

***STRENGTHENING  
IUCN'S PROGRAMME ON  
PROTECTED AREAS***

***2005 to 2008***

16 DECEMBER 2005

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## ***EXECUTIVE SUMMARY***

Systems of protected areas are an essential component of a healthy, functioning landscape. Protected areas deliver environmental goods and services which underpin sustainable development and human well-being. Such areas are pivotal to achieving the UN's Millennium Development Goals and to implementing the World Summit on Sustainable Development Plan of Implementation.

In the last two years a number of highly influential events for protected areas have occurred in the global arena. The V<sup>th</sup> IUCN World Parks Congress (WPC) in 2003 brought together some 3,000 participants from 160 countries and embraced a rapidly growing and diversifying constituency for protected areas. The Congress reached out to: political leaders; those working in protected areas agencies; NGOs; the development assistance sector; industry; indigenous groups; and the next generation. In so doing the Congress focused global attention on protected areas, and generated renewed energy and support for future action. The WPC also produced a wide array of technical outputs which continue to shape protected area global policy and practice.

In February 2004 the Convention on Biological Diversity (CBD) adopted at its 7<sup>th</sup> Conference of Parties a comprehensive, targeted and timetabled programme of work aimed at addressing the Parties' obligations on protected areas under the Convention. The Protected Area Programme of Work (PAPoW) was strongly influenced by the WPC outcomes which helped to craft an ambitious and far sighted series of actions for protected areas.

Following the successes of the WPC and the CBD, there has never been a better time, politically and programmatically, to invest in stronger action for protected area establishment, management and promotion. The outcomes from Durban, together with the framework provided by the CBD PAPoW, generate a clear global mandate for the protected area constituency and a well signposted road map for IUCN's future work in this area.

This draft document aims to guide IUCN's future work on protected areas with a focus on the 2005 – 2008 inter-sessional programme. It sets out the key challenges and opportunities for strengthening this area of work and argues the special place for IUCN in progressing the global PAs agenda linked with the Millennium Development Goals and the WSSD Targets. It further outlines a future strategy for IUCN's work in protected areas and recommends ways to implement this strategy. Two key themes run throughout this document: first, that protected areas, rather than an end in themselves, must be a means to improved human well being and, in particular, must contribute towards poverty alleviation and sustainable livelihoods and, second, that integration and partnerships, at all levels, are essential if IUCN is to maintain and strengthen its leading role in relation to protected areas in the 21<sup>st</sup> century.

## **1. INTRODUCTION**

This document aims to guide IUCN's future work on protected areas (PAs) with a focus on the 2005 – 2008 inter-sessional programme. It sets out the key challenges and opportunities for PAs and argues the special place for IUCN in this work (*Section 2*). It outlines a strategy for IUCN's work in protected areas (*Section 3 – What we will do*) and recommends ways to implement this strategy (*Section 4 – How we will do it*). Two key themes run throughout this document: first, that protected areas, rather than an end in themselves, must be a means to improved human well being, in particular, contributing toward poverty reduction and sustainable livelihoods, as well as biodiversity conservation; and second, that integration and partnerships, at all levels, are essential if IUCN is to maintain and strengthen its leading role in relation to protected areas in the 21<sup>st</sup> century.

## **2. SETTING THE CONTEXT**

Protected areas activities are currently implemented within the Secretariat through the Global Thematic Programme on Protected Areas, which works closely with IUCN's World Commission on Protected Areas (WCPA), and through Regional and Country Programmes. PAs to varying degrees feature within all regional and global thematic programmes of IUCN. PAs have traditionally been an issue of interest for IUCN members, with an estimated 76% of IUCN members directly or indirectly involved with PA issues. A recent analysis of all IUCN Resolutions and Recommendations found that close to 30% are directly or indirectly related to PAs, demonstrating the central place PAs play in achieving IUCN's vision and mission.

### ***2.1 Key challenges facing the world's protected areas***

Based on the analysis arising from the World Parks Congress it is clear that PAs face five key challenges. (a) PAs must better link biodiversity conservation to poverty reduction and sustainable development; (b) significant gaps remain in the global system of PA; (c) PAs face many direct threats that must be met through more effective management; (d) local communities and indigenous peoples have to be better involved in the management of PAs; and (e) PAs require a major increase in financial investment. These challenges are described in more detail below.

#### ***a. Protected areas must better link biodiversity conservation to poverty reduction and sustainable development.***

PAs are vital for nature and for people. They play a critical role in biodiversity conservation while sustaining the natural resource base and thus supporting the livelihoods of local people. They protect vital ecosystem services, including clean water, and thus are essential for sustainable development. Many poor people also live in and around protected areas, which serve as a source of food, fibre, and other goods. However, in many cases local communities have been excluded from decision making regarding PAs, or worse, forcibly removed. As a result such areas are rarely designed with an objective of contributing to sustainable development or to the livelihoods of local communities.

However, PAs can make a substantial contribution to achieving the Millennium Development Goals relating to poverty reduction as well as contributing to the 2010 targets agreed at the World Summit on Sustainable Development to significantly reduce the loss of biodiversity. The relationship between PAs and the Millennium Development Goals and WSSD Targets is shown below in Annex 1.

