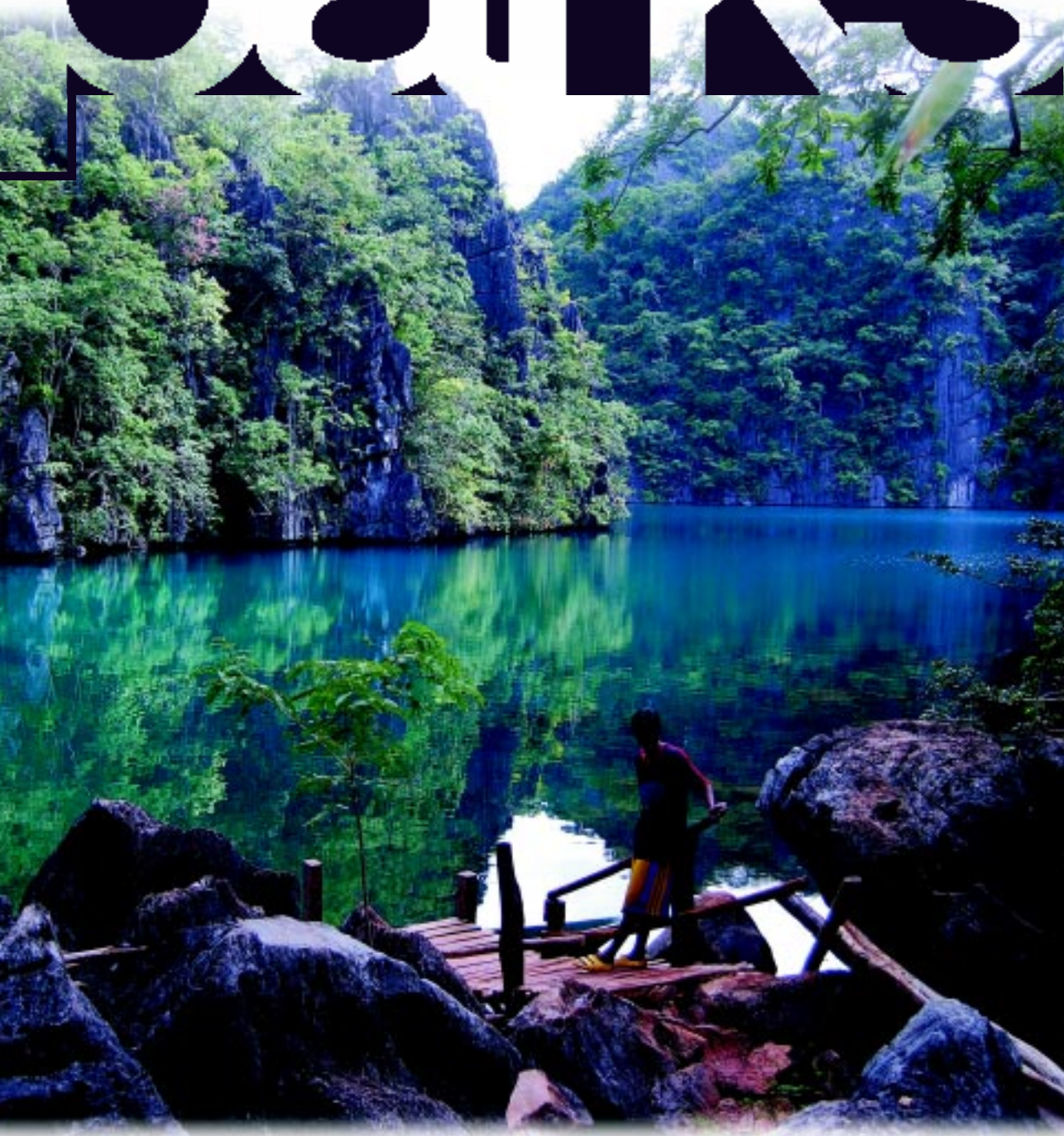


Protected Areas Programme

Vol 17 No 2 **DURBAN+5**

# Parks



# Parks

**The international journal for protected area managers**

**ISSN: 0960-233X**

Published twice a year by the World Commission on Protected Areas (WCPA) of IUCN – International Union for Conservation of Nature.

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*Cover: Lake on Coron Island, an Indigenous and Community Conservation Area protected as part of the Ancestral Domain claim of the Tagbanwa people, the Philippines. Photo: Ashish Kothari.*

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Production of *Parks* is supported by the United States National Park Service.



# Editorial

DAVID SHEPPARD



**THIS ISSUE OF PARKS** deals with the Durban+5 Meeting, held in Cape Town in April 2008. This meeting brought together the world's foremost leaders in protected areas to discuss progress in implementing the key recommendations from the landmark Vth IUCN World Parks Congress, held in Durban, South Africa in 2003.

World Parks Congresses have been held every 10 years since 1962 and provide the opportunity for the global community to reflect on achievements in relation to protected areas and to look to the future and identify priorities. The 2003 Congress looked beyond traditional approaches and boundaries, as reflected in the Congress Theme: "Protected Areas: Benefits beyond Boundaries". Congress Patrons – Former President Mr Nelson Mandela and Her Majesty Queen Noor of Jordan – urged delegates to celebrate one of the most significant conservation achievements of the last century – the inclusion of more than 11% of the earth's land surface in protected areas. However they also noted that many threats face these precious areas 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 through an extraordinarily rich range of plenary sessions, workshop sessions, side events and exhibitions. A wide range of stakeholders, including indigenous peoples, youth and the private sector, were actively involved in all Congress sessions. The Congress also resulted in a number of key outputs, including 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, which was instrumental in the adoption of the CBD Programme of Work on Protected Areas in 2004.

The 2008 review meeting in Cape Town provided an opportunity to take stock of what has been achieved since the Durban World Parks Congress. The meeting was opened by the South Africa Minister for the Environment and Tourism, Minister van Schalkwyk who highlighted the many challenges facing protected areas which will require a radical shift to new and innovative approaches to protected areas, embraced in his concept of 'Business Unusual'. Former IUCN President Valli Moosa, in his opening address stressed that the bond of humans with nature is fundamental and has a central role to play in life on earth and should be promoted as the right thing to do.

Participants at this 'Durban+5' review meeting noted considerable progress in the establishment and management of protected areas in many countries; in particular delegates commended progress in Madagascar, Micronesia, Mexico amongst many other countries. The vital role of the CBD Programme of Work on Protected Areas in stimulating action and progress was noted. However participants noted that many challenges remain and that climate change represents the major overarching issue facing protected areas in the 21st century. Delegates noted with surprise that climate change was not highlighted as a major issue at the 2003 World Parks Congress and that its emergence poses both challenges and opportunities for those involved with protected areas.

Durban+5 also noted that 6,300 protected areas have now had their effectiveness assessed, in line with the IUCN Best Practice on Assessing the Management Effectiveness of Protected Areas. Delegates suggested this list of 'certified' protected areas could possibly form the basis for a 'Green List' of protected areas. Durban+5 also noted the important initiatives in involving indigenous peoples and local communities in protected areas and, in particular, highlighted the growth in the recognition of Community Conserved Areas as a significant achievement; but more work is required to recognise the rights of indigenous and local communities and the

integration of the full range of governance types of protected areas in ways that are respectful of the knowledge and practices of indigenous and local communities. Finally participants established the broad framework and process for the next IUCN World Parks Congress which it is anticipated will be held in 2014.

This issue of PARKS reviews some of the main findings from the Durban+5 Meeting. **Nik Lopoukhine** introduces the World Parks Congresses and outlines some future challenges and directions for protected areas. **Roger Crofts** outlines the results from a recent survey of members that assessed achievements and key issues in the last five years, and suggest key implications for the future. **Dan Laffoley et al.** review achievements in relation to the establishment and management of marine protected areas. They note that the 2003 World Parks Congress provided a major stimulus for action in relation to marine protected areas but also noted that many of the ambitious targets set by the international community in relation to marine PAs are lagging significantly behind the dates identified for their achievement.

**Ashish Kothari** notes the significant increase in attention to Community Conserved Areas and Indigenous Protected Areas, and the benefits of the World Parks Congress in providing a platform for indigenous communities and local communities to influence the protected areas agenda. **Lauren Coad et al.** outline details of the establishment of protected areas since the 2003 World Parks Congress as assessed through the World Database on Protected Areas. The article notes that many nations will have achieved protection of 10% of their terrestrial area by 2010, but far fewer will have achieved the 10% target for the marine environment by 2012. **Sudeep Jana** identifies the need for greater involvement of youth in protected areas and traces some of the achievements and challenges relating to better involving young people in protected areas and the work of WCPA. **Trevor Sandwith** emphasises the importance of the CBD Programme of Work on Protected Areas as the key tool for mobilising action and support for the world's protected areas. He also outlines options for the future noting that a mix of both 'business as usual' and 'business unusual' will be required.

This issue of PARKS reflects the richness of the debate at the Durban+5 meeting and reinforced the vital role of these areas in protecting biodiversity and in supporting the livelihoods of people. This meeting has enabled the protected area community to recalibrate direction and to set a clear path forward to the next World Parks Congress in 2014 and, in the shorter term, towards the review of the CBD Programme of Work on Protected Areas in 2010.

**David Sheppard** currently directs IUCN's Global Programme on Protected Areas, providing leadership and direction for IUCN's work in this area and, in particular, for the IUCN World Commission on Protected Areas. He also leads IUCN's role with the influential UNESCO World Heritage Convention. Since 2000, David is the Secretary General of the IUCN World Parks Congress held in South Africa in 2003. In this capacity he directed the planning and implementation of the largest and most diverse gathering of protected area experts in history, involving 3,000 participants from 157 countries. The Congress produced a number of innovative, ground breaking outcomes which have significantly influenced the world's protected areas, including: (a) the Durban Accord and Action Plan; (b) a set of 32 Congress Recommendations; and c) a Message to the Convention on Biological Diversity (CBD) which led directly to development and adoption of the CBD Programme of Work on Protected Areas. E-mail: david.sheppard@iucn.org



# Introduction

NIK LOPOUKHINE



**OVER THE PAST HALF-CENTURY** a pattern has developed. ‘Parkies’ – people interested in parks and protected areas – like to get together every 10 years. This pattern debuted in 1962 with the first IUCN (International Union for the Conservation of Nature) World Parks Conference, held in Seattle. A World Congress has been held every decade since, with the fifth and last held in Durban, South Africa in 2003. Regional congresses have followed the same pattern. Latin America held its second Congress in Argentina last year, 10 years after the first such Congress in Columbia. Canada began a similar pattern with its first national meeting, the 1968 Banff National Park Conference, and the second such meeting 10 years later. Other examples exist I am sure.

Each of these ‘once every decade’ events have been invaluable for energising ‘parks people’. Park employees and the variety of protected area stakeholders come together and bond over their common interest: seeing parks and protected areas succeed in their mandates. Getting together every 10 years permits people to catch up with each other, share successes, learn from failures and invariably set ambitious agendas for the future.

Being well documented, these once-a-decade meetings provide us with not only a retrospective but also, to some extent, reality checks of how far we have come in our understanding of parks and protected areas. The initial Protected Area Congress focused primarily on national parks. Subsequent Congresses included other forms of protection, beyond national parks through equivalent reserves and/or forms of protected areas. More recent Congresses focused on questions of sustainability, community interests and rights, and of course biodiversity conservation, management effectiveness, planning and sustainable financing. Durban’s legacy included an understanding of various models of governance of protected areas. Accordingly, community conserved areas were given legitimacy as protected areas.

Circumstances and global realities change over a decade. Priorities for the next decade that appeared easy to set at the time of a Congress are often overcome with new realities. Since Durban, for example, the world has become focused on climate change and even more recently economic matters. These were not the drivers for setting priorities at Durban. Consequently, the question becomes one of whether global focus changes have affected the Durban priorities. Were they indeed still valid and if not what is now more important for protected areas?

To pursue these questions, IUCN WCPA organised a meeting of invited delegates to review the Durban outcomes. In early April 2008, a meeting was convened in Cape Town, South Africa, through the generous support of the South African Government.

This edition of ‘PARKS’ provides a summary of the discussions held at the meeting. The meeting quickly confirmed that climate change is more of a concern now than then. However, there was also consensus that the global agenda addressing climate change is overlooking protected areas and their potential contribution to mitigating the impacts of climate change. There was resolve among the assembled in Cape Town to reinsert protected areas into the debate of climate change mitigation. Equally, there was agreement that there was a particular need to provide guidance on adapting protected areas to expected changes. Addressing how best to achieve connectivity over landscapes and seascapes with protected areas as anchors was one of the higher priorities arising from the meeting.

Furthermore, the consensus was that the burgeoning carbon market provided an excellent opportunity for protected areas to be recognised for their contribution in sequestering carbon and to be rewarded accordingly.

The meeting in Cape Town reinforced the value of the message out of Durban to the Convention on Biological Diversity that resulted in the Programme of Work on Protected Areas (PoWPA). This framework was acknowledged to continue to have relevance as a template for establishing and managing protected areas around the world. The implementation of the PoWPA was identified as a high priority.

A commitment was made to renew or increase awareness of the value of protected areas, so that they are not overlooked in the future, for example when addressing climate-change impacts. One promising approach may be to issue a list of protected areas that have undertaken an evaluation of their effectiveness in meeting objectives. Once on such a list a protected area may find it easier to argue for benefiting from the carbon market.

I would like to particularly thank Roger Crofts who chaired the Cape Town meeting and Trevor Sandwith who made the meeting run smoothly by overseeing the logistics for the meeting and working closely with the South African Government officials and local organisations who were very generous with their time and wine.

***Nik Lopoukhine** was born in Paris, France. He completed a BSc Forestry Degree from Syracuse University in 1968 and an MSc Diploma in Plant Ecology from the University of Saskatchewan in 1972. He was employed by the Canadian Forestry Service and Environment Canada (the latter mostly in Halifax NS) and completed an assignment with Treasury Board, Programme Branch prior to joining Parks Canada in 1981, where he was employed as science advisor in ecology. Nik served as Chair of the Society for Ecological Restoration International in the mid-90s and is currently on the Editorial Board of Restoration Ecology. In June 2000 he was appointed the first Executive Director, Ecological Integrity and then in May 2001 was appointed Director General of the National Parks Directorate. Retired July 2005. Nik was elected as Chair of the World Commission on Protected Areas at the November 2004 IUCN – World Conservation Congress and re-elected at the Barcelona World Conservation Congress. E-mail: [nik.lopoukhine@pc.gc.ca](mailto:nik.lopoukhine@pc.gc.ca)*

# Protected areas: from Durban onwards

ROGER CROFTS

This paper reviews progress since the Durban World Parks Congress in the light of a members' survey and the Durban+5 stocktaking meeting, identifies the key issues arising for protected areas and for WCPA, and summarises the ideas for the next congress. The decadal gathering of 'parks' experts is placed in the wider context of the journey of protected areas.

The decadal international gathering of the global protected areas community, styled the World Parks Congress, provides an opportunity to take stock of progress, to share ideas and good practices, and to carve out new visions for the future. The last gathering in Durban in 2003 certainly took on this role. New constituencies were fostered, new ideas debated, old ideas reinforced, new themes hammered out, and old friendships were renewed and new ones made. In this paper, the theme is the journey of protected areas gathering from Durban via the mid-term review in the Western Cape of South Africa in April 2008, towards the next Congress in 2014 (or thereabouts).

**THE JOURNEY** – the IUCN World Parks Congresses began over four decades ago. Some feel that each one is a turning point for protected areas. Others, like the writer, feel that they are part of a long journey, with each Congress a stage along the route. The first Congress was in Seattle, USA in 1962, and the second in 1972 was again in the USA at Yellowstone. The third Congress broke with tradition, meeting in Bali in 1982. South America hosted the 1992 Congress in Caracas in the same year as the UN Conference on Environment and Development in Rio. The most recent Congress was held for the first time in Africa, in Durban a year after the World Summit on Sustainable Development.

*WCPA Members meeting, before the World Conservation Congress 2008, Barcelona, Spain. Photo: Bastian Bomhard.*



The themes of the successive congresses reflect the evolving agendas for protected areas. At Seattle and Yellowstone there was a strong emphasis on National Parks and on areas set aside for protection. At the Bali Congress connections were made to the development agenda and a growing interest was shown in different models of protected areas. The Caracas theme of *Parks for Life* recognised the link with human well being and the perpetual protection required to maintain and restore the qualities and values of these areas from both natural and cultural perspectives. The theme of the Durban Congress *Benefits Beyond Boundaries* recognised the link between protected areas and the wider natural environment and with human communities. The current thinking on the theme for the next congress is *Parks for Life's Sake*. This theme seeks to recognise the values and benefits of protected areas for the whole of life on planet earth, both natural and human; it implies a close, if not symbiotic, relationship between them, and also the need to take a long-term view.

Despite the varying themes, and to continue the metaphor of the journey, the overall goals remain much the same. These can be paraphrased as follows: 'to protect and enhance the world's best and representative suites of nature for all time for their own sake and the benefits which they do and will continue to provide for society'. In this context, the congresses can therefore be regarded as 'engaging networks of experts to develop effective protected areas systems, contributing benefits to the wider natural and human world'. Most participants are likely to consider that this is a perpetual activity, i.e. one that is needed forever to achieve recognition of the role and benefits provided by protected areas.

If there is validity in the concept of the 'parks journey' over many decades, it is appropriate to identify the possible ingredients for a successful journey. The following points are offered as a basis for discussion and debate.

1. *Commitment from key constituencies*: commitment is required from a number of constituencies, particularly those that have the legitimacy of knowledge and expertise: parks staff, those that have legitimacy of decision-making through an elected position, and those that have legitimacy through long-held rights and entitlements such as local and indigenous communities. Without commitment, nothing can be achieved.
2. *Celebration of successes*: many achievements have been reached. Recent examples are the passing of the 10% of the land area designated as protected areas, the development of large-scale corridors linking protected areas, the development of new governance regimes engaging all of the communities of interest, and the development of management effectiveness tools. It is right and proper to celebrate these achievements, especially as the environmental community can have a propensity to dwell on the losses.
3. *Focus on major challenges and opportunities*: it will not be sufficient to dwell only on past successes or failure. There will also be a need to identify the positive and negative factors that support or hinder progress and determine how these can be addressed.
4. *Resources for implementation*: the level of resources of finance and people devoted to protected areas is widely regarded as quite inadequate by any measure. In some parts of the world, it has actually declined in real terms in recent years. Commitment is needed by decision makers and those in financial authority to deliver a substantial increase in resources.
5. *Maintaining momentum*: the essence of any journey is to maintain momentum. This implies that there should be aspirational goals, some of which may have limited chances of being achieved in the lifetimes of those involved, and at the same time being sufficiently pragmatic to have a route map for the next stages in the journey that are likely to be achievable.

These ingredients, or other ideas that arise, could become the criteria for determining the navigation of the journey between one congress and the next and evaluating performance.

Any assessment of the journey also must take account of all of those engaged in and those affected by protected areas. There are an ever-expanding number of participants actively



engaged in parks work, there are an ever-increasing range and number of stakeholders that parks people interact with, and there are an ever-widening range of issues to which protected areas make a contribution.

### **Outputs from the Durban Congress**

As with previous congresses, there were specific outcomes from the Durban Congress (see IUCN 2003, IUCN 2004a and b, IUCN 2005, Crofts 2004, Lockwood *et al.* 2006). Four were the most significant.

**The Durban Accord:** Its overall message was the need to increase the effectiveness of protection of the core values of protected areas, and at the same time relates protected areas to the wider ecological and environmental challenges, and to local and other human communities. It was a call for action by the global community to mainstream protected areas and to adopt a new paradigm (one fashioned over the preceding years particularly by Adrian Phillips as the WCPA Chair (Phillips 2003).

