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IUCN
The World Conservation Union



The future of protection

Nigel Dudley

The World Parks Congress, which takes place every ten years, is the nearest that the generally individualistic world of protected areas gets to a global policy-making forum. What the Congress lacks in decision-making power it makes up for in influence, both as a vehicle for directing the World Commission on Protected Areas and more generally through helping to shape national protected area priorities. Which means that the fifth World Parks Congress, meeting in Durban in September 2003 is an event of key importance for anyone interested in the future of protected areas. And this meeting is particularly significant, because it is followed almost immediately by the World Forestry Congress in Quebec and a few months later by a special Conference of Parties of the Convention on Biological Diversity in Kuala Lumpur that focuses on protected areas, so that World Parks Congress recommendations and the planned 'Durban Accord' can be fed almost immediately into two other major policy forums.

As they select from the piles of publications and attend numerous workshops, the three thousand delegates have an opportunity to contribute to a vision for how protected areas should develop over the next decade. What exactly should they be aiming for? If the latter part of the twentieth century saw a rush to protect critically threatened habitats, the early years of the new millennium will be a time of consolidation and capacity building. IUCN and WWF have identified some key priorities for protected areas in the future. First, the completion of protected area networks, particularly in those ecosystems that are currently under-represented: amongst forests we might highlight mangroves and dry forests for example. Secondly, conserving realistic amounts of the world's remaining large blocks of forests – like the Amazon and the Congo – whose climatic and environmental significance is becoming increasingly recognised. Next, the protected areas that have been established, often hurriedly and with minimal funding, need improved management. And lastly but far from least, protected areas need to be integrated into the wider landscape and seascape: which will include thinking and planning for mosaics, connectivity, new approaches to protection such as private and community reserves, improving relationships with neighbours and the need to integrate protected areas within wider efforts to reduce poverty. Part of this effort includes broadening the arguments for protection beyond biodiversity, by emphasising the role that protected areas can play in, for example, watershed protection, providing homeland for threatened human societies and conserving valuable genetic material. Indeed the theme of the Fifth Congress – Benefits beyond Boundaries – already provides a strong message on future directions for protected areas.



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Influencing Europe to protect more forests

Europe is the poorest continent in terms of natural forests: data collected by the United Nations Economic Commission for Europe found that in most countries over 99 per cent of forests had undergone major modification during the last 200 years and most of the forests disappeared back in Neolithic times. Nonetheless, forest protection remains at lower levels than in many developing countries. An analysis of protected area coverage carried out by the UNEP-World Conservation Monitoring Programme in 2000, showed that less than seven per cent of Europe's 3.26 million km² of forests are in strictly protected areas – well short of the goal of 10 per cent coverage contained in the joint IUCN/WWF *Forest for Life Strategy* and particularly disappointing in one of the world's richest regions with a high level of environmental awareness. A new WWF report, *The State of Europe's Forest Protection*, surveyed forest protection in 16 countries and concluded that there had been virtually no change in either quality or quantity of forest protection in the ensuing years. Only two countries had made significant progress (UK and Latvia), while four (Germany, Spain, Norway and Hungary) had slightly improved their performance, six (Switzerland, the Netherlands, Turkey, Romania, Estonia and Slovakia) showed no overall change, and four (France, Austria, Finland and Poland) actually appeared to be slightly worse. Only four countries (UK, Spain, Hungary and Slovakia) achieved over 50 per cent of the maximum achievable scores.

In April 2003, Ministers from 44 European states and the European Union gathered in Vienna for the 4th Ministerial Conference on the Protection of Forests in Europe (MCPFE) and environmental organisations hoped that forest protection would be high on the agenda. In 1993, Signatory States at an earlier Ministerial Conference in Helsinki committed themselves to "establish at national or regional levels a coherent ecological network of climax, primary and other special forests aimed at maintaining or re-establishing ecosystems that are representative or threatened". Despite this, protection is not sufficiently reflected in the resolutions of the Vienna Declaration. Instead, economic viability of forests and development was the focus of the conference as was expected. WWF is lobbying hard for additional protection, and urges governments to demonstrate that they are willing to make a difference for forest protection within individual countries through credible action in the forest.

Forest management and protection in Europe

The Ministerial Conference on the Protection of Forests in Europe is a major forum for driving forest policy in the continent. Some important parts of its mandate remain unfulfilled and both IUCN and WWF are working with MCPFE to increase levels of forest protection and sustainable forest management.

It is also promoting improved management of forest protected areas through use of its newly developed Rapid Assessment and Prioritization Methodology (see page 11), to improve the overall effectiveness of protected areas.

Another Helsinki resolution with a large, unfinished agenda concerns "Forestry Cooperation with Countries with Economies in Transition". Following the forest restitution and privatisation process in Central and Eastern Europe (CEE), there are three million new forest owners now managing six million hectares of forest – which presents a challenge both for the owners and for forest administrations. IUCN, government and NGO members are cooperating in Central and Eastern Europe, along with the Food and Agriculture Organisation of the United Nations (FAO) and the Confederation of European Forest Owners to implement an initiative called "Support to Multifunctional Forestry in Central and Eastern European Countries". Within this initiative one project, "Strengthening Biodiversity Conservation Aspects of Private and Community Forestry in the EU Accession Countries in Central and Eastern Europe", aims to assist forest owners in ten project countries with the implementation of multi-functional forest management over the next four years.

One particular issue relates to the definition of a forest protected area. For some time, MCPFE has argued that the IUCN definition of, and categories for, protected areas do not meet European needs. MCPFE has thus developed a classification system of its own, which caused considerable concern in the European section of the IUCN World Commission on Protected Areas (WCPA), because of the risks of confusion. In 2002, an MCPFE expert level meeting led to a compromise which has brought the two systems more closely together, although clear differences still remain between IUCN and MCPFE on the definition and thus on their understanding of the overall area of protected forests in Europe. WCPA is working on the development of additional guidance for applying the IUCN Protected Area Management Categories to forest protected areas (see page 13) and IUCN is urging parties to the MCPFE to take this guidance into account as it becomes available in the near future.

Illegal Logging Initiative

Illegal logging has become a problem of crisis proportions in developing countries, where its consequences lead to habitat and species loss and increased poverty for human communities that depend on natural forest resources for their survival.

Jennifer Biringler, from WWF U.S. reports on a new initiative.

The World Bank has estimated that the loss of revenue to producer and consumer governments due to illegal logging is US\$5 billion annually. The announcement by U.S. State Department Secretary Colin Powell in July 2003 of a global initiative to assist developing countries reduce illegal logging and address corruption in the forest sector is thus welcome. Over 50 groups, including the U.S. Government, private sector and NGOs are taking part in the initiative.

U.S. State Department priorities for the initiative will be to support good governance and build country capacity to establish and strengthen legal regimes and law enforcement. The initiative incorporates a number of programmes developed by WWF, particularly the use of market forces to encourage responsible forest management and discourage trade in illegally harvested products; improved forestry practices in developing countries; and the promotion of forest sector reforms. In Peru, for instance, where the eradication of illegal logging has been made a national priority, WWF has been working with the government to reform forest concessions and bring logging under legal control. The Sustainable Forest Products Global Alliance, WWF's multi-sector partnership with partners including U.S. Agency for International Development and Metafore, aimed at making markets work for forests and people, is a major component of the illegal logging initiative.

WWF is also pleased that protected areas are a strong focus of the Administration's initiative. However, better enforcement for protected areas, by itself, will not be enough. Forests throughout the tropics are being undermined by corruption, lack of enforcement and obsolete policies – threats that must be addressed by strengthening laws, policies and market incentives.