PAs need to be more effectively linked with broader land/water use planning and should be viewed as integral to the application of the Ecosystem Approach as defined under the work of the Convention on Biological Diversity (CBD). Transboundary protected areas are also increasingly contributing to effective conservation and security across national boundaries.

Addressing poverty reduction requires the application of more effective models of governance for protected areas, particularly those which directly involve local peoples. A range of governance models of protected areas are increasingly being applied, including those established by Indigenous Peoples and Local Communities (Community Conserved Areas), as well as those established and managed by the private sector.

*b. Significant gaps remain in protected area systems.*

At the global policy level both the WSSD and CBD have established targets to establish an effectively managed and ecologically representative system of terrestrial protected areas by 2010 and a system of marine protected areas by 2012. The Vth IUCN World Parks Congress reported continued strong growth in the number and area of PAs, with over 100,000 sites covering over 11% of the land surface, third only to forestry and permanent pasture as major land use categories.

While the number of PAs has tripled over the past 20 years, with the majority of such areas being established in developing countries, many national PAs networks do not adequately reflect the distribution of biodiversity within national boundaries. New analyses presented at the World Parks Congress revealed significant gaps in the coverage of certain ecosystems, particularly marine ecosystems, including the high seas, freshwater and lake ecosystems, temperate grasslands, deserts and semi-deserts. Gaps in marine coverage are of particular concern given the poor relative level of protection of marine and coastal areas (less than 1%).

Further, the expected impacts of climate change on PAs have significant implications for establishing a global system that can effectively protect all major ecosystems. Climate change will have profound implications for PA, requiring some flexibility in boundaries and increased attention to linking protected areas through various kinds of corridors. Transboundary approaches, based on the best available science and information, may be required in this regard.

*c. Protected Areas face many direct threats and the effectiveness of their management must be strengthened*

Protected areas are under increasing threat from a wide range of biophysical, social and economic factors. These include: alien invasive species; climate change impacts; habitat fragmentation; competition for land and resources, including demands for

agricultural land; and increasing urbanization. As noted above, climate change poses a particular and growing challenge to protected areas requiring substantial and sometimes radical adaptive management strategies.

These threats are aggravated by the low political priority PAs receive in many countries, as indicated by inadequate and variable funding for government agencies involved in protected area management.

Compounding these threats is a lack of capacity to manage. Managers of protected areas and other primary stakeholders often do not have sufficient knowledge, skills, capabilities and tools to effectively respond to the challenges of the 21<sup>st</sup> century. The skills and competencies now required are more specialized and broader than in the past, requiring that a range of innovative approaches for capacity development are developed and applied.

*d. Local communities and indigenous peoples have to be better involved in protected areas*

The Vth IUCN World Parks Congress recognized that local communities have, in some cases, been forcibly expelled from PAs, thus contributing to attitudes of hostility and antagonism towards PAs and the agencies that manage them. The loss of traditional access to land and resources, be it real or perceived, can lead to destructive activities within the PAs, such as hunting and the illegal collection of natural resources. The Congress noted that PAs establishment can, in some situations, aggravate conditions of deprivation, poverty and cultural erosion. Indigenous peoples and local communities must be more effectively involved in PAs and, specifically, the rights of Indigenous Peoples have to be more appropriately respected.

*e. Protected Areas require a major increase in financial investment*

Financial resources available for PAs are inadequate. Studies at the World Parks Congress concluded that only around 20% of the necessary resources are available to adequately manage the global PAs estate. Under-investment by governments and others in PAs means that these areas are often failing to meet their conservation and development objectives. The challenge is to achieve a major boost in investment in PAs and to develop more sustainable methods of protected area financing. A more business-like approach to the management of PAs needs to be adopted.

***2.2 Situation Analysis: factors influencing IUCN's role in protected areas***

There are a number of internal and external factors which influence the future work of IUCN on protected areas; these include:

**2.2.1 Internal factors impacting PPA**

- ✓ **Regionalisation**. New IUCN regional programmes, such as those for Central Asia, WESCANA, and China, are including protected areas in their priorities for action. A number of regions, such as Asia, the Mediterranean, Meso-America and East Africa; have established dedicated regional positions to coordinate protected area activities. In addition, WCPA is one of the most

regionalised of the IUCN Commissions and there is also the opportunity to better develop linkages between IUCN regional offices and WCPA regional vice chairs. It is noted that this will require PPA input to create the linkages and guide key actions and follow up.

- ✓ The increasing involvement of IUCN Global Programmes in PAs. There are a number of global thematic programmes that are increasingly involved in certain issues associated with protected areas (For example, the Forest Programme on Transboundary PAs management and Forest PAs; Marine Programme on MPAs; Water and Nature Initiative and CEM on Mountain PAs and watershed management; Social Policy Advisor and TILCEPA in relation to local communities and protected areas). Whilst PPA and WCPA are contributing to these activities to varying degrees, this input could be greatly enhanced and greater integration achieved.