**The Durban Action Plan:** comprised nine specific outcomes, actions and targets of what needed to be done, by whom and when.

**Thirty-two recommendations** resulted from discussions at the Congress, for application by countries, members of IUCN, Commissions and other organisations, and a list of emerging issues.

**A Message to the Convention on Biological Diversity** identified what actions were particularly relevant in developing of a programme of work on protected areas for adoption under the Convention.

The overall rationale was 'benefits beyond boundaries' to increase the support for protected areas and improve the effectiveness of their management.

### **Outcome of member's survey**

Two hundred and forty four WCPA members and other individuals responded to an on-line survey (see Dearden *et al.*, 2008). The outcome is summarised below.

Negative trends and key issues requiring to be addressed were identified as follows:

- increase awareness of protected areas and their benefits;
- the importance of making progress in achieving effective terrestrial protected area systems;
- more effective approach to addressing social equity and inclusion;
- secure adequate resources;
- put effective laws and policies in place and ensure they were implemented;
- provide better linkage between protected areas and keystone species protection; and
- address protected areas in the marine environment in the wider context of seascapes.

Respondents provided examples of specific projects in different parts of the world, and instances of improved support and funding packages, new laws and obligations, improved social interaction, and filing gaps in protected areas systems.

Survey respondents identified a number of key issues for the future. Global climate change was the most frequently mentioned issue pointing to the need for capturing resources for protected areas through, for example, carbon trading schemes and ensuring that areas were effectively protected against oil exploitation and biofuel development. Other issues identified were the need for greater marine protection, securing resources at a time of increasing competition, more effort on management, and effective means of overcoming habitat fragmentation.

Comments on the style, scale and themes for the next World Parks Congress (WPC) were taken into account in the discussions at the Durban+5 meeting (see below).



*Julia Marton-Lefèvre at the WCPA Members Meeting, before the IUCN World Conservation Congress 2008, Barcelona, Spain. Photo: Bastian Bomhard.*

### **Durban+5 objectives**

Eighty or so participants from all continents gathered in Somerset West, Western Cape, South Africa in April 2008 for a Durban+5 review session. The meeting had the twin aims of assessing the progress made in the delivering the high expectations from Durban and charting the next steps in the journey towards the 6th WPC. Participants agreed to review progress on implementing the key outcomes of Durban, and to identify key future issues for protected areas and how they should be addressed, taking into account the material from the members' survey. Specific attention was required on how to achieve greater impetus to the WCPA input to the CBD Programme of Work on Protected Areas, and on the framework and process for the next WPC.

More generally, the following key questions were addressed by those attending:

1. How can protected areas be planned and managed to respond to major global change factors, such as climate change, urbanisation and loss of biodiversity?
2. How can protected areas more effectively engage with key sectors?
3. How can influence of and support for protected areas be mobilised amongst other constituencies?
4. What are the main opportunities for protected areas provided by global Conventions and other Agreements?
5. How can financial support and partnership be increased to ensure more effective establishment and management of protected areas?

### **Assessment of Durban Congress**

Those attending the Durban+5 review meeting noted a range of achievements arising from the Durban Congress. Two specific achievements were highlighted. Protected areas workers were energised and the profile of protected areas was raised. Many good regional and national projects were highlighted, and the excellent links built with other constituencies (especially youth, indigenous peoples and local communities) were welcomed. Some of the Durban outputs were very influential, most especially the proposals for the Programme of Work on Protected Areas which was approved by Conference of Parties of the Convention meeting in Kuala Lumpur in 2004.

Participants noted the following successes which were worthy of celebration:

- increasing coverage of the land area designated as protected areas;
- new governance mechanisms established to reflect the legitimacy of local and indigenous communities;
- acceptance of Community Conserved Areas as an important protection mechanism;
- improvements in management effectiveness through the development and implementation of new tools;
- revitalisation of marine biome activity under new leadership; and
- improved data gathering and dissemination, especially through the World Database on Protected Areas.

However, the assessment was not all positive. In particular, a lack of systematic follow up on the Durban Accord and Action Plan and other outputs was identified. The lesson drawn from this experience was the need to have an Action Team and an Implementation Plan developed by a new group of people as a basis for fulfilling the expectations of those attending the congress.

### **Issues for protected areas**

At the outset of the discussions, the range and scale of global issues that had direct and indirect impacts on and implications for protected areas were recognised: globalisation, climate change, the credit crisis, rising demands for natural resources such as oil and water, and the means of producing adequate supplies of food for the expanding global population. As a result, there was widespread support for the proposal by the South African Minister for the Environment and Tourism, Minister van Schalkwyk, that the *business as usual* approach had to be replaced by a *business unusual* model comprising different strategies, new partnerships, new funding approaches, and building greater resilience within protected areas to cope with changes. To achieve this, he argued, requires 'a jointly planned revolution: the first in human history', and this will need to capitalise on the fact that a love of nature is fundamental to many people.

Those attending recognised that the message about the roles that protected areas can play is still not getting through to the majority of society. Yet, it is clear to those actively engaged in protected areas activity that protected areas can make a positive input to:

- reducing poverty in developing countries;
- improving health and lifestyles throughout the world;
- improving water resource management, especially where there are shortages and conflicts;
- climate change mitigation and adaptation;
- achievement of the Millennium Development Goals;
- stemming the loss of biodiversity; and
- achieving targets in many strategies agreed by the CBD signatories.

In the light of the discussion, the basic elements for the future were outlined as follows:

- build more effective partnerships, particularly with local and indigenous communities, business, UN institutions and NGOs;
- increase the resources available for protected areas management and improvement through greater targeting of effort;
- define and communicate the message on the value and benefits of protected areas to wider audiences;
- make a more effective input to implementation of the CBD Programme of Work on Protected Areas; and
- re-position protected areas to a more central role within IUCN.

There was widespread concern about the lack of leadership and lack of resources within the IUCN community for implementation of the CBD Programme of Work on Protected Areas, and especially those elements of the programme ascribed to WCPA. It was noted with disappointment that no dedicated additional support had been allocated within the IUCN Secretariat to achieving its specified inputs to this programme. As a result, those attending agreed that the following three measures were necessary:

- development of the business case for delivery of the IUCN and, specifically, the WCPA input over the next two years until the 2010 target dates;
- development of partnerships with those big international NGOs, such as WWF and TNC, investing heavily on implementation; and
- the identification of National Focal Points within the WCPA membership to link with CBD National Focal Points for multi-stakeholder co-ordination in each country.

In addition, it was agreed that WCPA should consider whether it could have a role in facilitating reporting on implementation by signatory countries to the CBD Secretariat.

### **The next WPC**

Participants at the Durban+5 meeting agreed that the planning for the next WPC needed to begin immediately and those attending addressed a number of key issues. These are summarised below and take into account the opinions from the members survey referred to above.

There was unanimous support for the continuation of a free-standing WPC held every decade. There was no consensus on the number of participants. Arguments were led for a congress of a few thousand and equally for a smaller summit of representative delegates. There was strong support for the target audience to include other constituencies. It was considered that

*Participants at the Durban+5 meeting in the Western cape of South Africa visiting the meeting of the Indian and Atlantic Oceans at Cape Agulhas. Photo: Roger Crofts.*



the theme should move on from *Benefits Beyond Boundaries* but without forgetting its importance as a guiding light. Preference was expressed for the theme *Parks for Life's Sake* particularly in view of the urgency of the situation in relation to unfavourable global trends and the role that protected areas can contribute to their resolution. It was essential to celebrate achievements at the congress and these should include increased coverage of protected areas in the terrestrial and marine environments, and improving the effectiveness of management. There was strong support for regional meetings to be scheduled in the run up to the congress and for regional implementation plans to be developed afterwards. All agreed that the congress should be separate from the IUCN quadrennial congress and generally considered that a date of 2014 mid-way between IUCN Congresses would be best. The location for the congress will be in a region where the Congress has not previously been held. It must take into account the need to reduce costs to all involved, to achieve as low a carbon footprint as possible, and to allow participation by all relevant stakeholders.

### **Ideas to pursue**

A number of ideas were identified during the course of the Durban+5 meeting for further development and action. It was hoped that these would be actively pursued by WCPA and the IUCN Programmed on Protected Areas.

1. Develop a Protected Areas **Red List** and **Green List** to raise the profile of, respectively, failures and successes.
2. Identify the **contribution of protected areas to climate change**. The role of protected areas in mitigation through, for example, carbon sequestration and storage and water retention should be considered. Measures should be implemented to provide adaptation to climate change. Specific efforts should on reducing species and habitat loss and to aid migration and movement by building resilience into natural systems through corridors placed within bioregional frameworks. Also consideration should be given to developing the role of protected areas in emerging carbon markets.
3. Greater progress on the protection of the **High Seas** was essential, particularly in view of overfishing and of thermal and chemical changes arising from climate change.
4. The benefits of **community engagement** should be captured more effectively, especially in developing countries, through recognition of the value of using traditional knowledge and through the implementation of more inclusive governance systems. There should be greater recognition of the importance of *Community Conserved Areas* as an intrinsic part of the protected areas system and opportunity they give to substantially increasing the global coverage of protected areas.
5. The importance of greater involvement of **younger people** as they provide different perspectives, new ideas and lots of energy. It is important to invite youth to participate as matter of course in meetings, committees, projects etc.
6. There should be greater recognition of the role of **Park Rangers** in enforcing the law in very personally challenging and very politically difficult circumstances, alongside the importance of their conservation and interpretative work.
7. The **information sources** on protected areas should be used more effectively to inform the debate on the future contribution of protected areas.
8. The use of **scenario planning** should be considered to identify different possible futures and the role which protected areas can play.
9. The convening power of WCPA and the wider IUCN community should be used to **extend dialogues** with existing groups and sectors and to extend it to others, especially in relation to climate change.
10. There is a need for greater **coherence and co-ordination between the global Conventions**, especially in relation to action on the ground and on reporting.



## Conclusion

The Durban+5 review meeting and the members' questionnaire emphasised the importance of a mid-term stocktaking of progress on protected areas between World Park Congresses. There are a great many continuing issues to deal with and others, most notably climate change and the world economic situation, which will have a major impact on protected areas and should be used to help raise the profile of the role which they can play.

The key theme remains the need to promote the role, values and benefits of protected areas to a wide range of audiences who have direct and indirect influence on the status and standing of protected areas, on the legal status, their effectiveness and their resourcing.

It is for this reason that participants at the Durban+5 meeting agreed to adopt the theme *Parks for Life's Sake*. The author interprets this to mean protecting the world's special natural and cultural places now and forever on the basis that they provide: climate buffers, species diversity, livelihoods, health and wellbeing, inspiration and joy, and beauty and grandeur for all communities, human and natural.

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# Progress with Marine Protected Areas since Durban, and future directions

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Oceans dominate our world. The Vth IUCN World Parks Congress, Durban, 2003, was instrumental in providing renewed impetus and direction for the protection of our oceans. In this article we review progress since the Congress and set out some key actions to help the world community pick up the pace to meet commitments and adequately protect some of the largest ecosystems on our planet.

**THE VTH IUCN WORLD PARKS CONGRESS**, a premier international meeting dealing with protected areas, was held in Durban, South Africa in September 2003. The Congress marked a paradigm shift from parks as ‘islands of conservation’ to ensuring that parks and protected areas provide benefits ‘beyond boundaries’, while also ensuring that such areas continue to serve as the best means globally to contribute to the conservation and sustainable use of biodiversity.

The Durban Congress was a significant opportunity to move the marine conservation agenda forward. Whilst only two of the 33 recommendations focused on marine protected areas (MPAs), they were major milestones in re-setting the overall direction and levels of ambition needed for protecting our oceans.

This article briefly reviews the two MPA recommendations before considering the progress that has been achieved on each since the Durban Congress. The paper ends with some clear steps to significantly advance and scale-up our actions to adequately protect marine biodiversity and associated habitats throughout our oceans.

*Deep sea oreo.* Photo: Deep Atlantic Stepping Stones Science Team-IFE-URI-NOAA.



## **The Durban Congress MPA recommendations**

Two recommendations specifically focused on marine protection – recommendation 5.22 and 5.23.

Recommendation 5.22 focused on *Building a Global System of Marine and Coastal Protected Area Networks*. It called on the international community to establish a global system of representative networks of marine and coastal protected areas, including strictly protected areas amounting to 20–30% of each habitat, by 2012. These networks should be effectively managed, consistent with international law and based on scientific information. Further, an ecosystem-based approach to sustainable fisheries management and marine biodiversity conservation was also recommended. This recommendation was specifically formulated to build upon, strengthen and consolidate the target adopted at the World Summit on Sustainable Development (WSSD) in 2002 to develop representative networks of MPAs by 2012.

Recommendation 5.23 approved a *comprehensive programme to promote marine protected areas beyond national jurisdiction*. It urged the international community to endorse the WSSD Joint Plan of Implementation and Recommendation 5.22's goal of establishing a global system of marine protected areas by 2012, including the oceans and seas beyond national jurisdiction, consistent with international law. To that end, the recommendation called for action to promote:

1. political commitment to the goal of high seas MPA networks by 2012;
2. the establishment and effective management of at least five ecologically significant and globally representative high seas marine protected areas by 2008;
3. development of criteria and guidelines for the establishment of high seas MPAs and guidance for representative networks.

Among other things additional paragraphs called for:

4. urgent action to protect the biodiversity of seamounts, cold-water coral communities and other vulnerable high seas features and to safeguard pelagic species and habitats at immediate risk of irrevocable damage or loss;
5. the development and sharing of relevant scientific, legal and socio-economic research; and
6. global co-operation to facilitate the effective management of high seas MPA networks and to improve overall high seas governance based on modern conservation and governance principles.

### **Progress with implementation of Recommendation 5.22:**

#### ***Building a Global System of Marine and Coastal Protected Area Networks***

Since the Congress, progress on Recommendation 5.22 *Building a Global System of Marine and Coastal Protected Area Networks* can best be characterised as moderate but still insufficient. Many nations are in the process of establishing or enhancing their MPA networks, including the US and Mexico, most coastal countries of Western Europe – the UK, Germany and the Netherlands – the latter all driven by Natura 2000 requirements of the European Union, as well as Australia and New Zealand, and a few countries in Asia and Pacific nations.

Over 60 new MPAs been established around the world since the WPC in 2003, covering roughly almost 500,000 km<sup>2</sup> of ocean. A large proportion of this is contained within the Phoenix Islands Protected Area in the Republic of Kiribati, designated in 2006 and recently expanded to become the largest MPA in the world, with an area of 410,500 km<sup>2</sup>. It has also been identified as a potential World Heritage Site.

Some existing MPAs have also undergone considerable increases in the level of protection. In 2005, the Great Barrier Reef Marine Park in Australia was rezoned, such that the no-take area was increased by over 100,000 km<sup>2</sup>, from 4% to 33% of the total MPA area. In 2006, the North-Western Hawaiian Islands Coral Reef Ecosystem Reserve (created in 2000) was redesignated as Papahānaumokuākea Marine National Monument, an area of about 362,075 km<sup>2</sup>. The Presidential Proclamation declaring the Monument states that it must become fully no-take within five years

of designation (i.e. by 2011), will substantially add to the total global no-take area in place prior to the Durban Congress Recommendation deadline.

There are many other examples of 'works in progress', which will lead to greater progress by 2012. IUCN/WCPA has assisted this process substantially with the recent publication of guidelines on 'Establishing MPA Networks'. For example, various commitments have been made at the regional level to further consolidate the Durban global target. These include the Micronesian Challenge (to protect 20% of near-shore resources by 2020), the Caribbean Challenge Marine Initiative (to effectively conserve 10% of marine resources by 2012 and protect 20% by 2020), and the Coral Triangle Initiative (CTI) on coral reefs, fisheries, and food security (to protect 15% of the marine environment by 2017). These efforts have not yet resulted in substantial increases in marine protection in these areas, but do indicate growing momentum towards further growth of the global MPA network.

A primary success of the WPC recommendation was to lend greater a) visibility and b) clarity and specificity to the need for bigger and more representative MPA networks. This probably contributed to the adoption of a formal MPA commitment by countries that are party to the Convention on Biological Diversity (CBD). This is particularly noteworthy because although the CBD MPA target itself is not legally binding, the Convention IS legally binding (the targets are an approved suggestion as to how obligations under the Convention may be met). This MPA target thus represents a major commitment at the level of national governments, with almost completely global extent. This involved the programme of work on marine and coastal biological diversity and identifying an objective to establish and strengthen national and regional systems of marine and coastal protected areas. At COP8 in 2006 the decision was taken to protect a 10% target of ecological regions in marine areas under national jurisdiction by 2010.

In the years since the Congress, interest in understanding, assessing, and improving the effectiveness of MPA management, at all stages of the MPA and MPA network planning and implementation process, has continued to grow. Some examples include management effectiveness assessments of selected MPAs, the development of new MPA and MPA network planning tools, and the rise of interest in wider marine management to support MPAs and other area-based measures (for example through the UNESCO International Oceanographic Commission's initiative on marine spatial planning). IUCN WCPA-Marine is currently developing some best practice guidance for MPA management effectiveness, which aims to further facilitate MPA planning and management efforts.

Although some progress has been achieved, the establishment of marine protected areas continues to lag well behind that needed to meet the agreed targets, and more therefore needs to be done by governments, non-government organisations and indigenous and local communities to establish and effectively manage marine protected areas.

### **Progress with implementation of recommendation 5.23: *Protecting Marine Biodiversity and Ecosystem Processes through Marine Protected Areas beyond National Jurisdiction***

With regard to recommendation 5.23 focusing on *Protecting Marine Biodiversity and Ecosystem Processes through Marine Protected Areas beyond National Jurisdiction* major progress has been achieved at the political, scientific and practical levels. However this has not translated into achievement of the 2008 target of five or more comprehensively managed MPAs in the high seas.

#### ***Policy development***

At the political level, there is now agreement at the highest levels on the need for progress on high seas MPAs at the United Nations General Assembly (UN GA), the Committee on Fisheries (COFI) of the UN Food and Agricultural Organization (FAO) and the Conferences of the Parties

to the Convention on Biological Diversity (CBD COP). This was presaged in 2007 by the adoption by the Group of Eight (Canada, France, Germany, Italy, Japan, Russia, the United Kingdom, the United States and the European Union) of the Potsdam Initiative on Biological Diversity 2010 during the German Presidency, which included a commitment to “intensify our research and enhance our co-operating regarding the high seas in order to identify those habitats that merit protection and to ensure their protection.”

The United Nations General Assembly has established an Ad Hoc Open-Ended Informal Working Group to study issues relating to the conservation and sustainable use of marine biological diversity beyond national jurisdiction, commonly referred to as the UN Working Group on BBNJ. At its first meeting in 2006, most delegations agreed that area-based management measures, including representative networks of MPAs, were a key tool to improve integrated conservation and sustainable use of marine biodiversity, and urged further co-operation (UN A/61/65). At its second meeting in 2008, most delegations noted the importance of area-based management measures and growing recognition of the need for a co-ordinated global process for establishment of high seas MPAs through the UNGA (UN A/63/79).

The FAO’s COFI – the leading international body specifically addressing fisheries – in 2005 adopted a decision recognising the important role of MPAs for biodiversity conservation and fisheries management. The FAO was charged with developing technical guidelines on design, implementation and testing of MPAs and with assisting FAO members in meeting the WSSD goal of representative MPA networks by 2012 (COFI 26th session FIPL/R780). The FAO has since held several workshops on the topic, though the technical guidelines are not yet publicly available.