So far the U.S. government has allocated US\$15 million to cover 19 existing programmes. WWF encourages the administration to designate new funding and technical support to make the illegal logging initiative as effective as it must be to adequately reduce the global threat of illegal logging.

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**Mahogany
confiscated in
the Philippines**



News in brief

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Falling paper: The operating profits of the world's 100 largest forest and paper companies fell by 13 per cent in 2002 (US\$21.6 billion compared with US\$24.8 billion in 2001) and net income in 2002 fell by 50 per cent to US\$3.1 billion.

Source: PwC's 2003 *Global Forest and Paper Survey*, www.pwc.com/forestry

Amazon shock: The deforestation rate in Brazil's Amazon jumped by 40 per cent in 2002. Preliminary figures from the Brazilian Environment Ministry reveal that an area of 25,476 km² was deforested in 2002 as opposed to 18,166 km² in 2001 – the highest increase since 1995. Conversion of forests to soy farming is reported as the main threat, with Brazil expected to become world's biggest soy producer, in the next few years.

Source: Environmental News Service, June 27, 2003

SARS fears: Reports that the SARS virus may have come from wild animals is having a major impact on the wild game trade. In Guangdong Province, China's largest wild game market, Xinyuan, which previously reported annual sales of US\$100 million, has been virtually deserted.

Source: Environmental News Service, June 23, 2003

Inform line: A government telephone hotline is being set up in Thailand to receive information from the public on mafia-type exploiters of forest resources. Names and other details provided by the public will be added to an official list of those suspected of illegal activities being compiled for the Ministry of Natural Resources and Environment by national park officials.

Source: *Bangkok Post*, May 31, 2003

FSC in Vietnam: The Swiss and the Vietnamese Governments, in partnership with WWF Indochina, have launched a three year project to conserve tropical forests and promote the wise use and sustainable trade of forest products. A key element will be to encourage the Vietnamese wood processing industry to use locally produced certified timber instead of imported timber.

Source: *WWF Forestry and Wood Certification Newsletter* No. 3/2003

Illegal logging: The Indonesian Forestry Ministry estimates that Indonesia is suffering a financial loss of Rp30.42 trillion (US\$3.7 billion) annually due to illegal logging and forest product trading. In early 2003, the ministry disclosed four illegal logging cases and 21 cases of illegal distribution of wood in Tanjung Puting National Park. Authorities also impounded two ships for allegedly smuggling 5,386 cubic meters of logs and detained 13 motor boats off the coast of Java.

Source: *Asia Pulse*, June 18, 2003 (Jakarta)

Broken promises: The Canadian Nature Federation (CNF) has released an audit of Manitoba protected areas and parks decisions since 1999. The audit was conducted to verify a government statement made in November 2002 that: "Since 1999 close to a million hectares has been added to protected areas and parklands in Manitoba". In fact, the audit found that since the autumn of 1999 only 194,957 ha have been protected.

Source: www.manitobawildlands.org

US forests at risk: As the battle to protect America's national forests goes on (see *arborvitæ* 20), a coalition of forest campaigners have prepared a list of the ten US forests most at risk from the Bush administration's policies. All ten will be affected by attempts to undermine the National Forest Management and the National Environmental Policy Acts – environmental laws that have safeguarded public participation in national forest management, and all are at risk from attempts to undermine the Roadless Area Conservation Rule.

Source: www.endangeredforests.org/report/

Mesoamerica position for WPC and CBD

The Mesoamerican region is developing a joint position to take to the World Parks Congress and Convention on Biological Diversity (COP 7). Alberto Salas of IUCN-Mesoamerica describes the process.

The process has been led by a number of regional initiatives including, in March 2003, the First Mesoamerican Congress on Protected Areas (I-CMAP) held in Managua, Nicaragua. Among the outcomes of the meeting was a commitment to promote, in a participatory manner, the formulation of a Central American policy and strategy relating to protected areas. Participating governments also signed the 'Managua Declaration', containing the recommendations and conclusions offered by over 800 representatives from

Central America and Mexico, including scientists, government officials, indigenous people, rural dwellers, NGOs and international organisations, who attended the meeting. The main proposals were to:

- Strengthen and consolidate the National Systems of Protected Areas (PA)
- Formulate a Central American PA Policy and Strategy
- Promote PA Funding Strategies
- Include local knowledge in PA management
- Favour and support cross-border PAs
- Promote the effective participation of indigenous people and rural dwellers
- Address, on a regional basis, the challenges of globalisation (trade agreements and others) in order to consolidate PAs
- Prepare, through the Central American Council on Protected Areas (CCAP) a Mesoamerican position for the WPC and COP 7

Two further meetings, the Ibero-American Network of National Park Institutions and Other Protected Areas (RIPANAP) in Spain and a meeting in Cancun, Mexico, also ratified the main agreements of the Managua Declaration.

In addition, countries in the region have been preparing national reports on the status of protected areas in their country – some of these will be distributed at the WPC in Durban. The Central American Commission on Environment and Development (CCAD) along with IUCN Mesoamerica and other partners in the region have also prepared an official report consolidating national information, which describes the current situation of the Central American System of Protected Areas (SICAP). This will also be released in Durban.

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Conservation in boreal forests

In a move recognised by WWF International as a Gift to the Earth the state-owned Swedish forest company, Sveaskog, has committed to set aside twenty per cent of its 3.5 million ha of productive forest for conservation. Margaret Rainey reports.

Sveaskog (formerly AssiDomän), the largest forest owner in Europe, is developing ecological landscape plans for its entire forest holdings to be completed by 2007. Plans for the forest areas within the pledged twenty per cent will be designed with a mix of full protection, management with conservation as a priority, or 'set-asides' in forest management planning. A restoration strategy to enhance biological values at a landscape level will also be initiated. Within the total area to be set aside, five per cent of the forests (or 175,000 ha) will be designated as 'Ekoparks' – priority conservation landscapes in which there is a combination of protection and restoration.

Sveaskog's plans utilise some of the core concepts within the Forest Stewardship Council (FSC) certification system, which advocate a management approach combining forest protection, management and restoration. As such it sets a leading example for other forest companies and state forest agencies to implement responsible forest management and biodiversity conservation on a landscape scale.

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Protection First

The Deh Cho First Nations and the Government of Canada have recently concluded an agreement bringing a new large parcel of land under protection in the upper Mackenzie Valley. As a result, a total of 10.1 million ha of pristine northern boreal forest and wetland habitat are now in an interconnected network of culturally and ecologically significant areas. William Carpenter of WWF-Canada reports.

The Deh Cho First Nations (DCFN), comprising 11 small communities in the upper reaches of the Mackenzie Valley in north-west Canada, have lived for thousands of years in balance with the land and its natural resources. Unlike other Aboriginal groups in the Mackenzie Valley, the DCFN have not yet settled their land claims with the federal government. This means that most natural resources are still managed or controlled mainly by the government. Nevertheless, the Government of Canada and the Deh Cho have now reached an agreement on resource development and interim protection. The most recent land withdrawal was signed in April 2003, removing lands from industrial development for an initial five-year period, during which time more detailed resource assessments will be completed. In total the DCFN now have nearly half of their traditional homelands under an interim land withdrawal.

The Mackenzie is one of the world's last remaining great rivers still in its natural state. Its vast watershed covers 1.8 million km², one sixth the size of Canada. However, there are plans to build a major natural gas pipeline along the Valley. In the absence of detailed biophysical information on the region's resources, interim protection of this network of key cultural and ecological areas represents a precautionary step that will help retain future conservation options. This 'Conservation First' approach, taken by northern Aboriginal groups in land use planning and negotiating land claims, is preparatory to establishing an interconnected network of culturally and ecologically significant areas in Deh Cho lands. WWF believes that this approach is fundamental to upholding the principles of sustainable development, and has recognised the initiative as a Gift to the Earth.

