the power of each group’s voices, thus preventing the outcomes to be driven solely by one value, whether that value was financial or biological or spiritual.

The Durban Accord

This document, adopted by the Congress, calls on world bodies to: recognise the importance of protected areas (PAs); ensure trade agreements enable protected areas to achieve their purpose; insist on accountable, transparent legal and institutional frameworks; and appeal for mobilisation of resources to implement initiatives (Nel, 17 September 2003). This umbrella document is intended to challenge paradigms and serve as a reference document for the next decade, guiding the conservation community to consider the needs of communities and find solutions to gaps in protected ecosystems and ineffective funding methods. The Accord highlights the need to involve those living within protected areas and develop new funding mechanisms as keys to success and recommends the establishment of a global system of marine and coastal PAs over the next decade.

The Durban Action Plan

The Action Plan, intended to accompany the Accord, includes a high-level vision statement for protected areas and an outline of implementation mechanisms. The Action Plan highlights the progress made since the Fourth World Parks Congress and the challenges that lie ahead and establishes a checklist of actions at various levels needed to increase the benefits of protected areas and improve their management. The Durban Action Plan also provides policy-makers with timetables and key targets, such as the *in-situ* conservation of endangered and threatened species¹² (Xinhua News Agency, 17 September 2003 B).

WPC Recommendations

Congress participants who attended a series of technical workshops to discuss issues, such as mobilising people and NGOs, added two recommendations to the thirty proposed at the start of the World Parks Congress. Some of the key recommendations were to: enhance communication and education efforts; empower youth to become involved in conservation; establish a global system of protected areas that link landscapes and seascapes; improve management effectiveness and governance of PAs; recognise indigenous peoples, mobile peoples and local community rights as related to biodiversity conservation; and utilise partnerships to generate support for protected areas (Agence France-Presse, 17 September 2003).

Message to the Convention on Biological Diversity

This brief, action-oriented document, which draws from the other outputs of the Congress to provide recommendations specific to the Convention on Biological Diversity¹³ (CBD), was delivered in the 9th Meeting of the Subsidiary Body on Scientific, Technical and Technological Advice (SBSTTA 9) in November 2003 and presented to the 7th CBD Conference of the Parties (COP 7) in February 2004 (IUCN, 13 September 2003 A). The *Message* proposes three main needs: to identify gaps in the global protected area system and fill them using sound science; to build the appropriate institutional and human capacity, policy, and legal frameworks and to identify the financial support to enable the proper management of protected areas; and implement mechanisms to ensure participation and equity of benefits related to protected areas, especially concerning indigenous peoples, local communities, and mobile peoples (IUCN, 17 September 2003 B).

Emerging Issues

Although not an official outcome in the traditional sense, the Vth WPC released a document, entitled *Emerging Issues*, to accompany the other outputs (IUCN, 2003 A). This document highlighted the key messages that emerged from the Congress, extracting them from some of the Workshop Streams and Cross-Cutting Themes (DeRose, 2003). The document includes an action plan for private protected areas¹⁴ that lays out a simple background and explanation of their importance. The document also includes recommendations for conservation of private lands, including: strengthen the legal framework, economic incentives, and institutional capacity; improve and

expand education and training opportunities; increase public-private collaboration in management; promote community involvement and sustainable development; and create information networks.

In addition to the official Congress outcomes, considerable progress was made through various non-official outcomes. Many stakeholders – governments, civil society, private industry – used the Congress to make key announcements and launch new initiatives, to network amongst peers, or to offer up new tools for protected areas management. Overall, the WPC outcomes – official and unofficial – were generally well-received; especially those that recognised indigenous peoples' rights or added new protected areas to the existing portfolio of conservation sites (Grobler, 17 September 2003 A).

Implementation of the Outcomes

Moving forward, one of the key challenges for implementation of these recommendations and actions will be to turn paper parks into real parks before the next Parks Congress in Mexico in 2013 (Mdzungairi, 7 October 2003). In order to achieve real parks, all stakeholders, especially indigenous peoples, will need to be involved and coordination must occur at multiple levels. David Sheppard, Secretary-General of the 2003 World Parks Congress, encouraged stakeholders to communicate the WPC outcomes to their organisations and networks, build Congress elements into training and development initiatives and financial strategies, organise national meetings, and remain in touch with relevant contacts developed at the WPC (Sheppard, 2003).

The first real test for the outcomes of the WPC came at the Seventh Meeting of the Conference of the Parties (COP7) of the Convention on Biological Diversity (CBD) in Kuala Lumpur, Malaysia in February 2004. Although the Draft Work Programme on Protected Areas developed at the SBSTTA to feed into COP7 contained an element on governance, benefit-sharing, equity and participation, indigenous peoples were upset that the document lacked a commitment to recognising the rights of IPs (Carino, 15 March 2004). However, as with the IPs at the WPC, the indigenous peoples, as a part of the International Indigenous Forum on Biodiversity (IIFB), were extremely active at the CBD. The IIFB working group on protected areas met often leading up to and throughout COP7 in an effort to push forward their priority issues, such as respect and protection for sacred areas; recognition of free prior and informed consent (FPIC) in the establishment of new PAs; and insertion of language supporting the WPC outcomes (Griffiths, February 2004). IPs were unable to achieve inclusion of FPIC into the Programme of Work (PoW). Despite this setback, and considering the negotiations were difficult and the wording was not adopted until the last possible day, the final document notes that a key issue in planning, establishing and managing PAs is the respect for the rights of indigenous and local communities and reinstates support for the outcomes of the WPC, which had been removed in the SBSTTA Draft. IPs, through concentrated lobbying efforts, succeeded in incorporating a goal – for full and effective participation of indigenous and local communities in the management and establishment of protected areas by 2008 – into the PoW. The Programme also incorporates suggestions of specific activities indigenous peoples can use to pressure governments to respect IP rights and proposals for minimum standards for protected area

Indigenous representatives at the Vth IUCN World Parks Congress. Photo: IISD.



systems and monitoring systems to assess implementation. The interventions made by IPs ensured that the goals, targets, and activities of the four PoW elements¹⁵ are mutually reinforcing and cross-cutting in their implementation. Finally, the inclusion of a recommendation regarding the informed consent of indigenous peoples and local communities in connection with resettlement is a major accomplishment for IPs and the agenda developed at the Parks Congress.

Stakeholder participation: indigenous peoples

“Many speakers have mentioned the ... ‘footprint’ that indigenous peoples will have on this Congress, and that is as it should be, and we welcome it”

Achim Steiner, IUCN Director-General
(Taken from his speech as MC of the Opening Ceremony)

The strength of the Congress’ outcomes was due in good part to the participatory process that preceded and continued through its concluding remarks. The Congress showed that, when stakeholders are given an opportunity to influence the outcomes of a process, they are likely to work together to correct its faults¹⁶. As the Congress outputs are intended to feed into other global processes, such as the CBD, the participatory process¹⁷ was comprehensive, allowing stakeholders to discuss substantive issues in the main documents and provide specific recommendations for their revision (IUCN, 2003 B).

More than 100 indigenous peoples’ delegates¹⁸ came together for a Conference – hosted by the National Khoi San Coordinating Committee of South Africa and the Indigenous Peoples of Africa Coordinating Committee – in Durban on 6–7 of September 2003 to prepare for the Congress (IPC, 8 September 2003). The Indigenous Peoples Preparatory Conference (IPPC) was organised by the ‘Indigenous Peoples Ad-Hoc Working Group for the World Parks Congress’¹⁹ (FPP, September 2003). The virtual (e-mail/internet) organisation, whose decisions are made by a Steering Committee of the most active members, held regular teleconferences to consult on administrative and substantive issues in preparation for the WPC. The goal of the Ad-Hoc group was to ensure IPs were given the opportunity to participate as plenary speakers, case study presenters and panellists so that they could raise the exposure of their cause.

Several regional and national preparatory meetings were held, some of which produced declarations in anticipation of the IPPC. The first day of the Conference included a summary of key outputs expected from the Congress; a discussion on the impact and importance of the Congress; and the development of input items, such as an Indigenous Peoples’ Declaration, consolidated regional working groups, organised press conferences, an agenda for next steps, and revised text for the Accord and Action Plan. The second day was used to refine the IP Declaration, meet with the IUCN Secretariat to explain modalities of the WPC, and split into regional caucuses. The indigenous peoples spoke with IUCN officials later in the second day to suggest methods of ensuring the effective participation of IPs in the Congress (IPC, 8 September 2003). On the morning after the IPPC, the IP delegation met with the mobile peoples’ delegation to share results from their parallel conferences and coordinate efforts aimed at the Congress (IPC, 9 September 2003). Due to their extensive mobilisation, including regular meetings during the Congress to plan actions and coordinate with the Congress Secretariat, IPs managed to get their message across in three press conferences, a bulletin entitled ‘Our Voices’, and news leading up to and throughout the Congress. They were also successful in securing funds to help support sending 110 indigenous peoples to the conference, while another 40 joined as individuals or members of other delegations. Many of their requests were agreed to, such as for speaking slots in the opening and closing plenaries and the opportunity to place one indigenous representative on the drafting committee for the Durban Accord and Action Plan. Other successes included official commitments to a suspension of involuntary resettlement and the reallocation of rights to ancestral lands and waters (Grobler, 17 September 2003 B).

Although IPs felt the Accord contained vague language, their success in conducting open and balanced discussions with government representatives and influencing the other official documents was more evident. A four-page section of the Action Plan recognised and guaranteed the rights of indigenous peoples and incorporated the following major targets: existing and future PAs shall be established and managed in compliance with IP, mobile peoples and local community rights; representatives, chosen for protected areas by indigenous peoples and local communities, should be proportionate to their rights and interests; and participatory mechanisms for restitution of traditional lands should be established and implemented by 2010 (FPP, September 2003). The Indigenous Peoples' Caucus drafted the majority of a recommendation on 'Indigenous Peoples and Protected Areas' that complemented the recommendation on 'Mobile Indigenous Peoples and Conservation,' both of which ended up in the final *WPC Recommendations* document. Further, the Ad-Hoc group managed to ensure the inclusion of several 2010 targets.²⁰

Because of their success, it was agreed in a closing session that the Ad-Hoc process – to be known in the interim as the *Indigenous Peoples Ad-Hoc Working Group on Protected Areas and Biodiversity Conservation* – should continue. The Working Group is now responsible for promoting the implementation of aspects related to indigenous peoples; developing the concept of a Truth and Reconciliation Commission and getting the UN to endorse it; and creating a working group to deal with the issue of establishing a formal resolution to call for an IUCN Commission on Indigenous Peoples and Protected Areas at the 2004 World Conservation Congress (WCC). Other issues for consideration moving forward include the development of mechanisms for the Theme on Indigenous and Local Communities, Equity and Protected Areas (TILCEPA)²¹ to work with indigenous peoples, the inclusion of the group into the IUCN to secure their decision-making rights at the WCC, and a means for coordination between the group and the newly established Global Alliance of Mobile Indigenous Peoples.

Taking the difficulties of implementing initiatives in past international sustainable development conferences as an example, it is evident that indigenous peoples will need to ensure that they keep the momentum from the Congress going in order to ensure positive results are generated in their local communities. Indigenous and mobile peoples have already shown a sustained level of activity through their efforts at COP7 in early 2004, where they utilised lessons-learned at the WPC and other global processes to achieve several of the goals set forth in the *Message to the CBD*. As with the WPC, they organised their activities in a timely and coordinated manner, effectively designed communications and messages surrounding key issues, and networked with supportive parties (NGOs, governments) in an effort to achieve the best possible outcomes. Yet their success at COP7 is only a stepping-stone; IPs will need to stay active if they are to hold governments and international organisations to the commitments they make at these global processes.

Conclusion

“Conclusions are extremely important because they provide us with benchmarks and guideposts for how we move forward.”

William Eichbaum, WWF VP for Endangered Species

Although the Vth IUCN World Parks Congress was not designed to produce legally-binding documents, it did achieve some notable results. In keeping with the goal of the First Parks Congress – to gain a better understanding of national parks worldwide – the Vth WPC was a success, broadening the concept of what constitutes a park or protected area to incorporate spiritual and sacred values, as well as expanding the idea of their reach to span national and physical boundaries. Stakeholders were encouraged to see parks as living systems instead of just plots of land or sea to house wildlife and biodiversity. Further, the outputs that emerged from the Congress provide protected area managers with a new vision of how to combat the ever-increasing loss of biodiversity

throughout the world. However, the guiding vision – to preserve biodiversity – did raise one major question that will have to be dealt with in future meetings; that is, should conservation efforts (and funding) be focused primarily or solely on ‘hotspots’ (areas with high concentrations of biodiversity) and if so, what happens to those natural areas that have a limited scope of biodiversity?

Yet, the true significance of the WPC does not deal with its physical outputs (documents) or the larger questions it raised; rather, the Congress was significant because of its design. The trend in these global processes over the past few years has been to bring a fresh set of stakeholders to the discussions to provide new methods for conservation, beyond those mentioned in the typical ‘official’ documents. The WSSD, a year prior, saw the emergence of both civil society and the business community as powerful forces offering their own solutions intended to complement, and sometimes go beyond, the ‘official’ outputs of the Summit. One year later, instead of just working parallel to the ‘official’ process, indigenous peoples pushed their way to the discussion table at the WPC, shaping the ‘official’ outputs and balancing the influence of the corporate interests that were also brought into the process. This trend of stakeholder inclusion represents a new way of solving the problems facing conservation – one that requires stakeholders to be forward-looking, prepared well in advance of policy and agenda-setting events – and places a much higher importance on preparatory meetings and solutions that are integrative and collaborative. The question that remains is whether outputs designed by a diverse set of stakeholders will actually lead to a more comprehensive implementation effort than in the past. The answer should become apparent over the next decade.

