

# THE DURBAN ACTION PLAN

## Table of Contents

Introduction .....	3
Challenges .....	3
<b>Outcome 1: Protected areas' critical role in global biodiversity conservation fulfilled.</b>	<b>6</b>
Key Target 1: specific action by the Convention on Biological Diversity to improve the role of protected areas in biodiversity conservation .....	10
Key target 2: specific action by all signatories to the World Heritage Convention to improve the role of World Heritage sites in biodiversity conservation. ....	13
<b>Outcome 2: Protected areas' fundamental role in sustainable development implemented.....</b>	<b>14</b>
Key Target 3: action taken to ensure that protected areas strive to alleviate poverty and in no case to exacerbate poverty.....	14
<b>Outcome 3: A global system of protected areas linked to the surrounding landscapes and seascapes achieved .....</b>	<b>17</b>
Key Target 4: system of protected areas representing all of the world's ecosystems completed by 2010.....	17
Key Target 5: all protected areas linked into wider ecological/environmental systems on land and at sea by 2015 .....	17
<b>Outcome 4: Improved quality, effectiveness and reporting of protected area management in place .....</b>	<b>21</b>
Key Target 6: all protected areas to have effective management in existence by 2015.....	21
Key Target 7: all protected areas to have effective capacity to manage. ....	24
<b>Outcome 5:The Rights of Indigenous Peoples, Mobile peoples and Local Communities Recognized and Guaranteed in Relation to Natural Resources and Biodiversity Conservation .....</b>	<b>25</b>
Key Target 8: all existing and future protected areas shall be managed and established in full compliance with the rights of indigenous peoples, mobile peoples and local communities. .	25
Key Target 9: protected areas shall have representatives chosen by indigenous peoples and local communities in their management proportionate to their rights and interests. ....	26
Key Target 10: participatory mechanisms for the restitution of indigenous peoples' traditional lands and territories that were incorporated in protected areas without their free and informed consent established and implemented by 2010.....	26
<b>Outcome 6: Empowerment of Younger Generations Achieved.....</b>	<b>29</b>
Key Target 11: ensure the greater participation of younger generations in the governance and management of protected areas and take action to strengthen their capacity to contribute to and expand the conservation community as a whole. ....	29

**Outcome 7: Significantly greater support for protected areas from other constituencies achieved ..... 30**  
Key Target 12: support achieved from all major stakeholder constituencies ..... 31

**Outcome 8: Improved forms of governance, recognising both traditional forms and innovative approaches of great potential value for conservation, implemented ..... 33**  
Key Target 13: effective systems of governance to be implemented by all countries ..... 34

**Outcome 9: Greatly increased resources for protected areas, commensurate with their values and needs, secured ..... 35**  
Key Target 14: secure sufficient resources to identify, establish and meet the recurrent operating costs of a globally representative system of protected areas by 2010. .... 36

**Outcome 10: Improved communication and education on the role and benefits of protected areas ..... 38**  
Implementation of the Action Plan ..... 39

## Introduction

The V<sup>th</sup> IUCN World Parks Congress is a turning point for the role and placing of protected areas in the sustainable development and biodiversity agendas. By taking its theme as 'Benefits Beyond Boundaries', participants at the Congress recognised that protected areas cannot remain in isolation from the surrounding areas of land and sea, and from the communities and the economic activities in and around them. Most important, participants sought to promote the importance and value of protected areas to society as a whole now and in the future and to work with many partners to deliver this wider agenda.

There has been a great deal of progress since the IV<sup>th</sup> IUCN World Parks Congress in Caracas in 1992:

- protected areas are recognised as a key element in the implementation of the Convention on Biological Diversity;
- the number and proportion of the Earth's surface recorded as protected areas has more than doubled since 1992 and now is over 12% of the total land area, an additional 10% strictly protected in the Antarctic;
- the number of World Heritage natural and mixed properties has increased from 101 to 172 and there is greater recognition of linkages between people and the environment;
- regional and national action plans have been established in many parts of the world;
- measures to improve the effectiveness of management have been developed;
- Indigenous Peoples and local communities are becoming increasingly engaged;
- new forms of governance are being explored and traditional forms of governance for conservation are being rediscovered;
- the value of traditional and other knowledge about conservation has been recognised;
- the Kyoto Protocol is about to enter into force;
- protected areas have been successfully linked across international boundaries and in some notable cases have made a significant contribution to peace; and
- protected areas have been linked in major regional initiatives through ecological networks and corridors.

## Challenges

Many have to be faced. The foremost are:

- reconciling development needs with sustainable use and management of natural resources;
- increasing levels of poverty result in degradation of natural resources;
- climate change which is the overarching threat to the world's protected areas and is already having an effect on species and habitats and the effective functioning of landscapes and ecosystems; the world must rapidly and dramatically reduce greenhouse gas emissions whilst simultaneously managing ecosystems to increase their resilience;
- a global system of protected areas representing all the world's ecosystems is far from complete, with many major gaps remaining;
- there is insufficient priority on filling major gaps in the global protected area system that are highly irreplaceable, and under high threat;

- some ecosystems, freshwater systems and those on the high seas, are largely unprotected;
- damage is occurring to the species, habitats, landscapes, and to the natural systems, natural processes and cultural diversity on which they depend;
- flows and quality of freshwater that nourish protected areas are declining due to diversion, dams and other barriers, agricultural run-off and pollution;
- the increasing demand for wild animals and plants, and their products, is threatening the existence of rare and endangered species in protected areas;
- alien invasive species are having an increasingly negative effects on native species;
- Under-investment by governments in protected areas world wide means that they are often failing to meet their conservation and social objectives;
- subsidies and other perverse financial instruments and institutional arrangements that are geared towards sectors relevant to biodiversity (other suggestion: directed towards sectors of the economy influencing landscapes critical to biodiversity) contribute to loss and damage in protected areas;
- in global terms, the resources required to ensure professional management of protected areas do not meet the requirements, particularly in developing countries;
- many protected areas only exist on paper, and lack effective protection and management;
- the establishment of protected areas in regions falling outside of national jurisdiction or under the competence of intergovernmental bodies, (e.g. Antarctica and the high seas);
- the costs and benefits of maintaining protected areas are not equitably shared. In particular, local communities often bear most of the costs and receive few of the benefits, whereas society more widely gains the benefits but bears few of the costs;
- too often protected areas are not linked into development planning, land use and other resource management decision-making systems beyond their boundaries, and particularly in transboundary situations requiring harmonisation of approaches across political boundaries;
- there is little recognition of the crucial role of protected areas for achieving sustainable development; rather, too many key stakeholders see protected areas as a barrier on their activities and aspirations;
- Many protected areas are isolated from each other and their external ecological linkages have no legal basis;
- the HIV/AIDS pandemic is starting to seriously set back protected area development and biodiversity conservation in many developing countries;
- Indigenous Peoples, local communities, young people, ethnic groups, women and other civil society interest groups are not sufficiently engaged in the identification and management of protected areas; and
- too often protected areas are governed in the absence of a system of shared objectives, values and principles.