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News in brief

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Some good news: According to the Wildlife Conservation Society (WCS), a decision by Forest Department of the Tibetan Autonomous Region of China to make wildlife protection a priority is having encouraging results. Wild animals, including the Tibetan antelope or chiru, Tibetan gazelles, wild asses and wild yak, that were illegally hunted to the brink of extinction just 10 years ago are beginning to recover, .

Source: Environmental News Service, July 28, 2003

Rainforest threat: The Deputy Premier of Tasmania, Australia, Paul Lennon, announced in June plans to lift a 20-year logging moratorium on the 'pipeline corridor' within the Tarkine wilderness area of Tasmania. The Tarkine wilderness is the largest remaining temperate rainforest in Australia. International, national and state environment groups in Australia, including WWF, have called for the protection of this significant relic of the ancient supercontinent Gondwana.

Source: www.forests.org, June 17, 2003

Digging stopped: Senegal has announced it will not grant any new permits for quarrying and mining in the country's 233 forest conservation areas, and will encourage companies already operating in these areas to move out as part of its efforts to reduce deforestation and protect the environment.

Source: *WRM Bulletin* 72, July 2003

Deforestation and species loss: Taking Singapore as a case study (which has seen a 95 per cent loss of habitat, mostly through deforestation, in the past 183 years, and resultant species losses of 34-87 per cent in butterflies, fish, birds and mammals), scientists have predicted that Southeast Asia as a whole, given the current rate of habitat destruction, is likely to suffer the loss of up to 40 per cent of regional species' populations over the next century.

Source: *Nature*, 24th July 2003

Canada Audit: WWF Canada's Nature Audit research team has worked for two years to assess Canada's actions towards meeting its major international and domestic commitments on conserving biodiversity. Starting with a baseline of the estimated pre-European state of North America, habitat change and declines or increases in the population status of approximately 1,400 species, from whales to butterflies, were assessed. The audit highlights the regional conservation needs of Canada, which can be achieved through a strategy emphasizing protection, management and restoration/recovery in order for commitments to be met on a national scale.

Source: www.wwfcanada.org

Valuing Forests: A report published by the UK Forestry Commission and the South West Regional Development Agency has concluded that the value to the South West region's economy by using woodland for leisure, sports, tourism and recreational purposes (443-554 million Euro) more than doubles the contribution to the regional economy by the timber industry (295 million Euro).

Source: BBC News online, January 27, 2003

Bushland losses: The Commonwealth Government's National Land and Water Resources Audit on the state of Australia's biodiversity shows that some 3,000 bushland ecosystems are disappearing, taking more than 1,500 species with them. The report says such a record of species loss is 'unparalleled' elsewhere in the world. There are 2,891 individual ecosystems identified as at risk. Of the 85 identified bioregions across the nation, 94 per cent include at least one threatened ecosystem.

Source: Environmental News Service, April 23, 2003

The third session of the UN Forum on Forests (UNFF-3) took place in Geneva May 26-June 6. Carole Saint-Laurent reports.

The main agenda items were economic aspects of forests, forest health and productivity, and maintaining forest cover, as well as a number of common elements for each session, including enhanced cooperation, trade and multi-stakeholder dialogue.

While delegates were generally happy with the positive atmosphere and with the modest progress made, particularly on the establishment of ad hoc technical expert groups, the UNFF-3 decisions largely reiterate existing proposals for action. Some notable exceptions are the clear recognition of the links between forests and poverty reduction, and the call for cross-sectoral approaches to forest fires, including community based programmes. There nonetheless continued to be a fair bit of frustration about the lack of 'action'. This goes back to the fundamental question of what a mechanism like the UNFF – which is a political forum charged with facilitating implementation but not an implementer itself – should actually be doing. Some people considered that UNFF-3 was more of a success for what was achieved 'in the corridors' in terms of building implementation partnerships, than in the official sessions. Related to this, many viewed the increasing interest in country and organisation-led intersessional initiatives on specific issues as a positive development. In the past some of these have been really productive – for example, the US-Brazil initiative on protected areas – but the real test will be whether the outcomes of these 'expert' meetings will be respected when they are fed into the subsequent UNFF sessions. Another positive development is the way in which the members of the Collaborative Partnership on Forests (including IUCN) are coming together to undertake work to support implementation of action on forests.

On the other hand, there remains a serious concern that participation by heavily-forested developing countries, NGOs and Indigenous People's Organisations (IPOs) is far from what is needed. Decisions taken on funding mechanisms may help strengthen developing country presence. NGO and IPO confidence in the process remains low due to a perceived lack of 'action'. Greater efforts to involve these actors in implementation partnerships and intersessional expert meetings could help to address this problem.

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News in brief

Brazilian species at risk: The Brazilian government released a new endangered species list in May. The list had a total of 395 animals listed as endangered, an increase of 176 species from the previous list published in 1989. According to the new list, 160 birds, 96 insects, 69 mammals, 34 invertebrates, 20 reptiles and 16 amphibians are endangered, threatened, at risk of extinction or already extinct. Some of the animals on the previous list such as the black caiman, the wild cat and the harpy eagle, are not on the new one, as their populations have recovered over the past 14 years. On the other hand, many other species that were not at risk in 1989 are now considered threatened, including primates, many species of butterflies, insects, spiders and snakes.

Source: Environmental News Service, May 22, 2003

ITTA re-negotiations

Andrew Deutz and Carole Saint-Laurent give an update on the International Tropical Timber Agreement.

The International Tropical Timber Agreement (ITTA), originally negotiated in 1983 and renegotiated in 1994, is currently being re-negotiated. NGOs very publicly disengaged from the ITTA during the 1994 renegotiations when it became clear the 1994 Agreement would continue to focus on the tropical timber trade and would not be broadened to trade in timber originating in all types of forests. The idea of expanding the scope of the Agreement to timber from all types of forests is still not on the agenda today. Instead, the central issue in the re-negotiation revolves around the extent to which the Agreement will be broadened to take on new issues in the tropics. At the moment, the Agreement formally deals with the tropical timber trade and the promotion of sustainable forest management in tropical production forests. In practice, it has taken on a number of other issues such as restoration, forest fires, forest law enforcement, and transboundary protected areas. These issues have been included within the remit of the current agreement because they help meet the objective of promoting sustainable forest management in tropical production forests. As a result, the ITTA has demonstrated leadership in a number of areas. Its portfolio of tropical forest projects is also becoming increasingly important as many bilateral aid agencies disengage from the forest sector.

NGOs have re-engaged with the ITTA process over the last year through the establishment by the International Tropical Timber Council of the Civil Society Advisory Group (CSAG). The current re-negotiation process offers a number of opportunities for CSAG to advance a number of policy objectives of interest to NGOs, IPOs, Community Based Organisations (CBOs), and the labour movement. Key issues being dealt with in the renegotiations include:

- expansion of the agreement to non-timber forest products;
- promoting the interests of local and indigenous communities, including core labour standards; and
- trade related aspects of GMOs and invasive species.

The next negotiating session will take place in November, 2003 in Yokohama, to be followed by a concluding session in Geneva in July, 2004. Limited funding will be available from the ITTO for CSAG participation in the Geneva session. IUCN is committed to providing advice and guidance throughout the negotiating process, and we strongly encourage our members and partners to join with us.

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Restoring Mediterranean Forest Landscapes:

To restore forest landscapes successfully, national policies need to integrate environment and socio-economic aspects.

Rami Salman and Stephanie Mansourian report on forest landscape restoration in the Mediterranean and North African Region.