The CBD has been acknowledged as the central forum for addressing the scientific and technical aspects of high seas biodiversity conservation, including MPAs. Some countries initially held reservations about addressing high seas issues within the CBD, noting that the Convention only applies to the ‘components’ of biodiversity within national jurisdiction. This debate slowed progress until parties worked out a clear scientific/technical mandate for

*Starfish deep-coral.* Photo: Deep Atlantic Stepping Stones Science Team-IFE-URI-NOAA.





the CBD at the VIIIth COP in 2006, based on the Convention's provisions for co-operation and State control over harmful processes and activities that may affect biodiversity beyond national jurisdiction. (CBD COP Decision VIII/24). It was thus agreed to develop, among other things, scientific criteria for the identification of ecologically and biologically significant areas and biogeographic classification systems and criteria for representative MPA networks in the open ocean and deep seas.

At the scientific level, the most important advance has been the adoption by the IXth CBD COP in 2008 of scientific criteria for identifying ecologically and biologically significant areas in need of protection and guidelines for the development of representative networks of MPAs (CBD COP Decision IX/20). The criteria and guidance were developed at a CBD expert workshop hosted by Portugal and are based on a rigorous consolidation of over 20 existing sets of criteria applied nationally, regionally and globally, including those developed by IUCN. This provides a scientific basis for States and relevant organisations to identify areas meeting the criteria and to implement conservation and management measures, including representative networks of MPAs in areas beyond national jurisdiction. Another important scientific foundation is the global open ocean and deep seabed biogeographic classification system produced by scientists with the support of the Australian, Canadian, German and Mexican governments, UNESCO/IOC and IUCN (UNEP/CBD/COP/9/INF/44). However, more focused scientific work is required to assist States and relevant organisations to identify specific areas for protection.

An expert workshop – to be hosted by the government of Canada in 2008 with additional financial support from Germany – will review and consolidate progress on the identification of areas beyond national jurisdiction that meet the scientific criteria and to provide guidance on the use and further development of biogeographic classification systems. The results will contribute directly to progress at the sectoral and regional levels as well as at the United Nations General Assembly, where governments are discussing next steps for the management and governance of areas beyond national jurisdiction.

### ***MPAs in practice***

At the practical level, the most immediate threat to high seas biodiversity – high seas bottom-fishing impacts on vulnerable marine ecosystems such as deep sea coral reefs, coral gardens and sponge beds – has been addressed through a UNGA resolution (UNGA res. A/61/105) that is now being implemented by States and regional fisheries management organisations (RFMOs). The UNGA will review progress in 2009. Based on the resolution, high seas bottom-fishing activities are to be managed to prevent significant adverse impacts based on prior environmental assessments, or they are not to be allowed to proceed. This has translated into interim closures by RFMOs of more than 35 areas to deep sea fishing. Additional efforts to implement the requirements of the UNGA resolution are underway in many regions.

While the goal of establishing at least five ecologically significant and globally representative high seas marine protected areas by 2008 remains unmet, regionally-focused activities in the Northeast Atlantic, the Central Pacific, the Mediterranean and the Southern Ocean give hope that this goal may be met in the near future. For example, in June 2008, the regional commission for the protection of the marine environment in the Northeast Atlantic, the OSPAR Commission, agreed in principle to adopt a joint proposal for the Charlie Gibbs Fracture Zone (a section of the Mid-Atlantic Ridge) as an MPA from the Netherlands, Portugal, France and WWF. Work is now underway to develop co-operative management arrangements with other relevant organisations. Table 1, over, provides an overview of progress at the regional level towards establishing MPAs and closed areas in ABNJ.

Unfortunately, progress with respect to the high seas water column has been slow: no binding measures to protect significant pelagic features or bycatch species have yet been adopted by the

**Table 1.** A wealth of research and synthesis is now available in the scientific, legal, socio-economic and policy fields to promote protection and sustainable use of ABNJ and to support representative networks of MPAs in ABNJ.

Year	Policy information
2005	IUCN prepares legal background paper for the CBD ad hoc Working Group on Protected Areas regarding options for co-operation for MPAs in ABNJ. Available at: <a href="http://www.iucn.org/what/ecosystems/marine/marine_resources.cfm">http://www.iucn.org/what/ecosystems/marine/marine_resources.cfm</a>
2005	Sea Around Us project produces report for CBD on 'patterns of species richness in the high seas'.
2005	International Marine Protected Areas Congress-MPAs beyond national jurisdiction special theme, many leading practitioners gather and adopt a series of recommendations.
2006	IMPAC high seas papers published in special issue of WCPA Parks Magazine. Available at: <a href="http://www.iucn.org/what/ecosystems/marine/marine_resources.cfm">http://www.iucn.org/what/ecosystems/marine/marine_resources.cfm</a>
2006	IUCN publishes with UNEP report on Ecosystems and Biodiversity in Deep Waters and High Seas, profiling threats and risks as well as potential policy solutions, including representative networks of high seas MPAs. Available at: <a href="http://www.iucn.org/what/ecosystems/marine/marine_resources.cfm">http://www.iucn.org/what/ecosystems/marine/marine_resources.cfm</a>
2006	Greenpeace publishes <i>Roadmap to Recovery</i> , laying out a proposed representative network of marine reserves for ABNJ covering 40% of high seas.
2007	UNEP-WCMC developing an Interactive Map (IMap) and spatial databases containing information on marine areas in ABNJ. <a href="http://bure.unep-wcmc.org/imaps/marine/highseas/viewer.htm">http://bure.unep-wcmc.org/imaps/marine/highseas/viewer.htm</a>
2006–2007	MPA Global developed from the World Database on Protected Areas, with capacity to include areas in ABNJ Initiative between WCMC, Sea Around Us project and WWF.
2007	Sumalia <i>et al.</i> publish article on 'Potential costs and benefits of marine reserves in the high seas' in Marine Ecology Progress Series
2007	IUCN organises workshop on high seas governance. Report available at: <a href="http://www.iucn.org/what/ecosystems/marine/marine_resources.cfm">http://www.iucn.org/what/ecosystems/marine/marine_resources.cfm</a>
2008	IUCN Environmental Law Centre releases first four reports of a series on high seas governance: Available at: <a href="http://www.iucn.org/about/work/programmes/environmental_law/elp_resources/elp_res_publications/index.cfm">http://www.iucn.org/about/work/programmes/environmental_law/elp_resources/elp_res_publications/index.cfm</a> : <ul style="list-style-type: none"> <li>– Regulatory and Governance Gaps in the International Regime for the Conservation and Sustainable Use of Marine Biodiversity in Areas beyond National Jurisdiction.</li> <li>– Options for Addressing Regulatory and Governance Gaps in the International Regime for the Conservation and Sustainable Use of Marine Biodiversity in Areas beyond National Jurisdiction.</li> <li>– The Mid-Atlantic Ridge: A Case Study on the Conservation and Sustainable Use of Marine Biodiversity in Areas beyond National Jurisdiction.</li> <li>– Elements of a Possible Implementation Agreement to UNCLOS for the Conservation and Sustainable Use of Marine Biodiversity in Areas beyond National Jurisdiction.</li> </ul>

five RFMOs responsible for regulating tuna fishing. Only the Commission for the Conservation of Antarctic Marine Living Resources (CCAMLR), with its broader mandate and ecosystem-based focus, has addressed the impact of fishing on seabirds and other threatened species based on small-scale management units. But the good news is that since the WPC, several RFMOs have amended their mandates to include ecosystem and precautionary approaches to enable them to better address bycatch and other biodiversity conservation issues. Moreover, a great deal of scientific work is now underway to better understand how to identify, monitor and track pelagic hotspots and species that use them.

The political impetus generated by the WPC recommendation has been an important catalyst for progress. This has been supported by the development and provision of scientific, legal, socio-economic, and policy research relevant to the development of a global representative system of high seas MPA networks, much of it generated by the IUCN/WCPA and the Global Marine Programme. Some of the publications are highlighted in Table 1.

### **MPA global network**

A final goal of this recommendation is to stimulate work on the development of a global framework or approach to facilitate the creation of a global representative system of high seas MPA networks. Such a framework could build on existing legal agreements, in particular the United Nations Convention on the Law of the Sea (UNCLOS), the CBD, the UN Fish Stocks Agreement, and the Convention on Migratory Species. In furtherance of the WCC

recommendation, the IIIrd IUCN WCC in 2004 adopted Rec. 3.098, calling upon States to consider the development within the framework of UNCLOS of new international instruments/mechanisms to foster effective governance in ABNJ. In 2007 IUCN organised a Workshop on High Seas Governance in the 21st Century to explore options for improving high seas governance. IUCN has also prepared a series of expert papers on options for high seas governance, regulatory and governance gaps, and an analysis of elements for a possible implementing agreement to UNCLOS. While the concept of a comprehensive implementing agreement that would include provisions for establishing MPAs has not yet received full support, there is no longer any dispute on the need for improved co-operation and co-ordination, implementation and regulation on the high seas.

### **Future directions**

This review demonstrates the scale of activities that have been undertaken since the Durban Congress. All progress is welcomed. Whilst we have undoubtedly moved forward and that this would not have occurred to this extent without the focus given by this Congress, we still lack adequate implementation of MPAs in quantity, geographical spread and representation and in terms of quality of management.

Within marine areas under national jurisdiction progress is still falling far behind the targets that countries have agreed to. Around 5,000 MPAs worldwide have been created so far. Approximately 2.58 million km<sup>2</sup>, 0.65% of the world's oceans and 1.6% of the total marine area within Exclusive Economic Zones, are within marine protected areas – a much lower proportion are effectively managed. From the biodiversity perspective high levels of protection are known to sustain and recover marine wildlife – yet only 0.08% of the world's oceans (representing 0.2% of the total marine area currently under national jurisdiction) is 'no-take', where extractive uses are prohibited. The global distribution of protected areas is also both uneven and unrepresentative at multiple scales, and only half of the world's marine protected areas are part of a coherent network (Wood *et al.* 2008).

Since 1984 the spatial extent of marine area protected globally has grown at an annual rate of 4.6%, at which even the most modest target is unlikely to be met for at least several decades rather

*Sponge community.* Photo: Deep Atlantic Stepping Stones Science Team-IFE-URI-NOAA.



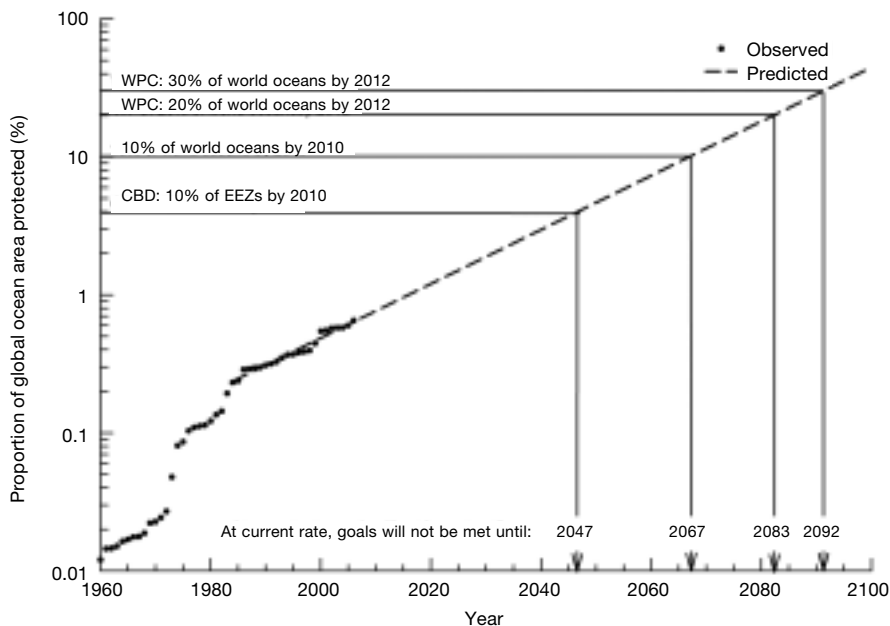
than within the coming decade. An immediate global concern is the need for a rapid increase in effective marine protected area coverage alongside scaling up of ocean management. The increase required to meet the targets is equivalent to another 35 countries creating an MPA the size of the Phoenix Islands Protected Area (at 410,500 km<sup>2</sup>) before 2012. What is clear is that if the *business as usual* approach is taken then the targets countries have agreed to spatially and temporally for 2012 will not be met until the 2060s (Figure 1), almost half a century later than the target deadlines (Wood *et al.* 2008). On the high seas, notwithstanding the interest, dialogue and attention to the issue, just one high seas MPA, the Pelagos Sanctuary for Marine Mammals in the Mediterranean Sea (87,500 km<sup>2</sup>), has actually been designated to date outside the Southern Ocean. This was by France, Italy and Monaco in 2002.

Significantly more progress and scaling-up of activity is required. Often-cited issues preventing this are time, staff and money, political will and high-level leadership, and for the high seas, a lack of clarity over future jurisdictional frameworks. Those issues are, however, as much symptoms as root causes of the problems. It is clear that there is not a single solution to overcoming these difficulties but rather a range of avenues that need to be pursued if we are to make much more progress and very quickly.

At the Durban+5 review meeting in South Africa in 2008, a number of actions were outlined by WCPA–Marine to achieve a new dynamic for marine conservation alongside the current activities by many organisations and individuals worldwide. These actions are some of the added value WCPA–Marine can provide to give greater opportunity and leverage from current MPA work:

- **Accuracy of information** – an overall goal has to be better information on MPAs. Critically this needs to focus on where the MPAs are (we need an accurate map and underlying data), what progress we are making (celebrating successes), and what are the challenges regionally and globally to further progress (focusing priorities).

**Figure 1.** Projection of the annual rate of increase (4.6%,  $r^2=0.96$ ) of global marine area protected between 1984 and 2006 and into the future, in relation to attainment of marine protection targets adopted by the Convention on Biological Diversity (CBD) and the IUCN World Parks Congress (WPC). Reproduced by kind permission of *Oryx* from Wood, L.J., Fish, L., Laughren, J. and Pauly, D. (2008). Assessing progress towards global marine protection targets: shortfalls in information and action. *Oryx* 42(3): 1–12.



- **Catalysing action** – creating opportunities and taking greater advantage of all leadership opportunities to drive the agenda forward. This includes making far greater use of global and regional conferences and meetings, and ensuring that there is a tangible thread running through them that levers more progress.
- **Synergies with partners** – we will achieve much more if we find ways of joining up our various activities in ways that protect the unique selling points and activities of partners, but also that leverages greater impact and synergy out of everything we do.
- **Sharing tools and best practices** – WCPA–Marine has a history of providing guidance and tools. This must be built upon to fill critical gaps in knowledge and will need to use new IT solutions to best effect to get the information over in a way that best relates to the end users.
- **Capacity building** – we need to understand the requirements more consistently across all ocean regions of the world and develop greater targeted opportunities to achieve this, achieving far greater synergies between the training activities of different groups.
- **Connecting people** – we need to re-connect people to our oceans by using new IT to maximum effect, thus enabling the marine conservation sector and a broad public to engage with MPAs and share experiences and knowledge. Education, communication and outreach are fundamental steps towards better political appreciation and will, improved MPA governance, and ultimately more MPAs and networks. Significant investments are needed in these areas supported by programmes that engage the next generation in understanding the value of our oceans and the need to protect them.
- **Inclusiveness** – we need to be far more effective at recognising the full range of governance mechanisms that are employed in effectively managed MPAs and networks. This means being more inclusive about MPAs established through customary and other non-statutory means, and the valuable contribution they play to securing global and regional goals
- **Climate future proofing our actions** – oceans represent the largest carbon sink on the planet and yet climate action focuses on terrestrial ecosystems. We should grow our initiatives to ensure that the MPA agenda effectively engages with the climate-change agenda to ensure relevance of our programmes over the coming decades. This is alongside building existing programmes around human health and well being.

A comprehensive perspective on the actions needed by WCPA–Marine and the global marine community to accelerate action on MPAs can be found in the Plan of Action (Laffoley, 2008). This was released in October 2008 in English, French and Spanish and can be downloaded from: [www.protectplanetocan.org](http://www.protectplanetocan.org).

## Conclusions

Looking back five years after the Vth IUCN World Parks Congress in Durban provides a chance to reflect on what has been accomplished since 2003, identify gaps and areas of slow progress, and determine the issues that have emerged since then.

With respect to oceans, the recommendations have demonstrated how complicated and challenging action in certain areas can be, despite best efforts. Concerted efforts will be required to build on the progress realised to date and achieve the global goals related to marine protected areas.

It is evident from statistics on MPAs that significantly more action is needed not just from a biodiversity perspective but increasingly from the climate change perspective. The ability of our oceans to provide the benefits that we all take for granted is now being compromised by climate change and ocean acidification. By establishing effective MPA networks with high levels of protection, countries will not only satisfy the existing biodiversity targets they have already agreed to but will also help recover ecosystems and increase their resilience to climate change



impacts. What is good for wildlife is also good for people – a win-win opportunity that we must grasp for the benefit of both parties.

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# Protected areas and people: the future of the past<sup>1</sup>

ASHISH KOTHARI

Significant changes have taken place in international conservation policies in the last few years. There is growing recognition of the role of indigenous peoples and local communities in the management of government designated protected areas, and equally, of the importance of sites and landscapes managed by such communities themselves. These two trends can be called Collaborative Management of Protected Areas (CMPAs) and Indigenous/Community Conserved Areas (ICCAs). The move towards these involves complex issues of rights and responsibilities, land tenure, customary and modern knowledge, relevant institutions, and sharing of costs and benefits. This paper predicts that over the next few decades, if conservation agencies are able to wisely use these new trends, we will see a dramatic increase in public support for conservation and expansion of various kinds of protected areas, and a reduction in the conflicts that plague many current protected areas. But for this to happen, much needs to be done to change national policies and practice, consolidate the gains of international policy changes, and tackle the single biggest challenge that humanity and nature face: the unsustainability of the current path of globalised 'development'.

**THE DURBAN+5 PERIOD** has been marked by dramatic shifts in international conservation paradigms. These point to an inescapable conclusion: the future of conservation lies, at least partly, in its past.

The recognition that nature conservation is fundamental to survival is reflected in ancient spiritual, cultural and material traditions of all continents. But in all such traditions, nature and culture were a continuum or even part of each other, and not separated. Sometime in the last century or so however, the formal conservation movement appeared to lose sight of this. It attempted to separate people from wildlife, and focus on islands of wildlife concentration where intensive conservation efforts could be directed. This was perhaps understandable given the enormous and very visible crisis of biodiversity loss. But we are now realising that exclusionary conservation is simply not sustainable even if it managed to stave off some extinctions and save a number of crucial habitats for a time. Nor is it ethically justifiable when imposed by those who have adequate means of livelihood and even luxuries, on those who are already living on the edge.

The last five years have therefore seen a remarkable turnaround, towards linking protected areas (or conservation more generally) with the traditions and practices, livelihoods and aspirations of indigenous peoples and other local communities... while not losing sight of the goals of conservation. The following broad features mark this shift:

- expanding the governance of protected areas to include communities, either as partners in government/NGO-run areas, or in their own right as custodians and managers;
- moving out of the 'island' mentality and looking at landscapes and seascapes as a whole, with the attendant need to focus as much on their political, economic, and cultural aspects as on their crucial biological values; and
- linking protected areas to the goals of addressing poverty and livelihood security, and significantly enhancing the generation of conservation-related benefits to local people.

This article explores the future of these new (yet age-old) paradigms in conservation. It predicts that over the next couple of decades, if current trends continue, the following will take place:

<sup>1</sup> This is partly based on a paper, 'Local voices in global discussions: How far have international conservation policy and practice integrated indigenous peoples and local communities?', delivered by the author at the 'Symposium on Sustaining Cultural and Biological Diversity in a Rapidly Changing World: Lessons for Global Policy', American Museum of Natural History, New York, 2-5 April 2008. The paper has inputs from Tasneem Balasinorwala, International Collective in Support of Fishworkers, Hanna Jaireth, and Aghaghia Rahimzadeh.