Footnotes

1. This article is a summary of the Special Bulletin on the Vth IUCN World Parks Congress produced as part of the World Resources Institute’s *Globalisation, Environment and Communities* project. The Bulletin – the fifth in a series on global processes – was produced with the support of the Initiative on Globalisation, Environment, and Communities of The Ford Foundation. This Initiative seeks to respond to the emerging set of challenges brought by globalisation for the alleviation of poverty and injustice worldwide, especially as it affects communities. Further discussion of the topics presented in this article, as presented in the Fifth Special Bulletin, as well as discussion of other global processes via the other bulletins in the series, may be found on the WRI website at <http://governance.wri.org/project_description2.cfm?ProjectID=148>.
2. The on-going Indigenous Peoples Ad-Hoc Working Group on Protected Areas and Biodiversity Conservation was developed at the Congress.
3. One example of this importance of non-official meeting outcomes were the “Type II Partnerships” highlighted at the World Summit on Sustainable Development.
4. The seven Workshop Streams are: Linkages in the Landscape and Seascape; Building Broader Support for Protected Areas; Protected Area Governance; Developing the Capacity to Manage Protected Areas; Evaluating Management Effectiveness; Building a Secure Financial Future; and Building Comprehensive Protected Area Systems. The three Cross-Cutting Themes are: Marine Protected Areas; World Heritage; and Communities and Equity.
5. To ensure that the claims to their rights were taken seriously, they recommended a Global Truth and Reconciliation Commission – designed as a force for healing and reconciliation through the use of mechanisms for restitution and redress of grievances – to investigate and respond to historic crimes against IPs as a result of conservation efforts (Grobler, 17 September 2003 B).
6. The consortium includes oil companies (BP Plc., ChevronTexaco Corp., Shell International Ltd., and Statoil ASA) and NGOs (Conservation International, Smithsonian Institute, Flora and Fauna International, The Nature Conservancy, IUCN).
7. The Stream on Building Broader Support for Protected Areas produced a Recommendation – *Recommendation 12: Tourism as a Vehicle for Conservation and Support of Protected Areas* – that encouraged the tourism sector, and its stakeholders, to work together to ensure communities share in the monetary and cultural benefits from tourism activities and support research and development of appropriate sustainable finance mechanisms through tourism (IUCN, 17 September 2003 A).
8. Keeping a 10-12% goal for marine protected areas in mind, more than 20 large marine ecosystems would need to be protected – at a cost of 9.3+ billion US dollars – to be successful. Further, the establishment of these ecosystems, along with the creation of more than 400 marine protected areas over the next decade would only protect 5% of the ocean (Xinhua News Agency, 10 September 2003).
9. The Marine Aquarium and Marine Stewardship Councils are examples of active industry organisations.
10. See the WCPA publication, “*Financing Protected Areas: Guidelines for Protected Area Managers*,” edited by Adrian Phillips, for specific examples of these mechanisms.
11. The World Conservation Congress is the only formally mandated assembly for IUCN members.
12. The targets include the *in-situ* conservation of: critically endangered and endangered species *globally confined to single sites* by 2006; all *other* globally critically endangered and endangered species by 2008; and all other globally *threatened* species by 2010.
13. The Convention on Biological Diversity was ratified by 187 countries and represents the first unified government effort to address the rate of destruction of the world’s biodiversity. It is the only convention that recognises protected areas as a key element and addresses them in a comprehensive manner. The output of the 2004 CBD meeting is expected to be a programme of work on PAs that will guide national action, as well as provisions to enable the action at an international level. Among the issues that conservation groups want to get from the CBD are commitments from governments to create new PAs and the implementation of commitments made at other global processes, like the WSSD and the WPC.
14. Private protected areas are those areas owned or leased by private organisations or individuals in which conservation is a principal activity to be undertaken by the owner.

15. The four elements of the PoW are: direct action for planning, selecting, establishing, strengthening, and managing PAs; governance, participation, equity and benefit-sharing; enabling activities; and standards, assessment, and monitoring.
16. As a contrast to the success of the Congress process designed by the IUCN (IUCN, 14 September 2003), a large group of civil society stakeholders launched efforts to halt the World Trade Organisation Ministerial Meeting in Cancun, which ran parallel to the Congress in September 2003, due in part to their inability to participate actively in the event.
17. The process involved a procedure to ensure stakeholder participation in revising the Congress outputs. The process included distribution of the draft at the Congress and posting on-line, opening of a special CBD room at the Congress, convening of a meeting on the CBD process and Action Plan, development of an on-line avenue for comments, establishment of a drafting group, and presentation of the final document for approval at the closing plenary.
18. Only North American and Pacific-based IPs were somewhat underrepresented due to weak networks and funding constraints.
19. The Ad-Hoc Working Group was formed in January 2003, is housed at an UK-based NGO – Forest Peoples Programme (FPP) – and supported by NGOs (Dutch and Spanish), NCIV and ALMACIGA.
20. The 2010 targets include: participation in the establishment and management of protected areas by indigenous and mobile peoples, local communities and other minorities; implementation of communication programmes that ensure their participation; and establishment of mechanisms to guarantee their receipt of benefits.
21. TILCEPA is a joint theme/working group of the World Commission on Protected Areas and the IUCN Commission on Environmental, Economic, and Social Policy.

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The limits to Beyond Boundaries

TIM McCLANAHAN

Much of the reported successes of protected area management at the WPC results from the statistical effect of adding more countries to the database, the inclusion of new categories, and the redefinition of what constitutes a protected area. Wilderness areas have remained stable or declined since the last compilation and many of the new protected areas categories have management systems that may not protect indigenous biodiversity. There needs to be a clear understanding of the ability of these various protected area categories to protect diversity such that the area in protection does not increase while the status of indigenous biodiversity declines. To insure this does not happen, biodiversity monitoring must be in place and used to ensure that these categories are in fact management systems that are useful for biodiversity conservation. It may be inevitable that the definition of conservation will change over time but this monitoring and evaluation of biodiversity is critical to ensure that this change is not a shifting baseline of conservation practice that parallels the decline of ecosystems and biodiversity.

THE WORLD PARKS CONGRESS held in Durban, South Africa, in September 2003 provided a forum for evaluating the past achievements and outlining future plans for the earth's protected areas. Beyond Boundaries was the theme of the Congress and, therefore, the focus was on the neglected areas of parks, underrepresented biomes, and people living next to parks, poverty, corridors, climate change and other large-scale problems. The Congress is likely to be a watershed for aquatic conservation, as it was widely recognised that aquatic ecosystems are not sufficiently represented in the current list of protected areas, with marine and wetland areas comprising ~0.5% and 1.54% of their respective biomes (Chape *et al.*, 2003). These low figures will set the trajectory for the rapid increase in protection of these areas encouraged by the Congress and associated members. The Congress was a celebration of past achievements, especially increasing the total number of protected areas from ~1,000 to 100,000 and area coverage from ~3% to ~13% of the planet's surface since the first publication of the UN List of Protected Areas in 1962.

Congress members view protected areas as a must-grow industry that needs to counteract the many other global trends of biodiversity and natural resource losses, economic globalisation, and loss of indigenous culture. The recognition that these areas need to be expanded and that the principles of management should be inclusive of areas and people both within and outside current boundaries is a tribute to the inclusive politics of this forum. Outside the plenary and forums where agency executives promoted their organisations and agendas, the soft underbelly of this inclusiveness was, however, the main topic of corridor conversation. How can protected areas solve the problems of poverty, globalisation, the rights of indigenous people, and climate change and still maintain the core goal of conservation, the maintenance of biodiversity? Relative to private lands, mining, forestry, agriculture and livestock industries, few of these problems were created by protected areas and their managers, so why should they now pay the price?

In an expanding sector such as protected areas there must, however, be room for many noble causes, and none should go neglected. Closer examination of the statistics, however, reveals the fundamental problems, limits, and the need for trade-offs. When viewing the total numbers and areas the curve is rising without diminishment, counteracting the pessimistic view that opportunities to establish new protected areas are disappearing. What is happening, however, is that the compilation process is including more small and previously unreported but long-existent protected areas as more countries respond with better information. Further, the concept and categorisation of 'protected' have increased and Category VI, areas managed for sustainable resource use, and areas without official IUCN categorisation are now 42% of the total protected area. In addition, nearly twice as many countries responded to the UN request for protected-area information in 2002 than did in 1960. Given that only 103 of the 191 UN members responded in 2002, and that different types of management systems are not included (such as community, indigenous, military or



Pincushion Leucospermum sp., endemic to the Western Cape, South Africa. Photo: Wendy Strahm.

corporation management), this process could continue for some time and create the perception that biodiversity continues to be appreciated and protected. There has, however, been a small loss in Category I (areas of preservation only for the purposes of research), and most of the significant gains in area are in the Categories IV, VI, and the uncategorised grouping. Those hoping for increased protection of wilderness, if there is any during the Holocene (Roberts *et al.*, 2001; Pandol *et al.*, 2003), will not find much solace in these statistics.

Have the issues of conservation and poverty come to a crisis where the only solution is an Orwellian inclusion of members and a continual reclassification of what constitutes conservation, or is this inclusiveness of real-world problems the only realistic way to resolve the issues? Perhaps no further conservation can be realistically achieved without supporting the rights of people that use renewable resources, alleviating poverty, improving measures of management effectiveness and incorporating those sectors that use non-renewable and renewable resources in unsustainable ways into conservation programs. The Beyond Boundaries vision will face the conflicts and consequences of these two possibilities in the coming decades.

Fortunately, there was some foresight into this dilemma, with an emphasis of many workshops on community rights, financing conservation, management effectiveness, and capacity building. Regardless of the categorisation of protected areas, there needs to be improved management of the costs and mechanisms for evaluating success or failure, something that is currently weak and for which many conservation groups are still groping amid the rush to include ever more areas under protection. The above issues will need to become part of the new conservation if we are to succeed. But, if we have not carefully considered and taken precaution against possible problems, then the Orwellians are sure to claim victory atop the picked-over and emaciated carcass of biodiversity at some future World Parks Congress. There are limits to the definitions of conservation and inclusiveness, and many of the Beyond Boundaries proposals will benefit from awareness of these limits.

The plight of indigenous people is dire in many parts of the world, particularly the New World, but it is naïve to believe, as is too often stated, that these people 'have always lived in harmony with nature' and that protection of their civil and cultural rights will achieve biodiversity conservation without many outside management restrictions. The historical record is clear about the potential for both conservation and excess consumption by our species (Murray, 2003). Aleuts hunting on snowmobiles or Melanesians fishing with dynamite are realities that might fit the political but not the conservation criteria we are seeking. What is needed are people and politics with a long-term

view and commitment to land, sea and natural resources, people who are willing to maintain species and ecosystems into perpetuity regardless of their ethnicity or historical backgrounds. Historical movements, genetics and ethnicity are too complex and blended in most of the world today to have any hope of making 'Indigenous' a viable category or means to conserve. Consequently, efforts to support people with a long-term attachment to renewable resources and their sustainable use of biodiversity should be encouraged, but without turning a blind eye to the many possible conservation transgressions and by monitoring their and other people's effectiveness.

Management effectiveness needs to become the major area of growth in conservation in the coming decades. The proposed iterative process (Hockings, 1998) has the potential to incorporate adaptive management systems and is the greatest hope for reconciling the two possible Beyond Boundaries visions. However, it comes at a price that is not affordable by many tropical countries, and the challenge will be to keep the price within an affordable range and still provide vital information and ability to adapt. This must become a primary area of applied conservation science, not only in developing an understanding of biodiversity and its measure, but also in developing cost-effective, transparent means to measure and communicate the findings. The biophysical measures must directly incorporate measures of biodiversity, as, too often, simple measures such as percentage forest or coral cover have become the measure of ecological success, but these are not direct measures of biodiversity and may often fail. There are too many instances where indirect measures fail to detect changes in important aspects of biodiversity, and this will increase the half-empty forest and reef syndromes (Redford and Feinsinger, 2001). Given the potential costs of this research and implementation, this will remain a major area for external support.

Most conservationists believe strongly in the role of capacity and education, and they recognise that shared and positive attitudes of people associated with conservation areas is often a function of education and, therefore, likely to improve the success of conservation. This success is, however, most likely through co-management and not solely by either local or government people, as each group has different desires, capabilities, and authority. The too often polarised dichotomy between national and community governments is an unfortunate development in conservation, but results from waning faith in national programs that, at times, have marginalised locals through restricted access to resources. People dependent on renewable resources living in or close to protected areas do carry disproportionate costs, and the juxtaposition of restrictions on resource use with accelerating environmental degradation coincident with poor or preferential enforcement and false promises by managers leads to conflict. The reaction of many concerned observers is to embrace the rights of adjacent communities as the alienated underdogs and true protectors of nature.

The reactionary thinking of those observing this dilemma is that where national programs are managed poorly, corruptly or incompetently, then affected people can manage better and directly reap the benefits by avoiding middlemen who have a lesser interest in local conditions. Nonetheless, many people who recognise the national value of protected areas but who rely on renewable resources will not support them locally as they do not see the local and personal benefits (McClanahan *et al.*, unpublished). In the absence of healthy ecotourism, which occurs in only a small fraction of the Earth's protected areas, the benefits of protected areas are often indirect, and this is often poorly appreciated. This problem repeats itself to the point where it is very difficult to find local support for protected areas, despite the recognition of the national and international benefits and in light of the small areas that are actually protected. Where local support can be found it should be nurtured, but in many cases there will simply have to be trade-offs between national and local benefits and the solution is to compensate fairly by providing access to national benefits when possible.

Despite their good intentions, many community capacity programs have either a subliminal or overt message of self- or community-reliance and cynicism towards national programs that may be counterproductive to protected-area management. Further, community programs are too often rural development projects ethically buoyed by conservation rhetoric. Rural development is part

of the solution, as it can compensate for the environmental degradation and loss of resources outside of protected areas, but if they generate shallow patronage or cynicism towards the protected area then they can be counterproductive towards biodiversity conservation. The solution lies in fair enforcement, developing realistic expectations and increased appreciation for the indirect benefits, and all of these will benefit from increased education. Education is often an important component of community programs, but it cannot always quickly compensate for the value of formal education that may increase the ability to appreciate management and indirect benefits (McClanahan *et al.*, unpublished).

Capacity of protected-area personnel is also an area that donors should and are keen to support, but it needs to be met with equal commitment on the recipient side to ensure that the capacity is retained and has true utility. A major problem for building protected-area capacity is the constant transferring of rangers between biomes, low job retention, and high morbidity and mortality. This constant depreciation of capacity creates a problem of raising the level of management effectiveness and can be countered by ensuring that employed people are retained through attractive employment benefits (including good medical support), and that those trained in skills relevant for a particular biome (such as water skills in marine protected areas) are retained in these biomes over the better course of their working life. Without the commitment of recipient countries to retain and use the capacity where it is needed, donor fatigue will be inevitable.

Clearly, all of the above factors will need financial support, and sustainable finance remains the keystone for long-term conservation success. Naïvety about the real costs and benefits of protected areas is one of the major reasons that so many protected-area programs have stalled at their various stages of development (McClanahan, 1999). Gate receipts, user fees, ecotourism, and short-term donor support alone have been successful in only a minority of protected areas. The ecological and economic benefits of protected areas are often indirect and most relevant at the national and international level, making it difficult for conservation to pay for itself at the local level. Consequently, there may be few alternatives to taxation in its many forms, and we will need to learn to tax creatively, educate about the needs and values of this taxation, and ensure that this money is well spent. Otherwise, at some future date, public support for protected areas will fade as they increasingly become indistinguishable from the domesticated planet.