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Transport of branches for dune stabilization, Souss-Massa National Park, Morocco.

About 300,000 km² of land in the European coastal zone of the Mediterranean is undergoing desertification, affecting the livelihood of 16.5 million people. Contrary to popular belief, desertification is not the natural expansion of deserts, but results from a combination of human actions and climate change which transforms green landscapes into barren desert-like areas. The North African region is similarly characterised by low forest cover and the increasing threat of desertification.

IUCN, WWF and their partners are promoting forest landscape restoration to regain ecological integrity and enhance human well-being in deforested or degraded forest landscapes. The focus is on restoring the functions that forests provide – such as food, habitat for species, soil stabilisation, water collection and medicinal plants – at the broader landscape level as opposed to solely promoting increased tree cover in a particular location.

As part of this process two meetings have recently been held in the region. More than 30 forest experts, government officials, focal points of international conventions as well as private forest owners gathered in Castellabate, Italy to discuss the various tools, partnerships and policies needed to restore Mediterranean forest landscapes. The lack of attention to degraded areas at the high level of policy making in the Mediterranean region is one of the challenges to be dealt with for ensuring the sustainable use and management of forests resources. The participants highlighted the disconnect between the international policy developments and forest management practices at the ground level. They stressed the need to bring together professionals that deal with Mediterranean forest management issues on a day-to-day basis, to discuss the challenges and opportunities facing the region's forests and inject more reality into the international forest policy processes. Synergies that exist between the UN Forum on Forests and the conventions on Biological Diversity, Climate Change and Desertification should be strengthened at the national level and used as a key mechanism to

develop concrete programmes for forest landscape restoration. Additional recommendations included the reinforcement of public ownership, the need for more information and communication and for national frameworks for private/civil society initiatives.

Over 50 participants from governmental, non governmental, research and intergovernmental agencies from the Mediterranean region (Algeria, Morocco, Tunisia, Portugal, Spain, Italy, France, etc) were present at the workshop in Morocco to begin discussing ways of implementing forest landscape restoration in the North Africa region. The interest and responses were very positive: forest landscape restoration has been seen as the best approach to recreate the necessary conditions that will allow and secure conservation and sustainable management of natural resources in the Maghreb (the area between the Atlas Mountains and the Mediterranean Sea). As a general principle participants believe on the need to develop multifunctional management plans for forest landscapes through the integration of all sectoral policies, and the adequate coordination and participation of all concerned local and national actors. Concrete recommendations included the need to establish pilot national and transboundary programmes in partnership with state entities, intergovernmental agencies such as UNDP, NGOs and local communities, and extend existing programmes and actions at the Mediterranean level for forest landscape restoration to North Africa. In one current example, WWF is currently supporting an integrated forest landscape conservation, development and restoration programme called 'Green Belts against desertification', in a number of Mediterranean biodiversity hotspot areas in Morocco, Tunisia, Portugal and Croatia, in partnership with governments, NGOs, research and intergovernmental institutions. It was also agreed to establish a network in the Maghreb to facilitate the spread of knowledge and exchange of experiences.

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Past, Present and Future

In September 2003, thousands of experts will come together to discuss the current management and future prospects facing the 12 per cent of the earth's surface that is officially deemed as protected. Adrian Phillips, former Chair of the IUCN World Commission on Protected Areas, provides a history of these gatherings and reflects on their role in setting the agenda for protected areas.

The World Parks Congress in Durban is the fifth global protected area event in a series. The first International Conference on National Parks (as it was then known) was held in Seattle in 1962, the second in Yellowstone/Grand Teton (1972), the third in Bali (1982) and the fourth in Caracas (1992). The Congress is not a politically led decision making body, nor a scientific conference – it is instead a gathering of protected area professionals and others working in the field. This can result in a reflection of the protected areas 'world' at the time, and provide a vision for protected areas over the next ten years and beyond.

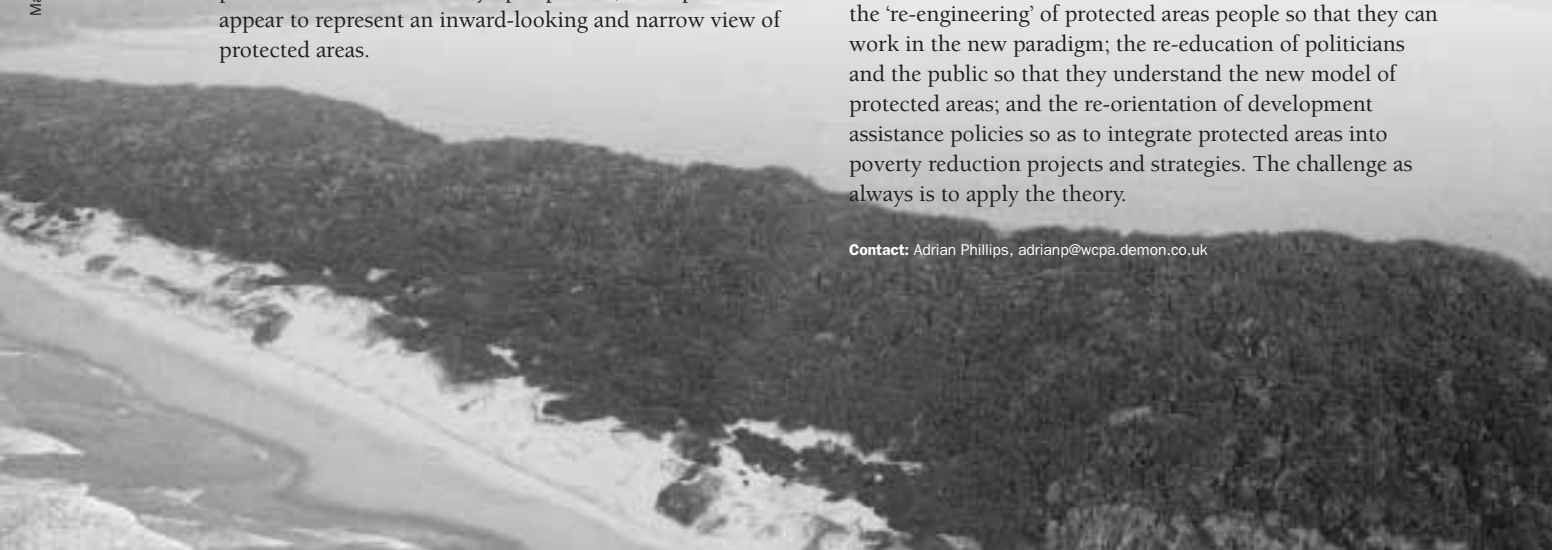
An analysis of the congress recommendations between 1962 and 2003, albeit a subjective one, provides an indication of just how far ideas about protection have changed. The first conference adopted a number of recommendations on protected area policy and addressed institutional questions (e.g. support for the newly-founded WWF), site-specific issues (e.g. Galapagos) and species conservation issues. The recommendations adopted by the second Conference were focussed on what were then seen as global priorities for protected areas, including: the conservation of representative ecosystems, especially tropical forests, marine and sub-polar ecosystems; the need for agreed standards and nomenclature for protected areas and the importance of ensuring the integrity of protected areas. There was no attempt to address the connections between protected areas and development in general, and between protected areas and the areas around them in particular. There was also little interest in local communities or indigenous people – except as a threat to protected areas. From today's perspective, these products appear to represent an inward-looking and narrow view of protected areas.