### 2.2.2 External factors affecting IUCN's work on protected areas

- ✓ CBD Programme of Work on Protected Areas (PoW). The PoW sets out a far reaching agenda for the world's protected areas. It calls on Governments to develop national systems of effectively managed protected areas to contribute to biodiversity conservation and sustainable development. It also explicitly calls on IUCN to support implementation of a number of key activities. IUCN has developed a Memorandum of Understanding with the Secretariat of the Convention on Biological Diversity which outlines a number of areas where IUCN and the CBD Secretariat will work together, including joint fundraising efforts.
- ✓ Increase in the number of organizations working on PAs. Many organisations are involved in protected areas, including a number of large international NGOs (CI, TNC, WWF, FFI and Birdlife International), some with far greater financial resources than IUCN. For some of them (CI, TNC, and WWF) PAs represent "core business". These institutions often have a strong field presence and are undertaking excellent PA work. Most of these organisations are IUCN members, so IUCN should add value through convening (e.g. governments; large and small NGOs; indigenous peoples, and the private sector) and the development of policy/best practice guidance, rather than competing for the field implementation of traditional PAs projects.
- ✓ Partnerships. Recent global events for PA, in particular the WPC and CBD Conference of Parties, have focussed international attention on the importance of these areas for a sustainable future. The consequent increase in buy-in from stakeholders -- governments, NGOs, business -- opens an opportunity for IUCN to work on PAs in a different way through developing new partnerships. Through working more closely with its members IUCN will be able to amplify and expand the impact of its existing work.
- ✓ World Heritage. The work on World Heritage matters is becoming more demanding, technically complex and politically controversial. Accordingly, the time spent by PPA on this area has substantially increased while the support received from UNESCO to undertake this work has increased slightly

in the last four years. At the same time the Convention has gained tremendous political support and interest which represents a new opportunity for IUCN as World Heritage is an important flagship for the Union.

### ***2.3 Consultative Process on Integration: Feedback from IUCN staff on the IUCN Programme on Protected Areas (PPA).***

To assist in achieving better integration and co-operation, PPA undertook a consultative process involving IUCN Global and Regional Programmes to seek views on the future directions for the PPA. Key messages from the consultative process included:

- IUCN's work on protected areas has to effectively be linked to and address the Millennium Development Goals and WSSD targets. At the moment this linkage is indirect rather than direct and this needs to be made more explicit and operational;
- There are many issues relating to protected areas but there are some particular priorities. These include: (a) strengthening the application of the IUCN PA Category System; (b) deepening and expanding the application of the work of IUCN on World Heritage, to serve as a flagship for broader IUCN efforts for conservation and development; (c) Marine Protected Areas; (d) Sustainable finance for PAs; (e) linking PAs into broader landscape planning and management; and (f) the role of protected areas and climate change, particularly in relation to protected areas in mitigating climate change impacts and also the issue of resilience/adaptive management is important and should be given more attention; and
- That IUCN's productivity in protected areas is directly attributable to the strong integration between PPA and WCPA. However, links between PPA and WCPA need to be strengthened, particularly at regional levels. There are some examples of regional PA programmes, including in the Asia region but there is scope for this to be much more effectively expanded.

## ***3. SEIZING THE OPPORTUNITY (what we will do)***

### ***3.1 Mission and Programme Objectives***

The mission of IUCN in relation to protected areas will be: *“to promote the establishment of a worldwide, representative, and effectively managed network of terrestrial and marine protected areas.”*

The objectives for the IUCN Programme on Protected Areas will be to ensure that:

- Protected areas are effectively contributing to biodiversity conservation, sustainable development and livelihoods;
- The major gaps in the worldwide system of protected areas are filled;
- Protected areas are effectively managed to address their many threats; and

- Funding for protected areas is significantly expanded.

### ***3.2 Key areas of future work***

IUCN's work on protected areas will have global (through Global Thematic Programme), regional (through Regional Programmes, supported by WCPA Regional Vice Chairs) and, where possible, national components (through key IUCN members and PA agencies). This work will include the following key objectives and targets. The general scheduling of these targets is outlined in Annex 2.

#### Objective 1 - Protected areas are effectively contributing to biodiversity conservation, sustainable development and livelihoods

The targets below will be developed as an integral element of the IUCN Poverty Initiative.

Targets to be achieved by 2008 (refer Annex 2 for scheduling):

- ✓ (1.1) Fifteen (15) poverty relevant PAs designed, planned and implemented in different regions (Africa, Asia, Pacific & Latin America) as demonstration sites. These will place emphasis on management of PAs by Indigenous peoples and Local Communities and will be developed and promoted to increase awareness of the links between PAs and poverty alleviation as well as of good governance principles. This work will be assisted by the preparation and distribution of guidance on the application of PAs which link conservation and development (Category V and Category VI). These demonstration sites will be used to communicate lessons learned. In Africa this initiative will be linked to the development of APAI. (Key Partners for Action: WCPA/CEESP, IUCN Senior Advisor on Social Policy, IUCN Regional Programmes, WCPA's Task Forces on Categories and on Protected Landscapes);
- ✓ (1.2) A major project focusing on PAs and the values of ecosystem services initiated to demonstrate and communicate the values of PAs. A particular focus will be placed on quantifying the values of PAs for ecosystem services, such as water quality and quantity. This would build on the work which was prepared for the World Parks Congress on this topic. (Key Partners for Action: PPA/WCPA, IUCN Senior Advisor on Economics, IUCN Water Programme);
- ✓ (1.3) A series of "Roundtable Dialogues" on protected areas and poverty initiated to explore the links and future directions in relation to PAs and poverty alleviation. This may include implementation of a Forum on Indigenous Peoples and Protected Areas and will be linked to the target relevant to poverty relevant PAs, mentioned above. (Key Partners for Action: PPA/WCPA; CEESP; TILCEPA, IUCN Regional Programmes, IUCN Senior Advisor on Social Policy).