Without an effective, ecologically representative, global network of protected areas, the many benefits to society will be lost, the chances of alleviating poverty reduced and the inheritance of future generations diminished. In the past, the protected areas community has not sufficiently engaged with our best allies – the wider communities of interest. We must

now connect with these wider communities of interest to achieve new outcomes and inspirational goals.

*The Durban Accord: Our Global Commitment For People And The Earth's Protected Areas* is a call for action for everyone involved in and interested in protected areas. To realize this vision action is necessary globally, regionally, nationally and locally with all stakeholder interests. It is important that clear targets are set and progress monitored and reported in order to gain momentum in the implementation of the *Accord*. The leadership of IUCN, and particularly the members of its World Commission on Protected Areas, is vital.

This *Durban Accord: Action Plan* is for all who are engaged in or whose activities affect protected areas in any way irrespective of whether or not they attended the Congress. **It is not the blueprint for all nations and all protected areas as it is recognised that there are local, national and regional variations in approaches and the participants at the V<sup>th</sup> IUCN World Parks Congress do not have any formal mandate. It is a suggested checklist of the activity needed to increase the benefits of protected areas to society and to improve their coverage and management. Also it is not a static document: it raises many issues that need to be addressed, resolved and action taken.**

The **action** is divided into the following categories:

**International action** at intergovernmental level through UN institutions and through Conventions and Treaties;

**Regional action** at intergovernmental level through various regional Conventions and other arrangements;

**National action** by state governments and other interests;

**Local action** by devolved administrations and civil society; and

**Protected area authority action** by all authorities and agencies and all bodies and organizations with relevant authority.

At all of these levels action will be needed through partnership and cooperation between governmental, statutory, private, charitable, community, civil society, business through multi-stakeholder groups.

In addition, **specific IUCN-led or IUCN-promoted action** is identified and the lead within the Union nominated. At present these are suggestions for action from participants at the World Parks Congress until the World Conservation Congress in 2004 has considered and approved an Action Plan for Protected Areas and for all aspects of the Union's work. More detailed implementation plans will then need to be agreed by the IUCN Council for action by the Secretariat, Commissions and Members. These plans will need to include identification of the collaborating partners and consideration of the development of plans for the key economic, land use and commercial sectors that interact with protect areas.

A series of **key targets** are identified as the benchmarks for checking and reporting progress at high level on this Action Plan. The Implementation Plan finally approved by the World Conservation Congress will also need to identify milestones and indicators for measuring progress in achieving the key targets.

The **Recommendations** endorsed by participants at the World Parks Congress form an annex to this Action Plan and cross reference is made as appropriate in the Plan.

The *Actions* are arranged as key **outcomes** reflecting the main focus of attention at the Congress.

First and foremost, there is need for linking protected areas to contribute significantly to global agendas on sustainable development in the light of the WSSD Plan of implementation, the Millenium Development Declaration , and biodiversity conservation especially in relation to the meeting of the CBD COP in 2004:

For this, the Congress calls for the following outcomes:

1. **Protected areas' critical role in global biodiversity conservation fulfilled, and**
2. **Protected areas' fundamental role in sustainable development implemented.**

Six specific outcomes and actions arise from the Congress programme:

3. **A global system of protected areas linked to surrounding landscapes and seascapes achieved.**
4. **Improved quality, effectiveness and reporting of protected areas management in place.**
5. **The Rights of Indigenous Peoples, Mobile peoples and Local Communities Recognized and Guaranteed in Relation to Natural Resources and Biodiversity Conservation**
6. **Empowerment of Younger Generations achieved.**
7. **Significantly greater support for protected areas from other constituencies achieved.**
8. **Improved forms of governance, recognising both traditional forms and innovative approaches of great potential value for conservation, implemented.**
9. **Greatly increased resources for protected areas, commensurate with their values and needs, secured.**

Finally, in recognition of the emphasis in the *Durban Accord* on outreach, the final section deals with:

10. **Improved communication and education on the role and benefits of protected areas.**

#### **Outcome 1: Protected areas' critical role in global biodiversity conservation fulfilled.**

To achieve **complete global representation of ecoregions in protected areas**, there needs to be particular emphasis on filling gaps in the global protected area system with new protected areas and more effective existing protected areas where there is high irreplaceability and imminent threat.

The Convention on Biological Diversity recognises the importance of *in situ* biodiversity conservation through the establishment of protected areas and ecological networks. The Conference of the Parties (COP) and its Subsidiary Body on Scientific, Technical and Technological Advice (SBSTTA) are important fora for making progress on protected areas. The forthcoming 7<sup>th</sup> meeting of the COP in 2004 that will consider protected areas is especially significant and the parties are strongly urged to heed the 'Message to the CBD' from this Congress and the suggestions listed below.

Economic, cultural, intrinsic, aesthetic and spiritual values of biological diversity are experienced by all people. At the same time the increasing rate of loss of biological diversity will seriously undermine the quality of life of future human generations unless this issue is addressed as a matter of urgency.

Ongoing and extremely rapid human-induced changes, such as habitat loss and spread of alien invasive species, continue to erode biodiversity, and species ranges are shifting due to climate change.

New analyses presented at this Congress have shown that the global PA network is far from finished, with significant gaps in the coverage of Protected Area systems for threatened species, globally important sites, habitats and realms.

These gaps and changes require the expansion of existing, and the strategic creation of new, protected areas while ensuring the connectivity of suitable habitat between them.