Although some themes at the Bali Congress – the first held outside the USA and the first wholly organised by IUCN – were similar, several recommendations addressed wholly new issues: e.g. the role of protected areas in sustainable development, environmental planning and the conservation of wild genetic resources, and issues relating to protected areas and traditional societies. Even familiar topics, like poaching, were considered from a much more constructive viewpoint, with as much stress on alternative sources of income for local people as on combating illegal activities. In place of education in protected areas came the much bigger challenge of building public support for protected areas. By making the link between protected areas and development questions, and by acknowledging the key role of local and indigenous groups, Bali represented a real watershed.

Further themes emerged at the Caracas Congress. The Congress took place just before UNCED and was clearly influenced by issues that were to come to the fore in Rio, such as global change and biodiversity conservation. Thus the most striking thing about the Caracas recommendations compared to those of Bali was not so much that they broke much new ground as that they related protected area concerns to the emerging global agenda at UNCED.

While it would be presumptuous to say in advance what will be decided at the Durban Congress, it is already clear that its agenda too will be influenced by broader questions that are being widely debated in environmental circles and beyond, such as the impact of climate change, the rights of indigenous people and the activities of transnational mining and energy corporations. Looking at what is planned for Durban, along with the analysis above, shows how these gatherings have mirrored and influenced the emergence of a new paradigm for protected areas. The contrast between the new paradigm that will prevail in Durban and the classical model is striking. In almost every respect, established ideas that prevailed only 40 years ago have been turned on their head. In theory, at least, we know now what needs to be done to achieve successful protected areas: new/revised more people-focused protected areas legislation; the 're-engineering' of protected areas people so that they can work in the new paradigm; the re-education of politicians and the public so that they understand the new model of protected areas; and the re-orientation of development assistance policies so as to integrate protected areas into poverty reduction projects and strategies. The challenge as always is to apply the theory.

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Contemplating an Uncertain Future: Scenarios for Protected Areas

Predicting the future is never easy, but planning for the future is essential. In this essay, Jeffrey A. McNeely, IUCN's Chief Scientist, reports on an exercise being carried out by IUCN to develop a range of scenarios which can help all those involved with protected areas to plan for the future.

Protected areas are designed to exist in perpetuity, but we know that future conditions are likely to be very different from those that prevail today. Climates will change, human populations will grow and people will migrate, new technologies will arise that may have broad implications for communications and resource management, and violent conflicts are likely to affect many protected areas. While we have no certainty about exactly what changes will occur, and how they will affect protected areas, we still need to develop policies for protected areas that will be robust across a wide range of possible futures.

One important means for thinking about the future is scenario planning. Scenarios are not predictions of the future, but rather are alternative stories of possible futures, helping those interested in protected areas to contemplate issues that may be profoundly important for the future. In order to begin a process of scenario planning, IUCN held a workshop at its Headquarters in April 2003. The workshop drafted three scenarios:

- **The Global Triple Bottom Line.** By 2023, the global community has finally understood that its self-interest will best be served through considering the planet to be one world. The "Global Alliance", a tripartite international body of governments, the corporate sector, and civil society, has replaced the United Nations to become a global governance body, and the nation state has become less important as a decision maker. The transition was a bumpy one, but protected areas are now playing a critical role in supporting local communities. Protected areas are more financially sustainable, as their value for providing environmental services has become recognised and converted into policy. On the other hand, adapting to climate change remains a major challenge, as moving protected area boundaries is complicated by the large human populations that now cover most of the planet outside protected areas. And the pressures of

tourism have grown to a scale that alarms many protected area managers, as some protected areas seem to be victims of their own success.

- **The Rainbow.** In the year 2023, the world has gone through tumultuous changes that essentially reversed the move toward globalization that seemed inevitable back in 2003. One result was that protected areas were no longer seen as global, or even national, concerns, but were managed for the benefit of local communities. Inevitably, some protected areas that had been imposed by national interests were converted to agriculture, and communities sprang up in desirable locations within former national parks. But in many cases, the local communities saw it as in their enlightened self-interest to maintain the protected areas, with some areas even attaining a sacred status. In the Rainbow world, local interest dominates, with profound implications for protected areas, both positive and negative.
- **Buy Your Eden.** In 2023, economics is the dominant theme, and the gap between the rich and the poor has widened. Many protected areas have been privatized, and new ecotourism multinationals are running the worldwide system of "World's Greatest Nature", appealing to the prosperous international tourism market. These fortunate few outstanding protected areas (which were called World Heritage Sites until they were purchased by a consortium of private tourism-multinationals) are very well managed for tourism objectives, which often includes maintaining biodiversity, especially of the charismatic type. But the numerous other protected areas that are not deemed to be of sufficient profit potential are suffering from inadequate investment and many fall prey to the growing numbers of desperate rural poor.

It is critical to keep in mind that the scenarios presented here are simply stories, not action plans that are being promoted by any particular interest group. And of course, the stories presented here are vignettes, rather than novels or even short stories. This enables the reader to focus on the broad policy outlines rather than the details that often seem to bog down discussions of many of the most critical issues. Rather than focusing on disagreeable details, we instead were able to focus on the bigger picture that seemed to be less controversial than some of the details of implementation might have been.

We present these scenarios as a way of helping to stimulate new thinking about the possibilities that the future presents, even though we must all realise that the future is unpredictable, both in general and especially in detail. But we hope that this set of scenarios will lead to robust policies that will enable protected areas to prosper no matter what the future may hold.

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Protected Areas and Poverty: the linkages and how to address them

Indigenous Evenke reindeer herdsmen in the taiga forest, Sakha-Charuoda National Park, Sakha Republic, Russian Federation.

© WWF/Canon / Hartmut JUNGIUS

Protected areas are the cornerstone of the conservation movement. Almost all conservation organisations have targets for the amount of the Earth's surface that should be set aside as protected – both in terms of area and representation of biotic communities. This traditional approach to conservation, however, has often had a negative impact on the livelihoods of people – through forced displacement and/or denying access to natural resources that are vital to human needs. As a result, protected areas have often increased poverty amongst the poorest of the poor. While there has been a great deal of work undertaken recently on poverty-environment relationships, little has been done to better understand how protected areas, both negatively and positively, impact poverty.

Rural poverty has many causes, including inappropriate resource management, which in turn has its roots in the loss of rights to resources that rural communities have traditionally considered their own. It is these rights to timber, water, land and wildlife that are essential elements to sustainable rural development. The starting point in the protected area-poverty debate is to recognise that the cost of protected areas is often at the expense of the poor (e.g. through expropriation of their land or by having them deliver global public goods for free). Conservation organisations and governments seldom consider this equity dimension in the establishment and management of protected areas. As a result, the poor have been excluded from effectively participating in and influencing decisions about protected areas. Understanding of the costs and benefits of how local people are affected by these actions is weak, as is the institutional capacity of governments and resource management institutions to undertake socially responsible conservation.

There is now emerging recognition of both an ethical and practical imperative as to why we must consider the

In this essay, Thomas O. McShane of WWF International outlines the difficult and often controversial relationship that exists between protected areas and the local people affected by protected area establishment.

linkages between protected areas and poverty. Ethically, western environmentalists, no matter how well-meaning, have no right to run roughshod over local needs and rights. Practically, protected area development has a chequered history that has often bred resentment in local communities and made people poorer. In practice this means that we have to balance the requirement of no net loss of biodiversity with no net negative impact on livelihoods within protected areas – or at a minimum do no harm. Protected area establishment and management need to be assessed both on the basis of biodiversity conservation and how they impact opportunity, vulnerability and the voice of the poor. This is not to suggest that the rural poor should have exclusive veto over whether new protected areas are declared but rather that more inclusive approaches are urgently required for the development and management of protected areas. Yet, we need to go beyond this and recognise biodiversity as part of the basis of local livelihoods as well as a global public good. The global values of protected areas present real opportunities for generating benefits for the rural poor in recognition of their stewardship role. The global community has a responsibility to identify, explore and support these possibilities.