#### Objective 2 - The gaps in the worldwide system of protected areas are filled

Targets to be achieved by 2008 (refer Annex 2 for scheduling):

- ✓ (2.1) Effective systems for PAs gap analysis designed and applied to guide the future establishment of new protected areas to best conserve biodiversity, and, in particular, threatened species. This will include establishing linkages between the World Database on Protected Areas (WDPA) and the Species Information Service (SIS) (Key Partners for Action: SSC, UNEP-WCMC and key NGO partners);
- ✓ (2.2) The IUCN PAs Category System effectively applied in at least twenty (20) countries to assist preparation of National Systems Plans for PA. The ability of national governments and NGOs to apply the Category System will also be strengthened through the implementation of a Category Summit in 2006, as well as through focused training and capacity development initiatives. Development of systems of PAs certification will also be a priority area of focus. (Key Partners for Action: WCPA Categories Task Force, National PA agencies, UNEP-WCMC, Private Sector).
- ✓ (2.3) Key gaps in the coverage of marine protected areas identified through the development of a comprehensive 5 volume document: “Priorities for the Establishment and Management of Marine Protected Areas”, which will include a volume on the High Seas (Key Partners for Action: WCPA Marine Programme, IUCN Marine Programme, and IUCN Regional Programmes).
- ✓ (2.4) Innovative Corridor and Peace Park initiatives developed in 3 different regions (Africa, Asia and South America) to link protected areas with surrounding land uses; aiming to build connectivity and ecological networks. An example is the "Inca Trail" in South America which will serve as a model for applying the Ecosystem Approach as well as for linking natural and cultural values. Work on Peace Parks will be supported by preparation of guidance on the establishment and management of TBPA and on the application of the Code of Conduct for Peace Parks. An example is the development of a Peace Park in the Central African Great Lakes Region (Key Partners for Action: WCPA Mountains, TBPA and Sacred Values Programmes, IUCN Regional Programmes, IUCN Forest Programme and Commission on Ecosystem Management);
- ✓ (2.5) A major project initiated on climate change and PAs, focusing on the impacts of climate change and the types of adaptive management strategies that will be required, including the role of PAs as buffers against the impacts of climate change. This project will focus on a selected number of World Heritage properties as high profile demonstration sites. (Key Partners for Action: PPA/WCPA, IUCN Forests/Climate Change Programme, Regional Programmes in selected regions.)

### Objective 3 - Protected areas are effectively managed to address their many threats

Targets to be achieved by 2008 (refer Annex 2 for scheduling):

- ✓ (3.1) IUCN’s Advisory Role with the World Heritage (WH) Convention strengthened and WH sites more effectively used as “flagships” for global efforts to achieve biodiversity conservation and sustainable development (Key

Partners for Action: WCPA, UNESCO World Heritage Centre, IUCN Regional Programmes);

- ✓ (3.2) IUCN's Advisory Role with the CBD Programme of Work on Protected Areas consolidated to strengthen efforts to link PAs with biodiversity conservation and sustainable development (Key Partners for Action: CBD Secretariat, IUCN Policy Unit, WCPA, IUCN Regional Programmes);
- ✓ (3.3) The Protected Areas Learning Network (PALNet) developed as a major PA knowledge delivery mechanism for the world's protected areas, to assist managers and policy makers in adapting their actions to global change. PALNet will be integrated with IUCN's Knowledge management Strategy to deliver credible and relevant advice on protected areas (Key Partners for Action: PPA/WCPA Information Management Task Force, PALNet Consortium, IUCN Special Advisor on Knowledge Management)
- ✓ (3.4) The World Data Base on Protected Areas (WDPA) developed as the key global PAs database with clear and effective linkages with other key databases, including the Species Information Service (SIS), to influence conservation priorities and action (Key Partners for Action: SSC, WCPA Information Management Task Force, WDPA Consortium, SIS Consortium)
- ✓ (3.5) IUCN's global convening role in relation to protected areas strengthened, through convening the World Protected Areas Leadership Forum (WPALF) and implementing "Roundtable Dialogues" to help guide and inform the global PA agenda. One dialogue per annum will address the most pressing and contentious issues for protected areas such as: PA Categories, PAs & poverty, PA certification, alien invasive species, PA infrastructure development, High Seas MPA, high profile species and PAs (Key Partners for Action: PPA/WCPA, PAs Agencies, Private Sector);
- ✓ (3.6) IUCN's initiatives for young PA professionals established involving a comprehensive package of measures to better engage with a younger protected areas constituency. By 2006 the Young Professionals Scholarship programme will be firmly established supporting 4 individuals each year. (Key Partners for Action: PPA/WCPA, CIPAM and IUCN Regional Programmes)

Objective 4 - Funding for protected areas is significantly increased.