Tagbanwa elders on Coron Island, the Philippines, showing their Ancestral Domain claim documents. Photo: Ashish Kothari.

- A significant reduction in the conflicts between people and protected areas that have plagued many parts of the world, and an increase in public (including local community) support for not only protected areas but for conservation across the landscape;
- A dramatic increase in coverage of protected areas, with increasing recognition of indigenous and community conserved areas;
- The slow but sure demise of the notion that nature and people or culture are separate, and that conservation can take place through only guns and guards; and
- Increasing security for beleaguered ecosystems and species, even while some will be inevitably lost, as societies in general and local communities in particular become more active in conservation.

These will however, not happen on their own. A few key steps to make them happen, are outlined at the end of the article.

### **Protected area governance: the new paradigms**

For over a century, protected areas in the form of government notified sites for wildlife conservation, have been managed through centralised bureaucracies in ways that totally or largely excluded local communities. Given that most PAs have traditionally had people living inside or adjacent to them, dependent on their resources and often with associated age-old beliefs and practices, such management has alienated communities. There is also increasing evidence that PAs have often caused further impoverishment of already economically marginal communities, through loss of access to livelihood resources, physical displacement, and other impacts (see, for instance, West *et al.*, 2006; Colchester, 2004; Lockwood *et al.*, 2006; Chatty and Colchester, 2002; *Policy Matters* 15). A recent article (Redford, *et al.* 2008) argues that PAs in some of the most important biodiversity areas of the world contain a very small percentage of impoverished people, therefore it may not be justified to substantially recast conservation organisations into poverty alleviation ones. This may be valid in the context the authors are talking about, but it is also true that thousands of protected areas are in areas containing large numbers of poor people, many of whom have been dispossessed by related policies and practices (for a review of India, pertaining to three to four million people, see Wani and Kothari, 2007).

Redford *et al.* justifiably conclude with a call for a more “socially responsible, long-term approach to conservation”.

It has also been increasingly realised that conventional PA practices have not only violated human rights, but often backfired on conservation itself. Retaliatory action by disempowered communities, conflicts with PA managers, inability to use the knowledge and practices of local people, and many other factors have contributed to this. Reversing these trends requires a significant shift in PA management paradigms.

While the most significant international event to showcase and encourage the new paradigms was the World Parks Congress at Durban in 2003, this itself was a result of many developments at local and national levels over the last couple of decades.

In an increasing number of countries, two changes have been revolutionising PA policy and management. First, there is much greater participation of local communities and other citizens in what were once solely government managed PAs, transforming them into collaboratively managed PAs (CMPAs). Second, there is increasing recognition of indigenous and community conserved areas (ICCAs), which exist in diverse forms across the world, but have so far remained outside the scope of formal conservation policies and programmes.

There is no comprehensive assessment of how many countries have moved into these directions. However, a survey of protected area agencies just prior to the World Parks Congress, gave a good indication. In the period 1992–2002, of the 48 PA agencies that responded to the survey, over one-third reported that they had moved towards some form of decentralisation in their structure, and engaged a larger range of stakeholders than before. Over half reported that they now required, by law, participatory management of PAs. In 1992, 42% of the agencies had said they were the only decision-making authority; by 2002, only 12% said the same. Overall, the survey showed that “PA managers recognise that community support is a requirement of ‘good governance’, and more effort is being directed at involving various stakeholder groups. The general perception is that increased participation has resulted in more effective decision-making”. (Chape, *et al.* 2008).

### **Collaboratively managed protected areas (CMPAs)**

There are many documented examples of collaborative management and its benefits (for a recent overview, see Kothari, 2006a). These can be found in a range of countries, including those classified as ‘developing’ and those already highly industrialised or urbanised; and in a range of ecosystems, covering terrestrial, freshwater and marine.

Amongst the earliest to experiment formally with co-management were the French. Over the last three decades they have created 44 such parks, ranging from 25,000 ha to 300,000 ha. Each is managed by an organisation of elected people of the local communities, which oversees a multi-disciplinary technical team that runs the park (Federation des Parcs Naturels Régionaux 2006). More recent CMPAs include many that were once managed in the conventional top-down manner. For instance in the Lanin National Park in Argentina, created by excluding the indigenous Mapuche, considerable agitation by the people forced the government to form a co-management committee. With assured sharing in decision-making and benefits, the park’s management has become more effective (Carpinetti and Oviedo, 2006). Two marine PAs in Indonesia (Bunaken), and the Philippines (Apo Islands), are managed through collaborative arrangements with local fishing communities, in ways that have improved fish catch and created more jobs, while enhancing conservation. Amongst the key ingredients resulting in their success are co-management institutions involving local community representatives, participation of entire communities in management, legal backing to participation, and understanding and respecting customary use and access rights (Leisher *et al.*, 2007). In Canada, 13 national parks covering over 180,000 km<sup>2</sup> are managed collaboratively between Parks Canada and the native groups on whose territories these are located (Johnston, 2006). And an example from South

Africa could be a precursor to many more around the world: under the Restitution of Land Rights Act 1994, 20,000 ha. of the world-famous Kruger National Park was transferred back to the Makuleke people in 1999, but continued as a reserve under the joint management of the tribe and South African National Parks (Fabricius, 2006).

### **Indigenous and community conserved areas (CCAs)**

Even more revolutionary than co-management, is the recognition finally given to the world's oldest PAs: indigenous territories and community conserved areas (ICCAs). These have been defined as "natural and modified ecosystems, containing significant biodiversity values, ecological services, and cultural values, voluntarily conserved by indigenous and local communities, through customary laws or other effective means" (Pathak *et al.*, 2004).

As in the case of CMPAs, ICCAs cover all kinds of countries and ecological situations (see regional surveys at [www.iccaforum.org](http://www.iccaforum.org); Kothari, 2006b; PARKS 16(1); Borrini-Feyerabend, 2008). Amongst the oldest are sacred groves, lakes, rivers and landscapes that abound in many countries. Equally old are likely to be highland forests managed for their value in securing downstream water security, or rich pastures in arid regions that were kept intact to use only as a last resort in cases of extreme drought.

In Italy, the Regole d'Ampezzo of the Ampezzo Valley, has a recorded history of community management for approximately 1,000 years; another example is the Magnifica Comunità di Fiemme, collectively owned and managed by people of 11 townships. (Merlo *et al.*, 1989, Jeanrenaud, 2001, and Lorenzi, pers. comm. 2004). In the USA, many community forests are traditionally or newly managed by town-dwellers, e.g. in New Hampshire, Conway (650 ha), Gorham (2,000 ha), Randolph (4,100), and Errol (2,100) (Lyman, 2006). In Nigeria, the Ekuri people are protecting 33,600 ha of dense tropical forest on their communal land, and have

*Lake on Coron Island, an ICCA protected as part of the Ancestral Domain claim of the Tagbanwa people, the Philippines. Photo: Ashish Kothari.*



resisted the overtures of logging companies despite being offered a road which they desperately need (Ogar, 2006). In India, there are over 10,000 community managed forests, ranging from a few hectares to several hundred thousand hectares. Some are managed by all-women forest protection committees, others by youth clubs (see photo over), yet others by the entire village (Pathak *et al.*, 2006). In the Peruvian Amazon, over 11 indigenous hunting-gathering tribes that have decided to live in voluntary isolation, are protected by the recognition of over two million hectares in territorial reserves (Norgrove, pers. comm., 2005). Locally Managed Marine Areas (LMMAs) number several dozen in the South Pacific (Govan, *et al.* 2006). The Navakavu marine PA in Fiji, and the Arnavon Island marine PA in Solomon Islands, both community managed, have been found to have generated substantial economic livelihoods and benefits for local people, while maintaining conservation status (Leisher *et al.*, 2007). The Comarca Ngöbe – Buglé indigenous territory in Panama contains one of the world's most important nesting sites for threatened Hawksbill and Leatherback sea turtles (Solis, 2006). In India, there are dozens of CCAs harbouring resident and wintering waterfowl, antelope and deer species, nesting Olive Ridley sea turtles, freshwater fish populations, threatened pheasant species, and more (Pathak *et al.*, 2006).

Territories of mobile peoples often contain significant biodiversity value, conserved due to traditional practices of nomadism and deliberate restraint. In the Borana ethnic territory in Ethiopia, customary law (*seera marraa bisanii*, or 'the law of grass and water') has for centuries helped protect ecosystems harbouring the unique wildlife of the region (including 43 species of mammals), (Bassi, 2006).

Indigenous protected areas and reserves that are incorporated into the official PA system are also increasing. Indigenous reserves account for a fifth of the Amazon forests, and have proven to be effective against illegal logging, mining, and other threats that are eating up forests outside these reserves. These include reserves that have been integrated into national PA systems, such as the 68,000-ha Alto Fragua – Indiwasi National Park of Colombia (Oviedo, 2006). Australia has a network of over 20 Indigenous Protected Areas, comprising about 20% of the country's terrestrial protected area estate. Indigenous PAs bring management resources to the indigenous people, without the loss of autonomy usually associated with collaboratively managed PAs; they also provide public recognition of the natural and cultural values of indigenous territories (Smyth, 2006).

Growing literature points to the existence of tens of thousands of other such ICCAs, most of them hidden from the public eye till recently because of our pre-occupation with government-designated PAs.

### **The Durban and Kuala Lumpur milestones**

The Vth IUCN World Parks Congress (WPC), Durban, 2003, and its key outputs, gave a major international push to participatory and community-based governance of PAs (see <http://www.iucn.org/themes/wcpa/wpc2003> and <http://www.iucn.org/themes/wcpa/wpc2003/pdfs/english/Proceedings/recommendation.pdf>). Influenced by this event, the CBD VIIIth Conference of Parties adopted in 2004 a comprehensive Programme of Work on PAs, including a move towards new governance models. It committed countries to:

- recognise PAs under various governance types, including Community Conserved Areas (CCAs) and Private Protected Areas (PPAs) (2.1.2);
- use conservation benefits to alleviate poverty (2.1.4);
- implement plans to involve communities at all levels of PA planning, establishment, governance and management removing barriers preventing adequate participation (2.1.5, 2.2.2);
- ensure legislative and policy support for the above (2.2.4); and
- stop relocation or sedentarisation of communities without prior informed consent (2.2.5).



Additionally, these and other events also highlighted the importance of 'good governance' in the management of PAs. This includes principles such as equity in decision-making and benefit-sharing, adaptability to diverse situations, long-term visioning, optimal use of resources, accountability of those who take decisions to those who are affected by them, transparency in all operations, and others (adapted from Borrini-Feyerabend *et al.*, 2006):

Yet another innovation in international conservation forums has been the introduction of governance types into the globally-used system of PA categories devised by IUCN (IUCN/WCMC 1994; a fully revised version of this with the addition of the governance dimension, is at [http://cmsdata.iucn.org/downloads/iucn\\_pa\\_categories\\_guidelines\\_final\\_draft.doc](http://cmsdata.iucn.org/downloads/iucn_pa_categories_guidelines_final_draft.doc)). This recognises that not all the six main categories of PAs, classified according to their management objective, can be governed by not only government agencies but also by indigenous peoples and local communities, by private entities, and collaboratively between two or more of these. As countries begin to recognise ICCAs, some are also assessing whether these can be incorporated into the PA system in any of the Categories.

### **Diversifying the PA system and linking the landscape**

As important as the expansion of individual CMPAs and ICCAs is the diversification of the PA system as a whole, and its opening up to governance and management models for larger landscapes and seascapes. Such a move has significant benefits, including:

- i) Greater coverage of areas important for conservation. *Indeed if ICCAs are given recognition and support, there could well be a doubling of the PA coverage of the world* (Kothari, 2006c). Additionally, CMPAs and CCAs are often politically more acceptable than conventional PAs, especially in countries where such PAs have been seen as obstacles to livelihoods.
- ii) Greater generation of resources: If CMPAs and ICCAs can increasingly be projected as not only conservation tools but also mechanisms to address poverty and lack of livelihood opportunities; this could help countries generate more resources for conservation. Most countries and donors have much more funding for 'development' and 'welfare' sectors than for conservation per se. However this should not become an excuse to reduce funding for areas that continue to need government management.
- iii) Greater ability to build actual *networks* of PAs: Combining different governance types would help to physically connect sites, allowing much greater gene flow and other benefits of connectedness. Many ICCAs, for instance, are already corridors between two or more government PAs (e.g. the community forests in New Hampshire, USA; or Van Panchayat forests in Uttarakhand, India). Seen from the point of view of communities, many PAs could be corridors between two or more ICCAs, providing crucial buffer functions and benefits to people.

Linking diverse governance models of conservation as also various forms of 'sustainable' use across the landscape and seascape, is the biggest hope for wildlife and biodiversity. Apart from other benefits, such as landscape-level management with connectivity may be crucial to deal with the impacts of climate change (Kothari, 2008).

A number of countries are exploring such diversification and expansion. Colombia has in added several governance types (adapted from Alcorn *et al.*, 2005, in Borrini-Feyerabend, 2006), including regional and local reserves, collaboratively managed PAs, indigenous territories, private protected areas, and ICCAs. More recently, after the World Parks Congress, the Madagascar government too has moved into diversifying PA governance types, as part of its commitment to triple the area under PAs ([www.iucn.org/en/news/archive/2005/06/governancethur16.pdf](http://www.iucn.org/en/news/archive/2005/06/governancethur16.pdf)). In 2002 India extended its PA types to include those that could be managed in a collaborative manner with various government departments and local communities, and those to be managed by local communities themselves, though the conceptualisation of these categories severely limits their use (Pathak and Bhushan, 2004).

## Implementation of the CBD POW on PAs

Are changes in international conservation policy being adequately reflected on the ground? The examples given above suggest that the new paradigms are being seriously considered, or implemented in some countries – in a few cases even before Durban and Kuala Lumpur. Overall though, changing conventional conservation policies and mindsets has been slow and patchy.

One indicator of the extent of change is the degree to which countries have implemented Element 2 (Governance, Participation, Equity and Benefit-sharing) of the CBD Programme of Work on PAs. Most countries from where information is available (in their national reports, their responses to the CBD Secretariat's questions on implementation of the Programme of Work, and citizens' reports), are way behind in meeting their targets.

A recent survey of 36 PAs in Latin America, Africa and Asia, by the Forest Peoples Programme, found that new conservation principles were not yet in widespread application (Colchester, 2004). Indeed in many countries, forcible displacement and exclusion have continued. Nevertheless, the new principles of equity, power sharing, participation, and sharing of benefits are now increasingly being discussed and adopted at national levels, are being incorporated into donor policies, and are being used as tools by indigenous peoples and local communities to demand changes in policy and practice.

There is no comprehensive assessment of how many countries provide the recognition of CMPAs or ICCAs in their conservation legislations. But some indications are available. A survey of 16 countries by TILCEPA (see <http://www.iucn.org/themes/ceesp/CCAlegislations.htm>), found six (Australia, Brazil, Guyana, India, South Africa and Vanuatu) that had brought in

*Angami indigenous youth keep watch on the Khonoma village-declared Tragopan Sanctuary, Nagaland, India.*  
Photo: Ashish Kothari.



legislation recognising ICCAs as part of the PA network (with great variation in what kind of sites could be considered eligible). Another six (Canada, Costa Rica, Indonesia, Mauritania, Tanzania and Taiwan) did give legal backing to ICCAs, but as part of more general laws providing recognition of indigenous or community territories and rights, rather than as PAs or specific conservation mechanisms. Four countries (China, Morocco, Nepal and Nigeria) had no legal backing for ICCAs whatsoever, though a few of them reported some level of administrative or financial support to ICCAs, and one (Nepal) had moved towards almost full community management of at least one PA.

One must recognise that insensitive or mechanical implementation of the new paradigms may be counter-productive. In Malaysia and India, for instance, top-down recognition of ICCAs through statutory legislation which forces uniformity and allows government interference, could undermine existing customary practice and thereby the conservation initiative itself. Conversely, in the Philippines, bold legislation provides considerable possibilities for indigenous peoples to govern themselves and protect their territorial and knowledge rights, which some communities have been able to use to claim 'ancestral domain' (see for instance Ferrari and de Vera, 2004), but some loopholes in the law and strong resistance from the bureaucracy have severely restricted or delayed its application. A detailed assessment of South Asia reveals that progress is very uneven, across countries, ecosystems, and peoples (Balasinorwala, *et al.* 2008; for a more global overview, see Borrini-Feyerabend *et al.*, 2004).

Progress in converting conventional government-run marine PAs into co-management regimes is perhaps even slower than their terrestrial counterparts (ICSF 2008). Somewhat more encouraging is the increasing recognition of marine ICCAs, e.g. the LMMA network in the Pacific, as above.

Many countries continue to resist attempts to change national policies in line with the international requirements. New Zealand, for instance, has still not incorporated any of the three broad trends mentioned in Section 3 above: indigenous rights, diversity of governance types of PAs, and landscape approach (Aroha Mead, pers. comm.).

In its latest *Review of Implementation of the Programme of Work on Protected Areas for the Period 2004–2007* (UNEP/CBD/WG-PA/2/2, 26 November 2007), the CBD Secretariat concluded that: "Though legislative and policy frameworks exist for equitable sharing of costs and benefits and participation of indigenous and local communities, more efforts are needed to implement them to ensure meaningful participation of local communities in the establishment and management of protected areas, and in the integration of various governance types into national systems of protected areas."

Based on this assessment and considerable advocacy by civil society organisations and some governments, the IXth Conference of Parties to the CBD (Bonn, May 2008) adopted Decision IX/18 on protected areas (<http://www.cbd.int/decisions/?m=COP-09&id=11661&lg=0>) with a recommendation to:

- a) improve and, where necessary, diversify and strengthen protected-area governance types, leading to or in accordance with appropriate national legislation including recognising and taking into account, where appropriate, indigenous, local and other community-based organisations; and
- b) recognise the contribution of, where appropriate, co-managed protected areas, private protected areas and indigenous and local community conserved areas within the national protected area system through acknowledgement in national legislation or other effective means."

It should be noted that the above recommendation will not necessarily lead to more progressive steps, for it neither incorporates a rights-based approach, nor deals with the need for *appropriate* forms of recognition. Nevertheless, it marks an acknowledgement that governments need to do much more than they are so far.

## Winds of change in international NGOs

Conservation policy and practice, at both international and national levels, has been heavily influenced not only by governments but also by civil society organisations and donors. Slowly but surely, these too are embracing the new conservation paradigms. As mentioned above, some like IUCN<sup>2</sup> have actually been at the forefront of leading the changes. But many others, including some of the largest and richest NGOs, are widely criticised as having lagged behind (see the widely quoted articles by Chapin, 2004 and Dowie, 2005, and responses to them at <http://www.nature.org/pressroom/press/press1671.html>; [http://www.panda.org/about\\_wwf/what\\_we\\_do/policy/people\\_environment/wwf\\_response/index.cfm](http://www.panda.org/about_wwf/what_we_do/policy/people_environment/wwf_response/index.cfm); <http://www.worldwatch.org/system/files/EP181C.pdf>; <http://gristmill.grist.org/story/2004/12/28/21406/952>;). Some, like WWF, have undertaken an extensive internal review, with the help of critical outsiders, and have pledged to move urgently and widely towards more equitable and participatory conservation practice. The Nature Conservancy (TNC) has focused increasingly on partnerships with communities, including for instance fishing communities in marine conservation and livelihood enhancement programmes (as one example, see Leisher *et al.*, 2007). Reportedly the CEOs of several international conservation organisations are engaged in a process to work out common principles on indigenous/community issues in conservation, and TILCEPA is currently facilitating a dialogue process between indigenous peoples, local communities, and conservation groups.