With the World Parks Congress in September 2003, and the seventh Conference of the Parties (CoP) of the CBD in early 2004, now is the time to focus attention on the relationships between protected areas and poverty. In this light, CARE, IUCN and WWF are working together to better understand and articulate these relationships. It should be understood up front that this is not an attack on protected areas, but an effort to strengthen the debate and find more innovative and effective ways to position protected areas within sustainable development and poverty reduction strategies.

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Protected areas and WWF

Leonardo Lacerda, of the Protected Areas Initiative at WWF International, summarises some of WWF's key messages and expectations for the World Parks Congress.

Protected areas play a key role in national and international conservation strategies. The vast majority of these protected areas were identified and gazetted during the 20th century, in what is probably the largest conscious land use change in history. But this growth gives a false impression of the strength of the world's protected area network. Many were created in places that are not the best to protect biodiversity or provide environmental services. There are also notable gaps: for example less than one per cent of the planet's marine and coastal systems enjoy protection, only two per cent of lake systems, and just 0.1 per cent of original forest is protected in the Southern Pacific Islands.

Growth in the extent of protected areas has also not always been matched by implementation: many protected areas have not been legally established and have no management capacity. Even many legally gazetted protected areas remain at risk. Threats range from immediate problems, like poaching, illegal logging and mining, settlement and uncontrolled fires, illegal commercial fisheries, to longer-term problems such as air pollution and climate change; these pressures are driven by underlying causes including poor governance, greed and lack of alternative livelihoods. Even where protected areas remain intact, effectiveness can be reduced by isolation and fragmentation if surrounding use changes dramatically.

Protected areas have been central to the work of WWF for over 40 years, starting with a focus on endangered species and developing into a broader ecoregional approach. Preparations for the World Parks Congress have provided us with an opportunity to reassess this work and confirm the issues which we believe are important for the continued growth and success of the global protected areas network.

Fundamentally, WWF believes that the IUCN definition of a protected area should be supported. We regard biodiversity conservation as the primary aim of protected areas but recognise their many additional benefits.

Completion of ecologically representative protected area networks is the most urgent priority in global protected area programmes, and we believe that ecoregional conservation represents a major opportunity to use science-based approaches to strengthen protected area networks and to place these in a wider context.

Just as important as filling the gaps in the network is the need to ensure that protected areas are managed effectively. To this end, WWF has developed a number of assessment tools (such as Rapid Assessment and Prioritization of Protected Area

Management, and the Management Effectiveness Tracking Tool) and is implementing regular assessment of management effectiveness in all its protected area projects, leading where necessary to adaptive management.

We believe that protected areas are only viable if they are supported by indigenous and local communities living within or depending on them, and by most other stakeholders at all levels (local, national, regional, and global). In the implementation of our programme, we at WWF are strongly committed to identifying how protected areas can provide mutual benefits for biodiversity and indigenous and local communities. As most protected areas are located in developing countries, we believe that international transfers of resources are essential to support effective management and mitigate any associated negative effects on local people. We also feel that protected area management must be flexible and responsive to local realities and thus support giving more influence to local communities in protected area decision-making and management, for example through co-management and other types of collaborative management agreements.

WWF also believes that protected area networks need to be placed within a wider land/sea mosaic that supports conservation and sustainable development, and that this requires negotiation with other stakeholders to balance ecological, social and economic needs. These partnerships are essential if protected areas are to be integrated into mainstream sustainable development.

Finally, WWF has singled out five key areas where we hope to see positive results at the World Parks Congress:

- **Governments:** government follow-through on existing major protected areas commitments (e.g. Yaoundé Summit, Amazon Region Protected Area Programme (ARPA), etc)
- **Private sector:** major commitments by the private sector relating to policy, recognition of protected areas, land for protection, and pledges of financial support
- **World Summit on Sustainable Development:** implementation of commitments made at the WSSD, particularly the target to substantially reduce biodiversity loss by 2010 and linking this to national Poverty Reduction Strategy Papers
- **Convention on Biological Diversity:** an agreed programme for the CBD including clear targets, reporting progress on management effectiveness, recognising the threats of climate change to protected areas, strengthening of the ecosystem approach, improved partnerships, changing governance and cooperation with other conventions
- **World Commission on Protected Areas:** clear recommendations and work programmes for each of the WCPA "themes"



Protection: the ecoregional approach

The densely forested mountains around the upper Yangtze in China are globally important areas for many species, including the giant panda. Zhu Chunquan, Dong Ke, Ling Lin and Zhang Weidong report on efforts to conserve critical landscapes in the ecoregion.

The Forests of the Upper Yangtze ecoregion extend over 795,000 km², covering all of Sichuan province, Chongqing, much of Shaanxi, parts of several other provinces and stretching into the Tibetan Autonomous Region of China. The ecoregion is a hotspot for the giant panda and endangered species like the golden monkey, crested ibis and green-tailed pheasant, and for plants such as the cathaya silver fir, dawn redwood and dove tree.

A biodiversity conservation priority setting exercise was carried out with The Nature Conservancy and Conservation International, drawing on the ecoregion conservation workshop approach and the Systematic Conservation Planning methodology pioneered in New South Wales, Australia. It identified 16 priority landscapes and five large scale corridors and was backed up by an irreplaceability index and a gap analysis based on the priority areas and linkages with existing protected areas.

In 2000, the ecoregion already had 189 protected areas covering just over seven million ha and accounting for 8.9 per cent of the land. These are managed variously by the state (30 protected areas covering 2.1 million ha), provinces (67 covering 1.9 million ha), prefectures, (21 covering 1.3 million ha) and counties (71 covering 1.5 million ha). By 2010, it is aimed to increase the number of protected areas

throughout China to 1800, covering 16.4 per cent of the total area, with the biodiversity-rich forests of the Upper Yangtze ecoregion expected to gain considerable extra protection over this period.

The Minshan landscape covers 33,000 km² within the ecoregion, in Sichuan and Gansu provinces, located in the transitional zone from subtropical plain to Tibetan plateau, and characterised by steep mountains reaching over 5,000 metres and narrow gorges with torrential waters. It is the most important remaining stronghold for the giant panda. In July 2002, WWF launched the Minshan Landscape Conservation and Development Initiative as a pioneering project to implement the ecoregion vision. The three-year objective is to develop a systematic landscape approach to biodiversity

conservation and community development in the landscape, including planning, negotiating with stakeholders and implementing the resulting decisions.

At workshops in March and July 2003, stakeholders came together to develop a vision and a set of targets for Minshan, based around stabilising populations of critical species, improving ecosystem services and bringing community livelihoods up to the average for China. The project will have multiple components, including elements of protection, management and restoration. There are currently 18 protected areas in the Minshan, including famous panda reserves such as Wanglang. The vision and targets identify the need for five additional areas to complete Minshan's protected area network, including creating new protected areas, extending existing areas and establishing linking corridors. The giant panda is WWF's symbol, but still remains at risk after 40 years of conservation effort. We hope that the ecoregion programme in the Forests of the Upper Yangtze will swing the balance in the favour of this fascinating and elusive animal.

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WWF news in brief

Europeans want protection: A WWF-commissioned independent opinion survey across 12 European countries reported that 93 per cent of the population believe it is important that forests are well protected, and 80 per cent believe that there should be more protected forest areas in their country.

Source: WWF Press Release April 24, 2003, www.panda.org/forests/

Defining forest protected areas

IUCN has developed a range of different categories to define the management of protected areas. But how well do they work for forest protected areas? Nigel Dudley reports on a project aimed at improving technical advice for foresters and statisticians on protected areas.