Targets to be achieved by 2008 (refer Annex 2 for scheduling):

- ✓ (4.1) IUCN better engaged with key policies and processes that directly and indirectly affect PAs, such as those associated with World Bank, EU and the IFC (Key Partners for Action: IUCN PBI, IUCN US and European Office);
- ✓ (4.2) A credible 'Business Case' developed for the global PA system. This work will identify regional level costs of PAs establishment and management against the economic benefits of direct income generation, ecosystem services and non material values. This will build on the work which was delivered at Durban by the Sustainable Finance Workshop Stream and will aim to better

identify financing needs and to deliver the tools necessary to ensure these needs are better met (Key Partners for Action: WCPA Financing Task Force, IUCN Senior Advisor on Economics, Conservation Finance Alliance).

#### ***4 MAKING IT WORK (how we will do it)***

##### ***4.1 Delivery mechanisms***

The implementation of the above objectives and targets will be achieved through a range of key delivery mechanisms. These will include:

Field projects: A small number of new innovative field projects will be used as learning sites where approaches are piloted and experiences learnt are widely disseminated. This will aim to demonstrate how lessons learnt at the field level can be more broadly applied. In most cases these will be implemented with and through IUCN Regional and Country Programmes. The key delivery mechanism for the communication of knowledge derived from these projects will be the Protected Areas Learning Network (PALNet).

Partnership building: PPA/WCPA will formalize, support and monitor an increased number of selected partnerships to create greater leverage for its work on protected areas. These will be determined on merit and according to the identified outputs above.

Preparation of focused Best Practice Guidance on protected areas. PPA will continue and accelerate its role in providing best practice guidance to those involved in the planning and management of protected areas. This will include but not be limited to the continuation of the IUCN/WCPA Best Practice Series on Protected Areas. This will support the development of tool kits for implementing the CBD Programme of Work on Protected Areas.

IUCN Protected Areas Advisory Service Options for the development of a “Face to Face” Advisory Service will be reviewed. This would aim to supplement guidance provided through the PA Best Practice Series. It is anticipated this would operate on a cost recovery basis and would aim to respond quickly and effectively to requests from IUCN Members, governments, NGOs and community groups on key protected areas issues. It would involve WCPA members, and Regional Programme staff as appropriate, and focus on areas where IUCN has direct competence and the ability to respond.

Input to Policy Forums. IUCN will provide advice to key intergovernmental Conventions and Agreements, with particular attention to the World Heritage Convention and the CBD. Input to other fora, such as the Ramsar Convention and the Biosphere Reserve Programme of UNESCO, would be provided on a case by case basis depending on the relevance of issues that are being discussed.

Key events. A number of key events relating to protected areas will be organized or be sponsored by IUCN over the 2005-8 period. These will aim to enhance the global leadership role of IUCN in relation to protected areas and harness efforts and input from IUCN in relation to specific protected area issues. They will also serve as a

vehicle for innovative, intellectual development and for developing partnerships and agreements with key partners in relation to these issues. These events will include:

- ✓ 2005: Marine Protected Areas – the International Marine Protected Areas Conference (to be held in Geelong, Victoria, Australia in October);
- ✓ 2006: IUCN Categories Summit (date and venue to be arranged)
- ✓ 2006: Water and Protected Areas– Forging the Link - to be organized jointly between PPA/WCPA, IUCN Water and Nature Programme and Ramsar. (date and venue to be arranged)
- ✓ 2006: Mountain Conservation Connectivity Management (to be organized jointly between WCPA Mountains Theme and the IUCN Commission on Ecosystem Management)
- ✓ 2007: Indigenous Peoples and Protected Areas (to be confirmed)
- ✓ 2008: Durban Mid Term Review Meeting
- ✓ 2008: IUCN World Conservation Congress

## ***4.2 Integration***

### **4.2.1 General**

All of the key objectives and tasks will be implemented in a fully integrated manner. Such integration is not the end in itself – the end is more effective delivery of the IUCN 2005-8 Programme. Accordingly efforts towards integration will be focused on areas where there is added value from cooperation and where these efforts will deliver effective results. The key emphasis will be on ensuring better linkages between PPA, and Global Programmes and Regional and Country Programmes.

This will require PPA to refocus its work and, in particular to:

- ✓ give greater emphasis to integrating work vertically (down through selected Regional Programmes) and horizontally (across key global thematic programmes and other Commissions) to develop more effective and integrated results. This integration will also be linked with key WCPA regions and themes, as required;
- ✓ increase the use of the World Heritage Convention and the CBD to design and promote a number of flagship programmes to influence these key international agreements and to create synergy among them;
- ✓ refocus attention to general networking activities, including PARKS, WCPAs Newsletter, PALNet, and the WDPA;

- ✓ increase involvement with other global processes that directly or indirectly affect PA, including those associated with the private sector, such as extractive industries.

#### 4.2.2 Integration between PPA and WCPA

Currently (2005) the IUCN's Programme on Protected Areas has a fully integrated programme with IUCN's World Commission on Protected Areas (WCPA) and this provides an example of application of the "one programme" approach within IUCN. It is recommended that the future level of convergence between PPA and WCPA remain at a high level, but that in future there be a clearer identification of tasks and responsibilities between PPA and WCPA.