A reduction in the rate of loss of biological diversity can be achieved through protected area systems in all ecoregions of the world that are comprehensive, ecologically and biologically viable, representative, and effectively managed. Threatened species, particularly those listed in the IUCN Red List of Threatened Species, must be effectively conserved in these networks of protected areas.

The target to achieve “a significant reduction in the current rate of loss of biological diversity” by the year 2010, agreed by the 6th Conference of the Parties of the Convention on Biological Diversity (Decision VI/26), restated in the Hague Ministerial Declaration of April 2002, and endorsed by the world’s leaders at the World Summit on Sustainable Development (WSSD) in September 2002 remains valid.

The 6<sup>th</sup> Conference of the Parties of the Convention on Biological Diversity set an ambitious goal of achieving “by 2010 a significant reduction of the current rate of biodiversity loss at the global, regional and national level as a contribution to poverty alleviation and to the benefit of all life on earth”, a goal that was reiterated in the Johannesburg Plan of Implementation. The World Summit for Sustainable Development (WSSD) more specifically identified the creation of a representative network of marine protected areas by 2012, confirming the essential role of protected areas in achieving the 2010 target and in contributing to sustainable development.

The WSSD Plan of Implementation states that biological diversity plays “a critical role” in “overall sustainable development and poverty eradication” and that “biodiversity is currently being lost at unprecedented rates due to human activities”. Protected area systems should ensure that valuable ecosystem services are sustained.

Biodiversity is not evenly distributed across the globe, thus an effective network of protected areas to reduce the rate of loss of biological diversity should be based on an adequate understanding of the patterns of distribution of species, habitats, ecosystems and ecological processes across all scales. Systematic conservation plans and decision-support tools should be used to identify targets for protection based on such understanding.

The World Database on Protected Areas (WDPA) is a vital tool to measure the efforts of governments and civil society to build comprehensive protected area networks. This database is maintained by the UNEP-World Conservation Monitoring Centre with the support and assistance of the WDPA Consortium that includes members of international conservation NGOs and other interested agencies. The importance of the database has been reflected in the UNEP Governing Council decision of 2003, implemented through a

MOU signed between IUCN and UNEP at WPC 2003 and supported by the WDPA Consortium.

Many Multilateral Environmental Agreements, notably the Convention on Biological Diversity, the Convention on the Conservation of Migratory Species of Wild Animals, Convention on International Trade in Endangered Species of Wild Fauna and Flora, the Convention for the Protection of the World Cultural and Natural Heritage, and the Convention on Wetlands of International Importance, along with many regional agreements, recognize the importance of protecting biodiversity as a priority for all nations.

With these points in mind, participants in the workshop on Building Comprehensive Protected Area Systems concluded that nations need to consider biodiversity-based targets as a means of maximizing the coverage and representation of biological diversity and, in particular, threatened components of biological diversity in their protected area systems.

In addition to the conventional system of protected areas based on IUCN designated categories, a range of opportunities exist for enhancing coverage of protected areas, including community conservation areas, community managed areas, and private and indigenous reserves.

For protected areas to meet their biodiversity conservation and economic development objectives, they must receive adequate financial support. However, it is noted that many countries with the highest levels of biodiversity are challenged by inadequate financial means and by the imperative of poverty alleviation. Many countries therefore compromise on creating and/or effectively managing a comprehensive and effective protected area system even when it is not in the national or global interest.

1. URGE governments, non-government organizations and local communities to maximize representation and persistence of biodiversity in comprehensive protected area networks in all ecoregions by 2012, focusing especially on threatened and under-protected ecosystems and those species that qualify as globally threatened with extinction under the IUCN criteria. This will require that:
  - a. All globally threatened species are effectively conserved *in situ* with the following immediate targets:
    - i. all Critically Endangered and Endangered species globally confined to single sites are effectively conserved *in situ* by 2006;
    - ii. all other globally Critically Endangered and Endangered species are effectively conserved *in situ* by 2008;
    - iii. all other globally threatened species are effectively conserved *in situ* by 2010; and
    - iv. sites that support internationally important populations of congregatory and/or restricted-range species are adequately conserved by 2010;
  - b. Viable representations of every terrestrial, freshwater and marine ecosystem are effectively conserved within protected areas, with the following immediate targets:
    - i. a common global framework for classifying and assessing the status of ecosystems established by 2006;
    - ii. quantitative targets for each ecosystem type identified by 2008;

- iii. viable representations of every threatened or under-protected ecosystem conserved by 2010; and
  - iv. changes in biodiversity and key ecological processes affecting biodiversity in and around protected areas are identified and managed;
- c. Systematic conservation planning tools that use information on species, habitats and ecological processes to identify gaps in the existing system be applied to assist in the selection of new protected areas at the national level;
  - d. Regional landscape and seascape planning should consider locally generated maps, and incorporate zoning and management planning processes to assist in designing and enhancing comprehensive protected area networks that conserve wide-ranging and migratory species and sustain ecosystem services;
  - e. Protected area systems are established by 2006 that adequately cover all large intact ecosystems that hold globally significant assemblages of species and/or provide ecosystem services and processes;
  - f. Increase the coverage of protected areas in freshwater ecosystems as proposed by the Convention on Biological Diversity Recommendation VIII/2 to establish and maintain a “comprehensive, adequate and representative system of protected inland water ecosystems... using integrated catchment/watershed/river basin management” by 2012;
  - g. Create a representative network of marine protected areas by 2012, as stated in the WSSD Plan of Implementation;
2. URGE the parties to the CBD to make the achievement of the above-mentioned targets possible by adopting a strong program of work and consider legal mechanisms on protected areas at COP7 that ensures the establishment of a representative global network of protected areas. In support of the Program of work, establish an effective mechanism to measure progress towards the achievement of the above-mentioned targets and ensure the provision of adequate financing to support such a network, in accordance with Article 20 and Article 8(m) of the CBD;
  3. CALL ON governments, local authorities, donors and development assistance agencies, the private sector, and other stakeholders to financially support the strategic expansion of the global network of protected areas as well as the effective management of existing protected areas. Whilst taking appropriate steps to defray the attendant human opportunity costs where appropriate;
  4. URGE the private sector to adopt best practices that do not threaten, compromise or thwart the achievement of the aforementioned targets and to assist in the establishment of a comprehensive ecologically and biologically viable and representative network of protected areas;
  5. DEVELOP and implement innovative plans and legislation involving all stakeholders to conserve biodiversity and ecological processes effectively under various conditions of land and resource ownership and usage rights, as well as across national boundaries;
  6. ENSURE that further work towards building comprehensive protected areas systems takes full account of the rights, interest and aspirations of indigenous peoples, as well as of their desire to have their lands, territories and resources secured and protected for their own social and cultural survival;