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Win-win illusions

JON CHRISTENSEN

Over the past two decades, integrated conservation and development projects have failed to live up to their promise. And efforts to heal a growing rift between poor people and protected areas have foundered. So what next? This is the story of the second generation of conservation biology. This is the story of what comes next. Kent Redford, a veteran conservationist and vice-president of the Wildlife Conservation Society, has lived and worked through conservation and development controversies from the Amazon rain forest in the 1980s to the World Parks Congress in Durban, South Africa, in 2003. There are no 'win-win' solutions, but there are important steps that can and must be taken so both conservation and development can succeed, Redford has concluded. Projects that try to achieve both while ignoring trade-offs will end in failure, with both the poor and biodiversity suffering. Each side needs to make explicit its interests and demands and negotiate from there. It is the only way biodiversity in much of the world will survive. Negotiations between Guarani Indians in the Capitania de Alto y Bajo Izozog and the Kaa-lya del Gran Chaco National Park in Bolivia provide an example of a way forward.

Over the past two decades, efforts to heal the rift between poor people and protected areas have foundered. So what next?

LIKE MANY CONSERVATIONISTS, Kent Redford dreams of a world where people and nature thrive side by side. But over and over, he has seen those illusions shattered.

In September 2003, at the World Parks Congress in Durban, South Africa, indigenous groups threatened to take the stage to broadcast a simple message to the world: that parks and protected areas are fundamentally incompatible with the rights and aspirations of impoverished local communities. Redford feared a public confrontation could drive a wedge deep into the heart of efforts to find common ground between protecting biodiversity and alleviating poverty in those parts of the world where biodiversity is rich and people are poor.

The irony is that Redford played a role in creating this rift. But now he is desperately trying to bridge the growing divide between poor people and protected areas, before it is too late.

As a vice-president at the Wildlife Conservation Society, which has nearly 300 field projects in Africa, Asia, and the Americas, Redford is in the thick of this debate.

But this is not just about Kent Redford, of course. Redford isn't the only person in this story, and he isn't the most important person in the history of this conflict. He's not even the first author on many of the papers and books that have defined this debate in the literature. He just happens to have been near the centre of this conflict as it has unfolded over the past 20 years. His name runs through this story like a thread, and so his is a useful path to follow.

Redford's career has been influenced by many of the great men of conservation biology: Michael Soulé, who named and helped found the field of conservation biology; E.O. Wilson, who coined the term biodiversity; George Schaller, the grand man of adventuresome wildlife conservation. But this isn't a history of great men either. This is the story of the second generation of conservation biology. This is the story of what comes next.

The ecologically divisive noble savage

It was in the Amazon, studying mammals and hunting among the Kayapo Indians in the 1980s, that Redford came upon the first fork in this trail. Everyone was talking about saving the rain forest by recognising indigenous territories on the one hand, and on the other, establishing "extractive reserves," areas where people could harvest the forest's products without destroying the forest. These were to be the perfect marriage of conservation and sustainable development, celebrated with Rainforest Crunch ice cream.

At the time, botanists dominated the biological end of the field, Redford said. They were focused on "how many nuts, how much latex, how much fruit you could collect." But in many

places, hunting was creating an “empty forest” with trees but no large animals (1). It’s easier to harvest plants sustainably than wild animals because, as Redford said, “You can’t cut the back leg off of a monkey and then let it loose and get it again the next year.”

At the height of the world’s romance with the people of the rain forest, Redford dropped a bombshell in this field with an essay entitled “The Ecologically Noble Savage” in *Cultural Survival Quarterly* (2). People long to believe there is a place where humans live in Rousseau’s ideal of a “natural state,” Redford said. But even before Europeans came to the Amazon, people “had tremendously affected the virgin forest, with ensuing impacts on plant and animal species,” he wrote. “These people behaved as humans do now: they did whatever they had to do to feed themselves.”

In modern times, that means hunting with shotguns and rifles, flashlights and outboard motors. And those methods, Redford wrote, “change completely the interaction between human hunters and their prey.”

Redford laid out an argument that he continues to make and that continues to be misunderstood. Indigenous people have been horribly wronged and their rights to their land should be recognised, Redford argued, but independently of any expected conservation benefits. Because if indigenous people turn around and decide they want income from timber or oil on their lands, as many were doing, they get blamed for not holding up their end of the bargain. And that’s not fair. “They can hardly be faulted for failing to live up to Western expectations of the noble savage,” he wrote.

Redford meant this as a defence of indigenous sovereignty, but his argument was interpreted as an attack on an ideal. It is the only thing he has written that generated hate mail.

Redford reached a tipping point of his own during an Oxford debate with a Maori indigenous rights advocate. The proposition was “indigenous people are conservationists.” Redford won the debate on the facts by going back through the historical record of extinctions of birds to demonstrate that people have always been hard on nature. But he lost the audience. They swarmed his opponent after the debate. Not one person came up to talk to Redford. Being right isn’t enough, Redford realised.

A bad marriage

The marriage of conservation and development was sealed at the Earth Summit in Rio de Janeiro in 1992. The notion of “integrated conservation and development projects” or “ICDPs” was coined that same year by Katrina Brandon and Michael Wells. In a seminal paper entitled “People and Parks” (3), they set lofty goals for the union. “The only hope for breaking the destructive patterns of resource use,” they wrote, “is to reduce rural poverty, and improve income levels, nutrition, health care and education.”

Fuelled by an influx of money that had traditionally gone to development projects, ICDPs quickly became a darling of NGOs and international funding agencies. There were few skeptics, but Redford was one. He wrote a paper with a colleague, Steven Sanderson, that same year entitled “The Brief, Barren Marriage of Biodiversity and Sustainability” (4). But once again, being right didn’t stop the proceedings. And Redford wasn’t the kind to shout “No!” at the wedding. In fact, he hoped he was wrong. But no such luck.

A “deadly combination of wishful thinking, quickly contrived policy poultices, and poor information” led policymakers to simply declare “biodiversity conservation is de facto compatible with sustainable economic development,” Redford and Sanderson wrote. “These concepts were transformed into packaging buzzwords, and took on a life of their own.”

From there, a whole culture developed in which it was not OK to report failures. Instead, ICDPs were reporting success but rotting in the middle, Redford said recently, reflecting back on the decade since.

For more than a decade, Redford had enjoyed a privileged perch from which to survey the scene from the University of Florida’s renowned Program for Studies in Tropical Conservation. But he

wanted to be closer to the action. So in 1993, he left academia to work for The Nature Conservancy directing a cooperative program with the U.S. Agency for International Development working to strengthen “parks in peril,” or so-called “paper parks.” The team worked with managers in 60 protected areas covering 30 million hectares in 18 countries from Mexico to Paraguay. The lessons, summed up in the book *Parks in Peril* (5) are tough and complicated, and they cut right to the heart of the conservation and development dilemma. The main finding was that parks don’t work in isolation. “Parks may be ecological islands,” Redford and his colleagues concluded, “but they are part of the social and political mainland.” Parks have a better chance of succeeding on their own terms as protected areas if they have a respected place in a national agenda for conservation and are recognised as places to visit but not to take anything away from. But when parks are also expected to be a place where economic development goals can be satisfied, conservation tends to play second fiddle.

From Corcovado in Costa Rica to Yan-achaga-Chemillen in Peru, all of the parks fell somewhere between those two poles, most at the more perilous end where serious conflicts over land and resources threatened to undermine their reason for existing. None had achieved a happy balance. “Win-win solutions,” Redford and his colleagues wrote, “do not exist.” It was this conclusion that could not be ignored by conservationists.

And once again, it was a conclusion that put Redford – who moved to the Wildlife Conservation Society, where he was made the director of biodiversity coordination in 1997 – at the centre of the conflict between preserving biodiversity and helping people.

Whiplashed by contradictions

A year after the “Parks in Peril” program published its final report in 1998, John Terborgh, published *Requiem for Nature* (6), a *cri de coeur* and a call to arms for the position that protecting biodiversity is fundamentally incompatible with economic development of any kind. A renowned ecologist and codirector of the Center for Tropical Conservation at Duke University, Terborgh based his argument on Manu National Park, deep in the Peruvian Amazon, where he worked for many years. He showed that even the small populations of Machiguenga Indians living in the park were imperilling giant river otters, harpy eagles, and capuchin monkeys.

Offices of the Izoceño-Guarani traditional political organisation CABI. Photo Hal Noss.





A Capitania del Alto y Bajo Izozog (CABI) employee with a bluefronted Amazon parrot (*Amazona aestiva*) caught by Izoceño hunters for the pet trade. CABI is studying parrots in the Chaco to determine whether this kind of hunting and trade of wild parrots is sustainable. Photo: Hal Noss.

The message was loud and clear: If even indigenous people are incompatible with conservation, there isn't much hope for conservation and development. This was a line that seemed to come straight out of the "Ecologically Noble Savage," reinforced by *Parks in Peril*, and corroborated by the findings of other colleagues who were increasingly skeptical of the "win-win" happy talk of integrated conservation and development projects, including Michael Wells and Katrina Brandon, who coined the term.

At the same time, there was a growing backlash against protected areas with some indigenous and poor people's advocates asserting that conservation and development are two sides of the coin of colonialism. Marcus Colchester, an anthropologist and veteran indigenous rights advocate, typified the criticism of protected area conservation, calling it an "old fortress model that excluded people."

In 2003, Colchester was one of the behind-the-scenes organisers of an indigenous caucus for the World Parks Congress in South Africa. Parks are for people, the caucus declared.

This increasingly unavoidable conflict between Terborgh's and Colchester's essential visions is what triggered Redford's fears about the looming confrontation. He knew from experience that a fight with indigenous people at the World Parks Congress would be bad enough. Indigenous people are a highly visible, supercharged symbol of the relationship between people and nature. But Redford knew that a conflict between poverty alleviation and conservation would be even worse in the long run. That was the rift that Redford hoped to find a way to bridge while also trying to head off open conflict between indigenous people and conservationists.

So Redford trudged off to South Africa to face what easily could have been a nightmare. But this time, he didn't go as the lone truth teller. He went in search of a way through the complications at the centre of his life's work in conservation. "The theme that I've arrived at for myself," he said, "is there has to be a middle ground between capitulating and what has been termed the fortress approach to conservation." Redford didn't find an answer in Durban, but neither did his worst fears become reality. The tensions were not resolved, but they were aired. The indigenous caucus is now being included more deeply in the ongoing implementation of the Convention on Biological Diversity that grew out of Rio '92.

Marcus Colchester even had kind words for Redford. Some of the old-timers are "never going to change their spots," Colchester said. "Kent is a much more self-challenging thinker."

Redford, however, already had his sights on resolving a much more difficult dilemma. The World Parks Congress, once a bastion for single-minded focus on protected areas, seemed all too

Box 1. What went wrong?

Michael Wells, Thomas O. McShane, Holly T. Dublin, Sheila O'Connor and Kent H. Redford

Integrated Conservation and Development Projects (ICDPs) are intuitively appealing. They offer something for everyone. They promise to defuse the major threats to biodiversity, create better opportunities for people to earn a decent living and gain access to basic services, and equitably address the rights and interests of everyone who uses land and resources in and around protected areas. No wonder ICDPs have proven so easy to sell to a broad range of interests, from park managers and conservation organisations, to local communities, development agencies, and governments.

So what went wrong? In short, the myth of “win-win” solutions created a culture in which overly ambitious projects proliferated based on weak assumptions and little evidence. There is no doubt that poverty alleviation and conservation of biodiversity must work hand-in-hand in today’s world. But there are trade-offs that must be recognised, and mistakes that need to be avoided, for ICDPs to work in the future.

1. *ICDPs have been based on naïve assumptions.* Poverty can cause environmental degradation, and poor people deserve opportunities to improve their lives. However, beyond a few rare cases, there is little evidence that improving the lot of people in and around protected areas translates directly into more effective biodiversity conservation. There is even evidence that increasing local incomes close to ecologically valuable areas can accelerate clearing for agriculture.
2. *ICDPs have unconvincing notions of local participation.* The idealised concept of a “local community” in most project planning bears little resemblance to the real world. One seasoned observer defines “community” as “a figment of the imagination of project managers and donors seeking quick fixes.” In reality, the community is made up of people with wildly divergent interests in protected areas and their surrounding lands.
3. *ICDPs have often targeted the wrong threats.* Most projects have focused on containing the threat of small-scale farming and hunting activities. But these activities are often less of a threat than mining, road building, dam construction, irrigation schemes, resettlement programs, plantations, logging, market hunting and other large-scale threats. But it is much more difficult to confront these powerful, often politically connected interests, so important threats are often left unaddressed by ICDPs.
4. *ICDPs have pie-in-the-sky goals for financial sustainability.* Many ICDPs were funded with the hope that they would become self-supporting. In practice, most require ongoing support or they collapse. In reality, the ability of most protected areas to generate revenues sufficient to cover operating costs and also benefit local populations is limited.
5. *ICDPs don’t generate enough benefits to provide incentives for conservation.* ICDPs usually do not provide adequate incentives to discourage activities that threaten protected areas. This does not mean that ICDPs won’t work. But it does mean that the ability of ICDPs to generate livelihoods for local residents will rarely be sufficient to assure the preservation of protected areas.

Despite this rather demoralising list of problems, the rationale for ICDPs has not disappeared. Biodiversity simply cannot be conserved in much of the world if people’s needs and aspirations are not taken into account. To succeed in the future ICDPs will need to be based on explicit testable assumptions, clearly stated objectives, and measurable conservation targets. They should promote simple and adaptive conservation and development initiatives that are consistent with strengthening protected areas. ICDPs need to identify and address diverse stakeholder interests, and they must work in partnerships to address larger problems that defy local solutions.

Adapted from:

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eager to take on the burden of poverty alleviation. The theme of the Durban Congress reflected the demands of the times: “benefits beyond boundaries.” Claude Martin, the director general of WWF International, made the connection explicit: protected areas are “integral to poverty reduction and national development strategies.”

The next generation

As he burrowed into the discussions on poverty and development at the Parks Congress, Redford realised this was another fork in the road. For the first time, however, he didn’t have an answer at hand. Like everyone else, he is stumbling on this uneasy path.

“We need to reject the current logic,” he said after coming home from Durban, searching as he spoke. “But we can only afford to destroy it if we have something better to offer.”