Since 1994, IUCN has encouraged governments to assign protected areas into six categories, distinguished by management objective. This system replaced an earlier set of categories and is used as the basis for classification in the UN List of Protected Areas, compiled by the UNEP-World Conservation Monitoring Centre. The categories cover the range of protected areas, from strict reserves to protected landscapes where biodiversity conservation takes place alongside living communities.

The management categories, agreed after exhaustive negotiations, are: Category Ia: science (Strict Nature Reserve) Category Ib: wilderness protection (Wilderness Area); Category II: ecosystem protection and recreation (National Park); Category III: conservation of specific natural features (Natural Monument); Category IV: conservation through management intervention (Habitat/Species Management Area); Category V: landscape/seascape conservation or recreation (Protected Landscape/Seascape); Category VI: sustainable use of natural resources (Managed Resource Protected Area). Far more than just a statistical tool, the categories go to the heart of IUCN's mission, laying out the suite of management activities that together define a protected area network, and help to integrate this into the wider landscape.

Although they started as a way of defining different protected areas the categories have since been stretched into many other uses: for example as a basis of legislation, a management tool and for analysing data. Over the past eighteen months, the 'Speaking a Common Language' project has been reviewing the categories, in a collaboration between the World Commission on Protected Areas (WCPA) and the University of Cardiff in Wales and sponsors from both the NGO and industrial sector. The project has used a range of case studies to look at how the categories have been implemented: in forests, marine areas, with respect to mining and so on.

One early finding is that use of the categories to define forest protected areas has led to confusion, particularly with respect to the 2000 Forest Resources Assessment carried out by the UN Economic Commission for Europe (UNECE) and the Food and Agriculture Organisation of the UN (FAO), where countries varied widely in their

understanding of what constituted a protected area in forests. As a result, the IUCN Forest Conservation Programme is cooperating with the WCPA and with interested bodies such as the UNECE and the Ministerial Conference on the Protection of Forests in Europe, to develop more precise guidance for the use of IUCN's protected area categories for forests. The draft guidelines should be ready before the end of the year.

This initiative contributes to implementation of the proposals for action of the Intergovernmental Forum on Forests (IFF), which at its final session in February 2000 recognised the work of IUCN and others on interpretation of the categories, and invited countries, relevant international organisations and institutions to work collectively to develop further guidelines for consistency in the interpretation and use of existing IUCN categories of protected areas.

The research team are looking for feedback on all the case studies and draft conclusions, which can be found on the project web-site, both at the World Parks Congress and beyond, so that they can finalise recommendations to IUCN.

Contact: Nigel Dudley, Equilibrium@compuserve.com. Full details of the study and case studies can be found at www.cardiff.ac.uk/cplan/sacl/

IUCN news in brief

Staff changes: Sandeep Sengupta (sandeep.sengupta@iucn.org) joined IUCN's Forest Conservation Programme in May as Project Officer, replacing Dagmar Timmer who has moved to Nairobi to work at the Alternative to Slash and Burn programme at ICRAF. Sandeep will also take over the role of **arborvitæ** co-managing editor from Simon Rietbergen, who has moved from IUCN's Forest Conservation Programme to its Commission on Ecosystem Management. We would like to thank Simon for being a fantastic support on the newsletter and many other things, and to wish him well in his new job.

Governance workshop on African protected areas: In preparation for the WPC, a workshop on 'Governance of the protected areas of sub-Saharan Africa' was held recently in Komienga, in South-East Burkina Faso. The meeting, jointly organised by IUCN Regional Office BRAO – Bureau Régional pour L'Afrique de L'Ouest and CIRAD (Centre of International Cooperation in Agronomical Research for Development), and supported by the Ministry of Foreign Affairs of France and the Ministry of Environment and Living Environment of Burkina Faso, gathered some thirty participants from eight African countries. The participants called on the African states and other partners to develop a broader vision for the role and functioning of protected areas. Protected areas should also be seen as pilot sites for understanding and defining the politics of land management in the region. Further, it is important to acknowledge and give rights to the new actors, such as local populations and the private sector, in protected area management where the state is still too often taking the lead without recognising the essential role that the local populations are playing.

Contact: See report (in French) at: www.iucn.org/brao/fr/general/biblio/braopubl/rapportkomienga/Rapport_Komienga_fr.pdf. Virpi Lahtela, virpi.lahtela@iucn.org

Recognising community-based conservation

Alexander Belokurov introduces three initiatives recently recognised by WWF as Gifts to the Earth, as globally significant examples of how community-based conservation efforts can protect and manage biodiversity.

Local and indigenous knowledge are playing an increasingly important role in conservation and resource management. Worldwide conservation efforts are progressively being opened to more social approaches that integrate local control over natural resources and benefits to local communities. The three examples of community-based conservation projects given below are far from unique, but they do illustrate the range of options that are available to both local communities and conservationists who are trying to achieve the same goal of sustainable development.

Ecological Corridor in Ecuador

The local governments and rural communities of Baños, Mera and Palora in central Ecuador have committed to protect and sustainably manage 42,052 ha of biologically significant land between Llanganates and Sangay National Parks. These protected areas are part of the Northern

Andean Montane Forest Ecoregion, recognised by WWF as a top priority area for conservation in the tropical Andes. Over half of the identified corridor is made up of natural mountain forest, typical of the northern and central branches of the eastern Andes. The project was initiated by WWF associate, Fundación Natura, the local municipalities, Río Negro parish board and the Ministry of Environment. The ecological corridor links the two parks, and therefore helps to maintain genetic links between plant and animal populations. The corridor is also home to rural communities, who depend on the land and the forest for their survival. Enthusiastic about the initiative, local communities are changing management practices in the corridor by adopting organic agricultural practices and developing ecotourism as an alternative source of income.

Community Managed Protected Areas in Mexico

Mexico boasts over 55.3 million ha of diverse forest types (around 28 per cent of its land). These forests are important from a biological perspective, and because they provide a wide range of economic benefits and resources for many rural communities. Eighty per cent of Mexico's forest is managed and owned by about 8,000 rural communities and ejidos (a form of land tenure). Despite this dependency, the forests of Mexico are often poorly protected and managed. The Oaxacan Community Protected Areas initiative is an innovative conservation scheme prompted by the local



Fundación Natura/Juan Diego Prez

communities. The scheme integrates their socio-economic and cultural needs and helps them strengthen community organisation and increase technical capacity. This enhances communal social cohesiveness and well-being, and results in improved sustainable management of forest resources and provides a platform for other benefits such as eco-tourism.

Sacred Forests of Madagascar

The Mahafaly and Tandroy communities of Southern Madagascar, local authorities and the Malagasy government have committed to conserve the sacred forests of Sakoantovo (6,163 ha) and Vohimasio (30,170 ha). The forests contain habitat typical of the spiny forest of southwestern Madagascar, with a transitional zone to riparian forest dominated by Tamarindus trees. It is extremely rich in wildlife including healthy populations of five species of lemurs. These sacred forests, where the remains of royal ancestors lie, have always held a central position within social and cultural life and are associated with a great number of taboos and norms. They are also the source of many medicinal plants and have been zealously protected for centuries. However, they are threatened by overexploitation to meet growing human needs. In this project, the responsibility for managing the forests has been transferred to the local population through an agreement between the Ministry of the Environment, Water and Forests and the local communities' traditional leaders. Through Local Management Committees, the communities have committed to sustainably manage the forests, and management plans for each forest will be finalised in 2004. Efforts are also underway to gain further legal recognition for the areas as agreed protected areas or provincial parks in 2005.