7. PROMOTE socio-economic and cultural benefits of protected areas to foster support for the expansion of protected area networks;
8. URGE governments to use international instruments, such as the Convention for the Protection of the World Cultural and Natural Heritage and the Convention on Wetlands of International Importance, to enhance the protection given to sites, and pass domestic legislation to implement their convention obligations, with a view to achieving the targets outlined above;
9. ENCOURAGE the nomination of global physiographic, natural and cultural phenomena as large-scale multi-states serial World Heritage Routes to serve as frameworks for local and trans-boundary World Heritage sites and protected areas;
10. REQUEST the consortium of institutions responsible for maintaining and managing the World Database on Protected Areas to continue the process of enhancing the quality of the data, and making these publicly available and accessible; and
11. URGE the parties to the CBD to request all governments to provide annual updates of information to the WDPA;

Protected areas are clearly recognised as essential components of the achievement of all three of the objectives of the CBD, objectives that are in turn a critical part of the foundation on which any truly sustainable development must be built. The focus of the 7<sup>th</sup> meeting of the Conference of the Parties (COP7) on protected areas, therefore, provides an important opportunity to take specific action to implement these key internationally agreed targets and objectives and more specifically the 2010 target established by the COP.

**Key Target 1: specific action by the Convention on Biological Diversity to improve the role of protected areas in biodiversity conservation**

**International action**

The Congress calls on Parties to the Convention on Biological Diversity to consider the following actions, in order to contribute to the target adopted by the Conference of the Parties and recognized by the World Summit on Sustainable Development (WSSD), to achieve by 2010 a significant reduction of loss of biological diversity:

- Establish a global representative and effectively managed system of protected areas.
- Ensure that indigenous and mobile peoples and local communities fully participate in the establishment and management of protected areas and that mechanisms are put in place to guarantee that they share in the benefits arising from these areas.
- Implement a strong, comprehensive and sustainable programme on capacity building by 2005, including an implementation support mechanism.
- Provide new and additional financial and technical resources to developing countries in order to achieve the 2010 target as called for by the WSSD, noting that the Congress identified that \$25 billion in additional annual support is required to establish and maintain an effective global system of protected areas.
- Request the GEF to commit a substantial increase in funding for protected areas in its next replenishment.

- Recognise the diversity of protected area governance approaches, such as community conserved areas, indigenous conservation areas and private protected areas, and encourage Parties to support this diversity.
- Consider governance principles such as the rule of law, participatory decision-making, mechanisms for accountability and equitable dispute resolution institutions and procedures.
- Identify and implement policy reforms to provide a supportive enabling environment for more effective management of protected area systems and sustainable use of biological resources in their surrounding landscapes and seascapes.
- Promote synergies between the CBD and other agreements and processes such as the World Heritage Convention (WHC), the Convention on International Trade in Endangered Species of Fauna and Flora (CITES), the Ramsar Convention on Wetlands of International Importance and the Convention on Migratory Species, as well as regional initiatives.
- Consider the IUCN Protected Areas category system to be a common language that facilitates assessments of, and reporting on, protected area management (including on the Millenium Development Goal on Environmental Sustainability), and a basis on which standards and indicators can be developed.
- Require information on management effectiveness to be included in the national reporting process by 2008 and request the Secretariat to distribute this information.
- Adopt assessment systems for management effectiveness in 10 percent of protected areas by 2010.
- Encourage Parties to provide complete, precise and timely reports of their protected areas information on an annual basis through the World Database on Protected Areas (WDPA) mechanism.
- Action taken to establish marine protected areas outside of national jurisdiction, such as Antarctica.

The Congress therefore calls on the Conference of the Parties to:

- Adopt a rigorous programme of work on protected areas that responds to the needs identified at this Congress, as a contribution to meeting the 2010 target;
- Establish effective means of monitoring and assessing the implementation of the programme of work;
- Reaffirm their strong political commitment to the implementation of the programme of work; and
- In the event that assessment indicates that the programme of work is not adequate, to consider adoption of stricter measures, to ensure that protected areas can contribute most effectively to meeting the 2010 target.

### **Regional action**

- Regional action plans to be developed to implement the CBD Programme of Work proposed above to ensure representative coverage and management of protected areas in each continent, including collaborative efforts such as transboundary protected areas and multinational biological corridor programmes such as the Mesoamerican Biological Corridor.
- Integration of protected area systems into integrated river basin management programmes for the river basins shared by more than one nation.

- Development of regionally harmonized tentative lists of potential World Heritage sites.
- Co-ordination with regional agreements for environmental conservation (for example, the Africa Convention on the Conservation of Nature and Natural Resources).
- Form networks to support the development of transboundary conservation initiatives.

#### **National and local action**

- Each CBD party and other nations to develop measures to implement the CBD programme of work and monitor progress in achieving agreed targets.
- National and local plans for biodiversity to include recognition of the contribution of protected areas to achieving all three CBD objectives and targets for measuring progress.
- Identify local actions and resources which enhance and increases biodiversity.

#### **Protected areas authorities action**

- Protected areas authorities to implement the measures agreed upon in the CBD Programme of Work and share their experience in this regard.

#### **Specific IUCN-promoted action on biodiversity conservation**

**Action:** IUCN support and policy advice to the Convention on Biological Diversity, including its Conference of the Parties, the Subsidiary Body on Scientific and Technical Advice (SBSTTA) and the Secretariat of the Convention on implementation of Article 8 of the CBD and the development and implementation of a programme of work under the Convention. Lead: IUCN Secretariat on CBD.

**Action:** IUCN expertise used in the development and provision of guidance on protected area coverage, establishment, management, and monitoring of achievement. Lead: Secretariat Protected Areas Programme and SSC.

**Action:** IUCN support to Parties in the implementation of a programme of work under the CBD. Lead: IUCN Regional Offices and WCPA Regions.