#### 4.2.3 Integration with IUCN Regional Programmes

The level of integration between PPA/WCPA and Regional Programmes will be strengthened to establish functional Protected Area Focal Points or Programmes in a number of IUCN Regions by 2008. This will be subject to available project related funding and will aim to build on the models of the Asia Regional Office, where there has been a dedicated full time Regional Protected Areas Head from 2000 to 2005, and also the IUCN European Office where the WCPA Europe Programme and the IUCN Programme are starting to develop a cohesive and coordinated programme. In Africa, there is an opportunity to build on the African Protected Areas Initiative (APAI) which will aim to support development of a pan-African initiative relating to protected areas.

Regional PAs activities and programmes will be developed closely between IUCN Regional Programmes and the relevant WCPA Regional Vice Chair to assist delivery of regional activities, through joint programmes of work.

Anticipated areas of regional focus are shown in Table 2 below

*Table 2 – Key areas of linkage for protected areas with IUCN Regional Programmes*

<b>IUCN Regional Office</b>	<b>Anticipated main areas of focus for a Regional PAs Programme</b>	<b>Comment</b>
Asia	(a) Tsunami follow up; (b) Capacity development for PAs managers; (c) poverty and protected areas; (d) PALNet; (e) World Heritage Biodiversity Programmes in India and China	Work in the Asia Region will build on the existing Asia Regional Programme
Africa (Eastern, Southern, Western and Eastern)	(a) Implementation of APAI; (b) Strengthening capacity of PA; (c) poverty and PA; (d) transboundary PAs and Peace Parks; Marine Protected Areas	Work in Africa would build on the Africa Protected Areas Programme. It is anticipated that work would be Pan African with strong and clear Regional components
Europe	(a) strengthening corridor initiatives; (b) support for initiatives relating to	Work in Europe will build on the existing close cooperation between

	Natura 2000; (c) Countdown 2010	WCPA Europe and the IUCN Regional Office for Europe and the agreed joint programme of work
Mediterranean	Marine Protected Areas; Sustainable Financing, Knowledge Management and Categories	A number of project proposals are being developed jointly between the Mediterranean Centre and PPA, with input from the WCPA Regional Vice chair for Europe
Central America	Capacity development for PA; transboundary protected areas (terrestrial and marine)	Opportunity to link with MesoAmerican Biological Corridor
South America	Inca Trail /Transboundary Protected Areas;	Opportunity to build on existing initiatives and projects, including those relating to the Inca Trail and to Tambopata

#### 4.2.4 Integration with IUCN Global Thematic Programmes and Senior Advisors

PPA will strengthen links with other IUCN Global Thematic Programmes on the basis of the identification of focussed programmes and projects of direct mutual interest to both parties. Wherever possible joint project proposals will be developed and funding jointly sought. It is anticipated that the key areas of integration will include the areas outlined below:

*Table 3 – Key areas of linkage for protected areas with IUCN Global Thematic Programmes and Senior Advisors*

<b>IUCN Global Thematic Programme</b>	<b>Anticipated areas for integration with the IUCN PA Programme</b>	<b>Comment</b>
Marine Programme	(a) Identification of priorities for the establishment and management of Marine Protected Areas; (b) implementation of a major meeting in 2005 on Marine Protected Areas; (c) establishment of selected pilot MPAs in different regions	This joint project would: (a) update the existing 4 volume set on MPAs; and (b) be linked with the WCPA MPAs Programme and IUCN Regional Programmes. An initial project concept has been developed
Species Programme/SSC	Development of systems for PAs gap analysis to guide the future establishment of new protected areas to best conserve biodiversity, and, in particular, threatened species.	This will include establishing linkages between the WCPA and the SIS
Forests Programme	(a) development of corridor initiatives and transboundary protected areas/peace parks; (b) joint work on illegal logging in PA	(a) Joint project concept(s) needs to be developed; (b) this programme should also be linked with and supported by joint inter-

		Commissional work between WCPA and CEM
Water and Wetlands Programme	(a) project focusing on water and protected areas, under the umbrella of valuation of the ecological services of protected areas; (b) implementation of a major meeting in 2006 on Water and Protected Areas – Forging the Link	(a) Joint project concept(s) needs to be developed; (b) this programme should also be linked with Ramsar as appropriate
Social Policy Advisor	(a) Implementation of “pro poor” protected areas; (b) developing and applying models of management of protected areas by indigenous peoples and local communities	Work on this would build on previous work by the CEESP/WCPA Joint Theme Programme on Indigenous Peoples and Indigenous Peoples (TILCEPA), linked closely with the IUCN Social Policy Advisor
Senior Advisor on Economics	Models and advice in relation to the valuation of protected areas and the Sustainable Financing of Protected Areas.	This would build on the work of the WCPA Task Force on Sustainable Financing

### ***4.3 Financial Management***

#### **4.3.1 Fundraising Strategy**

A major increase in financial resources is required to ensure that IUCN can maintain its leading role in relation to protected areas and maintain one of its recognised core competencies. This fundraising strategy will cover the programme areas identified in Section 3.2 and will place particular emphasis on:

- ✓ development and implementation of projects that will enhance vertical integration with Regional Programmes as well as horizontal integration with key global thematic programmes;
- ✓ ensuring that the advisory role for IUCN in relation to the CBD Programme of Work on Protected Areas is adequately funded to ensure IUCN can deliver on the considerable expectations that have been raised in relation to this PoW;
- ✓ diversifying the funding base of the Programme on Protected Areas, to include funding from a range of sources, including the existing annual UNESCO World Heritage contract;
- ✓ ensuring that projects and programmes have a mix of the delivery mechanisms outlined in section 3.1, particularly ensuring there is a clear balance and link between field testing, policy development and best practice guidance/knowledge management;

- ✓ strengthening the core functioning of the Global Programme on Protected Areas; and
- ✓ All projects must include adequate staff time for PPA and support for WCPA member activities, particularly at regional levels.