By recognising these initiatives as a Gift to the Earth, WWF celebrates an innovative approach to conservation in which modern forest management mechanisms and traditional norms reinforce one another. The idea behind a 'Gift to the Earth' is to give those who live next to the forest a sense of empowerment and pride over their habitat. So far it seems to be going down well.

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Reporting Progress

on Protected Areas

The Management Effectiveness Tracking Tool was developed for the Alliance to track and monitor progress in the achievement of its protected area management effectiveness target of improving the management of 50 million ha of protected areas by 2005. The Tracking Tool provides a simple, site level methodology in the form of a questionnaire to measure indicators of management effectiveness that can then be compared across regions and over time. It is one of a suite of tools that fit into the World Commission on Protected Areas (WCPA) management effectiveness framework that was developed by IUCN with Alliance support, in order to help harmonise assessment of the status of protected areas around the world.



Following two years of field testing by the World Bank, the Tracking Tool was finalised this year. Developed originally in English, it has already been translated into French, Spanish, Mongolian, Khmer, Vietnamese, Indonesian, Russian and Lao, and more language translations are planned. Widespread global application of the methodology started in May 2003 and is currently ongoing. To date, 124 protected areas, from 23 countries spread across four continents have carried out the Tracking Tool assessment. Taken as a group, these 124 protected areas cover nearly 36 million hectares – an area equivalent in size to Germany.

The results are currently being integrated into a database for analysis. Initial results show, for example, that protected areas are doing well on issues such as legal status, boundary demarcation and protected areas objectives. This means that most protected areas have been legally gazetted and their boundaries are both demarcated and relatively well known by the management authority and local residents. In general, they also have clearly stated objectives and are being managed in the pursuit of such objectives.

The protected areas studied scored less well on issues such as visitor facilities and commercial tourism, and on relationships with local communities and indigenous people. Visitor facilities and services, in general, are deemed inadequate for current levels of visitation. Although contacts between protected areas managers and tourism operators exist, they do not lead to any notable contribution to protected area management. Another area for improvement is the relationship with neighbours. Indigenous people and local communities have some input into discussions relating to protected areas management, but little direct involvement in resulting decisions. This suggests that improved governance structures need to be put in place.

And how are these protected areas faring? Are they protecting their values? In spite of a mediocre scoring on their financial health and the quality of their management plans, analysis of the assessments reveal that although some biodiversity, ecological and cultural values are being partially degraded, the most important values have not been significantly impacted.

The sites that have already been assessed are only part of a much larger portfolio of protected areas that WWF and the World Bank support with governments, communities and landowners to improve protected areas management globally. Once completed and thoroughly analysed, the results of the assessments will serve as a baseline against which future assessments can be measured. Issues in need of improvement will be targeted for appropriate interventions.

World Bank site managers are being asked to use the Tracking Tool to monitor progress towards improving management effectiveness. WWF has also committed to using the tool to monitor progress in all forest protected area sites in the WWF network portfolio. Likewise, the GEF Monitoring and Evaluation unit intends to adapt the tool for use as part of its monitoring for GEF-funded projects across the whole GEF protected area portfolio. The Tracking Tool is ideally placed to equip practitioners with knowledge of the status of protected areas over time, both at the site level and globally, and is thus an essential step toward attaining management effectiveness to secure protected areas.

Natural forest in Vietnam and protected area staff



arborvitæ

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Reviews in brief

People and Protection

Available from: The Taiga Rescue Network (TRN), download from www.taigarescue.org/index.php?sub=2&cat=41 or purchase a paper copy for 10 Euros from TRN (Tel: +46-971-17039, Fax: +46-971-12057, Email: info@taigarescue.org).

The Boreal Footprint Project and TRN's joint report on the experience of indigenous peoples with protected areas management *Aboriginal Experiences in Canada – Parks and Protected Areas*, profiles three parks in Canada, established at various times, and with varied involvement of local indigenous communities. The report, published in Russian and English, analyses how the internationally adopted principles regarding Aboriginal rights are reflected in the design, planning and management of protected areas in Canada. The report relates both positive and negative experiences in Canada in order to contribute to the combined knowledge of policy makers, parks managers and indigenous leaders.

Sustainable Tropics

Available from: Earthscan, earthinfo@earthscan.co.uk; www.earthscan.co.uk

Changing Landscapes reviews the evolution of policies for the sustainable use of tropical forests through a history of the International Tropical Timber Organisation (ITTO). It provides an introduction to the ecological, historical and socioeconomic trends that have influenced contemporary forest management and explores the complex political forces that have shaped the trade in tropical timber and its regulation. The book proposes a model called 'adaptive management', in which the forests are managed as accumulating capital assets that can be tapped when there is a need to raise capital or where there is a special market opportunity.

Stakeholder Incentives

Available from: ITDG Publications, www.itdg.org/ price £19.95

Stakeholder Incentives in Participatory Forest Management: A Manual for Economic Analysis by Michael Richards, Jonathan Davies and Gil Yaron provides a toolbox for assessing stakeholder incentives, including the less tangible benefits which accrue in multiple-objective forestry situations. The authors present a systematic approach to assessing incentives set out in six 'economic stakeholder analysis' (ESA) stages. The book is primarily oriented to economists, but reaches out to a broader audience by making economic concepts and tools more accessible than normal. The Manual is based on a research study funded by the Forestry Research Programme of DFID involving case studies in Bolivia, Ghana, Mexico, Nepal and Zimbabwe. Training courses based on the Manual have been carried out in Bolivia, Ghana, Mexico and Nicaragua. A Spanish version will be published shortly.

Small-scale Growers

Available from: Natural Resources and Ethical Trade Programme, University of Greenwich at Medway, nret@gre.ac.uk

As international and national forestry standards multiply rapidly, is there a danger that small timber growers are being excluded from markets? *Sustainable forest standards in relation to small timber growers: lessons from KwaZulu Natal* analyses the relevance of social and environmental standards to small-scale timber growers. Arguing that many criteria for sustainable forest management make little sense for individual small growers, it calls for assistance to build the capacity of growers' co-operatives and to provide farmers with training to increase awareness of forest standards.

Plantation Truths

Available from: Nia Sabarniati, nsabarniati@cgiar.org as either an electronic copy in pdf or word format, or a hardcopy

There are some ten million hectares of commercial fast-growing tree plantations globally and the area is increasing by about one million hectares each year. *Fast-Wood Forestry, Myths and Realities* by Christian Cossalter and Charlie Pye Smith, published by WWF, IUCN, CIFOR, and Forest Trends, aims to sort out fact from fiction in the plantation controversy. In summary, the book finds that fast-growing plantations: often but not always replace natural forest; only take pressure off natural forest in special circumstances; sometimes improve biodiversity in degraded areas; use more water than natural vegetation, but that is only a problem in dry areas; are not as susceptible to pests and diseases as sometimes argued; generally degrade the soil less than commercial agricultural crops; can do relatively little to reduce global warming; provide fewer jobs than claimed by proponents; have frequently been associated with conflicts; and should generally not be subsidised with public funds.

Wild Places

Available from: Conservation International (CI) for US\$75 plus shipping, see www.conservation.org for order form. According to a new book from CI, wilderness areas are 'critical to the survival of the planet' as they provide necessary ecosystem services to the Earth. Thirty-seven wilderness areas representing 46 percent of the Earth's land surface (but with just 2.4 per cent of the world's population – excluding urban centers) have been identified by 200 international scientists in *Wilderness: Earth's Last Wild Places*. Although the areas are still largely intact, they are increasingly threatened by resource extraction, population growth and encroaching agriculture and only seven per cent of the areas currently enjoy some form of protection.