**Action:** IUCN support for the establishment of a Global Transboundary Protected Areas Initiative. Lead: Secretariat Protected Areas Programme; WCPA Task Force on Transboundary Protected Areas.

**Action:** IUCN technical support to the World Heritage Committee and UNESCO World Heritage Centre to achieve complete knowledge of the world's remaining potential World Heritage sites. Lead: IUCN World Heritage programme and WCPA.

**Action:** IUCN expertise used in development of improved mechanisms and guidelines for reactive monitoring and World Heritage in-Danger listing. Lead: IUCN World Heritage programme, Environmental Law Programme and WCPA.

**Action:** IUCN advice and expertise on all aspects of identification, evaluation, management and monitoring of World Heritage site. Lead: IUCN World Heritage Programme, WCPA, IUCN Regional and Country Offices, IUCN Commission.

**Action:** the IUCN World Commission on Protected Areas to establish a task force on conservation planning to guide countries in the achievement of the targets outlined in this recommendation.

**Action:** IUCN to strengthen local and regional institutions to comprehend, understand and implement international instruments and protocols.

**Key target 2: specific action by all signatories to the World Heritage Convention to improve the role of World Heritage sites in biodiversity conservation.**

The World Heritage Convention protects cultural and natural heritage of outstanding universal value – jewels in the crown - comprising 149 natural, 582 cultural and 23 mixed sites.

However, attainment of its full potential and coverage requires identification and nomination of remaining potential sites, even notwithstanding inter-governmental jurisdiction disputes; capacity and effective management, especially of World Heritage sites in Danger and potential; priority in resource allocation; broader support; and non-exploration and non-exploitation of minerals, oil and gas.

#### **International action**

The World Heritage Committee in 2004 to give priority to achieving:

- Complete knowledge of potential World Heritage around the world, including the world's key terrestrial, freshwater and marine biomes of outstanding universal value.
- Assessment of the recurrent cost needs of all natural and mixed World Heritage sites.
- International co-operation to facilitate developing countries to obtain the necessary technical and financial support to nominate and to effectively manage their natural and mixed World Heritage sites; and enhance capacities and strengthen institutions.
- Better international, regional, national and local synergies and integration with other international conventions dealing with biodiversity and protected areas, in particular the Convention on Biological Diversity and the Ramsar Convention on Wetlands. Attention should be focused on resources and technical support.
- Development of improved mechanisms and guidelines for reacting monitoring and World Heritage in-Danger listing.
- Developing Global Training Strategy for World Heritage managers.
- Complete assessment of potential World Heritage sites.
- Encourage nomination of global physiographic, natural and cultural phenomena as large-scale multi-states serial World Heritage Routes to serve as frameworks for national and transboundary World Heritage sites and protected areas.

#### **National and local action**

- Preparation of specific national policies and legislation for the protection of World Heritage.
- World Heritage education and awareness.

**Protected area authority action**

- World Heritage site managers to seek the necessary skills and resources to achieve management effectiveness.
- Establish public, private and community partnerships for the benefit of local communities.

**Outcome 2: Protected areas' fundamental role in sustainable development implemented.**

Much wider recognition is needed that protected areas are an essential component of the wider environmental, social and economic agendas agreed at the Earth Summit in Rio in 1992 and further developed at the World Summit on Sustainable Development in Johannesburg in 2002. Poverty alleviation is probably the biggest issue, and protected areas can contribute significantly especially as many protected areas in the developing countries exist side by side with indigenous peoples and poor rural communities who have least access to health, education and other services. Improving human welfare, both tangibly and intangibly, must advance alongside effective protection using measures best suited to particular regional and local situations. Expanding the scale of action from the local to national and regional levels has the potential to reduce poverty and deliver greater social benefits at lower cost.

**Key Target 3: action taken to ensure that protected areas strive to alleviate poverty and in no case to exacerbate poverty****International action**

- International action should be focused on the integral fulfilment of the Millennium Development Goals and the outcomes of World Summit on Sustainable Development – targets especially on the combined achievement of poverty alleviation and reduction of biodiversity loss.
- Recognise formally the formative role which protected areas, including World Heritage and Ramsar sites, play in the social, economic and environmental components of sustainable development and stimulate, through leadership and financial support, the integrated and mutually reinforcing approaches of the three components. In particular, there should be greater recognition of the role of protected areas in watershed management, forest land restoration, and the provision of safe drinking water and integrated management of marine resources from coasts to open oceans.
- Develop means of capturing the economic values of protected areas to contribute to sustainable development.
- Ensure, through the design of Millennium Development Goal delivery mechanisms, that a robust framework is in place for integrating management of all biologically significant areas with development processes at all levels of scale, but especially through the Task Forces of the UN Millennium Project.
- Support the NEPAD Environmental Initiative through the implementation of the Durban Consensus on African Protected Areas for the New Millennium.
- Explore means by which protected areas can contribute to and be served by Integrated Water Resource Management Plans mandated by the World Summit on Sustainable Development

### **National and local action**

- All countries in their national and local planning frameworks and action programmes to develop schemes for protected areas to avoid increased poverty and to help in the alleviation of poverty, in changing the patterns of production and consumption to a more sustainable basis, and using them as places for protecting and managing natural resources for social and economic development. Particular action should focus on the role that protected areas can play in the cost-effective and environmentally sustainable provision of safe drinking water, including the wider application of payments for environmental services such as for water supplies, and food supply.
- All countries to develop economic instruments to achieve sustainable development benefits from protected areas.
- All countries to introduce methods to recognise the total value of protected areas to economic activity, social well-being, and environmental goods and services.
- Because of their fundamental contribution, Poverty Reduction Strategy processes routinely include planning for networks of ecologically representative protected areas.
- Strictly eliminate resettlement of indigenous peoples and local communities and the involuntary sedenterisation of mobile indigenous peoples without prior informed consent.
- Governments to work with businesses, protected area agencies and the voluntary sector to develop cross-sectoral approaches to sustainable development in which protected areas are key components in regional and national sustainable development programmes.
- Governments to adopt multi-sectoral approaches which support protected area managers (whether from government, community, indigenous or private sector) with capacity building and resources to support the role of protected areas in poverty alleviation and community development with the aim of these outcomes being integrated with a complementary to biodiversity conservation rather than in potential conflict for resources.
- All countries affected by HIV/AIDS should recognise that the pandemic is accelerating unsustainable use of natural resources and should promote alternatives including sustainable natural resource-based enterprises for community livelihoods.
- Countries to avoid conservation actions which enhance impoverishment, including cultural impoverishment.