## Key lessons and challenges

Some observers have argued that the oft-seen failure of participatory approaches to conservation, not only to achieve conservation but also to generate sustained benefits for people, indicates the need to return to the conventional strict protectionist forms (see for instance, Terborgh, 2004). But others have rightly pointed out that lack of adequate implementation of the fundamental principles of equitable conservation cannot be seen as a failure of the principles themselves (Wilshusen *et al.*, 2002; Brechin *et al.*, 2002; Spiteri and Nepal, 2006). Moreover, evidence from around the world suggests that new paradigm approaches to conservation (especially co-managed protected areas and community conserved areas) do indeed often work, where implemented with sufficient policy back-up, on-ground capacity, and other key ingredients (see examples in Borrini-Feyerabend *et al.*, 2004; Pathak *et al.*, 2004; Kothari, 2006a; Kothari, 2006b).

There are a number of key lessons that have emerged from both the successful and unsuccessful attempts at applying new paradigms of conservation, which we all need to learn (Blaustein, 2007; Borrini-Feyerabend *et al.*, 2004; Spiteri and Nepal, 2006; Redford *et al.*, 2006; Brockington *et al.*, 2006; Leisher *et al.*, 2007):

- The distribution of costs and benefits of conservation remain highly skewed between local communities and wider society (as shown, for instance, in studies by CARE International, WWF, and IUCN, in Uganda, Philippines, Thailand and Kenya; report under finalisation, Phil Franks, pers. com.), and significant change is needed to balance these out.
- The distribution of power and benefits within communities too remains inequitable, often even in otherwise successful participatory conservation or community-based initiatives; policies and practice need to understand local divisions and hierarchies (including those of gender), and devise methods to ensure that the poorest, most disadvantaged sections are provided special focus.
- Many participatory conservation initiatives, especially those imposed from above by governments, NGOs and/or donors, tend to remain at a superficial level of consultation and the doling out of benefits, without getting into actual power-sharing and joint decision-making; considerable advocacy is needed to bring about genuine change towards equity,

<sup>2</sup> Given its structure, with both governmental and civil society membership, IUCN is not easily classified as a NGO; however in its functioning it usually provides civil society perspectives and spaces in varying degrees.

even while allowing for some caution where local socio-political situations are very conflict-ridden and a rush towards decentralisation may be counter-productive in the short term.

- Another key ingredient – the provision of tenurial security through territorial, land, water, and resource rights (and corresponding responsibilities) – appears to be in very short supply in most countries. With little or no long-term security, communities are unable or unwilling to be enthusiastic partners or players in conservation. This clearly needs to change, again allowing for some caution in specific situations where conservation may be threatened by hasty moves.
- A lot of initiatives pay only lip-service to traditional knowledge; given the overwhelming evidence of how productive its use can be, there is an urgent need for conservation policy and practice to move towards positive integration of traditional and modern conservation knowledge.
- Many stereotypes continue to plague conservation, one of the most persistent of these being the romantic view of indigenous peoples as living in age-old lifestyles in total harmony with nature, and the opposite, that all people living within natural ecosystems are necessarily degrading the environment. Conservationists need to understand the nuances of each situation, the fact that all cultures are in flux, that traditions are changing, and that various mixes of the traditional and the modern may be needed to make conservation and equity work together.
- Most international attention on the inequities of conventional conservation policy has focused on indigenous peoples, who also happen to be the best organised and most vocal at international forums. Other traditional communities, including mobile peoples (both indigenous and others), peasants and fishers now need equal attention.
- Discussions amongst conservation and human rights advocates at international levels often remain polarised, full of rhetoric, with 'both' sides unwilling to find common ground (what Redford *et al.*, 2006, call the "dialogue of the deaf"); this needs to change, emphasising inter-disciplinarity, and the humility that no single discipline or ideology has all the answers.
- Though indigenous peoples and local communities are increasing their presence in international forums, very often one still sees other civil society actors or government officials speaking on their behalf; all efforts need to be made to facilitate and create the spaces for communities to speak for themselves.
- Unlike the 'management effectiveness' tool that IUCN helped develop and which is now used in many countries, there is no 'social assessment' toolkit that can be similarly used to understand the social impact of PAs. This urgently needs to be developed, not necessarily as one methodology but as a menu of tools (the IUCN WCPA Task Force on Protected Areas, Equity and Livelihoods is taking a lead on this).
- Governmental recognition of community initiatives in conservation, such as ICCAs, has sometimes, ironically, undermined or threatened them; the challenge is to devise mechanisms of recognition and support that respect the diversity of local arrangements, and provide inputs only where required and requested by the communities concerned, for the purpose of more effective conservation or equity.
- Co-ordination amongst various agencies responsible for actions across the landscape, remains poor in many countries; more innovative institutional mechanisms and policies are needed to break through the conventional divisions amongst departments and agencies, and to empower citizens to participate in larger-scale planning and implementation.

A major challenge to conservation in general, and to the new paradigms of conservation in particular, is the unsustainability of 'development' models rapidly spreading around the world. Economic globalisation has considerably expanded the scope of predatory industrial forces, pushed the homogenisation of cultures and worldviews and production systems, and opened up

hitherto inaccessible or nationally protected sites and communities to exploitation... all in the name of 'development' and 'growth'. Climate change is perhaps the most devastating result, the various manifestations of which will have to be confronted by conservationists (within and outside local communities) around the world. More localised impacts are felt when governments decide to locate projects and processes like mining, large hydro-projects, tourism resorts, industries, ports, and the like, into ecologically and culturally sensitive areas.

In a number of places conservationists, social activists and local communities have joined hands to resist destructive development processes, but these instances of co-operation appear to still be few and far between. More equitable and participatory forms of conservation would provide a solid platform to bring together sections of society that could jointly fight the 'development' juggernaut... and evolve alternative visions and processes of human welfare and development.

## Conclusion

Much of what has changed in international conservation approaches has not yet translated into national level policy and practice; simultaneously the lessons from successful community-based conservation are not spreading fast enough. There are signs that the predictions made in the Introduction, can come true... but they will require considerable effort along the lines suggested in the section above.

Moving further along the road of equitable conservation will require governments, civil society organisations including international conservation NGOs, scientific institutions, and others, to engage much more with indigenous peoples and local communities on platforms that assure equality and mutual respect. It will need much greater attention to complex issues of land/water and resource tenure, the integration of traditional and modern knowledge, inter-disciplinary work, adaptability to diverse ecological and cultural conditions, the distribution of costs and benefits, inequities within communities, and finding alternatives for fundamentally unsustainable patterns of economic growth... amongst others.

Major hurdles remain at the international level also. In particular, even where conservation policy has become more progressive, it risks being undermined by international economic and political forces that foster unsustainable 'development' processes, and cultural and economic homogenisation. Forums like the World Trade Organisation, and entities like the world's biggest multinational corporations, remain largely out of the influence of environmental, conservation, and human rights discourse. Even in some environmental processes, such as the international response to climate change (especially the economic instruments that have become the playground for the world's corporations), threaten to marginalise indigenous peoples and local communities. In such a situation, there is even more of a need for a convergence amongst conservation and human rights advocates from all sections of society.

With greater documentation of best and worst practices (emphasising lessons of *process*), facilitation of learning across countries and regions, utilising and building on existing guidance, including what has been produced by IUCN and other organisations, carrying out advocacy for policy changes, and joining hands to resist the forces of destruction, we can make these predictions come true.

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# Progress towards the Convention on Biological Diversity terrestrial 2010 and marine 2012 targets for protected area coverage

LAUREN COAD, NEIL BURGESS, LUCY FISH, CORINNA RAVILLIOUS, COLLEEN CORRIGAN, HELENA PAVESE, ARIANNA GRANZIERA AND CHARLES BESANÇON

Protected area coverage targets set by the Convention on Biological Diversity (CBD) for both terrestrial and marine environments provide a major incentive for governments to review and upgrade their protected area systems. Assessing progress towards these targets will form an important component of the work of the Xth CBD Conference of Parties meeting to be held in Japan in 2010. The World Database on Protected Areas (WDPA) is the largest assembly of data on the world's terrestrial and marine protected areas and, as such, represents a fundamental tool in tracking progress towards protected area coverage targets. National protected areas data from the WDPA have been used to measure progress in protected areas coverage at global, regional and national scale. The mean protected area coverage per nation was 12.2% for terrestrial area, and only 5.1% for near-shore marine area. Variation in protected area coverage among nations was high, with coverage for many nations under 10%, especially in marine environments. Similar patterns were seen among regions, with the 10% target for protected area coverage being achieved for nine out of 15 regions for terrestrial area, but only for three of 15 regions for marine area. Given current rates of protected area designation many nations will have achieved protection of 10% of their terrestrial area by 2010, but far fewer will have achieved the 10% target for the marine environment by 2012.

**PROTECTED AREAS** represent a core component of the global conservation effort and have been established by almost every nation on earth. Collectively the global network of protected areas contains an important proportion of remaining biodiversity, and this is likely to increase with continuing habitat loss. In addition, the ecosystems that are protected provide a range of goods and services essential to human wellbeing.

Recognising the importance of protected areas for conservation and human livelihoods, governments – through the Convention on Biological Diversity (CBD) and the World Summit on Sustainable Development – have established measurable targets for terrestrial and marine protected area coverage, to be achieved by 2010 and 2012 respectively:

*'By 2010, terrestrially and 2012 in the marine area, a global network of comprehensive, representative and effectively managed national and regional protected area system is established'* (Decision VII/28, CBD 2004).

In addition to this, the establishment of a 10% protected area coverage target for each biome was recommended by participants at the IVth World Parks congress in 1992 (IUCN, 1993) and elaborated in the recommendations of the Vth World Parks Congress in 2003. These recommendations were used by the CBD at the VIIth Conference of the Parties (COP7) in 2004, where the following target was agreed:

*'At least 10% of each of the world's ecological regions effectively conserved'* (Decision VII/30, CBD 2004).

Tracking protected area coverage has been suggested as one of the provisional indicators for assessing progress towards the 2010 biodiversity target (CBD Decision VIII/15, 2006). Protected area coverage is also one of the indicators for the achievement of the Millennium Development Goals at a national level (Indicator 7.6: Proportion of terrestrial and marine area protected).

We have analysed the extent of protection of the terrestrial and marine environment within the framework of the world's nations. The 10% target was originally established for the terrestrial and marine ecological regions of the world, but it has been widely adopted by nations to decide their own protected area coverage targets, for example within National Biodiversity Strategies and Action Plans (NBSAPs).

Here we present i) the rate of terrestrial and marine protected area designations over time, by number and area; ii) the percentage coverage of terrestrial and marine environments of the world, when all protected areas are considered (including those where the IUCN Protected Area Management Category is unknown) at a global, regional and national scale; and iii) protected area coverage of terrestrial and marine environments by IUCN management category.

## Methods

In order to analyse protected area coverage separately for marine and terrestrial environments, we sub-divided the territory of each nation on earth into terrestrial and marine components. The terrestrial environment was defined as land up to the high water mark, marine as the territorial sea up to 12 nautical miles offshore, following the Millennium Ecosystem Assessment (MEA, 2005). In total, 236 nations and dependant territories were assessed, using the International Organisation for Standardisation (ISO) 3166-1 A3 list<sup>1</sup> to define nations.

We calculated the percentage protection of the terrestrial and marine environments of each nation, by overlaying the terrestrial and marine environments of every country with the protected area data held within the January 2008 version of the World Database on Protected Areas (WDPA), using ESRI ArcGIS 9.2 mapping software.

The WDPA is a joint project of the United Nations Environment Programme (UNEP) and the International Union for Conservation of Nature (IUCN), and is the most comprehensive assembly of data on the world's terrestrial and marine protected areas, containing over 120,000 national protected areas and internationally recognised sites. The importance of the WDPA as a tool to assist monitoring progress towards achieving the targets of the CBD Programme of Work on Protected Areas has already been noted (CBD Decision VIII/24). Further details on the WDPA, including downloadable data, can be found at [www.wdpa.org](http://www.wdpa.org).

Protected area boundary data are available for about 60% of protected areas within the WDPA. For those protected areas within the WDPA that lacked mapped boundary data, but where the location and area was known, an approximate coverage of the site was calculated by generating a circular buffer of the known area around the known point location. In some cases several protected areas overlap, and where this occurs a simple addition of all sites would result in an overestimate of the total area protected. We therefore 'dissolved' all overlapping areas within the ESRI ArcGIS 9.2 software, only including the overlapping area once, so that the total area protected was calculated correctly.

One aim of this paper was to measure national progress towards the CBD protected area targets. For these analyses we included all nationally designated protected areas from the WDPA, including those with no IUCN management category, and excluded internationally recognised sites. Proposed or recommended sites were also excluded. In total, 113,962 protected areas were used in the analyses.

Another aim was to assess coverage of different types of protected area. We analysed national protection within three groupings of protected areas:

- a) those with IUCN Categories I-IV (which generally do not allow extraction of natural resources);

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<sup>1</sup> Exceptions for these analyses were Hong Kong, Bouvet Island and the United States Minor Outlying Islands, which for individual analytical reasons were added to their parent nations.

- b) with IUCN Categories I–VI (including V and VI which may allow some level of resource extraction); and
- c) all protected areas (including those whose IUCN management category is unknown).

## Results

### *Rate of protected area designations and coverage over time*

The number and area of terrestrial and marine protected areas has increased dramatically over the past 100 years, and continues to increase rapidly (Figure 1). The rate of terrestrial designation is almost unchanged over the past 30 years. Marine protection is also increasing, although at a much slower rate.

### *How much of each environment and region is protected?*

Globally 11.3% of national territories (terrestrial and marine environment combined) are covered by nationally designated protected areas.

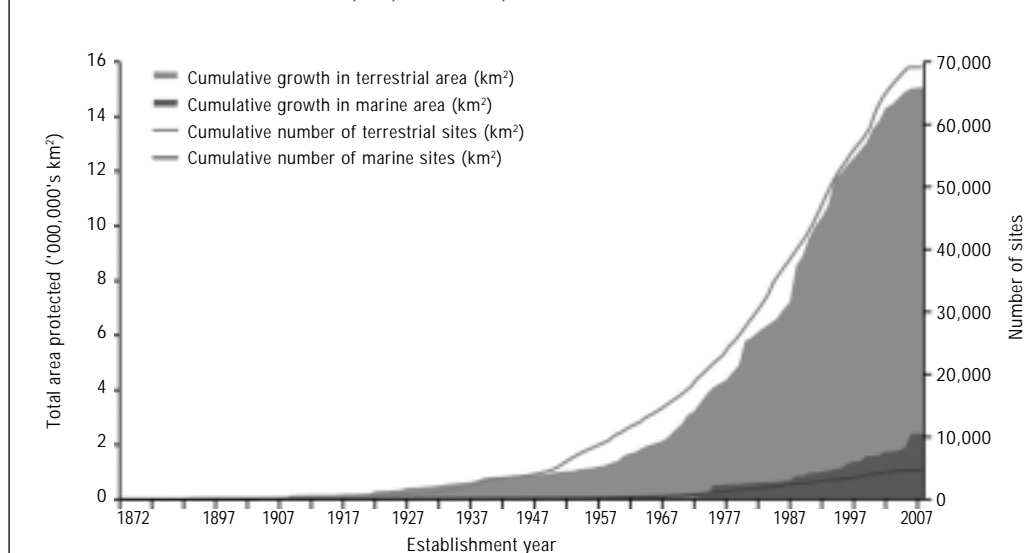
#### Terrestrial

At the global scale, terrestrial protected area coverage reaches 12.2%, exceeding the 10% target. Nine of the 15 regions of the world recognised by UNEP-WCMC have more than 10% of their terrestrial area within protected areas (Table 1). This includes the Americas, East and Southeast Asia, Eastern and Southern Africa, Western and Central Africa, Europe, and the Caribbean.

#### Marine

In comparison, the marine environment has received much less attention, and protected areas cover 5.9% of the world’s territorial seas. Only three of the 15 regions have more than 10% of their marine environment protected (Australia/New Zealand, South America and North America; Table 1, over). This is largely due to a few very large marine protected areas in these regions. Four other regions (Southeast Asia, Pacific, South Asia and Eastern and Southern Africa) have less than 2% coverage.

**Figure 1.** Cumulative global growth in the area of nationally designated protected areas (1872–2007). Total number of national sites = 113,962, of which 70,289 have establishment dates within the WDPA.



### How much of each nation is protected?

Of the 236 nations assessed, the mean protection of their terrestrial environment was 12.2% (+/- 0.86 s.e., n=236), and 5.1% (+/- 0.81 s.e., n=194) for their marine environment. Although mean coverage per nation was above the 10% target for terrestrial area, there was a great deal of variation in protection among nations, and only 45% (106 of 236) of nations had over 10% coverage of their terrestrial area (Figure 2). Marine protection was much lower with only 14% (28 of 194) of nations reaching the 10% protected area coverage for their marine environments.

### Protection by IUCN protected area management category

Nations are progressively designating protected areas using the full range of IUCN protected area management categories. Currently, category IV is assigned to the highest number of protected areas, whereas categories II and VI have a much lower number of protected areas, but cover a greater total area. Approximately 40% of sites contained within the WDPA did not have an IUCN protected area management category, either because they have not been assigned, there is disagreement as to how to apply the categories, or the designation information was not available to the WDPA (Figure 3).

The area covered by protected areas which have been assigned an IUCN protected area management category is much lower than when all protected areas were considered (Table 2), with less than 10% and 5% coverage of terrestrial and marine environments respectively. Similar patterns were seen at the regional and national scales. Detailed results for protected area coverage by each IUCN protected area management category for each region and nation are available online at: <http://conserveonline.org/workspaces/Targets>.

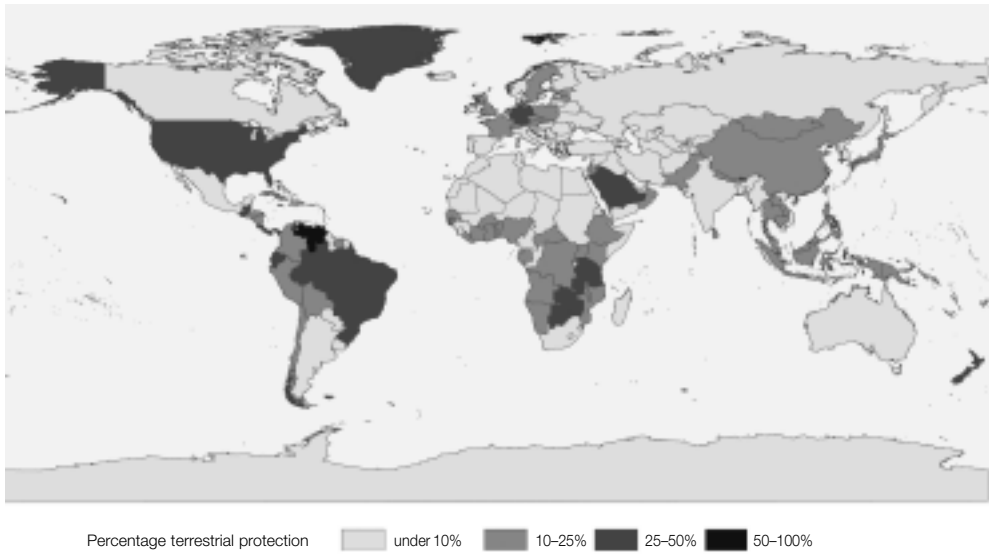
### Discussion

Across the globe more than 10% of the terrestrial environment is already protected, but the near-shore marine environment falls well below this target. This echoes the findings of previous studies, presented at the Vth World Parks Congress in 2003 (Chape *et al.*, 2005) and more recently by Wood *et al.*, (2008).