Call it a midlife crisis for a 48-year-old no longer so sure of himself. But remember, this is not just about Kent Redford. It’s about conservationists of a certain age and, perhaps, conservation itself. Redford’s generation of conservation biologists apprenticed with the fire-breathing preachers of salvation for the pure of heart. But they have lived through enough failures to question whether that is the best approach.

“All we have done is blame and count the dead, instead of engaging with the human community on what we want,” Redford said. “As long as we’re stuck being the professional grievors we will condemn ourselves to irrelevance.”

In a recent editorial in *Conservation Biology* with M.A. Sanjayan, a colleague at The Nature Conservancy whose career also began in the shadow of the grand men of conservation, Redford recently called for “retiring Cassandra,” the old “crisis discipline” view of the field (7). “To change the fate of the world, conservation biology must provide scenarios balancing human well-being and a world rich in nature, as well as the scientific basis for making the trade-offs,” they argued. “We must also redefine ourselves as the practitioners of this visionary science based on the conviction that we can achieve a world in which humans thrive in the company of a resplendent natural world.”

But how? That is the question. And Redford knows it. Or else this is just another lofty restatement of the win-win illusions that have already proven to be losers.

For now, Redford is calling for a rather simple reformulation of the “integrated conservation and development” formula. Along with John Robinson, a colleague at the Wildlife Conservation Society, he has proposed adding a little more clarity to the necessary trade-offs and priorities by labelling some “conservation projects with development,” and others “development projects with conservation.” It’s a baby step – recognising that each side needs to make explicit its interests and demands and negotiate from there. But projects that try to achieve these goals and ignore the trade-offs will end in failure, Redford predicts, with both the poor and biodiversity suffering.

There are not many good examples of success to offer in this field, and at this point, Redford is reluctant to offer examples as models. He’s seen too many applied blindly to people and places where they don’t fit. But he does have one that gives him hope.

Redford’s colleagues at the Wildlife Conservation Society have gone back to the Chaco of Bolivia, where Redford began his career trapping armadillos. For the past ten years, the organisation has been working closely with an indigenous group called the *Capitania de Alto y Bajo Izozog*, which represents 9,000 Guarani Indians along the Parapati River. Their territory is on the frontier of agricultural development, vast soybean farms and ranching, and natural gas development.

The *Capitania* was interested in protecting their traditional territory from encroaching settlers, but they were also interested in economic development for their impoverished members. The conservationists were interested in protecting the unique dry forest and the rare and endemic species that live there. Together, through intense negotiations with each other and then lobbying jointly, they came up with a solution that is now being implemented: the Kaa-Iya del Gran Chaco National Park, to be managed by the *Capitania* and the Bolivian national park system.



An exploration well for natural gas (subsequently dismantled and withdrawn) has opened a new road deep into a previously inaccessible area of the Kaa-lya del Gran Chaco National Park. CABI and the gas company are working to ensure that these new roads are not used to exploit Chaco land or wildlife. Photo: Hal Noss.

At 3.4 million hectares, it is the largest park in the Americas established at the initiative of an indigenous group. And it is the only national park in the Americas managed jointly by an indigenous group and a national government. The deal also recognises the *Capitania's* indigenous territory, which together with the park covers 5.3 million hectares, an area the size of Costa Rica. And it sets up a US\$1.5-million fund, including US\$1 million from a gas pipeline trust fund, for permanent management of the park.

What will keep the Kaa-Iya from becoming another paper park in peril? Although there are no absolute guarantees, the park itself is clearly protected, and the indigenous people's territorial rights and economic development needs were addressed outside of the protected area. So there is hope in this one place, not as a model, but perhaps as an example.

"Both parties succeeded beyond expectations because of the power of their agendas," said Redford. "It was an agreement to mutually use each other for independent ends within a coherent package."

Call him romantic. Or call him pragmatic. Despite the long and sometimes bitter history of failed marriages between conservation and development, Redford still believes a good marriage based on mutual respect can survive. In fact, he believes it's the only way biodiversity in much of the world will survive.

Author's note: This article first appeared in *Conservation in Practice*. Jon Christensen is a columnist and editor-at-large for the magazine and writes and edits the magazine's web log <http://www.ConservationNews.org>. Copyright © Jon Christensen/*Conservation In Practice*, Vol. 5, No. 1. Winter 2004.

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Protected areas: how much is enough?

DILYS ROE AND MARTIN HOLLANDS

There is contradictory evidence as to the efficacy of protected areas as a means to conserving biodiversity. While protected area (PA) coverage has increased dramatically in the last 40 years, the continuing decline of biodiversity remains a cause for international concern. Moreover, while many PAs have generated significant benefits they have not been without their costs, a disproportionate amount of which have been borne by local people. Maximising the positive impacts of PAs raises three key challenges: i) recognition of alternative types of PAs with different governance regimes – including community conserved areas, private parks, indigenous reserves, and so on; ii) attention to the *quality* as well as the *quantity* of resources under protection (noting that the local concepts of biodiversity quality and value are likely to be very different from international priorities); and iii) increasing emphasis on *conservation* through managed landscapes rather than *protection* of fenced and guarded ‘islands’. Strict protection must be seen as a last resort rather than the ideal, as one strand of a bundle of strategies that deliver on biodiversity conservation within the broader context of sustainable development.

While it is agreed that biodiversity conservation is critical, *how* that happens, *what* is conserved, and *for whom*, requires a complex set of trade-offs that protected areas on their own can not achieve.

Protected area coverage: a remarkable achievement?

Protected areas have long been the cornerstone of international conservation policy. The 2003 *United Nations List of Protected Areas* shows that in the last 40 years coverage has increased dramatically from 2.4 to 18.8 million km². At the same time, the continuing decline of biodiversity has been a cause for international concern culminating in the agreement of an international Convention on Biological Diversity (CBD) at the 1992 ‘Earth Summit’. In the same year, the IUCN World Parks Congress (WPC) set a target for protected area coverage at 10% of the world’s surface area – a target that was endorsed by the 2002 World Summit on Sustainable Development (WSSD). The following year, at the 2003 IUCN World Parks Congress it was announced that total coverage had actually exceeded the 10% target and was in fact closer to 12%.

It is not often that internationally agreed targets are met, let alone exceeded, yet despite this remarkable achievement, there is still a drive to further increase protected area coverage:

- The fourth replenishment of the Global Environment Facility includes a target of increasing protected area coverage by 17 million hectares by November 2004.
- A *Joint NGO Statement* submitted by BirdLife International, Conservation International, The Nature Conservancy, Wildlife Conservation Society, WWF and the World Resources Institute to the Subsidiary Body on Scientific, Technical and Technological Advice meeting of the CBD (SBSTTA-9) in November 2003 calls on the CBD to support the development of an expanded protected areas network.
- The Ramsar Strategic Plan 2003–2008 includes a goal to designate 250 million hectares and 2,500 Wetlands of International Importance by 2010.
- Outside of the traditional conservation community, Goal number 7 of the United Nations Millennium Development Goals – ‘Ensure Environmental Sustainability’ – includes protected area coverage as an indicator to measure progress.

If the future development of the protected areas system was narrowly focused on the *quantity* of land area under protection and the *number* of protected areas created, it would have serious flaws: it would ignore the *quality* of the biodiversity contained within these areas, their *management and governance regimes* (how they are managed, by whom, and for what), the *land and resource rights of people* living in and around them, and *how their costs and benefits are spread among society*. Furthermore, such an approach would seem to indicate that increasing the number and coverage of protected areas is an end goal in itself, rather than seeing them as one of a number of tools that will help to achieve a broader goal of biodiversity conservation.

There are clearly urgent needs to increase conservation efforts, and this may well require greater protection in some ecosystems. Marine resources, for example, are suffering critical declines and yet only 1.7 million km² (or 0.5%) of ocean area is protected. Similarly, enhanced protection is essential to ensure the survival of some key species and critical habitats. However, there is contradictory evidence as to the efficacy of simply increasing protected area coverage as a means to conserving biodiversity: despite the increased coverage over the last 40 years, biodiversity and other natural resources continue to be lost. Moreover, while many protected areas have generated significant socio-economic – as well as environmental – benefits, they have not been without their costs – a disproportionate amount of which have been borne at the local level, often due to lack of involvement of local people in decisions about protected area location and management. Designation of many protected areas has been associated with forced displacement and loss of access to natural resources for the people living in and around them, with little or no compensation. In these cases, protected areas have increased poverty, often amongst the poorest of the poor.

Protected areas: expanding the concept, not just the coverage

The overriding international imperative of the next two decades, articulated in the United Nations Millennium Development Goals, is poverty reduction. The CBD recognises this in its preamble stating ‘economic and social development and poverty eradication are the first and overriding priorities of developing countries’. The CBD has also set another target (reinforced by the WSSD) – to significantly reduce the rate of biodiversity loss by 2010. Maximising the contribution of protected areas to both of these objectives raises a number of challenges:

1. **Alternative types of protected area:** Traditional forms of protected areas have been state-controlled, imposed structures based on 19th century North American conservation ideology that suggested that people and nature should be kept separate. However, the recognition of the need to address local people’s needs in protected area planning and management is nothing new, having been highlighted in the 1981 World Conservation Strategy and re-emphasised at the third World Parks Congress in Bali in 1982.

The Vth IUCN World Parks Congress in 2003 supported calls by conservation agencies for increasing protected area coverage, but also noted that this increase might come from the formal acceptance of forms of protected areas with alternative governance structures as well as from traditional forms of protected areas. This could lead to recognition of community conserved areas, co-managed areas, private parks and indigenous reserves. WPC Recommendations elaborate on these alternatives as well as noting that ‘The degree to which protected areas meet conservation objectives, contribute to the well-being of society and achieve broad social, economic and environmental goals is closely related to the quality of their governance.’ (Recommendation 5.16).

2. **Conservation not just protection:** The term ‘protected area’ is a key stumbling block: the language of protectionism overriding the CBD focus on conservation. The term ‘protected’ conjures up images of fenced and guarded areas that are separated from human activity. Areas such as these are seen by some as the conservation ideal (and indeed the fact that these are listed in the IUCN system for classifying protected areas as Categories I and II seems to emphasise their importance), yet much biodiversity occurs outside of strictly protected areas in productive landscapes that are managed in ways that promote conservation. These areas, including agricultural land, rangeland and so on, often fall outside of the IUCN system, but realising the 2010 target for biodiversity conservation implies a need to maintain the biodiversity value of these areas. More broadly, greater attention needs to be paid to mechanisms for delivering managed landscapes that link conservation with local livelihoods. Protected areas must be seen as one element within a broader conservation landscape that incorporates human use.
3. **Attention to biodiversity values:** The quality of management and governance discussed earlier must be complemented by an emphasis on the quality of the resources under protection.



Ploughing a field in Besoa Valley in the Lore Lindu National Park, Indonesia. Photo: IUCN Photolibrary © JimThorsell.

This implies, in some cases, de-listing (or changing the management categories) of protected areas of low conservation value where there are competing land use demands or opportunity costs. It also implies a need to consider the local value of biodiversity (for food, medicines, cultural value and environmental services) as well as 'globally' (or more accurately, Northern) valued endangered species when deciding on conservation priorities. Currently it is Northern priorities that drive the international agenda while local values remain poorly represented. In each case, the need for an area to be under strict protection in order to contribute to conservation objectives should be assessed against other potential land uses.

The future for protected areas

Protected areas have a critical role to play in conserving biodiversity and contributing to developing country priorities of local economic development and poverty reduction. However, conservation agencies can not afford to blindly strive to create more without addressing the issues confronting those that already exist – both in terms of their efficiency in conserving biodiversity and their negative consequences for resident and neighbouring communities.

Protected areas alone will not be sufficient to tackle biodiversity loss. Strict protection must be seen as a last resort rather than the ideal, as one strand of a bundle of strategies that deliver on biodiversity conservation within the broader context of sustainable development. There is huge untapped potential for increasing the amount of land under conservation – rather than protection. This may well have a greater impact on biodiversity than the creation of new protected areas, and would contribute more to the broader sustainable development agenda and achievement of the Millennium Development Goals. In some cases this may actually mean uncomfortable decisions such as decreasing the number of areas that are set aside for strict protection under the existing IUCN management categories to enhance benefits and hence incentives for local people to support conservation efforts.

While it is agreed that biodiversity conservation is critical, *how* that happens, *what* is conserved, and *for whom* requires a complex set of trade-offs that protected areas on their own can not achieve.

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Mining and biodiversity: observations and reflections from ICMM on the Vth IUCN World Parks Congress

DAVE RICHARDS AND SCOTT HOUSTON

The Vth IUCN World Parks Congress marked an important milestone for the mining industry as, for the first time, it was invited to participate and contribute to the formulation of the conservation agenda for the following decade. ICMM presented its landmark position statement on mining and biodiversity and, along with IUCN – The World Conservation Union, reported on progress of the IUCN-ICMM Dialogue on Mining and Biodiversity.

ICMM was aware that its participation would not be welcomed by all delegates attending the Congress. The IUCN-ICMM Dialogue had been criticised when it was announced at the World Summit on Sustainable Development and in the lead up to the Congress. These criticisms reflected the deep mistrust of the industry among some members of the conservation community, due in large measure to the legacy of instances of poor environmental management and social practices. At the Congress, ICMM sought to demonstrate its commitment to enhancing the industry's sustainable development performance and build support for the continuation of the Dialogue. The Congress helped the industry understand better the concerns and views of the protected areas community. For the Vth World Parks Congress, ICMM will be working towards presenting achievements on the ground that highlight progress made by the industry in enhancing its contribution to biodiversity conservation while meeting the challenges of sustainable development.

ICMM and the dialogue on mining and biodiversity

ICMM is a CEO-led organisation established in October 2001 to provide leadership to the industry in meeting the challenges of sustainable development. Its membership is comprised of 15 of the world's largest mining and metal producing companies and 25 regional, national and commodity associations. ICMM has a policy and performance-based agenda driven by its Sustainable Development Principles, which were agreed in May 2003 and are a condition of membership of the organisation. The Principles are an element of the ICMM Sustainable Development Framework, which also consists of mandatory public reporting on members' performance against the Principles, independent verification and the sharing of good practice.

Mining and biodiversity conservation have traditionally been viewed as mutually exclusive activities. For those working within the mining industry, it is clear that this need not be the case. ICMM members are committed to keep their negative environmental impacts to a minimum. They believe there is considerable scope for industry to help alleviate some of the pressures put on protected areas by poverty and contribute directly to biodiversity conservation. Given the divergent interests of communities, conservationists, governments and industry, the industry considers the debate will benefit from the contribution of its perspective. ICMM is certain that only through dialogue – with a view to concerted action and informed decision-making – will biodiversity be protected, while allowing communities and countries, especially in the developing world, to achieve their sustainable development goals.