### **Protected areas authorities action**

- Develop strategies and actions for the role of protected areas in disaster mitigation, such as flooding droughts, marine and freshwater pollution, creation of jobs and incomes for the local area, stimulate the ecologically sustainable use of renewable resources, and empower local communities through active participation.
- Review all policies, including tenure, finance, private sector investment and institutional arrangements, that work against or could be adopted to encourage sustainability. This should include a review of legal systems and procedures for classification of protected areas.

### **Specific IUCN-promoted action on sustainable development**

**Action:** develop and disseminate best practice on how protected areas help to reduce the cost of poverty alleviation, especially for water resources management and human-wildlife conflict. Lead: WCPA/CEESP Theme on Indigenous and Local Communities, Equity and Protected Areas and CEESP Theme on Sustainable Livelihoods.

**Action:** develop programmes for protected areas' contribution to poverty alleviation through disaster prevention in relation to floods and droughts; the promotion of environmentally sustainable forms of tourism involving surrounding communities; and the use of natural energy sources. Lead: WCPA Equity and Peoples Theme, and CEESP Theme on Environment and Security and Theme on Sustainable Livelihoods.

**Action:** develop and promote guidelines on IUCN Protected Area Management Category VI to complement those recently completed for Category V. Lead: new WCPA Task Force on Category VI.

**Action:** Use protected areas to demonstrate more ecologically sustainable use of production and consumption by:

- identifying the natural limits of systems and their carrying capacity for different activities in and outside protected areas through application of scientific and traditional knowledge;
- developing methodologies for internalising the costs of production and consumption and measuring outcomes; and
- integrating policy and action on support for change patterns.

Lead: IUCN Secretariat.

**Action:** protect and manage the natural resource base of economic and social development by:

- developing resource management at appropriate scales and including areas beyond the protected areas boundaries;
- introducing methods which recognise the total value of protected areas to society;
- using traditional and other knowledge in the environmentally sustainable use and management of natural resources. Specific action should focus on agriculture, forestry, fisheries, tourism and also the non-renewable mineral resources;
- developing programmes with clear targets for reduction in the loss of biodiversity;
- devising actions for contributing to reduction in global warming;
- increasing scientific understanding of resource management and developing measures of risk assessment, including application of the Precautionary Principle; and
- developing and implementing programmes and channelling resources to address conflict between humans and wildlife.

Lead: IUCN Secretariat.

**Outcome 3: A global system of protected areas linked to the surrounding landscapes and seascapes achieved**

The protection of biodiversity cannot be sustained in isolated protected areas alone. Many of these systems and species co-exist with human development in partly transformed environments currently without formal protection. Many exist across national boundaries with different legal systems and governance.

There are now more protected areas globally, covering 12% of the land but less than 1% of the sea. This is a significant achievement by governments throughout the world. New initiatives have been implemented globally under the Convention of Biological Diversity, the Ramsar Convention, the Convention of Migratory Species of Wild Animals, and the World Heritage Convention, regionally through specific Conventions and action programmes, and in many countries. Nevertheless, there are still many gaps in the system with many species and key ecosystems inadequately represented and too many protected areas lacking a sufficient legal basis and political support or without effective implementation. High priority should be given to new initiatives in marine systems. More so than at any previous WPC, the need to extend the coverage of marine protected areas (MPAs) across sovereign and international waters is being pushed. That less than 0.5% of the ocean is protected is considered by many to be an indictment of our failure to care for the ocean. But in particular the call for MPAs is backed by the worldwide collapse of fisheries and the attendant environmental damage and disruption to ecosystem structure and function. In addition, global climate change and its consequences are likely to alter the ecological character of protected areas, render some of them ineffective, and will require a range of adaptive management actions including the designation of supplementary and substitute areas and means of transfer and translocation. A system that represents all of the world's socio-ecosystems is proposed as the key target on the basis that protection at ecosystem level is essential for protecting the individual components: dependent species, habitats and landscapes. A systematic, scientifically based, approach is needed to define the spatial units (socio-ecosystems, ecoregions and bioregions) and recognise important factors including scarcity, rarity, vulnerability, and threats.

**Key Target 4: system of protected areas representing all of the world's ecosystems completed by 2010**

In the past, protected areas have too often been regarded as 'islands of protection' and the surrounding territory as a 'sea of devastation'. There are all too many examples where protected areas are cut off from the environment and the land uses and economic activities of the surrounding land and sea. Movement of species, nutrients and other environmental flows are not limited by these boundaries. New approaches to link protected areas, as natural functioning elements of wider ecosystems and landscapes/seascapes, need to be established: the landscape scale of operation with a package of relevant measures outside protected areas and implementation of ecological networks and corridors will become increasingly necessary. To extend conservation beyond boundaries it is necessary to go from the concept of a network, to one in which the territorial matrix (cultural and natural) is as important as the one from protected areas, and where both interact and relate to each other through the mainstreaming of environmental policies. Good examples of these approaches exist at regional and national scales around the world and can be used by authorities and other stakeholders as models of good practice to build new links and to improve existing ones.

**Key Target 5: all protected areas linked into wider ecological/environmental systems on land and at sea by 2015**

### International action

- Foster an integrated approach to designing PA systems that accommodates the full range of existing opportunities for in situ conservation of species and habitats across all scales, promotes linkages among terrestrial, coastal and marine areas where possible and recognizes the importance of all stakeholders in meeting this challenge.
- Intergovernmental action in all continents and oceans to establish protected areas in places of highest biodiversity status, focussing on those species and habitats that are poorly represented and face the greatest threat and in terms of the importance of the ecosystem function which they perform. Intergovernmental accords, treaties, convention and other international transboundary instruments should be used and linked, for example World Heritage, the CBD Jakarta Mandate and appropriate elements of UNCLOS, UN-FSA. Ecosystems likely to require most attention include freshwaters, grasslands, tropical dry forests, regional seas, polar regions and the high seas; species groups requiring particular attention are plants (including lower plants, lichens and fungi) and fish (including sharks).
- Create new and promote existing transboundary protected areas for communities separated by national borders, including corridors of connectivity for mobile indigenous peoples who have traditionally migrated across borders.
- A priority is to develop a linked, coordinated and consistent system of management, including protected areas, on the high seas, involving international collaboration amongst RFMOs, linked to parallel and complementary initiatives in coastal waters and EEZ seas.
- Complete assessment of potential World Heritage sites.
- Assessment is needed globally, regionally and nationally of the impact of climate change on protected areas to identify the appropriate location and scale for protected areas in a warmer world.
- Action is needed globally, regionally, nationally and locally to address the conflict that can and often occurs when species move into human inhabited areas surrounding protected areas.
- A priority is to develop limited, coordinated and consistently specified systems of management, including protected areas, on the high seas through international collaboration amongst RFMOs, linked to parallel and complementary initiatives in coastal waters.
- Integration of protected area management in bigger development plans as well as integrate human population concerns in PA planning and management.