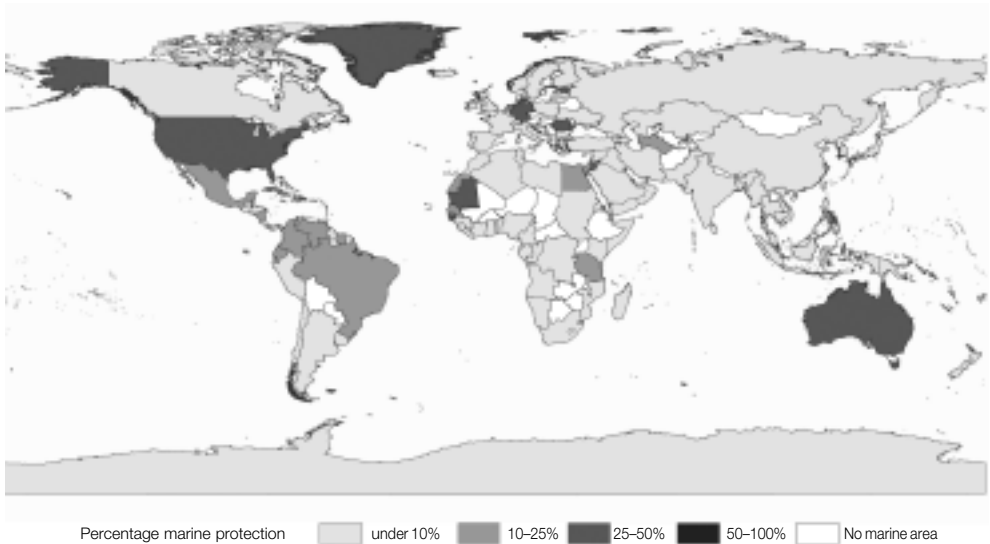
**Table 1.** Protection of terrestrial and marine area of each region, ranked by percentage coverage for 'all areas'. Regional grouping are based on UNEP-WCMC's WDPA standard classification.

Region	Total area ('000,000 km <sup>2</sup> )	Percentage coverage by PAs		
		All areas	Terrestrial	Marine
South America	19.84	20.06	21.09	11.05
Central America	0.74	18.92	23.54	8.01
North America	27.54	16.78	17.93	10.43
East Asia	12.76	14.69	15.94	2.62
Eastern and Southern Africa	12.91	13.23	14.66	1.02
Europe	6.48	12.27	13.79	6.57
Australia/New Zealand	9.11	11.72	9.95	24.33
Western and Central Africa	13.33	10.05	10.33	3.93
North Africa and Middle East	13.08	8.12	8.37	3.77
North Eurasia	23.33	7.74	7.69	8.55
Southeast Asia	10.07	7.07	13.73	1.71
South Asia	4.87	6.58	7.09	1.35
Caribbean	0.88	6.54	14.69	3.55
Pacific	3.02	2.85	9.7	1.29
Antarctic	14.79	0.07	0.01	1.09

**Figure 2a.** Percentage protected area coverage for terrestrial habitats across the nations of the world.



**Figure 2b.** Percentage protected area coverage for near-shore marine habitats across the nations of the world.

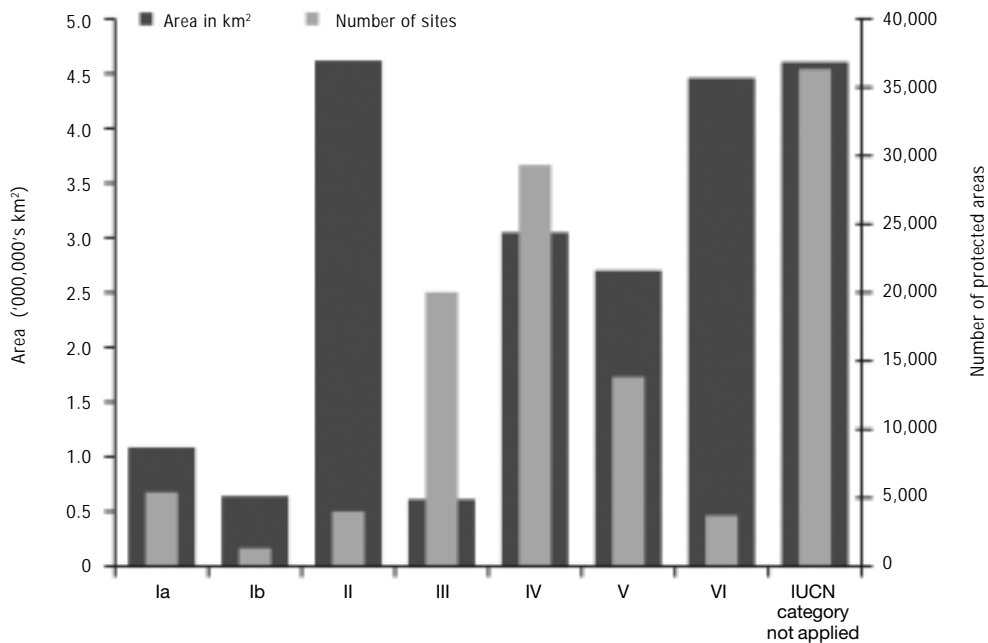


**Table 2.** Percentage protection of global inland, coastal and marine area, by IUCN protected area management category.

	Percentage protection by IUCN management category		
	I-IV	I-VI	All
<b>Terrestrial</b>	5.73	9.77	12.22
<b>Marine</b>	2.95	4.85	5.91
<b>All</b>	5.34	9.08	11.34



**Figure 3.** Number and area of nationally designated sites by IUCN Management Category.



As we only included nationally-designated protected areas in our analyses, some areas were excluded that do receive important protective measures through international means. For example, although national protected areas cover only about 1% of the Antarctic, the entire area is protected by the international Antarctic Treaty System.

Protected area coverage of the terrestrial and near-shore marine environments for some regions was below 10% and this was also true for a large proportion of nations. A combination of history, politics, governance, stability, interest in conservation, and economic fortunes all influence the degree that protected area networks have been developed in different countries. The uneven coverage of terrestrial and marine protected areas is an important issue that is recognised on an international scale. Regional and national analyses are important for highlighting these priority areas for protected area development, and tracking of progress remains essential in the lead-up to the 2010 CBD Xth Conference of the Parties and beyond.

In many of the nations with lower coverage of protected area networks, active programmes are underway to develop protected area systems, with government and NGO support. Progress is clear from the trend in creation of new protected areas (Figure 1), with new protected areas being added each year to the global protected area estate. A key partner working with governments in developing protected area networks is the Global Environment Facility, within its capacity as the financial mechanism of the CBD.

Based on the past rates of growth of the protected area networks, it is more likely that the terrestrial 10% coverage target will be achieved by 2010, than the marine target by 2012. The continuing progress in declaring new terrestrial reserves gives hope that the 10% terrestrial target will be achieved in many of the world's nations. However, a recent paper focused on the marine realm (Wood *et al.*, 2008) showed that given the current mean annual growth rate of

protected area coverage of 4.6% per annum, the 2012 10% target for marine coverage would not be met until 2047. This is more than 30 years later than the target agreed within the framework of the CBD.

Protected area coverage does not necessarily infer adequate biodiversity protection. Protected areas can have different management strategies (often captured by the IUCN protected area management categories), and will differ in their objectives. Not all protected areas are created for strict biodiversity protection, and this must be taken into account when using protected area coverage as an indicator of biodiversity protection. As shown in these analyses, protected area coverage is much lower when only protected areas with management categories that allow little extraction of biological resources were considered (IUCN I–IV), although this was partly due to the number of protected areas where management categories are unknown to the WDPA.

Similarly, the effectiveness of protected area management is known to be highly variable among protected areas, and the term ‘paper parks’ has been coined to describe parks that are officially designated, but whose capacity to protect biodiversity on the ground is limited by a lack of political will, inadequate funds and infrastructure. Measuring and monitoring protected area management effectiveness is of high importance to fully assess the biodiversity protection function of the world’s existing protected areas.

Finally, although this paper shows that continuous improvement is being made in the coverage of terrestrial and marine environments of the world by protected areas, further work is still needed. This is likely to remain the case well beyond 2010, and political encouragement, technical assistance and international funding will remain important in the lead-up to the CBD Xth Conference of the Parties in Japan, and thereafter, if the targets set out in the CBD programme of work on protected areas are to be achieved.

*Voice of a local actor: Donovan van de Heyden, South African fisherman, World Parks Congress Durban+5 Review Meeting, April 2008, Cape Town, South Africa. Photo: Ashish Kothari.*



## Acknowledgements

We thank the German Federal Ministry for the Environment, Nature Conservation and Nuclear Safety (BMU), and the World Wide Fund for Nature (WWF-UK and WWF-US) for funding this work. Additional thanks go to Jörn Scharlemann and Jerry Harrison, for providing helpful comments on the manuscript.

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*The Protected Areas Programme at the UNEP-World Conservation Monitoring Centre was established in 1981 to compile information on the world's protected areas and make it available to the global community. The Programme manages the World Database on Protected Areas (WDPA), the most comprehensive global spatial dataset on the world's terrestrial and marine protected areas. A joint project of IUCN and UNEP-WCMC, the database holds spatial and attribute information from governments and NGOs on over 120,000 national and international protected area sites. With expertise in spatial analysis, database management, conservation biology, policy, community-based conservation and protected areas, the team of dedicated staff members and affiliates strive to deliver reputable, high-quality products and services to help governments, organisations and other partners reach global conservation goals.*

# Durban+5 and beyond: locating and integrating youth perspective

SUDEEP JANA, REBECCA KOSS AND KRISTY FACER

The importance of engaging young people in protected areas and nature conservation has become an undisputed agenda for the international conservation community, but it remains a challenging one. This is an important agenda to assess as we attempt to reflect on the Durban World Park Congress and foresee the next steps. The paper traces the background of youth engagement within the IUCN World Commission on Protected Areas (WCPA). It portrays youth as an innovative and diverse constituency with the critical knowledge to advance nature conservation in protected areas. It also gives a snapshot of the recently conducted global survey on youth in relation to protected areas (PAs), highlighting the perceptions, visions and key messages of youth to global PA leaders. It identifies key issues in the discourse of engaging youth in protected areas and recommends concrete actions for the future.

**THE VTH IUCN WORLD PARKS CONGRESS (WPC)**, Durban, 2003 was influential, highlighting emerging issues in the international conservation discourse, including the role of indigenous people and local communities in biodiversity conservation. It also laid a necessary groundwork for Convention on Biological Diversity (CBD) Programme of Works on Protected Areas endorsed in the following year by the CBD Conference of Parties (COP) 7, at Kuala Lumpur in 2004.

It was the largest ever global gathering of people working on protected area issues and brought together over 3,000 conservation practitioners, policy makers, experts, professionals, representatives of local communities and indigenous peoples (Kothari, 2008). It was also critical in underlining the potential and urgency of engaging youth in sustainable conservation practice. The former South African President Nelson Mandela, while addressing the Congress, admonished delegates saying “there were too many grey hairs in the room” (Starrett, 2003). His inspiring speech challenged conservationists to engage more meaningfully with young people, to build their capacities, channel their enthusiasm and inspiration into the global challenges of sustaining life on earth and by doing so, safeguarding its most beautiful and inspiring places while respecting and building social equity. Responding to this call, international leaders, old and young alike, also highlighted the need to prioritise enhanced capacity and engagement of youth and young conservation professionals in nature conservation. One of these voices was issued by a youth ranger from the International Ranger Federation, who reminded the audience that young people would inherit the world we are shaping and have to cope “when you are all dead”.

## **Youth and the World Commission on Protected Areas**

These calls were soon supported at the World Conservation Congress (WCC) in Bangkok 2004, where International Union for Conservation of Nature (IUCN) members issued a mandate to the Director General of IUCN ‘to establish a Young Professionals Programme within IUCN, co-ordinate opportunities for professional development, learning, leadership and mentorship that engage members and young professionals from developing countries’. Following this mandate, the IUCN World Commission on Protected Areas (WCPA) launched a series of initiatives aimed at enhancing young professional engagement within the work of the Commission and Programme on Protected Areas. Among others, these included a commitment to increase numbers of young professionals in the WCPA, the world’s single largest network of protected area professionals, to 30% by the next World Parks Congress, young professional opportunities in the Secretariat of the WCPA and the creation of training and award opportunities for youth excellence in conservation. The Commission also established a space for a youth mentor on the high-level steering committee of WCPA.



WCPA Youth Event, World Conservation Congress, Barcelona, Spain, October 2008. Photo: Penny Figgis.

The October 2008 IUCN World Conservation Congress in Barcelona drew on the young people within the WCPA to continue this momentum. . In the lead up to the Congress organisations and individuals conferred to ensure the presence of young people at the Congress and to organise a programme of key events including two which demonstrated the efforts of the WCPA in engaging youth. At a minimum, the events as a whole had immense value in seeding an informal network across the world and IUCN 'family'.

Perhaps more importantly however, nearly all delegates at the WCPA youth event volunteered to grow the network and provide input to enhancing the efforts already in place. Moreover, through the efforts of the WCPA youth advisors, a Memorandum of Understanding (MOU) was signed committing IUCN and key partners to designing and fundraising for a leadership development programme within the Union. It was signed during the Congress by IUCN and the International Institute for Sustainable Development (IISD), Leadership for Environment and Development, and WWF International. Here and at the IISD event, the idea of establishing a consortium to co-ordinate next generation leadership training across the IUCN network – Secretariat, Membership, Partners and Commissions was set out.

Together, these events and initiatives paint a clear picture of what is needed next – a united and concerted effort to build an enabling environment for youth to better engage, share and inform the future of conservation.

However, this will be no small task. The challenges facing the WCPA are well understood. It is a volunteer network with limited funding to support the many professionals that lend their efforts to the mandate of the Commission. Resources and resourcefulness are critical and much dependence is placed on often overstretched professionals in the network who are passionate about their work. This can be even more pronounced among certain members of the network, those with less access to vehicles of virtual communication, members from developing countries and young people. Many young people are working hard to face the challenges and succeed in new roles. They are generally less established in their places of work and thus, may move more often or have less professional support and resources to lend to their work with the WCPA.

Indeed, these challenges have been part of the experience within the WCPA over the past four years, most recently in the period leading up to and culminating at events during the 2008 WCC in Barcelona. Youth participant funding was very difficult to obtain and while some notable and welcome support was achieved at the last moment, most participants funding was linked to other initiatives in which they are involved. The management and co-ordination of the event, network communication and event promotion were also a formidable challenge. However, great success was realised, with youth events and participation overflowing with both inspiration and a continued drive to overcome these barriers.

### **Youth as a critical constituency**

Youth as a critical constituency in nature conservation and protected area needs is inextricably linked to the sustainability of conservation practice and our ability to respond to changes and priorities in both society and our environment beyond the foreseeable future. While the notion of homogeneity in youth is a fallacy, their diversity, reach and representation presents a huge opportunity for enhanced work in this field. The diversity exists in a range of life situations, socio-economic, cultural and political contexts. It extends to youth as strong custodians of conservation as resource owners and users, youth as indigenous and local guardians; youth as stakeholders facing the onslaught of exclusionary and undemocratic conservation practices; youth as professionals and emerging experts as researchers, scientists, practitioners; youth as policy makers and managers as rangers, government officials and youth as activists and campaigners for justice in conservation. Hence in discussing the role of youth it is crucial to acknowledge and recognise differing interests, needs, potentials, capacities of youth and their relationships with nature.

*Signing of the MOU during WCC, 2008. From left to right: IUCN, the International Institute for Sustainable Development, Leadership for Environment and Development, and WWF International. Photo: Djinn Pourkiani.*





Amidst unprecedented global changes and environmental challenges faced by protected areas today, it is imperative that the next generation of leaders are equipped with new skills, expertise, knowledge and capacities to cope with unprecedented situations and complexities. The potentials and resilience of youth are not only important to address new threats and challenges of protected areas, but also to build upon the foundations, contributions and wisdom of the leaders of the past and present generations. Young people as 'future leaders' are also important actors to execute and realise the targets of the CBD Programme of Work on Protected Areas. Thus engaging the contributions of youth is a vital component to achieving the goals and commitments envisioned at Durban, WPC.

### **Snapshot of global survey on youth and protected areas**

In August and September 2008, the young professional group of WCPA initiated a global electronic survey to capture the voices and concerns of youth engaged in protected areas in the lead up to the Vth WCC in Barcelona. Despite a limited period of two months for the survey, an overwhelming number of 278 young people from 54 countries responded, representing all the continents of the world and a range of interests and professions, in protected areas. Involvement of respondents depicted a diversity of governance types of protected areas that ranges from government managed to indigenous/community conserved areas, and shared governance to private protected areas. It also hinted at the potential reach of the WCPA youth network among conservation professionals and young leaders. Qualitative responses were analysed manually by grouping the diverse responses into relevant themes. These are summarised below.

### ***Perception of protected areas***

Youth participating in the survey perceived diverse values of protected areas. Just over 90% placed the highest priority on ecological values of PAs (n=264). They perceived social, economic and cultural values of PAs with medium priority and low priority. Among the top three major issues of PAs as per the priority of concern, impacts on PAs were rated as first and second issues. This included a range of issues such as drought, climate change, acid rain, water quality, poaching, introduced pests/ferals, fire, overuse of land, pollution, peripheral impacts, deforestation, carbon sequestration, water and soil contamination and hunting. Changes in the land use and pressure of population on PAs were rated as third major issues. Other threats that rated high on the survey included funding and resources, policy, governance and legislation, human use and wildlife conflicts, management and conservation.

The respondents also disclosed some important challenges and threats that PAs are facing at present. The impact of destructive development, economic and commercial forces was the top-rated threat to PAs (21.45%, n=59). It constituted factors such as extractive industries, energy companies, industrialisation, pollution, biotechnology, unsustainable resource extraction, deforestation and logging and excessive tourism. This was followed by habitat loss, degradation and conversion (19.27%, n=53) due to a range of factors such as escalating population, settlements, competition for land, expanding agriculture, urbanisation, fragmentation, encroachments and shrinking space for PAs. Improper management, governance and unsound policy (16%, n=44) were the next major challenge. This extended to armed conservation, poor governance, lack of connectivity among PAs, issues of skill and capacities, lack of representative PAs, participation of indigenous peoples and local communities, legislative issues as well as the scientific knowledge of policy makers. Other pressing challenges included climate change, funding/financial constraints, poaching and endangered species, invasive species, and impact of local people, low level of awareness, inadequate political will and persistence of conflict.

### **Youth vision of protected areas**

*“Areas where Indigenous Peoples can carry on their lifestyle and worldview unfettered, where indigenous plants and animals flourish, the water from the rivers and rain is fine to drink, and the air fine to breath”* Donna Takitimu, New Zealand.

The diversity of visions outlined by youth participating in the survey can be grouped into four major themes. The majority were directly concerned with the values and benefits of PAs (56.85%, n=141). A significant number concentrated on management and governance of PAs. Then they were followed by challenges and threats, as well as requirement of expansion of PAs and avoiding interference to PAs.

*“PAs should be wilderness areas of unique and outstanding beauty set aside as a legacy for future generations. These areas should be large enough to protect natural diversity (of habitats, species, and gene flow) and maintain ecosystem services (e.g. clean air and water). These areas should respect the cultural history of the area, incorporate sustainable human use, and empower local communities”* Alice McCulley, Canada.

### **Youth messages to global PA leaders**

*“The time to act is now. We should break down all our preconceptions and misconceptions as resource managers and begin to seriously take on board all relevant stakeholders (response 1)... to find commonly agreed, sustainable, solutions for the management and resource use of PAs and their surroundings (response 2)”*

Through the survey youth delivered their concerns and cautions in the form of key messages to the present leaders in protected areas and conservation.