This is why ICMM attaches great importance to the IUCN-ICMM Dialogue. Intended to provide a forum for a genuine exchange of views and perspectives, the Dialogue aims to help establish a foundation of trust and, in so doing, catalyse further performance improvements in the mining industry and enhance its contribution to biodiversity conservation and sustainable development more generally. Through it, the industry also hopes to enable conservation policy makers to benefit from its knowledge and experience and from the challenges it faces.

Preparations for the Congress

ICMM took its participation in the Congress very seriously. In August 2003, the ICMM Council took an unprecedented step and adopted the landmark position statement on mining and protected areas. This decision signalled ICMM's commitment to engage with the conservation community on the issue of 'no-go' areas. It contains a number of important commitments that establish key precedents not only for the mining industry, but also other extractive industries. More specifically, ICMM corporate members have undertaken 'not to explore or mine in World Heritage properties' (the full text of the statement is available at www.icmm.com).

Several short-term projects set out in the IUCN-ICMM Dialogue were also carried out in time for presentation in Durban, including:

- contributing to the preparation of the 2003 State of the World's Parks Report;
- participating in the Speaking a Common Language project being led by Cardiff University, IUCN and others to review the level of application of the IUCN protected area management category system;
- conducting a review of national legislation relating to mining and protected areas in selected countries; and
- organising a multi-stakeholder workshop to develop draft operating principles that would guide the subsequent development of good practice guidance for the industry in the areas of biodiversity assessment and management.

To present and discuss the outputs of the Dialogue, a side event was jointly organised by IUCN and ICMM in Durban. A joint workshop in Work Stream 1 – Linkages in the Landscape and Seascape – was also organised in order to inform the scoping paper being prepared under the Dialogue on issues and challenges in developing more integrated approaches to land-use planning, biodiversity conservation and mining.

A high level ICMM delegation, led by Sir Robert Wilson, then chairman of both ICMM and Rio Tinto, attended the Congress and participated actively in the proceedings. Sir Robert Wilson was invited to speak at the High Level Panel on the Extractive Industries and Protected Areas, chaired by the Director General of IUCN, Achim Steiner. The opportunity was also taken to organise an informal round table meeting between the ICMM delegation and IUCN Councillors present in Durban.

David Richards, then Chairman of ICMM's Biodiversity Task Force, was invited to respond to the outputs of the Congress on behalf of industry at one of the closing plenary sessions.

The Congress and its outputs

As the Congress unfolded, the ICMM delegation was impressed by the diverse nature of IUCN's constituencies and the wide spectrum of views on key issues that were debated at the Congress (for example, should land-use decisions, including conservation by protected areas be made in the context of sustainable development?; should industry be invited as a partner to further conservation goals?). Interestingly, the delegation also observed how some of the challenges facing the conservation community are similar to those facing the mining industry (for example, how best to address the desire of indigenous peoples to own and control resources on their traditional lands). In general, the Durban Accord, Durban Action Plan and issue-specific recommendations emerging from the Congress resonated well within the mining industry. ICMM was pleased that the Congress endorsed sustainable development as the paradigm for advancing conservation objectives and that it called for increased transparency and accountability in legal frameworks, more participatory decision-making, and the use of strategic environmental assessment and multi-criteria analyses as tools for identifying optimal land-use strategies. Clearly, progress in these areas will help countries to determine more effectively how to achieve an adequate balance between

conservation and economic development in their pursuit of sustainable development and poverty alleviation and eradication.

ICMM welcomed the Congress's recommendations calling for strengthening the IUCN category system and improving performance in the management of the conservation estate. Progress towards greater transparency in the category assignment process and the introduction of protected area category verification and certification schemes could address many of the concerns that ICMM and many other stakeholders have regarding the Amman Recommendation. The latter calls upon state members of IUCN to prohibit mining, oil and gas development in IUCN Category I – IV protected areas.

Other Congress recommendations, such as encouraging the conservation community to engage and embrace other constituencies and the private sector to adopt good practices in order to improve its contribution to conservation goals, were well received by industry. ICMM considers that these helped provide a strong support base for the continuation of the IUCN-ICMM Dialogue and its programme of work. Recognition for ICMM's 'no-go' commitment with respect to World Heritage properties was also gratefully accepted.

Mining-related aspects

The ICMM delegation returned from Durban with mixed feelings about the mining-related aspects of the Congress. They were encouraged by the constructive discussions at the side event that was held early on in the Congress and attended by some 140 delegates. The event gave ICMM a key chance to review the progress of the IUCN-ICMM Dialogue, to present the preliminary report of the Best Practice Workshop held earlier in July, and to discuss the ICMM Position Statement. In addition, the side event provided a platform for a full exchange of views on a number of issues including, among others:

- the industry's environmental and social performance;
- the legacy of orphaned and abandoned mines;
- the principle of 'free and full prior informed consent' by indigenous and local communities regarding mineral development projects;
- the Amman Recommendation; and
- Indonesian Law 41.

The experience at the IUCN-ICMM workshop later in the week, however, proved far more challenging. The objective of the workshop was to discuss the prospects and potential of integrated planning and management at the landscape and seascape level as a tool for achieving balanced development and conservation outcomes. Following the close of the workshop, participants were also asked to review and discuss draft Recommendation 28, Protected Areas: Mining and Energy, which had been prepared by IUCN as well as related comments received from delegates prior to the Congress.

The Linkages in the Landscape/Seascape workshop and panel. Photos: IISD.



The proceedings, however, were dominated by a vociferous debate in which the fundamental question was whether IUCN should be involved in any dialogue at all with the extractive industries. The debate occurred as much within the delegates attending the World Parks Congress, as between ICMM and IUCN representatives. As a consequence, little progress was made towards the workshop's objectives, namely pinpointing ways forward for the extractive sectors in areas of high biodiversity and landscape value. However, several NGO representatives highlighted positive experiences working with leadership companies in the extractive industries. In their view, such cooperation not only advances conservation objectives but also serves to 'raise the bar' and drive performance improvements by the industry at large.

Regarding Recommendation 28, hard negotiations continued well into the morning of the next day. In the end, the recommendation adopted in Durban was significantly changed and simplified. It recognised the IUCN Amman recommendation as a basis to test and guide industry's commitment to biodiversity conservation. It also recognised that those who wish to engage in dialogue should continue to do so. However, the recommendation acknowledged that many involved in the conservation movement are against such dialogue because they 'believe it has the potential to undermine conservation efforts by the broader conservation community.'

Throughout the Congress it was apparent that many delegates had never had the chance to meet face to face with representatives of the mining industry, and that the opportunity to do so was appreciated. Although the breadth of issues raised covered more than the activities of ICMM and its members, and stretched back a long way into the past, these exchanges probably did as much to demonstrate the positive commitment of ICMM than any of the formal activities during the Congress. By simply being at the Congress and trying to answer questions openly and directly, ICMM believes it helped reduce some of the traditional mistrust in mining companies.

Follow-up from the Congress

Indonesian Law 41

At the Congress, ICMM committed to consult those corporate members with operations in Indonesia regarding their intentions with respect to Law 41. This legislation, promulgated in 1999, bans open pit mining in protection forest areas. Its passage immediately put in jeopardy many existing contracts of work previously approved by the Indonesian government, billions of dollars of investment and thousands of jobs in local communities. In Durban, some NGOs claimed that ICMM member companies were actively trying to have Law 41 overturned.

ICMM sent a formal letter on this matter to the IUCN Secretariat on 5 March 2004. It clarifies a number of aspects related to Law 41, related to both the process leading up to its promulgation and the scope of the legislation itself. ICMM confirmed that, while some ICMM members have sought clarifications and/or revisions, no ICMM member company sought to have Law 41 overturned. The legal situation has since been clarified by the Indonesian government.

Amman Recommendation

Some delegates at Durban expressed the view that the Amman Recommendation, not World Heritage properties, should have been the starting point for the industry's 'no-go' policy. ICMM has indicated on many occasions that the IUCN system of protected area categorisation and its application need to be considerably strengthened before other categories of protected areas could be recognised by industry as 'no-go' areas.

Following Durban, ICMM wrote an article on this issue for inclusion in the Case Study on Mining and Protected Areas that was prepared for the Speaking a Common Language project. The report of that project will be made available at the World Conservation Congress in November.

IUCN-ICMM Dialogue

Subsequent to the Congress, an assessment of the Dialogue was undertaken by both IUCN and ICMM. Based on progress to date, both organisations have decided to continue the Dialogue.

Following extensive negotiations, agreement was reached in June 2004 on the new terms of reference (TOR) that will guide the Dialogue over the next five years. Importantly, key issues raised at the various workshops and side events in Durban have informed the Dialogue's objectives and future programme of work. Details of the 2004 TOR can be found on websites of both IUCN and ICMM.

Closing reflections

Some people have expressed the view that the Dialogue was at too young a stage to be presented for critical review in such a political forum as the World Parks Congress. However, upon reflection, it is clear that doing so proved extremely useful and insightful. The Congress was essential for the industry to understand better the concerns and views of the protected areas community. ICMM also recognises that there is a trust deficit and, therefore, it was important to take the opportunity provided by the Congress to demonstrate its leadership and commitment to improving the industry's sustainable development performance. Clearly, the industry will be judged by its actions not its words. At the VIth World Parks Congress, ICMM will aim to present a solid record of achievements and to highlight industry's progress in enhancing its contribution to biodiversity conservation while meeting the challenges of sustainable development.

The Durban Accord and Action Plan call for new approaches to decision-making and performance improvements in the management of the conservation estate. In the spirit of the Dialogue, ICMM stands prepared to work with IUCN and others to ensure that the vision coming out of Durban becomes a reality.

David Richards is Principal Advisor for Environment at Rio Tinto and was chair of the ICMM Biodiversity Task Force during the World Parks Congress.

Scott Houston, an Australia-based consultant, was the Programme Director at ICMM responsible for coordinating the mining industry's participation in the Congress. International Council on Mining and Metals (ICMM). www.icmm.com info@icmm.com

Indigenous peoples and protected areas at the Vth IUCN World Parks Congress

J. PETER BROSIUS

One of the most striking features of the Vth IUCN World Parks Congress (WPC) was the presence of over 120 representatives from indigenous and local communities worldwide. Their presence was an indication that indigenous and local peoples' perceptions of conservation are shifting and that they are increasingly challenging conservation-as-usual. In this essay I examine some of the factors that led to increased indigenous and local participation in the Congress and ensured that their concerns were placed on the agenda. I also consider key events and issues that emerged during the Congress. Foremost among these events was the "Local-Global Leader Dialogue" that took place between indigenous representatives and the leaders of major conservation organisations. I describe how indigenous and local issues were addressed in the other major outcomes of the Congress and provide assessments of the Congress by several key participants.

Indigenous and local representatives at the Congress were contesting many basic assumptions about conservation, most notably that effective conservation requires models, management plans, or monitoring and evaluation. Rather than perpetuate the polemic that the goals of conservation and indigenous rights are at odds with each other, the challenge for the conservation community is to devise new ways to work with indigenous and local communities, offering the tools of Western science in support of local conservation priorities and creating new alliances for conservation.

ONE OF THE MOST STRIKING features of the Vth IUCN World Parks Congress was the presence of over 120 representatives from indigenous, mobile, and local communities worldwide. Their presence was evident throughout the Congress, as representatives spoke at the opening plenary session, on panels, and in workshops. Indigenous perceptions of conservation are shifting, and indigenous peoples are increasingly challenging "conservation as usual." Throughout the Congress, indigenous and local community representatives spoke of conservation initiatives undertaken without their consent and of exclusion from ancestral lands. They took pains to stress they were not opposed to conservation as such but were against forms that marginalise or exclude them.

That indigenous issues were on the agenda at the WPC was a combination of preparatory work by indigenous organisations and their allies before the Congress and the openness of IUCN – The World Conservation Union to the inclusion of indigenous issues. A key precursor was the creation of the Theme on Indigenous and Local Communities, Equity, and Protected Areas (TILCEPA) in 2000 by the World Commission on Protected Areas (WCPA) and the IUCN Commission on Environmental, Economic, and Social Policy (CEESP). Additionally, the Forest People's Program, along with TILCEPA and the IUCN Secretariat, worked closely with indigenous groups to create the Indigenous Peoples Ad Hoc Working Group for the World Parks Congress in January 2003 and was asked to serve as its "desk" to coordinate activities prior to the Congress. This included lobbying to secure speaking slots for indigenous representatives on the agenda, drafting committees, seeking funding for indigenous participation, coordinating regional meetings, and organising an Indigenous Peoples Preparatory Conference in Durban immediately before the Congress. Once the WPC began, indigenous and local representatives were well prepared to make their voices heard and ensure that they were included in the final outcomes of the Congress.

Governance, communities and equity

Certain structural aspects of the Congress also played an important role in ensuring that indigenous and local concerns were addressed on the agenda and represented in the outcomes. Most significant were the inclusion of governance as one of the seven streams of the Congress and communities and equity as one of three cross-cutting themes.

The governance stream was devoted to establishing governance as a crucial dimension of effective conservation and to defining a set of “good governance” principles to guide conservation policy and practice. It acknowledged the importance of equity, accountability, transparency, and inclusiveness in conservation. Governance-stream coordinators also developed a governance typology, which they hope will be adopted as an element in the IUCN protected-areas category system. The focus on governance recognises that many indigenous and local communities have traditional mechanisms with which to manage biodiversity and that their role should be strengthened in establishing and managing protected areas. It also places conservation within the context of a broader landscape matrix beyond conventional protected areas. The work of the governance-stream coordinators is embodied in recommendation 5.16, Good Governance of Protected Areas (IUCN 2003d :39 40), and recommendation 5.17, Recognising and Supporting a Diversity of Governance Types for Protected Areas (IUCN 2003d :41 43).

The communities and equity cross-cutting theme was dedicated to furthering the idea that conservation will be more successful when issues of local participation and equity are addressed. A focal point of this theme was the promotion of a new governance type through the drafting of Recommendation 5.26, which urges that the IUCN protected-area category system be expanded to include Community Conserved Areas: “natural and modified ecosystems voluntarily conserved by concerned indigenous and local communities through customary laws or other effective means” (IUCN 2003d :70).