Development of a Fundraising Plan has commenced and will be finalised by September 2005. This will involve the development of project proposals consistent with this document and a donor relations strategy. Wherever possible, fundraising will be implemented in partnership with other Programmes, Regional Programmes and Commissions. Implementation of this Plan will be a priority in 2005 and beyond. PPA/WCPA has commenced this process with a review of experience with WCP fundraising and all professional staff in the Programme will allocate a considerable amount of time to fundraising in the second half of 2005. A Steering Group comprising PPA, WCPA Chair, ERO, IUCNUS and the IUCN Fundraising Unit has been established to guide this process.

#### ***4.4 Other issues: governance and communication***

Governance. Steps will be taken to ensure that PPA and WCPA are effectively managed and better linked to regional and global programmes. These will include:

- ✓ Ensuring an Executive Governance structure, through an Executive Committee, that is responsible for decision making on key issues within PPA and WCPA. This will comprise the WCPA Chair, the Deputy Chair of WCPA, the Head of PPA and the Senior Programme Officer;
- ✓ Ensuring effective and transparent mechanisms for staff management within the Programme on Protected Areas;
- ✓ Ensuring the work of PPA and WCPA is effectively reviewed and assessed. This will involve commission a number of evaluations of key components of the existing workplan; and
- ✓ Ensuring close and effective linkages and coordination with IUCN Regional and Global Thematic Programmes. Where there are major PAs projects involving cooperation between a number of regions (such as the Africa Protected Areas initiative) specific and tailored governance arrangements will be developed

Communication. Improvement of communication will be a key priority, particularly in assisting the branding of IUCN and protected areas, including high profile World Heritage sites and also in relation to reinforcing the leadership role of IUCN on protected areas. In general the focus of communication efforts will shift from internal to external communication of key protected area messages to influence policy and decision makers, particularly on demonstrating the linkage between protected areas and sustainable livelihoods. The future focus of delivering communication products will also shift from paper to electronic distribution.

## **5. CONCLUSION**

There is no doubt that IUCN enjoys international recognition for being a global leader on species and protected areas issues. It is also true that, as noted in the IUCN Programme 2005-2008, IUCN is first and foremost a conservation organization. The continuing lack of progress towards sustainability and the ever-growing threat to environmental health has prompted IUCN to develop a programme that will simultaneously **strengthen the Union's heartland work on conservation of biodiversity while developing more effective and strategic interventions linked to the global agenda for sustainable development** (IUCN Programme 2005-2008, page 9). Protected areas are recognised in the IUCN Programme as a key tool to alleviate the extinction crisis and to maintain ecosystem integrity, the two key long-term goals of the Union as approved by its members at the WCC-2, Amman, Jordan. Furthermore, there are important results linked to protected areas (such as in 2.1K) such as *persuading governments to recognise the role of indigenous peoples and local communities in establishing and managing protected areas* (IUCN Programme 2005-2008, page 34).

The WPC and CBD/PoW have also laid out a number of areas where continued and expanded leadership is required from the Union.

The rejoining of IUCN's Programme on Protected Areas with WCPA has resulted in a position of global leadership for IUCN in relation to protected areas. If this role is to be maintained and enhanced it is essential that both PPA and WCPA are operating at full efficiency. This paper sets out some suggestions for ensuring that the activities and operations of PPA are as effective as possible.

*Annex 1 – The relationship between Protected Areas, the Millennium Development Goals and WSSD Targets*