### Regional action

- Authorities for regional conventions and protocols around the globe to agree and establish representative systems of protected areas within their jurisdiction by 2010. A bioregional approach needs to be developed as the framework for action.
- Countries where there are no regional conventions and where these would provide a framework for international environmental cooperation should formally consider establishing new protocols. Priority should be transboundary cooperation in regional seas, watersheds, mountain chains and shared river basin.
- Intergovernmental action should be taken to develop major linkages strategies and actions across international boundaries and linking protected areas with the surrounding land and sea, as well as designating networks of sites used by migratory

species. Emphasis should be on major natural systems such as river basins and corridors, mountain chains, coastal, EEZ, shelf seas, and high seas, polar regions and on those wide-ranging migratory species where protected areas measures alone will not be adequate.

- Linkages of protected areas across international and intra-national boundaries to achieve complementary aims and management actions should be a priority of governments where terrestrial and marine transboundary protected areas occurs.
- Establish a fora and support mechanisms to share lessons and strengthen skills to deal with preventing and mitigating human-wildlife conflicts, by managing these issues at wide scale.
- Support regional integration actions that will promote the harmonization of policies and legislation in the management of protected areas.

### **National and local action**

- Encourage the reviews of conservation initiatives on a national basis, and assist in harmonising and connecting innovative and traditional governance types within overall national and regional conservation systems.
- National authorities with the participation of other stakeholders, particularly the indigenous and local communities affected or interested, should carry out national reviews of conservation initiatives, including innovative and traditional/customary governance types and assess how best to harmonize and connect them within an overall system likely to more resilient and sustainable.
- Each authority with relevant jurisdiction at national and sub-national level should develop an overall plan for its protected areas, within a framework that is based on bio-geographical regions and in consultation with all relevant constituencies. Within these regions, gaps (including biodiversity hotspots and under represented bioregions) in the representative system of protected areas should be filled by 2010.
- Each authority should restore ecological processes in degraded areas both within protected areas and in their surrounding landscapes to ensure ecological integrity of protected areas.
- Each authority, in consultation with all relevant constituencies, should review the scope and need for change of boundaries, including the expansion of protected areas beyond existing boundaries, in recognition of environmental, social, cultural and economic linkages.
- Coordination with national adaptation plans under the UN Framework Convention on Climate Change to ensure that adaptation plans for protected areas are in place.
- Zoning measures within and on the edge of protected areas and connectivity measures, such as ecological and social networks, corridors, and fresh water flows, should be considered at the appropriate scale by protected area authorities and adjacent jurisdictions, in consultation with all relevant constituencies.
- Adoption of a policy framework and incentives that encourage the active participation of local communities in biodiversity stewardship.
- Adapt protected area and community conserved area management to the special needs of mobile communities where relevant, including their seasonal or temporary use rights, preserving the integrity of their migratory routes (corridors), and targeting mobile use to achieve conservation objectives.

### **Specific IUCN-led Action on completing the system**

**Action:** agreement on a global scheme of bio-geographical subdivisions as a basis for reviewing gaps in protected areas including World Heritage. Lead: WCPA Building the Global System Theme.

**Action:** collaborative effort internationally, regionally and nationally in examining the current system of representation, identifying gaps and making recommendations to the appropriate authorities. Special attention is likely to be required for freshwaters, grasslands, regional seas, the high seas, and polar regions, and also on implementing the *Global Strategy for Plant Conservation*. Lead: WCPA Building the Global System Theme.

**Action:** guidance on effective legal mechanisms for the establishment and management of protected areas to be produced and disseminated, and advisory service made available. Lead: IUCN CEL.

**Action:** encourage the full use of the IUCN Management Categories for Protected Areas in establishing new systems and improving existing ones. Lead: WCPA Management Effectiveness Theme.

**Action:** update the 1994 IUCN Protected Areas Management Categories guidance, develop a programme of capacity building to improve understanding of the system, and operate a programme of research and monitoring on the impact of the system. Lead: new WCPA Task Force on Categories.

**Action:** provide assessment of major global changes, including climate, on identification and management of protected areas. Lead: WCPA EEP Programme.

**Action:** IUCN to support and contribute knowledge to the establishment of marine protected areas in the Antarctic

### **Specific IUCN-led action on linkages**

**Action:** opportunities taken for developing linkages programmes in all continents, especially across international boundaries, using networks of different categories of protected areas and corridors, for example along and across all waters out to the high seas, in river basins and in the mountain chains. Ensure that sites important for migratory paths along the East Asian Flyway and important marine sources or transit areas are included. Lead: WCPA Regions and proposed new WCPA /CEESP/CEL Task Force on Governance.

**Action:** Develop an open reporting system on the global distribution, extent and status of marine protected areas, with wide information dissemination, encouraging international participation and feedback. Lead: WCPA working through the global consortium of the World Database on Protected Areas, and the UNEP World Conservation Monitoring Center.

**Action:** further compilation of methods of linking protected areas with surrounding landscape and seascape compiled and disseminated. Lead: WCPA/CEM joint Task Force.

**Action:** transboundary protected areas and *Parks for Peace* initiatives to be established in all continents and oceans. Lead: WCPA Regions supported by WCPA Transboundary Task Force.

**Action:** encourage examination of protected area boundaries where these restrict the achievement of biodiversity objectives. Lead: WCPA Regions.