Other recommendations also address indigenous concerns. Recommendation 5.28 (Protected Areas: Mining and Energy) expresses solidarity between indigenous peoples and the conservation community in addressing the issue of mining and fossil fuel extraction (IUCN 2003d :73 74). Recommendation 5.13 (Cultural and Spiritual Values of Protected Areas) acknowledges indigenous concerns about establishing protected areas on sacred lands and urges that steps be taken to address those concerns in the future (IUCN 2003d :31 33).

The community park dialogue

One of the most remarkable events at the Congress was the dialogue between local and global leaders that took place between indigenous representatives and the leaders of three conservation organisations: Russ Mittermeier of Conservation International, Steve McCormick of The Nature Conservancy, and John Croxall of the Royal Society for the Protection of Birds. As these three sat on a bench surrounded by a standing-room-only crowd, indigenous representatives from around the globe described the difficulties they face from the establishment of protected areas. A question posed by Mittermeier in response summed up a key challenge: “How do you translate global priorities into local realities?” The most important outcome of this meeting was a proposal for the creation of a Truth and Reconciliation Commission “to promote the restitution of the rights of indigenous peoples in protected areas established on their lands without their consent” (Forest Peoples Program 2003:10). This was carried forward into the outcomes of the Congress in recommendation 5.24, Indigenous Peoples and Protected Areas (IUCN 2003d :64). The need for such a commission was stressed by governance stream co-leader Grazia Borrini-Feyerabend: “Building the necessary trust demands coming to terms with the past, vastly improving the conservation behavior in the present, and working very differently in the future” (personal communication).

Mobile indigenous peoples

The theme of the Congress, Benefits Beyond Boundaries, had special salience for mobile indigenous peoples, who, with substantial logistical support from TILCEPA and CEESP, were represented to an unprecedented degree. They stressed two things. First, though recognising the need for solidarity with other indigenous peoples, they have distinctive concerns about conservation: migration routes blocked by national or protected-area boundaries; forced sedentarisation; less visible indicators of their historical presence in the landscape, leading to dispossession or removal;



Nomadic Eastern Penan hunter on logging road adjacent to Gunung Mulu National Park, Sarawak, Malaysia.
Photo: Peter Brosius.

and relative invisibility in the consultation process (World Alliance of Mobile Indigenous Peoples 2003). Second, their ways of life should be seen as sound management strategies, and they can be important partners in conservation if their practices are given greater legitimacy. This was most eloquently expressed at an opening plenary address by Sayyaad Soltani, representing the pastoralist Kuhi subtribe of the Qashqai Confederation in Iran.

Stand on our side in opposing the forcible settlements of our people and herds. Allow us to preserve the splendid genetic diversity of our herds, as well as the wildlife diversity that depend on it. Help us preserve our cultural integrity and build our capacities. Talk to us, involve us in your decisions, refuse to understand us by stereotypes, and tell us how we can help you. We, the mobile peoples and pastoralist communities of the world, are prepared to be your strongest allies in conservation. Are you?

The presence of mobile indigenous peoples resulted in two significant outcomes. First, they announced the formation of the World Alliance of Mobile Indigenous Peoples (WAMIP). Second, they drafted recommendation 5.27, Mobile Indigenous Peoples and Protected Areas, which was adopted by the Congress. Its distinctive elements include calls for “transboundary mobility; seasonal and temporal rights; corridors for movement; restoration of mobility where appropriate; and cross-cultural dialog and conflict resolution among and between mobile indigenous and sedentary peoples in and around protected areas” (Castelo 2003).

The Durban Action Plan, Durban Accord, and Message to the Convention on Biological Diversity

Indigenous issues were addressed in the other major outcomes of the Congress, notably in Outcome 5 of the Durban Action Plan and in The Durban Accord. Outcome 5 of the Durban Action Plan states that “The rights of indigenous peoples, mobile peoples and local communities [should be] recognised and guaranteed in relation to natural resources and biodiversity conservation” (IUCN 2003b :23). It is followed by three “key targets.” Amplifying recommendation 5.24, key target 10 specifies the implementation of “participatory mechanisms for the restitution of indigenous peoples’ traditional lands and territories that were incorporated in protected areas without their free and informed consent by 2010” (IUCN 2003b :24). Key target 10 also specifically addresses mobile indigenous concerns in stressing recognition of “collective and customary rights of mobile communities ” (IUCN 2003b :25) and in calling for recognition of “Mobile Indigenous Peoples’ community conserved areas as a protected area governance type” (IUCN 2003b :25) built upon

traditional institutions. Finally, key target 10 urges “Governments to approve the UN Draft Declaration of the Rights of Indigenous Peoples” and to “ratify and effectively implement ILO Convention 169 concerning Indigenous and Tribal Peoples in Independent Countries ” (IUCN 2003b :25).

The Durban Accord recognises the successes of indigenous and local communities in conserving biodiversity and “their efforts to make protected areas places of natural, cultural and spiritual convergence” (IUCN 2003a :2). A cause for concern is that in “many places which have been conserved over the ages by local communities, mobile and indigenous peoples are not given recognition, protection and support” (IUCN 2003a :2). The “commitment to involve local communities, indigenous and mobile peoples in the creation, proclamation and management of protected areas” (IUCN 2003a :4) needs to be made and more effective benefit sharing and support for community conservation areas need to be devised.

Finally, the Message to the Convention on Biological Diversity calls on the conference of the parties to “Ensure that indigenous and mobile peoples fully participate in the establishment and management of protected areas and that mechanisms are put in place to guarantee that they share in the benefits arising from these areas” (IUCN 2003c :2). Further, it urges empowering “local and indigenous communities living in and around protected areas to effectively participate in their management” (IUCN 2003c :4).

Assessing the outcome

Those whose efforts were devoted to addressing indigenous issues at the WPC had a largely positive assessment of what transpired. According to Grazia Borrini-Feyerabend, “All the key policy documents state a new attitude” (personal communication). According to Ashish Kothari, Vice-Chair of the WCPA Theme on Equity and People, “the WPC represented a significant breakthrough in the global thinking on conservation”; the inclusion of communities, equity, and governance on the Congress agenda, along with the presence of indigenous participants in the discussion, “resulted in a very forward-looking, progressive set of results” (personal communication). According to IUCN Chief Scientist Jeff McNeely, “at least 17 of the 32 Congress recommendations specifically mentioned indigenous peoples and their issues. For the first time ever, the indigenous peoples were successful in ensuring that their issues were given a full and sympathetic hearing” (personal communication).

For all their optimism, participants also had reservations. Although very pleased with the outcomes of the Congress, Ashish Kothari noted that “international events such as this obviously have only a limited impact on national policies and programs and even more limited impact on practice on the ground” (personal communication). Grazia Borrini-Feyerabend added that “Even the impact on conservation organisations can only be gauged in the long run, as the risk of backlash is real” (personal communication). A post-Congress report prepared by the Forest Peoples Program described indigenous representatives as “not thrilled with the vague language of the Durban Accord, the final draft of which had been handed over to a ghostwriter for editing after the drafting committee had finished its work” (Forest Peoples Program 2003:14). Indigenous peoples and advocates who attended the Congress recognise that their work is far from done, in part because Congress outcomes are not legally binding; they can only influence conservation policies and practices. Thus, as Ashish Kothari observed, “there is a huge challenge ahead of all of us to translate the WPC results into actual national level policy and practice and to ensure that the move toward participatory conservation actually results in enhanced protection for ecosystems and species.” (personal communication).

Indigenous peoples and the future of conservation

What the indigenous presence at the Congress represented was a challenge to many basic assumptions about conservation. Indigenous peoples at the Congress suggested that conservation

could be done without models, management plans, or monitoring and evaluation. They also challenged assumptions about the roles of both Western science and major conservation organisations, asserting that conservation goals could be accomplished outside circuits of transnational expertise. Their message was that indigenous and local communities must represent something other than a “transaction cost,” that threat assessments that classify their land-use practices as disturbances are unacceptable, and that participatory methods that define them as just one more category of stakeholder have no place in their vision of conservation.

Making meaningful progress in the future will entail a willingness on the part of conservation scientists and practitioners to work with indigenous, mobile, and local communities in new ways, in which the tools of Western science are offered in support of local conservation priorities. What that means for the planning, implementation, and governance of conservation initiatives is not yet clear, but it is an effort that we must take seriously. As Kent Redford has pointed out repeatedly, conservation biologists and indigenous peoples are natural allies (Redford and Stearman 1993). The challenge for a discipline such as conservation biology is to seek productive terms of engagement. We cannot afford to perpetuate the polemic that the goals of conservation and indigenous rights are at odds with each other. The fate of biodiversity rests in part on how the conservation community responds to the challenge posed by indigenous, mobile, and local communities and whether it is able to embrace this opportunity to create new alliances for conservation.

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Reflections of a scientist on the Vth IUCN World Parks Congress

JOHN TERBORGH

The World Parks Congress, held in Durban, South Africa in September 2003, attracted 3,500 participants from across the world. For a scientist, the proceedings were full of surprises. Instead of focusing narrowly on how to conserve nature in protected areas, the agenda mostly dealt with social issues. Science was submerged in a profusion of workshops on non-scientific subjects. We scientists have only ourselves to blame, for we stayed away in droves. Perhaps we stayed away because parks and their management problems are not cutting-edge science, or perhaps because scientists reflexively avoid political events. But parks and other protected areas are all that will remain of nature after the rest of the world is developed.

Optimistically, 20% may ultimately be saved. But conserving all of nature's wealth of species in 20% of the earth's habitat is a technical challenge no less daunting than landing men on the moon. If nature is to be conserved, scientists must be vitally engaged, not only in the field and laboratory, but in the political arena, for we must be heard to be heeded. Ignoring political events like the WPC is abrogating what should be our central role in conserving nature to a crowd of competing interests.

I ATTENDED THE WORLD PARKS CONGRESS anticipating that the challenge of conserving biodiversity would occupy center stage in the deliberations. The unfolding of the Congress came as a culture shock and reality check. Many of the delegates, perhaps a majority, clearly had different expectations. For these, the Congress offered an irresistible global stage for propounding a political agenda that was, at best, only tangential to biodiversity conservation. Countless workshops, lectures, and discussions delved into topics such as poverty alleviation, social injustice, indigenous peoples' rights, community management of protected areas, and gender equity in conservation. All these issues have their place in a global agenda, but for me they dominated and drowned out the discussion of themes more directly related to conserving nonhuman life on this planet. Working together in break-out and plenary sessions, the delegates debated and modified a set of draft documents that were released in definitive form on the final day. Fortunately, the steering committee in charge of crafting these products was prepared for the political grandstanding and kept a steady hand at the helm. The products (all available on the internet at <http://www.iucn.org/wpc2003>) included (1) *The Durban Accord*, a ringing manifesto on the values of protected areas, accompanied by a 40-page "Action Plan," (2) a detailed message to the Conference of Parties signatory to the Convention on Biological Diversity, and (3) a media release. All these documents are far more biocentric than the socially charged rhetoric of so many delegates, and they steer a middle course through a difficult political minefield.

As an outsider to these events, I had mixed reactions, for the Congress produced both good news and bad. The best moment for me came at the announcement that protected areas now incorporate almost 12% of Earth's terrestrial realm, not including the 10% represented by Antarctica. The global success of the conservation movement can be gauged by the fact that the current figure represents a tripling of the area protected since the Bali Congress of 1982 and a doubling since Caracas in 1993. I think all of us can be heartened by that.

A major benefit of the Congress was in providing a platform on which progressive political leaders could announce new conservation initiatives to a highly appreciative audience. In the most gratifying of such announcements, Marc Ravalomanana, president of Madagascar, proclaimed his government's commitment to increase the coverage of protected areas in that country from 3% to fully 10% of the national territory. In essence, this will amount to protecting every remaining scrap of native habitat in the country. Providing counterpoint from one of the world's last great wilderness regions, the governor of the state of Amapá (Brazil) announced new state protected

areas to complement the recently created 5-million-ha Tumucumaque National Park. The total will bring more than 70% of Amapá under protection, raising the bar for other leaders to a thrilling and unprecedented level.

In the not-so-good news department was evidence of a pronounced trend toward the creation of “soft” protected areas (World Conservation Union [IUCN] Categories V and VI) and away from “hard” protected areas (IUCN Categories I–IV). The sub-title of the Congress, “Benefits beyond Boundaries” is indicative of the current fashion for people-friendly protected areas and a utilitarian concept of biodiversity that is prevalent in international conservation circles today. In another paper reprinted here, Peter Brosius clearly describes the reasons for this trend and how it influenced the WPC. Whatever the politics, the insistence that “sustainable use” of biological resources in soft protected areas is compatible with biodiversity conservation is supported more by wishful thinking than by hard science, which brings me to the bad-news department.

It would be generous to say that science was submerged in the bewildering profusion of simultaneous workshops and discussions. There were workshop streams dedicated to gap analysis and corridors, but science has far more to offer conservation than these timeworn topics. It is fair to ask whose fault it was that science was so poorly represented. Unfortunately, the answer is that we scientists must bear the lion’s share of the blame.

Although I met scores of friends and acquaintances from the conservation world at Durban, I recognised only one member of the Society for Conservation Biology who was not also an employee of a federal agency or a major conservation organisation, and that individual resides in Mexico. The academic science community simply was not represented. Why? Perhaps because we instinctively shy away from political events (as was my inclination before my wife prevailed upon me to go). Further, many of us may believe that parks and their management problems are not cutting-edge science, so we dismiss them as peripheral to our interests. But we do so at our peril because

IUCN team on an evaluation mission of the Galapagos Islands Marine Reserve, Ecuador. Photo: IUCN Photolibary © JimThorsell.



protected areas are all that is going to save nature and biodiversity after the remaining unprotected habitat is “developed.” Moreover, as the work of Newmark (1996), Woodroffe and Ginsberg (1998), Brashers *et al.* (2001), and others is dramatically reminding us, creating parks is not the end of the road because many parks are manifestly unable to sustain their biodiversity over time. Did I hear this disturbing fact mentioned even once at Durban (other than by me)? No. Yet the gradual species loss now being documented in formally protected areas all over the world represents one of the greatest threats to biodiversity and an enormous challenge to conservation – one that can be met only through the application of conservation science.

The relegation of science to a footnote at a conservation event of global significance is indicative of double failure. First, we scientists are to be faulted for our collective reluctance to assume a more activist role. Second – and this is partly a consequence of our own reticence – international bodies, and the World Conservation Union in particular, have been slow to appreciate that if we do not get the science right then much of what is done to preserve nature may unravel. The task of conserving biodiversity in 12% – or, to be generous, say an eventual 20% – of Earth’s terrestrial habitat can be likened in magnitude and difficulty to the most outstanding achievements of modern applied science, such as travelling to the moon, sequencing the human genome, or producing the central processing units of today’s computers. The task would be enormous enough if we conservation biologists had the funding of a National Aeronautics and Space Administration, National Institutes of Health, or INTEL. But beyond the handicap of absurdly inadequate funding, we do not yet possess all the necessary basic science. We have come a long way toward defining where biodiversity is and how to optimise its inclusion in protected areas, but we are still far from understanding the mechanisms that, in the absence of human interventions, hold the “background” extinction rate to less than one in a million species per year.