<b>Millennium Development Goals (MDG)</b>	<b>Protected Areas Contribution</b>	<b>Potential IUCN Response</b>
MDG.1- Eradicate extreme poverty and hunger	PAs, particularly those under Category V and VI, offer opportunities to promote alternative economic options for local people.	Development of poverty relevant PAs initiatives building on the benefits of using Categories V and VI as well as lessons learnt from the Biodiversity in Development Project.
MDG.2- Achieve universal primary education	Most PAs should play a key role in education through environmental awareness and interpretation. This role can benefit both rural and urban communities.	Ensuring that new PAs field projects (to be designed with and implemented by Regional Programmes) include a strong education/communication component.
MDG.3- Promote gender equality and empower women.	The role of women’s contribution to PAs management is increasing at all levels (from national institutions to field activities).	Ensuring that new PAs field projects (to be design with and implemented by Regional Programmes) follows up the guidance provided by the IUCN “In Search of the Lost Gender” publication.
MDGs.4,5 and 6- Health related goals	PAs support this goal by maintaining healthy ecosystems and underpin efforts to contribute to healthier lifestyles	Linkages between PAs, ecosystems and human health could be explored through relevant projects.
MDG.7- Ensure environmental sustainability	PAs play a critical role in maintaining ecosystem services, such as the provision of clean water, maintenance of fisheries stocks and mitigation of natural disasters.	Greater attention could be given to link PAs with on-going research implemented by IUCN members on assessing the contribution of PAs to ecosystems services and to develop technical and policy guidance on this issue.
MDG.8- Develop a global partnership for development	PAs are a key issue for a number of international NGOs that are mobilizing important funding contributions. PAs are also a focus of attention for the private sector.	To promote, based on IUCN’s experience in convening WPALF and in working with the NGO’s CBD Consortium, a new global partnership for PAs and Sustainable Development.
<b>WSSD Targets</b>		
Half the proportion of people in poverty by 2015.	As with MDG.1 above.	As with MDG.1 above. Particular attention could be given to develop “Pro-Poor Initiatives” in critical regions (Africa and Asia) and countries (China) where they could have a positive impact to support poverty eradication efforts.
Develop integrated water resources management.	PAs in mountain ecosystems play a critical role in maintaining hydrological processes and clean water supply.	Existing experience on Mountain PAs could be refocused to ensure a greater link with water issues.
Encourage the application of the ecosystem	PAs should be included in most existing large ecological networks and biological corridors to promote	Knowledge and technical/policy guidance could be provided based on existing experience on design and management of

approach by 2010	the ecosystem approach.	terrestrial and marine biological corridors.
Develop a representative network of MPAs by 2012 to support sustainable fisheries.	MPAs are increasingly recognized as a key tool to conserve marine biodiversity while maintaining sustainable fisheries.	Develop, jointly with IUCN Marine Programme and WCPA-Marine, a revised version of the Global Report on a Representative Network of MPAs, including on the High Seas, and encourage its implementation through field projects.
Accelerate implementation of IPF/IFF proposals and intensify efforts on reporting to UNFF to assess progress.	Forest ecosystems are among the best represented in the global network of PAs. Effective management of Forest PAs has been a key focus of attention of UNFF.	Promote the application in field projects on the Best Practice Guidelines on Forest Protected Areas and commence joint work with the IUCN Forest Programme on illegal logging in PAs.
Support Africa's efforts to implement NEPAD objectives.	PAs are a key component of national/local economy in a number of African countries.	Targeted support to further develop and implement APAI as a contribution to NEPAD's objectives on sustainable development.
Formulation of national strategies for sustainable development.	PAs are a key tool in maintaining ecosystems services, biodiversity conservation and promoting alternative economic options for local people	Develop, based on information and outputs from the WPC, technical and policy guidance on mainstreaming PAs into national strategies for sustainable development.
Halt and reverse biodiversity loss by 2010	PAs, as recognized by the CBD Article 8, are a key tool for biodiversity conservation.	Joint work with SSC on using Red List indicators to enhance evaluation of management effectiveness and to guide PAs gap analysis at different levels.

*Annex 2 – Proposed schedule for the implementation of key targets*

<b>Target</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>
<b><i>Objective 1 - PAs are effectively contributing to biodiversity conservation, sustainable development and livelihoods</i></b>				
(1.1) Fifteen poverty relevant PAs designed, planned and implemented in different regions.		<i>5 PAs (Africa)</i>	<i>5 PAs (LAC)<sup>1</sup></i>	<i>5 PAs (Pacific)</i>
(1.2) A major project focusing on PAs and the values of ecosystem services				
(1.3) A series of “Roundtable Dialogues” on protected areas and poverty initiated				
<b><i>Objective 2 - The gaps in the worldwide system of protected areas are filled</i></b>				
(2.1) Effective systems for PAs gap analysis designed and applied				
(2.2) The IUCN PAs Category System effectively applied in at least twenty (20) countries				
(2.3) Key gaps in the coverage of marine protected areas identified				
(2.4) Innovative Corridor and Peace Park initiatives developed in 3 regions		<i>Africa</i>	<i>Asia</i>	<i>South America</i>
(2.5) A major project initiated on climate change and PAs				
<b><i>Objective 3 - Protected areas are effectively managed to address their many threats</i></b>				
(3.1) IUCN’s Advisory Role with the WH Convention strengthened and WH sites used as “flagships”				
(3.2) IUCN’s Advisory Role with the <u>CBD Programme of Work on Protected Areas consolidated</u>				
(3.3) PALNet developed as a major PA knowledge delivery mechanism				
(3.4) The World Data Base on Protected Areas (WDPA) developed as the key global PAs database				
(3.5) IUCN’s global convening role in relation to protected areas strengthened	<i>MPAs</i>	<i>Categories Summit</i>	<i>Ecosyst. Approach</i>	<i>Invasive Species</i>
(3.6) IUCN’s initiatives for young PA professionals established				
<b><i>Objective 4 - Funding for protected areas is significantly increased</i></b>				

<sup>1</sup> Latin American and the Caribbean regions

(4.1) IUCN better engaged with key policies and processes that directly and indirectly affect PAs				
(4.2) A credible 'Business Case' developed for the global PA system.				