Their messages can be grouped into several themes. They urged collective effort and co-operation among diverse actors with shared responsibilities. Many highlighted the urgency of taking action. They defied the culture of 'business as usual' and supported change. They drew attention towards conservation and management issues that included integrated approaches, ecosystem approaches, PA networks and landscape-level conservation. They also showed a strong commitment to conservation linked to broader policy objectives such as linking PAs with development policy. Other changes which were supported were a respect for differing world views, for the rights and participation of local people and a consequent need for awareness and sensitisation in developing policies and strategies.

Respondents want to see the values and significance of PAs much better understood by the broader community including younger people. They believe intergenerational equity and concern for future generation are an important part of conservation communication. They certainly urge greater efforts to ensure youth participation, through providing opportunities and spaces for their voices and ideas, to be heard.

*“The ultimate goal is conservation and it cannot be obtained without the help of scientists, managers, communities etc. so try and look at a situation from everyone’s perspective and try and create a PA that meets the needs of many different groups”*

### **Climate change, species loss... what next?**

The alienation of youth from nature is increasing at an alarming rate. As the forces of modernity drive newer generations away from the natural world, the apathy of youth to nature is also escalating. The problematic situation is reflected more amidst indigenous and local rural youth as their links with nature and natural resources are increasingly jeopardised and the passing of ecological knowledge base and cultural traditions associated with nature from older generations are obstructed. Shifts from traditional ways of living and engaging with the environment and the increasing trend of adopting modern lifestyles and values is leading to the erosion of local cultures, outdoor recreation, the breakdown of natural resource base of rural economies, and the increasing trend of out-migration in search of different opportunities.

These situations are evident in some cases of highly marginalised indigenous nationalities of developing countries like Nepal. For example the increasing trend of migration among youth of the Sonaha indigenous fisher folks, in mid-western Nepal, was triggered by restrictions imposed on fishing and gold panning by authorities of Baridya National Park (Jana, 2008). Likewise, the influence of Christianity has diminished the traditional cultural identities among youth of Chepang indigenous people in mid-hills of Nepal. They are increasingly de-linked with nature, forest and the traditional pattern of conserving valuable *Chiuri* – Indian butter trees (*Diploknema butyracea* Roxburgh) (Borrini-Feyerabend *et al.*, 2008). While Chepang youth at a remote village Hapani in Kauley, in the hill tract of Chitwan, south central Nepal, have exclusively conserved threatened forest patches at a landscape level but are struggling to institutionalise due to inadequate support. On the other hand, protected areas, their funding and the experiences that they provide are also increasingly in competition with virtual and other forms of recreation and knowledge generation. In one recent study, visitation to and recreation in US National Parks have seen a steady decline since 1987, the exact opposite of the preceding 50 years (Pergams and Zaradic, 2007).

One of the most pressing issues for young professionals engaged in protected areas is lack of support from senior and immediate professionals. The recent global youth survey showed that young professionals who receive little or no support from seniors in their regions are marginally

Youth reading appeal before the delegates at the opening plenary of CBD COP 9, Bonn. Photo: Sudeep Jana.



higher i.e. 45.3% (n=117), than those who receive adequate support<sup>1</sup>, 44.9% (n=116). With almost half of these young people receiving almost no support or direction in their work, the role of mentorship, and a supportive and enabling environment in which to fulfil their potential, are crucial matters of concern. Likewise, young rangers in protected areas of Russia are deeply concerned about a lack of economic incentives for engaging in nature conservation (Gorshkov, 2008). Issues of funding for conservation initiatives and research led by youth, lack of specialised training, capacity building programmes, and collective platforms are some of the other critical concerns of youth engaged in conservation in general and PAs in particular<sup>2</sup>.

## Future direction

As we revisit and reflect upon the five years post-Durban WPC and chart out a future course of action, the constituency of youth engaged in protected areas appears to be a vital component. It is important and meaningful to build upon available spaces and opportunities for youth within IUCN in general and WCPA in particular; and further strengthen the youth agenda and youth participation by addressing and integrating concerns and voices of youth in relation to PAs. The youth constituency is going to be crucial beyond Durban+5. On the basis of the recent global survey on youth and protected areas, the following actions can be recommended to WCPA-IUCN:

1. Enhance and strengthen the recently constituted young professional group within WCPA, including the support of youth leaders in WCPA structures.
2. Identify and mobilise support and resources towards the design and delivery of a leadership development programme as per the 2008 WCC MoU with IISD, WWF and LEAD International.
3. Facilitate meaningful exchange between youth and non-youth leaders through capacity building opportunities, exchange programs, and mentorship arrangements.
4. Facilitate and establish of a global alliance or network of youth engaged in protected areas and conservation.
5. Initiate a Global Young Conservation Congress prior to VIIIth World Parks Congress.
6. Realise the existing commitment of WCPA to expand its membership and mentor diverse youth constituencies from north and south.
7. Explore opportunities to create a fund for innovative youth action in conservation including collaborative research across regions and institutions.
8. Enhance efforts and training for young professionals and practitioners on the CBD Programme of Work on Protected Areas at the national and international levels.

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1 Based on a recent fieldwork, observation and study in the site.

2 Based on a presentation by D. Gorshkov at a youth alliance workshop organised by WCPA during WCC, Barcelona, 2008.

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# Achieving a virtuous cycle for protected areas in 2010 and beyond

TREVOR SANDWICH

The Convention on Biological Diversity's Programme of Work on Protected Areas (CBD PoWPA) adopted in 2004, was comprehensively highlighted in a series of articles in *PARKS* 17(1) (IUCN, 2008). Since the publication of that edition, a series of international meetings has thrown a spotlight on subsequent progress, and has spurred Parties to the CBD and organisations providing technical guidance and support, to contemplate how to strengthen implementation in the remaining period ahead of the reporting deadlines in 2010 and 2012. The PoWPA is an ambitious undertaking, requiring renewed focus, not only on achieving the basics of prioritised conservation planning and action at national levels, but also to ensure that the benefits of protected areas and protected area systems are realised in the wider production landscape. Reflecting the theme of the Vth IUCN World Parks Congress of 'Beyond Boundaries' the PoWPA embodies a new paradigm for protected areas: an approach that seeks not only to involve broad participation by civil society but promotes the mainstreaming of protected areas into social and economic development. By summarising implementation progress and the insights of a broad constituency of organisations regarding the road ahead, this article offers some pointers to the agenda for review and renewal of the PoWPA at the Xth Conference of the Parties in 2010 and beyond.

**REVIEWING PROGRESS** – based on a global series of regional implementation workshops, and both formal and informal reporting by national governments on implementation progress, Ervin *et al.*, (2008) and Spensley (2008) summarised factors that appeared to be crucial for implementing the PoWPA. They also anticipated responses that would reinforce effective progress and address lagging elements. It was proposed that strengthening implementation would require (i) developing *capacity* – both institutional and professional, supported by the extension of the highly regarded programme of regionally-led PoWPA implementation workshops and follow-on learning activities; (ii) investing *capital* – where financial incentives, such as the UNDP-GEF early action grant funding, have enabled countries to take the first steps and build understanding and support for scaling up implementation; (iii) providing *co-ordination* – through national PoWPA implementation coalitions involving government and non-governmental organisations where focused support has been provided to mobilise action; and (iv) engendering *commitment* – where governments and NGOs have brokered leadership among groups of countries to both challenge and support one another to meet the PoWPA targets and goals, and to provide a platform for this leadership at national and international venues.

The PoWPA is formally linked to the global development agenda and its targets and goals contribute to the Millennium Development Goals' 2010 Biodiversity Target. With the 2010 date looming ever closer, progress in implementing the PoWPA will become a focus of attention of preparations for the Xth Conference of the Parties to the CBD to be held in Nagoya, Japan in late 2010, where the results and underlying reasons for progress or the lack of progress will be in the spotlight. Thus the loose coalition of partners known as 'the Friends of PoWPA', who made a joint commitment at COP7 to facilitate implementation, has turned its attention to the programme of events and fora during the period 2008–2010 that will lead to COP10. A suite of highly significant events has taken place during 2008, including:

- the CBD's IInd Open-Ended Working Group on Protected Areas (WGPA2): Rome, Italy (February 2008);
- the IUCN-WCPA's Durban+5 review meeting: Cape Town, South Africa (April 2008);
- the CBD's IXth Conference of the Parties: Bonn, Germany (May 2008);
- the IUCN World Conservation Congress (WCC): Barcelona, Spain (October 2008).

At each of these events, there has been a focus on implementation progress, and a progressively layered and detailed 'snapshot' of performance and insight has developed. Concomitantly, national governments have been 'put on the spot' to showcase their achievements, to justify lagging elements and to agree on remedial actions during the formal sessions of the intergovernmental meetings. Implementation progress, based on 10 regional workshops covering 113 countries, national reporting to the CBD Secretariat and NGO reports is summarised in CBD (2007). Highlights include excellent progress in accomplishing ecological gap analyses, establishment of new and expanded protected areas and assessing management effectiveness, whereas progress in recognising the full range of protected area governance types and integrating priority needs into national plans for sustainable development are less well developed. The official records of the WCPA2 and COP Decision IX/18 (CBD, 2008) reflect some important milestones that respond favourably to the findings and imperatives that have arisen since mid-2007. Some important decisions are presented in Box 1, most notably encouraging the scaling up of involvement by indigenous peoples and local communities, increases in funding support and improvements in the enabling environment, including national focal points for PoWPA implementation and regional technical support networks.

### **Developing insights**

The two international meetings convened by IUCN during 2008 have provided opportunities for protected area professionals to reflect on progress with PoWPA implementation, and to anticipate those elements that need to change by 2010. At the IUCN-WCPA Durban+5 meeting, participants reviewed progress since the Vth IUCN World Parks Congress, and anticipated the priorities leading to the VIth World Parks Congress in five years time. At the IUCN World Conservation Congress, the WCPA Members' meeting included a workshop on future directions for the WCPA, and during the Congress itself, a number of Aliances workshops focused on PoWPA themes as well as overall trends. Insights and perspectives regarding progress included:

*Performance.* Despite considerably increased investment and activity by national governments and NGOs, there remains an ongoing loss of biodiversity, and despite a deepening understanding of the causal factors and remedies, when taken at a global scale, the measurable progress in

#### **Box 1. Highlighted decisions of CBD COP9 regarding protected areas.**

- Improve and strengthen work on Element 2 (Governance, participation, equity and benefits sharing), and in particular, support developing capacity to roll-out the full range of governance types.
- Recognising the need to promote full and effective participation of indigenous and local communities.
- The establishment of multisectoral advisory committees. These are based on the national PoWPA implementation coalitions and were widely acclaimed to be highly useful in making progress with implementation of POWPA.
- Establishing regional technical support networks. These were designed to build on the effectiveness of the workshops, training and tools provided by NGO partners.
- Support for establishing subregional forums. These were regarded as key for enabling lessons learned to be shared and disseminated.
- Convene subregional capacity building programmes and further support professional development globally.
- Making the link between conservation and development and poverty eradication and sustainable development.
- Designation of national focal points for the implementation of POWPA.
- Increasing research and awareness of the role that protected areas play in addressing climate change.



implementing elements of the PoWPA could mask net failure to achieve the targets. Of particular interest to the 'protected areas community' is that even though there has been a steady growth in the numbers of protected areas (marine environments remain woefully under-represented), there remain perceptions among key stakeholders, governments and other constituencies that protected areas are not part of the solution to the crisis of biodiversity loss, and are simply costly luxuries for governments and communities. There remain difficulties in ensuring any standardised form of reporting that could be applied universally and also provide accurate and comparable results globally.

**Community.** There is an increasing understanding of the evolutionary and fundamental role of human culture(s) in managing natural resources sustainably for both tangible and intangible values. Despite an emphasis in recent history on government-administered conservation programmes, the insights embedded in the PoWPA regarding the full range of governance types is enriching understanding of the full suite of options for protected area governance. The PoWPA has enabled resurgence of an appreciation for indigenous and community conserved areas, private protected areas and multi-agency governance approaches for managing PAs across a spectrum of protected area categories (Dudley, 2008). In revealing the opportunities, it has also highlighted the risks to these approaches of their wide-scale adoption and codification in national laws, that might inadvertently overlook the highly variable sets of local situations and conservation mechanisms in favour of national standardisation (Borrini-Feyerabend and Kothari, 2008).

**Learning and leverage.** The ambitious task of PoWPA implementation has engendered collaboration and co-operation among a range of partners, including governments, international and national NGOs and other groupings of civil society. An emergent property of these partnerships is that they result in adaptive management. As the various constituencies strive for performance, their progress is being checked and reflected upon in the group, resulting in

Fraser Island, Queensland, Australia. Photo: IUCN Photo Library © Evelyne Clarke.



revision and improvement of approaches. In particular learning networks have been developed at national, regional and international scales and the importance of engaging leadership to challenge and inspire progress at all levels has been extremely productive. Some of the world's most ambitious programmes, such as the Micronesia Challenge and Coral Triangle Initiative have been the result. Although the involvement of governments in regional workshops and training for PoWPA implementation has been impressive, there remain concerns that the impacts have been at the level of political mobilisation rather than technical performance and measurable results.

**Sustainable development.** Studies on valuation of protected area services in a number of countries have helped to underscore the role of protected areas in social and economic development, including their impact on human livelihoods, poverty and food security. Examples include the dependence of some of the world's major cities on water supplies derived principally from protected areas. There is a greater appreciation that 'making the case' for the economic value of protected areas is growing in importance, and that protected areas can and should be repositioned as underpinning local and global sustainability. On the other hand, as repositories of resources, protected areas have and could increasingly become targets to meet basic human needs as surrounding communities are placed under pressure through development or climate change impacts, and whereas most protected areas are well-governed, conflicts over natural resources could displace communities and other regulatory systems.

**Climate change.** The PoWPA contains scant reference to the potential impacts of climate change on protected areas and protected area systems, and the single reference suggests that Parties should "Integrate climate change adaptation measures in protected area planning, management strategies, and in the design of protected area systems" (CBD, 2004). This echoes the outputs of the Vth IUCN World Parks Congress just five years ago, where climate change was not a central issue for discussion. The fourth IPCC report describes the impacts on biodiversity and ecosystem process of progressive climate change in no uncertain terms (IPCC, 2007). Impacts on biodiversity are projected at all scales, both locally and globally. Changing climates affect the distribution of species and populations and their assemblages in ecosystems, the frequency and intensity of storms, fire and flood events, and the economic and other benefits of biodiversity, including in agricultural systems. These impacts are superimposed upon biological systems that are already under threat through human-induced use, habitat destruction, and management of these systems to take account of shifts in environmental variables and distributions. Furthermore, direct impacts such as rising sea levels, the threat of alien invasions and altered fire frequency and intensity can have direct impacts on biodiversity and management systems and therefore extensive implications for protected areas (Dunlop and Brown, 2008). The IPCC report urges the global community to take steps not only to remove some of the drivers (mitigation), but to plan and implement actions that will reduce the impacts and assist communities to adjust to the changing climate (adaptation).

## **Options for the way ahead**

The options for the way ahead are diverse but necessarily include both '*business as usual*' and '*business unusual*' options as characterised by the discussions at the Durban+5 meeting.

Firstly, the experience of PoWPA implementation has illustrated the powerful, unifying value of an agreed programme of action that has attracted partnerships, finance, knowledge and commitment across a broad suite of actors. These interventions need to be sustained in the medium term and are likely to be needed far beyond the originally envisaged time-frame of the 2004 PoWPA, as countries undertake and accomplish progress in accordance with their own capacities and circumstances. While maintaining a focus on the themes of the PoWPA, the priorities must remain capacity, capital, co-ordination and commitment building but introducing in some important '*business unusual*' enhancements, including:

**Developing a more systematic approach to professional development.** The series of regional workshops convened by the CBD Secretariat was extremely well received reflecting both a need and appetite for increased technical know-how. Whereas this approach has been successful, it cannot be scaled up or sustained to meet the global need using only ad hoc funding and the willingness of partners. With more committed financial support, the experience of translating know-how into guidance, self-study and on-line resources in a variety of languages is recommended. Engaging universities in the development of accredited professional courses of study, piloted for Protected Area Business Planning, provides a model that could be applied across the full suite of PoWPA skills areas. It is therefore recommended that a renewed focus be placed on developing the full suite of learning resources, accredited both by IUCN-WCPA and learning institutions and made widely available in appropriate media.

**Translating the needs identified by management effectiveness assessments into financing strategies.** Two of the most effective areas of PoWPA implementation have been the application of management effectiveness assessments and a more comprehensive approach to assessing financial sustainability and developing sustainable finance strategies (Leverington, *et al.*, 2007). There is a need however, to link these mechanisms and ensure that financial needs assessments are targeted appropriately and efficiently to the most urgent priorities identified in assessments.

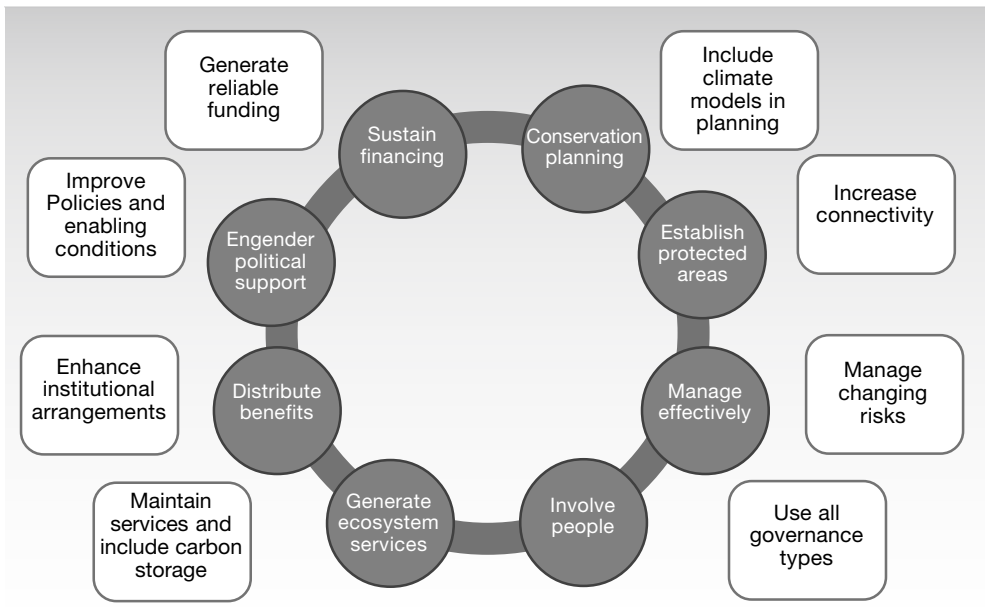
**Making the economic case for protected areas and motivating inspired leadership.** A common theme in discussions was the need to communicate more effectively the value of protected areas, whether to national leaders and funders, or to the general public. Initial studies on protected area valuation provide a language for this communication, expressing not only the intangible values of protected areas but also those that matter for social welfare and economic development. It is recommended that every national strategy include an analysis of the costs and benefits of maintaining protected area systems, including an assessment of the consequences of the loss of the ecosystem services, and the translation of these values into arguments for more equitable funding for the retention and restoration of natural capital in well-managed systems of protected areas.

**Fostering a full range of governance arrangements and deepening participation.** The nascent understanding of protected area governance types at the Vth IUCN World Parks Congress has been significantly developed in the past five years, and is ready for adoption into national systems of protected areas. In particular, there is a need to identify and enable indigenous and community conserved areas to be included in national systems without stifling their diversity or unique qualities. In this way recognition can be provided to those communities that have maintained functioning ecosystems in the face of development pressure, and to learn from these traditional forms of stewardship that will now make an essential contribution to achieving representation and persistence of biodiversity through linked protected areas in the regional landscape/seascape while simultaneously sustaining traditional forms of resource use.