Until we understand the science behind the low background extinction rate, we shall be unable to slow the continuing loss of species from formally protected areas. Mastering this science should become our highest priority. But even if and when we succeed, will the political world listen?

The message from Durban on this point was relatively encouraging. The principles of protected-area design derived from conservation biology have become paradigmatic (e.g., cores, buffers, and corridors). Representation, gap analysis, hotspots, and large-scale (ecoregional) planning have all become *de rigeur*. All this is silent testimony to the relevance and effectiveness of our science. But our science is young, developing rapidly, and far from attaining maturity.

As Michael Soulé is fond of saying, conservation biology is science with a mission, that of conserving biodiversity. Our goal as individuals should not only be to advance our careers by publishing in journals but to participate in the hard work of achieving our collective mission. Much of that work must necessarily be in the political realm, for that is where the important decisions are made. Because conservation is a time-limited endeavour, there is a pressing need to translate comprehension into policy in the shortest possible time. To do that, we need to be engaged. If we scientists fail to engage in unabashedly political events such as the World Parks Congress, we risk becoming irrelevant, which is the way I often felt in Durban.

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Résumés

Réflexions sur le Congrès mondial sur les parcs, Durban, septembre 2003

ADRIAN PHILLIPS

Le Congrès mondial sur les parcs a constitué un événement très important pour la conservation des aires protégées. Tout en célébrant les réussites obtenues par les parcs, il a également identifié de nombreuses leçons pratiques pour ceux qui sont impliqués dans la conservation des aires protégées. Dix leçons de cette nature ont été identifiées pour le Royaume-Uni, allant de la nécessité d'une plus forte affirmation de la valeur des aires protégées, au besoin d'un travail plus soutenu avec les communautés locales ainsi qu'à l'échelle internationale : le message qui tient en une seule phrase et qui fut adressé au Royaume-Uni à Durban est qu'« il faut adopter une approche plus assurée et davantage tournée vers l'extérieur. »

L'avenir de la nature et le 5^{ème} Congrès mondial sur les parcs de l'UICN

GEOFFREY WANDEFORDE-SMITH

Cet article donne un aperçu de certains des importants travaux du 5^{ème} Congrès mondial sur les parcs de l'UICN (WPC) qui s'est tenu à Durban en Afrique du Sud en septembre 2003. Cet article est paru pour la première fois comme article d'introduction de la rédaction dans un numéro du Journal du droit et de la politique internationale de la nature (JIVLP) (Vol 9-98/2004) consacré aux questions soulevées par le 5^{ème} WPC. Ce numéro présente trois papiers plus longs sur les aires protégées privées, l'évaluation de la gestion et la Convention sur le patrimoine mondial, initialement rédigés et publiés lors du WPC.

Aperçu général de la participation des communautés au Congrès mondial sur les parcs

ANNE MARIE DeROSE

Le Congrès mondial sur les parcs, organisé par l'Union mondiale pour la nature (UICN) se tient tous les dix ans pour dresser un état des lieux des aires protégées (AP) au moment du congrès et établir un programme pour la décennie à venir. Le 5^{ème} Congrès sur les parcs (8-17 septembre 2003, Durban, Afrique du Sud) a traité d'un certain nombre de questions centrales concernant les AP, telles que leur nature transfrontalière, les populations indigènes et les droits industriels, la sous représentation de l'environnement marin dans le réseau, et leurs valeurs monétaires et spirituelles. Le congrès a abouti à plusieurs résolutions fructueuses qui auront un impact sur les dix prochaines années de conservation des aires protégées, notamment :

- Un concept élargi d'AP comprenant les valeurs spirituelles et sacrées et s'étendant au-delà des frontières géographiques ;
- La reconnaissance de la nécessité du respect des droits des populations indigènes et itinérantes et des communautés locales lors de l'établissement et de la gestion des AP existantes et futures ;
- L'adoption d'objectifs, se rapportant à la participation des parties prenantes à la restitution des terres et à la gestion des AP, à la mise en oeuvre de programmes de communication permettant d'assurer leur participation, et à la mise en place de mécanismes de partage des bénéfices, à atteindre à l'horizon 2010 ;
- Une somme d'engagements de la part de gouvernements et d'ONG pour mettre en place de nouvelles aires protégées, accroître les ressources consacrées aux AP et développer des partenariats stratégiques et des incitations à l'intention d'une variété de parties prenantes, et ;
- Un vecteur pour assurer la représentation dans le temps des populations indigènes dans les processus internationaux.

Cependant, la portée véritable du Congrès sur les parcs a résidé dans sa structure qui a permis aux populations indigènes de se joindre activement aux débats et d'influencer les résultats « officiels ». Ce niveau de participation a été utile pour contrebalancer l'influence des intérêts des entreprises qui participaient aux discussions et a souligné l'émergence d'une tendance à l'inclusion des parties prenantes qui accorde une importance significative aux rencontres préparatoires et à la recherche de solutions d'intégration et de collaboration.

Les limites de l'« au-delà des frontières »

TIM MCCLANAHAN

Bien des réussites dans le domaine de la gestion des aires protégées signalées lors du CMP sont dues à un effet statistique consistant à ajouter plus de pays dans la base de données, à inclure de nouvelles catégories et à redéfinir ce qui constitue

une aire protégée. Les aires naturelles sont restées stables ou se sont réduites depuis la dernière compilation et plusieurs des nouvelles catégories d'aires protégées ont des systèmes de gestion qui risquent de ne pas assurer la protection de la biodiversité indigène. Il est nécessaire d'avoir une compréhension claire de la capacité de ces différentes catégories d'aires protégées à protéger la diversité de telle manière que la surface protégée ne s'accroisse pas en même temps que la biodiversité indigène régresse. Pour s'assurer que cela ne se produise pas, un mécanisme de contrôle de la biodiversité doit avoir été mis en place et doit être utilisé pour assurer que ces catégories constituent bien des systèmes de gestion utiles pour la conservation de la biodiversité. Il est peut-être inévitable que la définition de la conservation se modifie au fil du temps, mais ces mécanismes de contrôle et d'évaluation de la biodiversité sont décisifs pour garantir que ce changement ne corresponde pas à un déplacement de la ligne de base de la pratique de la conservation qui adopterait un mouvement de déclin parallèle à celui qui est enregistré par les écosystèmes et la biodiversité.

Les illusions entretenues par les solutions qui conviennent à tout le monde

JON CHRISTENSEN

Ces deux dernières décennies, les projets de conservation et de développement intégrés n'ont pas été à la hauteur des espérances. Et les efforts pour régler le désaccord grandissant entre les populations pauvres et les aires protégées ont échoué. Que va-t-il donc se passer maintenant ? Voici l'histoire de la deuxième génération en biologie de la conservation. Voici l'histoire de ce que nous réserve l'avenir. Kent Redford, écologiste militant de longue date et vice-président de la « Wildlife Conservation Society », a connu et a su assumer les polémiques dans les milieux de la conservation et du développement depuis la question de la forêt tropicale amazonienne dans les années 80 jusqu'au Congrès mondial sur les parcs à Durban en Afrique du Sud en 2003. La conclusion de Redford était que s'il n'y avait pas de solutions convenant à tout le monde, des mesures importantes pouvaient et devaient cependant être prises pour assurer la réussite conjointe de la conservation et du développement. Les projets qui tentent d'obtenir les deux sans tenir compte des compromis seront voués à l'échec, et c'est aussi bien la biodiversité que les populations pauvres qui en paieront le prix. Chaque camp doit formuler clairement ses intérêts et revendications et les poser comme point de départ pour des négociations. C'est seulement ainsi que la biodiversité pourra survivre dans la plupart des régions du monde. Les négociations entre les Indiens Guarani dans la Capitanía de Alto y Bajo Izozog et les Kaa-lyá du parc national del Gran Chaco en Bolivie fournissent un exemple de moyen de déblocage.

Aires protégées : quand faut-il s'arrêter ?

DILYS ROE ET MARTIN HOLLANDS

Les indications de l'efficacité des aires protégées à assurer la conservation de la biodiversité sont contradictoires. Alors que la surface couverte par les aires protégées s'est accrue de manière spectaculaire pendant les 40 dernières années, la poursuite du déclin de la biodiversité demeure inquiétante pour la communauté internationale. De plus, même si de nombreuses aires protégées ont été largement bénéfiques, elles ont eu un prix, qui a été payé de façon disproportionnée par les populations locales.

L'optimisation des impacts positifs engendrés par les aires protégées pose trois enjeux clés : i) la reconnaissance de l'existence d'autres formes d'aires protégées possédant des régimes de gouvernance différents, notamment les aires sous conservation communautaire, les parcs privés, les réserves indigènes et ainsi de suite, ii) la nécessité d'accorder autant d'attention à la *qualité* qu'à la *quantité* des ressources sous protection (en remarquant au passage que les concepts locaux relatifs à la qualité et à la valeur de la biodiversité sont probablement très différents de ceux des priorités internationales), et iii) l'importance croissante accordée à la *conservation* par les paysages gérés plutôt qu'à la *protection* d'« îles clôturées et gardées ». La stricte protection doit être envisagée comme un recours ultime plutôt que comme la solution idéale, comme l'un des fils d'un écheveau de stratégies aptes à apporter des solutions pour la conservation de la biodiversité dans un contexte plus large de développement durable.

Alors qu'on s'accorde à considérer comme décisive la conservation de la biodiversité, *la façon dont* elle se produit, *ce sur quoi* elle porte et *au profit de qui*, sont des questions qui exigent un ensemble complexe de compromis que les aires protégées sont loin de pouvoir accorder.

L'exploitation minière et la biodiversité : observations et réflexions de l'ICMM sur le 5^{ème} Congrès mondial sur les parcs

DAVE RICHARDS ET SCOTT HOUSTON

Le 5^{ème} Congrès mondial sur les parcs a constitué une étape importante pour l'industrie minière car pour la première fois, elle a été invitée à participer et à contribuer à la formulation du programme de conservation pour la décennie à venir.

L'ICMM a présenté une déclaration qui fera date concernant l'exploitation minière et la biodiversité, et a rendu compte, avec

l'UICN, l'Union mondiale pour la nature, des progrès réalisés dans le dialogue sur l'exploitation minière et la biodiversité entre l'UICN et l'ICMM.

Les représentants de l'ICMM étaient conscients que la participation du conseil ne serait pas vue d'un bon oeil par tous les délégués présents au Congrès. Le dialogue entre l'UICN et l'ICMM fut la cible de critiques lorsqu'il avait été annoncé lors du sommet mondial sur le développement durable et pendant la période de préparation du congrès. Ces critiques reflétaient la méfiance profonde existant parmi certains des membres des milieux de la conservation envers cette industrie, en grande partie suscitée par le climat créé par les occurrences passées de mauvaise gestion de l'environnement et de pratiques défectueuses en matière sociale. Lors du congrès, l'ICMM s'est efforcé de faire la démonstration de son engagement à améliorer ses résultats en matière de développement durable et de rallier un soutien plus large en faveur de la continuation du dialogue. Le congrès a permis à l'industrie de mieux comprendre les préoccupations et les opinions de la communauté oeuvrant pour les aires protégées. En vue du 6^{ème} Congrès mondial sur les parcs, l'ICMM aura comme objectif de présenter des résultats sur le terrain qui mettront en exergue les progrès réalisés par l'industrie et qui amélioreront sa contribution à la conservation de la biodiversité tout en relevant les défis posés par le développement durable.

Les populations indigènes et les aires protégées au Congrès mondial sur les parcs

J. PETER BROSIOUS

Une des caractéristiques les plus remarquables du 5^{ème} Congrès mondial sur les parcs a été la présence de plus de 120 représentants de communautés indigènes et locales venus du monde entier. Leur présence a été le signe que les idées que se font les populations indigènes et locales de la conservation sont en train de changer et que ces populations remettent de plus en plus en cause la conservation telle qu'elle est pratiquée habituellement. Dans cette dissertation, nous examinerons certains des facteurs qui ont conduit à la participation accrue des populations indigènes et locales au congrès et qui ont fait que leurs préoccupations ont été prises en compte pour l'avenir. Nous considérerons également les événements clés et les questions qui sont apparues lors du congrès. Parmi ceux-ci, l'événement le plus marquant a été le « dialogue entre leaders locaux et globaux » qui a réuni les représentants de populations indigènes et les dirigeants de certaines des principales organisations pour la conservation. Nous décrirons la manière dont les questions liées aux populations indigènes et locales ont été prises en compte dans les autres résolutions principales du congrès et nous relaterons les évaluations du congrès par plusieurs des participants clés.

Les représentants des populations indigènes et locales au congrès ont exprimé leur désaccord avec de nombreuses hypothèses de base concernant la conservation, et plus particulièrement avec l'hypothèse que la conservation requiert des modèles, des plans de gestion, et des systèmes de contrôle et d'évaluation. Plutôt que d'alimenter la polémique au sujet d'un divorce entre les objectifs de la conservation et les droits indigènes, l'enjeu pour la communauté pour la conservation est d'inventer de nouvelles façons de travailler avec les communautés indigènes et locales, en mettant les outils de la science occidentale au service des priorités de la conservation locale et en créant de nouvelles alliances en faveur de la conservation.

Réflexions d'un scientifique sur le Congrès mondial sur les parcs

JOHN TERBORGH

Le Congrès mondial sur les parcs qui s'est tenu à Durban, en Afrique du Sud en août 2003 a réuni 3500 participants venus du monde entier. Pour le scientifique que je suis, le déroulement du congrès a réservé de nombreuses surprises. Le programme a traité principalement de questions sociales et ne s'est pas contenté de ne s'intéresser qu'à la façon de conserver la nature dans les aires protégées. La science s'est trouvée submergée sous une abondance d'ateliers sur des sujets non scientifiques. Nous les scientifiques ne pouvons nous en prendre qu'à nous-mêmes car dans notre immense majorité, nous nous sommes bien gardés de participer au congrès. Peut-être notre participation était-elle si faible parce que les problèmes des parcs et de leur gestion ne sont pas du ressort de la science de pointe, ou est-ce plutôt parce que les scientifiques ont le réflexe de se tenir à l'écart de tout événement de nature politique ? Toujours est-il que les parcs et les autres aires protégées seront tout ce qu'il restera de la nature une fois que le reste du monde se sera développé.

En dernière analyse, en étant optimiste, seules 20% de ces surfaces pourront être sauvegardées. Mais la conservation de toutes les espèces parmi la profusion des espèces naturelles dans 20% des habitats terrestres est un enjeu technique non moins intimidant que ne le fut celui d'envoyer des hommes sur la lune. Si la nature doit être conservée, les scientifiques doivent absolument participer en étant présents, non seulement sur le terrain et dans les laboratoires, mais aussi sur la scène politique, car nous devons nous faire entendre pour que nos vues puissent être prises en compte. En ne faisant aucun cas d'événements politiques tels que le CMP, nous abolissons le rôle central que nous devrions jouer dans la conservation de la nature et le remettons à une multitude d'intérêts rivaux.

Resúmenes

Reflexiones sobre el Congreso Mundial de Parques, Durban, Septiembre de 2003

ADRIAN PHILLIPS

El Congreso Mundial de Parques de 2003 fue un acontecimiento muy importante para la conservación de las áreas protegidas. Además de celebrar los logros de los parques, identificó muchas de las lecciones prácticas útiles para aquellas personas dedicadas a las áreas protegidas. Se han identificado diez lecciones para el Reino Unido, que van desde ser más firmes acerca del valor de las áreas protegidas hasta trabajar más con las comunidades locales y a escala internacional: en breve, el mensaje de Durban para la gente de las áreas protegidas del Reino Unido es "adoptad un camino más confidente y vanguardista".

El futuro de la vida salvaje y el Congreso Mundial de Parques

GEOFFREY WANDEFORDE-SMITH

Ésta es una visión de algunos de los trabajos más importantes del Quinto Congreso Mundial de Parques (WPC) celebrado en Durban, África del Sur, en septiembre de 2003. Este artículo fue publicado originariamente como una Introducción del Editor para el *Diario de la Ley y Política Internacionales (JIWLP)* (Vol 9-98/2004), que centró la atención en las cuestiones que surgieron del quinto WPC. La edición del Diario contiene tres informes más largos, que al principio fueron desarrollados y publicados en el WPC, y que tratan de las áreas protegidas privadas, la evaluación de la administración y la Convención del Patrimonio Mundial.

Un panorama de la participación de la comunidad en el Congreso Mundial de Parques

ANNE MARIE DeROSE

El Congreso Mundial de Parques, organizado por la Unión Mundial para la Naturaleza (UICN) se celebra cada diez años para evaluar el presente estado de las áreas protegidas, APs y establecer una agenda para la década siguiente. El Quinto Congreso de Parques (del 8 al 17 de septiembre de 2003 en Durban, África del Sur) enfocó varias cuestiones fundamentales relacionadas con las APs, tales como su naturaleza más allá de sus fronteras; los derechos de la industria y las poblaciones indígenas; la escasa representación del medio ambiente marino en la red; y sus valores espirituales y monetarios. El Congreso generó varios resultados exitosos que impactarán la próxima década de la conservación de áreas protegidas, incluyendo:

- Un concepto ampliado de los APs para incluir los valores espirituales y sagrados y que abarcan las fronteras físicas;
- El reconocimiento de que un acuerdo con la población indígena y móvil y los derechos de las comunidades locales es necesario cuando se establecen y administran las APs existentes y futuras;
- La adopción de metas relacionadas con la participación de los interesados en la restitución y administración de las APs, la implementación de programas de comunicación para asegurar participación y el establecimiento de mecanismos para compartir los beneficios, todo esto deberá ser logrado para 2010;
- Una colección de obligaciones por parte de los gobiernos y de los NGOs de establecer nuevas áreas protegidas y desarrollar asociaciones estratégicas e incentivos con una variedad de interesados y;
- Un vehículo para asegurar la representación continua de los pueblos indígenas en los procesos internacionales.

Sin embargo, el verdadero significado del Congreso de Parques proviene de su diseño, que permitió que la población indígena participara en el proceso de discusión y diera forma a los resultados "oficiales". Este nivel de participación sirvió para balancear la influencia de los intereses de las corporaciones que estaban implicadas en las discusiones y destacó la tendencia emergente de incluir a los interesados, realzando la significante importancia de las reuniones preparatorias y de las soluciones que son integradas y colaborativas.

Los límites más allá de las Fronteras

TIM McCLANAHAN

Muchos de los sucesos que se han anunciado en el Congreso Mundial de Parques acerca de la administración de las áreas protegidas, son el resultado de los efectos estadísticos de agregar más países a la base de datos, de la inclusión de

nuevas categorías y la redefinición de lo que constituye un área protegida. Áreas silvestres han permanecido estables o han declinado desde la última compilación y muchas de las categorías de nuevas áreas protegidas tienen sistemas de administración que tal vez no protejan la biodiversidad indígena. Se necesita un entendimiento claro de la habilidad de estas varias categorías de áreas protegidas para proteger la diversidad de modo tal, que el área bajo protección no aumente mientras que la posición de la biodiversidad indígena decline. Para asegurarse de que no pase esto, debe tener lugar un monitoreo de la biodiversidad que sea usado para asegurarse de que estas categorías son realmente sistemas de administración que son útiles para la conservación de la biodiversidad. Puede que sea inevitable que la definición de conservación cambie con el tiempo, pero este monitoreo y la evaluación de la biodiversidad son críticos para asegurar que este cambio no mueva la línea de base de la práctica de la conservación que ve de forma paralela el declive de los ecosistemas y la biodiversidad.

Las ilusiones de ganar y ganar

JON CHRISTENSEN

En las dos últimas décadas, los proyectos de conservación y desarrollo integrados han fracasado en el cumplimiento de sus promesas. Y los esfuerzos para resolver las crecientes desavenencias entre la gente pobre y las áreas protegidas han fracasado. Entonces ¿qué pasa después?. Esta es la historia de la segunda generación de la biología de la conservación. Esta es la historia de lo que pasa después. Kent Redford, un veterano conservador y vice-presidente de la Sociedad para la Conservación de la Vida Salvaje, ha vivido y trabajado con las controversias de la conservación y el desarrollo abarcando desde la selva tropical amazónica en los años ochenta hasta el Congreso Mundial de Parques en Durban, África del Sur, en 2003. Redford ha llegado a la conclusión de que no hay una situación de ganar y ganar, pero hay pasos importantes que pueden y deben tomarse para que ambos, la conservación y el desarrollo, triunfen. Los proyectos que tratan de lograr ambos mientras ignoran otras industrias terminarán en fracaso y tanto los pobres como la diversidad sufrirán. Cada parte necesita hacer explícitos sus intereses y demandas y negociar desde esta posición. Es la única manera en que la biodiversidad va a sobrevivir en la mayor parte del mundo. Las negociaciones entre los indios guaraníes en la Capitanía del Alto y Bajo Izozog y el Kaa-lyá del Parque Nacional del Gran Chaco en Bolivia proveen un ejemplo de la ruta a seguir.

Las áreas protegidas: ¿Cuánto es suficiente?

DILYS ROE Y MARTIN HOLLANDS

Hay evidencia contradictoria en cuanto a la eficacia de las áreas protegidas como medios para conservar la biodiversidad. Mientras que la cobertura alcanzada por las áreas protegidas ha aumentado de manera dramática en los últimos años, la continua declinación de la biodiversidad continúa siendo una preocupación internacional. Más aún, mientras que muchas áreas protegidas han generado beneficios, esto no ha sido sin costos y una parte desproporcionada de los mismos ha sido a expensas de la población local. La maximización de los impactos positivos de las áreas protegidas presenta tres desafíos clave: i) el reconocimiento de tipos alternativos de áreas protegidas con diferentes regímenes de gobierno, incluyendo áreas comunitarias conservadas, parques privados, reservas indígenas, etc.; ii) la atención prestada tanto a la *calidad* como a la *cantidad* de recursos bajo protección (tomando nota de que los conceptos locales de calidad y valores de la biodiversidad son probablemente muy diferentes de las prioridades internacionales); y iii) el aumento del énfasis en la *conservación* a través de paisajes administrados en lugar de la *protección* de "islas", bajo guardia y valladas. La protección estricta debe ser vista como la última alternativa y no como el ideal, se la debe considerar como una pieza más dentro del grupo de estrategias que provee la conservación de la biodiversidad y dentro del contexto más amplio del desarrollo sostenible.

Mientras hay acuerdo en cuanto al hecho de que la conservación de la biodiversidad es crítica, *cómo* ocurre, *qué* se conserva, y *para quién*, requiere una gama compleja de compromisos que las áreas protegidas no pueden lograr solas.

La minería y la biodiversidad: observaciones y reflexiones del ICMM en el Quinto Congreso Mundial de Parques

DAVE RICHARDS Y SCOTT HOUSTON

El Quinto Congreso Mundial de Parques marca un importante hito para la industria minera ya que, por primera vez, fue invitada a participar y contribuir a la formulación de la agenda para la conservación de la próxima década. El ICMM presentó la culminante declaración de su posición sobre la minería y la biodiversidad y, junto a la UICN (La Unión Mundial de la Naturaleza), informaron sobre el progreso del Diálogo sobre la Minería y la Biodiversidad, entre la UICN y el ICMM.

El ICMM tenía conocimiento de que su participación no sería bienvenida por todos los delegados que asistieron al Congreso. El Diálogo entre la UICN y el ICMM fue criticado cuando fue anunciado en la Conferencia Cumbre sobre el Desarrollo Sostenible y durante la preparación del Congreso. Estas críticas reflejaron la profunda desconfianza de la industria que algunos miembros de la comunidad conservacionista tenían, debido en gran parte a la herencia de pobres en

la gestión ambiental y social. En el Congreso, el ICMM buscó la oportunidad de demostrar que está determinado a enfatizar la actuación sostenible de la industria y continuar construyendo el apoyo para la continuación del diálogo. El Congreso ayudó a la industria a comprender mejor las preocupaciones y puntos de vista de la comunidad de áreas protegidas. Para el Sexto Congreso Mundial de Parques, el ICMM trabajará para presentar los logros en el terreno, que destacan el progreso hecho por la industria, realzando su contribución a la conservación de la biodiversidad mientras enfrenta los desafíos del desarrollo sostenible.

Los poblaciones indígenas y las áreas protegidas en el Congreso Mundial de Parques

J. PETER BROSIUS

Una de las características más impresionantes del Quinto Congreso Mundial de Parques fue la presencia de más de 120 representantes de las comunidades locales e indígenas de todo el mundo. Su presencia indicó que las percepciones que los indígenas y la población local tienen de la conservación, se están modificando y están desafiando con más frecuencia "la conservación como de costumbre". En este ensayo, examino algunos de los factores que llevaron a un aumento de la participación local e indígena en el Congreso y que aseguraron que sus preocupaciones fueran insertadas en la agenda. También considero los acontecimientos y resultados claves que surgieron durante el Congreso. El más importante entre estos acontecimientos fue el Diálogo de los Líderes Locales y Globales, que tuvo lugar entre los representantes indígenas y los líderes de las principales organizaciones de la conservación. Describo como las cuestiones indígenas y locales fueron tratadas en los otros mayores resultados del Congreso y proveo una evaluación del Congreso por parte de varios participantes en posiciones estratégicas.

Los representantes locales e indígenas en el Congreso estaban disputando muchas de las suposiciones básicas sobre la conservación, más notable entre ellas la de que la conservación, para ser efectiva, requiere modelos, planes administrativos, o monitoreo y evaluación. En lugar de perpetuar la polémica de que los goles de la conservación y los derechos indígenas están situados en polos opuestos, el desafío para la comunidad conservadora es el de crear nuevos modos de trabajo con las comunidades locales e indígenas, ofreciendo las herramientas de la ciencia occidental en apoyo de las prioridades de la conservación local y creando nuevas alianzas para la conservación.

Reflexiones de un científico en el Congreso Mundial de Parques

JOHN TERBORGH

El Congreso Mundial de Parques, celebrado en Durban, África del Sur, en agosto de 2003, atrajo 3.500 participantes de todo el mundo. Para un científico, los procedimientos estuvieron llenos de sorpresas. En lugar de un enfoque estrecho en como conservar la naturaleza en las áreas protegidas, la agenda se dedicó mayormente a las cuestiones sociales. La ciencia fue sumergida en una profusión de talleres de tópicos no científicos. Nosotros, los científicos, somos los únicos culpables, pues la inmensa mayoría permanecimos fuera porque los parques y sus problemas administrativos no son una ciencia de vanguardia o tal vez porque los científicos tratamos reflexivamente de evitar acontecimientos políticos. Pero los parques y otras áreas protegidas son todo lo que permanecerá de la naturaleza después que el resto del mundo se ha desarrollado.

Si somos optimistas, el 20% será finalmente salvado. Pero conservar toda la riqueza de especies de la naturaleza en un 20% del hábitat terrestre es un desafío técnico no menos sobrecogedor que el hombre en la luna. Si la naturaleza ha de conservarse, los científicos deben estar comprometidos de manera vital, no solamente en el terreno de los laboratorios, sino en la arena política, ya que nos deben escuchar para que nos hagan caso. La ignorancia de acontecimientos políticos tales como el Congreso Mundial de Parques (WPC), es abrogar lo que debería ser nuestro rol central en la conservación de la naturaleza, a una multitud de intereses competitivos.

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Founded in 1948, The World Conservation Union brings together States, government agencies and a diverse range of non-governmental organisations in a unique world partnership: over 1,000 members in all, spread across some 139 countries.

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The World Conservation Union builds on the strengths of its members, networks and partners to enhance their capacity and to support global alliances to safeguard natural resources at local, regional and global levels.

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WCPA is the largest worldwide network of protected area managers and specialists. It comprises over 1,300 members in 140 countries. WCPA is one of the six voluntary Commissions of IUCN – The World Conservation Union and is serviced by the Protected Areas Programme at the IUCN Headquarters in Gland, Switzerland. WCPA can be contacted at the IUCN address above.

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Afin de sauvegarder les ressources naturelles aux plans local, régional et mondial, l'Union mondiale pour la nature s'appuie sur ses membres, réseaux et partenaires, en renforçant leurs capacités et en soutenant les alliances mondiales.

IUCN – Unión Mundial para la Naturaleza

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La Unión Mundial para la Naturaleza fortalece el trabajo de sus miembros, redes y asociados, con el propósito de realizar sus capacidades y apoyar el establecimiento de alianzas globales para salvaguardar los recursos naturales a nivel local, regional y global.

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