**Linking the biodiversity, protected areas and climate change agendas.** Much attention has been focused on the threat to biodiversity and protected areas posed by global climate change, and the consequences of being unable to avoid unmanageable consequences. Paradoxically, even though climate change may hasten the loss of biodiversity, the crisis appears to be stimulating a response that conservation practitioners have encouraged for decades, namely a growing understanding that the sustainability of human life-support systems is completely dependent on the maintenance of ecological integrity. The climate crisis offers an opportunity to build on the understanding generated by decades of conservation science, protected area system development, management effectiveness techniques, governance arrangements and financing strategies for protected area systems to virtuously link climate change adaptation to sustainable interventions at the scale of national protected area systems. Figure 1 illustrates this concept, indicating that an appropriate response to the threat of climate change will require:

- a revision of conservation plans to accommodate predicted changes in ecological gradients driven by climate change effects, providing an opportunity for scientific excellence to directly impact policy and practice;
- the redesign, consolidation and expansion of protected area systems to maintain essential refuges and connectivity in the regional landscape/seascape, while simultaneously ensuring that protected area systems capture and maintain essential carbon stocks in addition to identified biodiversity targets;
- the development of capacity for protected area managers to maintain management effectiveness in the face of the increased risk and uncertainty of climate change, including in such areas as the management of invasive alien species and altered disturbance regimes and extreme weather events;
- the use of all governance types, including indigenous and community conserved areas, private protected areas and multi-agency governance approaches to recognise and engage the stewards of natural resources in the landscape;
- the recognition and maintenance of the services generated by protected areas and these expanded mosaics of protected area systems, for livelihoods and economies at local and national scales, and especially for their benefits in sequestering and maintaining carbon stocks;
- ensuring that an appropriate investment in climate-related funding (for both adaptation and mitigation) is directed towards expanding and effectively managing protected areas and protected area systems and ensuring that ecosystem services are not disrupted;
- the equitable distribution of the costs and benefits of protected area systems to across the full range of beneficiaries;
- convincing national leaders and national agencies responsible for investment and economic development to adequately finance the incremental costs of adapting to and managing responses to climate change.

**Figure 1.** By linking the elements of the Programme of Work on Protected Areas (inner circle) and adapting them in the face of climate change, a virtuous cycle for expanding and sustaining the value of protected areas for climate change adaptation and mitigation could be achieved.



The biggest policy and implementation challenge and opportunity is in making the case that expanded and well-governed protected area systems are essential for climate change adaptation and mitigation, and communicating this at all levels (Sandwith, 2008). A priority is to ensure that this perspective, adequately supported by sound science and analysis effectively contributes to policy and practice interventions at national scales and influences the global climate and biodiversity policy during the crucial years ahead. The potential now exists for the elements of the PoWPA to be adjusted to meet the challenge of climate change and to be linked in a virtuous cycle of intervention that will increasingly prove the case for protected areas to be a profoundly important investment in global security.

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# Résumés

## Aires protégées : état des lieux depuis Durban

ROGER CROFTS

Cet article dresse l'état des lieux depuis le Congrès des Parcs Mondiaux de Durban (Durban World Parks Congress) à la lumière d'une étude réalisée auprès des membres et de la réunion d'inventaire Durban+5. Il identifie également les points clés soulevés pour les aires protégées et pour la CMAP (Commission Mondiale sur les zones protégées) et il résume les idées pour le prochain congrès. Le rassemblement décennaire des experts sur les « parcs » est placé dans le contexte plus large du parcours des aires protégées.

Le rassemblement décennaire international de la communauté mondiale des aires protégées, nommé le Congrès des Parcs Mondiaux, donne l'occasion de faire le point sur l'avancement des choses, de partager les idées et les bonnes pratiques et de définir les nouvelles visions pour l'avenir. C'est certainement le rôle qu'avait assumé le dernier rassemblement à Durban en 2003. De nouveaux groupes cibles ont été encouragés, les anciennes idées ont été renforcées, de nouveaux thèmes ont été forgés, les vieilles amitiés ont été renouvelées et de nouvelles sont nées. Le thème exploré dans cet article est le parcours du rassemblement des aires protégées depuis Durban, par le biais de la révision à mi-parcours au Cap Occidental d'Afrique du Sud et jusqu'au prochain Congrès en 2014 (ou autour de cette période).

## Les aires protégées et les personnes : le futur du passé

ASHISH KOTHARI

Des changements importants ont eu lieu dans les politiques internationales de conservation au cours des dernières années. Le rôle des peuples indigènes et des communautés locales est de plus en plus reconnu dans la gestion des aires protégées désignées par les gouvernements et l'importance des sites et de l'environnement gérés par ces communautés elles-mêmes est également devenue évidente. Ces deux tendances peuvent être appelées la gestion collaborative des aires protégées (Collaborative Management of Protected Areas - CMPA) et les zones conservées par les peuples indigènes/la communauté (Indigenous/Community Conserved Areas - ICCA). Le passage à ce type de gestion implique des questions complexes relatives aux droits et responsabilités, au régime de propriété, aux connaissances traditionnelles et modernes, aux institutions pertinentes et aux partages des coûts et des profits. Cet article prévoit que si les agences de conservation sont capables d'exploiter judicieusement ces tendances au cours des quelques décennies à venir, nous observerons une augmentation considérable du support public pour la conservation et l'expansion de divers types d'aires protégées et une réduction des conflits qui rongent de nombreuses aires protégées actuelles. Toutefois, pour que ceci ait lieu, il reste beaucoup de travail à accomplir, afin de changer les politiques et les pratiques nationales, consolider les bénéfices des changements de politiques internationales et s'attaquer au plus grand défi auquel l'humanité et la nature aient été confrontées jusqu'à présent : la voie actuelle de « développement » mondialisé dont la viabilité n'est pas réalisable.

## Avancement vers la Convention sur les cibles de diversité biologique terrestre 2010 et marine 2012 pour la couverture des aires protégées

LAUREN COAD, NEIL BURGESS, LUCY FISH, CORINNA RAVILLIOUS, COLLEEN CORRIGAN, HELENA PAVESE, ARIANNA GRANZIERA ET CHARLES BESANÇON

Les cibles de couverture d'aires protégées établies par la Convention sur la biodiversité biologique (CBD) pour les environnements terrestres et marins incitent grandement les gouvernements à examiner et actualiser leurs systèmes d'aires protégées. Évaluer la progression vers ces cibles représentera l'un des éléments majeurs du travail de la 10<sup>ème</sup> Conférence des Parties de la CBD qui aura lieu au Japon en 2010. La base de données mondiale sur les aires protégées (WDPA) est la plus grande collecte de données sur les aires protégées terrestres et marines du monde et représente à ce titre un outil fondamental permettant de suivre la progression des cibles de couverture des aires protégées. Les données sur les aires protégées nationales de la WDPA sont utilisées pour mesurer l'avancement de la couverture des aires protégées à l'échelle mondiale, régionale et nationale. La couverture moyenne d'aires protégées par nation était de 12,2 % pour les zones terrestres et de seulement 5,1 % pour les zones proches du littoral. Les variations de couverture des aires protégées parmi les nations étaient élevées, avec pour de nombreux pays, une couverture inférieure à 10 %, surtout pour les environnements marins. Des modèles semblables ont été constatés parmi les régions, avec la cible de 10 % pour la couverture d'aires protégées accomplie pour neuf sur quinze régions relativement aux zones terrestres mais seulement trois sur quinze régions pour les zones marines. Vu le rythme actuel de désignation d'aires protégées, de nombreux pays accompliront une protection de 10 % de leurs zones terrestres mais beaucoup moins arriveront à la cible de 10 % de protection de leur environnement marin d'ici 2012.

## **Durban+5 et au-delà : repérer et intégrer la perspective de la jeunesse**

SUDEEP JANA, REBECCA KOSS ET KRISTY FACER

Éveiller l'intérêt de la jeune génération aux aires protégées et à la conservation de la nature est devenu un ordre du jour d'une importance indiscutable pour la communauté internationale de la conservation mais il demeure difficile à accomplir. C'est un point important qu'il faut évaluer au moment où nous réfléchissons au Congrès des Parcs Mondiaux de Durban et où nous tentons de prévoir les étapes suivantes. L'article dessine l'historique de l'engagement de la jeunesse au sein de la Commission mondiale sur les aires protégées (CMAP) de l'IUCN. Il dresse le portrait d'une jeunesse qui représente un groupe innovant et diversifié, disposant de la connaissance critique nécessaire pour faire avancer la conservation de la nature dans les aires protégées. Il donne également un aperçu de l'étude mondiale récemment menée sur la jeunesse relativement aux aires protégées (AP), en soulignant les perceptions, les visions et les messages clés de la jeunesse aux leaders mondiaux des AP. Il identifie les points principaux du discours visant à intéresser la jeune génération aux aires protégées et recommande des actions concrètes pour l'avenir.

## **Accomplir un cycle vertueux pour les aires protégées en 2010 et au-delà**

TREVOR SANDWICH

Le Programme de travail sur les aires protégées de la Convention sur la diversité biologique (CBD PoWPA) adopté en 2004, a été mis en évidence de manière exhaustive dans une série d'articles dans *PARKS* 17(1) (IUCN, 2008). Depuis la publication de cette édition, une série de réunions internationales a mis en lumière l'avancement conséquent et a incité les Parties de la CBD et les organisations prestataires de conseils et supports techniques à se pencher sur la question du renforcement de la mise en vigueur durant la période restante à venir et avant les délais de 2010 et 2012. Le PoWPA est une entreprise ambitieuse, nécessitant un effort de concentration renouvelé, non seulement sur l'accomplissement des bases de la planification et de l'action de conservation hiérarchisées mais aussi afin d'assurer que les avantages des aires protégées et des systèmes des aires protégées soient réalisés au cœur du paysage de production plus large. Le PoWPA qui reflète le thème du 5<sup>ème</sup> Congrès des Parcs Mondiaux « Au-delà des frontières », incarne un nouveau paradigme pour les aires protégées : une approche qui cherche non seulement à impliquer la participation au sens large de la société civile mais encourage l'intégration des aires protégées dans le développement social et économique. En résumant la progression de la mise en œuvre et les perspectives d'un large groupe d'organisations relativement au chemin qui reste à parcourir, cet article pointe vers un ordre du jour de révision et de renouvellement du PoWPA lors de la 10<sup>ème</sup> Conférence des Parties en 2010 et au-delà.



# Resúmenes

## Áreas protegidas: de Durban en adelante

ROGER CROFTS

Este documento revisa los progresos desde el Congreso sobre Parques del Mundo de Durban a la luz de un estudio de los miembros y de la reunión de balance Durban+5, identifica las cuestiones clave surgidas respecto a las áreas protegidas y la Comisión Mundial para Áreas Protegidas (WCPA), y resume las ideas para el próximo congreso. La reunión decadal de expertos en 'parques' se sitúa en el contexto más amplio de la trayectoria de las áreas protegidas.

La reunión decadal internacional de la comunidad mundial en materia de áreas protegidas, denominada Congreso sobre Parques del Mundo, brinda una oportunidad de hacer balance de progresos, de compartir ideas y buenas prácticas, y de forjar nuevas visiones para el futuro. Sin lugar a dudas, la última reunión en Durban en 2003 desempeñó este papel. Se fomentaron nuevas circunscripciones, se debatieron nuevas ideas, se reforzaron viejas ideas, se negociaron nuevos temas, se renovaron viejas amistades y se hicieron nuevas amistades. En este documento, el tema es la trayectoria de la reunión sobre áreas protegidas desde Durban, pasando por la revisión de Cabo Occidental, Sudáfrica de abril de 2008, y hacia el próximo Congreso, alrededor del año 2014.

## Las áreas protegidas y las personas: el futuro del pasado

ASHISH KOTHARI

En los últimos años, han tenido lugar cambios significativos en las políticas de conservación internacional. Existe un reconocimiento creciente del papel de las poblaciones indígenas y de las comunidades locales en la gestión de áreas protegidas de designación gubernamental, e igualmente, de la importancia de los lugares y paisajes gestionados por tales comunidades. Estas dos tendencias pueden denominarse Manejo Participativo de Áreas Protegidas (Collaborative Management of Protected Areas: CMPAs) y Áreas Conservadas por las Poblaciones Indígenas/Comunidades Locales (Indigenous/Community Conserved Areas: ICCAs). El desplazamiento hacia éstas lleva consigo cuestiones complejas de derechos y responsabilidades, de tenencia de tierras, de conocimientos tradicionales y modernos, de instituciones relevantes, y de distribución de costes y beneficios. Este documento predice que en las próximas décadas, si las agencias de conservación pueden utilizar con sabiduría estas nuevas tendencias, contemplaremos un espectacular aumento en el apoyo público para la conservación y expansión de diversos tipos de áreas protegidas, y una reducción de los conflictos que asolan multitud de áreas protegidas en la actualidad. Pero para que esto suceda, debe hacerse mucho para cambiar las políticas y prácticas nacionales, consolidar los logros de los cambios en política internacional, y abordar el mayor reto al que han de hacer frente la humanidad y la naturaleza: la insostenibilidad del camino actual de «desarrollo» globalizado.

## Progreso hacia los objetivos del Convenio sobre Diversidad Biológica Terrestre de 2010 y Marina de 2012 para la cobertura de las áreas protegidas

LAUREN COAD, NEIL BURGESS, LUCY FISH, CORINNA RAVILLIOUS, COLLEEN CORRIGAN, HELENA PAVESE, ARIANNA GRANZIERA Y CHARLES BESANÇON

Los objetivos de cobertura de áreas protegidas establecidos por el Convenio sobre Diversidad Biológica (CBD) aplicable tanto a entornos terrestres como marinos proporcionan un incentivo fundamental a los gobiernos para que revisen y actualicen sus sistemas para áreas protegidas. La evaluación del progreso hacia estos objetivos formará un componente importante del trabajo de la 10ª reunión de la Conferencia de las Partes del Convenio sobre Diversidad Biológica, que se celebrará en Japón en 2010. La Base de Datos Mundial de Áreas Protegidas (WDPA) es la mayor agrupación de datos sobre las áreas protegidas mundiales terrestres y marinas y, como tal, representa una herramienta fundamental a la hora de llevar a cabo un seguimiento del progreso hacia los objetivos de cobertura de áreas protegidas. Los datos nacionales sobre áreas protegidas de la WDPA se han utilizado para medir el progreso en materia de cobertura de áreas protegidas a escala mundial, regional y nacional. La cobertura media de áreas protegidas por nación fue de un 12,2% para las áreas terrestres, y tan sólo de un 5,1% para las áreas marinas cercanas a la costa. La variación entre naciones en cuanto a la cobertura de áreas protegidas fue elevada, con una cobertura para muchas naciones inferior al 10%, especialmente en entornos marinos. Se observaron esquemas similares entre las regiones; el objetivo del 10% para cobertura de áreas protegidas se logró para nueve de 15 regiones en cuanto a áreas terrestres, pero únicamente para tres de 15 regiones en cuanto a áreas marinas. Dadas las proporciones actuales de designación de áreas protegidas, muchas naciones habrán logrado la

protección del 10% de sus áreas terrestres para el 2010, pero muchas menos habrán logrado el objetivo del 10% relativo al entorno marino para el 2012.

## **Durban+5 y más allá: localización e integración de la perspectiva de la juventud**

SUDEEP JANA, REBECCA KOSS Y KRISTY FACER

La importancia de comprometer a las personas jóvenes en materia de áreas protegidas y conservación de la naturaleza se ha convertido en indiscutible orden del día para la comunidad de conservación internacional, pero continúa siendo un reto. Se trata de un importante orden del día a evaluar al tratar de reflexionar respecto al Congreso sobre Parques del Mundo de Durban y de prever los próximos pasos. El documento traza el entorno de compromiso de la juventud dentro de la Comisión Mundial para Áreas Protegidas (WCPA) de la IUCN (Unión Internacional para la Conservación de la Naturaleza). Refleja a la juventud como una circunscripción innovadora y diversa con conocimientos críticos para avanzar en materia de conservación de la naturaleza en áreas protegidas. También muestra una instantánea del estudio mundial recientemente realizado sobre la juventud en relación con las áreas protegidas, poniendo de relieve las percepciones, las visiones y los mensajes clave de la juventud a los líderes a escala mundial en materia de áreas protegidas. Identifica cuestiones clave en el discurso que compromete a la juventud en materia de áreas protegidas y recomienda acciones concretas para el futuro.

## **Logro de un ciclo de efectividad en cuanto a áreas protegidas en el 2010 y con posterioridad a tal año**

TREVOR SANDWITH

El Programa de Trabajo del Convenio sobre Diversidad Biológica en material de Áreas Protegidas (CBD PoWPA: Convention on Biological Diversity's Programme of Work on Protected Areas) aprobado en 2004, se puso de relieve en una serie de artículos en *PARKS* 17(1) (IUCN, 2008). Desde la publicación de tal edición, una serie de reuniones internacionales han centrado la atención en el progreso posterior, y han estimulado a las Partes del Convenio sobre Diversidad Biológica y a las organizaciones que proporcionan asesoramiento y apoyo técnico, a contemplar el modo de fortalecer la implantación en el periodo restante anterior a las fechas límite de información de 2010 y 2012. El PoWPA constituye una ambiciosa empresa, que exige una atención renovada, no sólo en el logro de los puntos básicos de conservación, planificación y acción priorizadas a escala nacional, sino también en garantizar que los beneficios de las áreas protegidas y sistemas de áreas protegidas se lleven a efecto en un panorama más amplio de producción. Reflejando el tema del 5º Congreso sobre Parques del Mundo de la IUCN «Más allá de las Fronteras», el PoWPA incorpora un nuevo paradigma para áreas protegidas: un enfoque que trata no sólo lograr una amplia participación de la sociedad civil, sino de fomentar la corriente dominante de áreas protegidas dentro del desarrollo social y económico. Resumiendo el progreso de la implantación y la conciencia de una amplia circunscripción de organizaciones en cuanto al camino a recorrer, este artículo ofrece algunas ideas para el orden del día en materia de revisión y renovación del PoWPA en la 10ª Conferencia de las Partes en el 2010 y con posterioridad.



## **IUCN – International Union for Conservation of Nature**

Founded in 1948, IUCN (International Union for Conservation of Nature) brings together States, government agencies and a diverse range of non-governmental organizations in a unique world partnership: over 1,000 members in all, spread across some 160 countries. As a Union, IUCN seeks to influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable.

IUCN 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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## **World Commission on Protected Areas (WCPA)**

WCPA is the largest worldwide network of protected area managers and specialists. It comprises over 1,500 members in 140 countries. WCPA is one of the six voluntary Commissions of the World Conservation Union (IUCN) and is serviced by the Protected Areas Programme at the IUCN Headquarters in Gland, Switzerland. WCPA can be contacted at the IUCN address above.

**The WCPA mission is to promote the establishment and effective management of a worldwide network of terrestrial and marine protected areas.**

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L'UICN, en tant qu'Union, a pour mission d'influer sur les sociétés du monde entier, de les encourager et de les aider pour qu'elles conservent l'intégrité et la diversité de la nature et veillent à ce que toute utilisation des ressources naturelles soit équitable et écologiquement durable.

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

## **UICN – Union Internacional para la Conservación de la Naturaleza**

La UICN (Unión Internacional para la Conservación de la Naturaleza), fundada en 1948, agrupa a Estados soberanos, agencias gubernamentales y una diversa gama de organizaciones no gubernamentales, en una alianza única: más de 1,000 miembros diseminados en cerca de 160 países.

Como Unión, la UICN busca influenciar, alentar y ayudar a los pueblos de todo el mundo a conservar la integridad y la diversidad de la naturaleza, y a asegurar que todo uso de los recursos naturales sea equitativo y ecológicamente sustentable.

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

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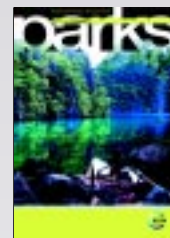
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