### **Specific IUCN-led action on protected area classification**

**Action:** new protocol to be established for the verification of protected areas in relation to the IUCN Management Categories on Protected Areas prior to compilation of the next UN List of Protected Areas. Lead: new WCPA Task Force.

**Action:** In order to refine reporting on marine protected areas, reconsider the existing IUCN definition of a marine protected area. In particular to consider the exclusion of coastal/intertidal sites if these do not include sub-tidal water. This to be discussed in preparation for presentation at the forthcoming General Assembly.

**Action:** update protected area database with sites that do not conform the nomenclature of IUCN categories (e.g. game reserves, community-based reserves)

#### **Outcome 4: Improved quality, effectiveness and reporting of protected area management in place**

Completing the global system of protected areas will not be sufficient and has to be accompanied by improvements in the health of protected areas and by improvements in the capacity to manage them effectively. Good progress has been through the development of the WCPA framework and associated systems on management effectiveness. In many places monitoring and evaluation systems need to be adopted and implemented, in others they need to be more comprehensive, participatory and affordable and the results used to inform changes to plans and management. In addition, scientific and other technical research and investigation should be undertaken to ensure that there is sufficient knowledge of trends in ecological, environmental, social, cultural and economic indicators to allow informed management decisions to be taken. Particular attention should be paid to the likely effects of climate change on protected areas and plans of action drawn up and implemented. The value of indigenous and traditional knowledge should be recognized and utilized and the material used effectively in participatory management and there is a need for a clearer understanding of how cultural and spiritual values can be fully recognized and appropriately protected alongside natural ones. The skills now required to manage protected areas are more specialized and broader than in the past. And new protocols are needed for evaluating the efficacy and effectiveness of management in relation to the IUCN Management Categories for Protected Areas, which take on board the increased recognition of cultural and spiritual factors in the effective management of protected areas among other factors.

#### **Key Target 6: all protected areas to have effective management in existence by 2015**

##### **International action**

- Global assessment through the CBD process of the effectiveness of protected areas management and associated compliance mechanism, focusing in particular on reducing biodiversity loss, habitat fragmentation, landscape destruction, the effects of climate change, introduction of disease and other key indicators of the integrity of protected areas.
- Donors to assist in increasing capacity of protected area management to undertake effectiveness evaluation.

##### **National action**

- Quantifiable, verifiable and sustained monitoring and evaluation systems to chart the state of protected areas and their key attributes, as developed by WCPA, to be put in place by national governments and devolved administrations in collaboration with

other stakeholders, the results used to influence planning and management decisions and progress towards agreed targets assessed.

- Resources to be made available by national governments and devolved administrations to protected areas authorities and indigenous and local communities to implement evaluation systems for improving management effectiveness.
- Legal or other relevant and appropriate basis for all protected areas established and implemented by national governments and devolved administrations in collaboration with other stakeholders.
- Assessment of impacts of climate and other significant change on protected areas and adaptation plan in place.
- Establish recruitment, training and continuing professional and volunteer development programmes and standards to ensure that all necessary skills and expertise is available to the protected area authorities and other relevant constituencies, ensuring HIV/AIDS is integrated so as to minimise staff losses and maintain return on investment in these programmes.
- Resources to be made available for establishing, developing and maintaining volunteer development programmes.
- The development of human resources policies and programmes for protected area staff.
- To encourage transparency and accountability by encouraging the establishment of clear system or reporting, auditing and accounting for each protected areas.
- Develop a programme to generate baseline data through surveys for some protected areas in the region.

#### **Protected area authorities action**

Support the Implementation of monitoring and evaluation systems, consistent with the WCPA framework, that are sustainable and resource efficient, engaging other institutions and local communities. Use the results to improve all aspects of management and to ensure that the results are made available to all relevant constituencies

- Ensure adequate capacity is available to protected area managers and relevant stakeholders so that assessments can be undertaken to appropriate standards.
- Consider the issue of accreditation/competency evaluation for indigenous and local community organisations in relation to protected area and/or Community Conserved Areas management.
- Ensure use of a wide range of knowledge and information from scientific, management, technical, community, and traditional sources.

#### **Specific IUCN-led action on monitoring and evaluation systems**

In collaboration between and with WCPA, CEESP, CEL joint task force on Governance, and TILCEPA, as appropriate:

**Action:** make available participatory decision-support tools for monitoring and evaluation systems and their use in improving protected areas management effectiveness by all stakeholders, including the development of key performance indicators. Lead: WCPA Improving Management Effectiveness Theme.

**Action:** establish and disseminate protocol on participatory evaluation systems and case studies of effective collaborative approaches. Lead: WCPA Improving Management Effectiveness Theme.

**Action:** establish protected area category verification and certification systems and trial in WCPA Regions, especially Europe. Lead: WCPA Europe.

**Action:** provide guidance in selection of participation evaluation systems and/or undertake review of evaluation systems for protected area agencies; on request and subject to availability of relevant experts and necessary resources. Lead WCPA Regions.

### **Specific IUCN-led action on capacity building**

**Action:** transform the WCPA Training Task Force into a WCPA Capacity Development Task Force to guide the implementation of the recommendations relating to capacity development of the V<sup>th</sup> World Parks Congress. Lead: WCPA

**Action:** establish a “Protected Areas Learning Network” (PALNet) through which stakeholders at all levels can acquire and share best practices and thereby enable and empower themselves to play their full role in protected area management. Joint Leaders: WCPA Management Capacity Theme and WCPA Capacity Development Task Force.

**Action:** coordinate a consortium of international organizations, training institutions and centers, and other organizations to: develop and conduct campaigns for higher level decision-makers to develop understanding that protected areas and the goods and services they provide are critical for the well-being of society as a whole; encourage partnerships between training institutions, protected area agencies, private sector and community-based organizations for the design and implementation of responsive training; and promote establishment and strengthening of regional networks of trainers and training institutions for capacity development in protected areas management. Lead: WCPA/ CEE.

**Action:** establish generic global competency standards for protected areas staff, which can be adapted at local, regional and national levels, and encourage and enable use of standards and self-assessments to support improved effectiveness of protected area staff and training. Lead: WCPA Capacity Development Task Force

**Action:** develop a work plan to transform current traditional approaches to training and capacity building to ones based on capacity development as a change process involving individuals, institutions, and societies as a whole.

Lead: WCPA Capacity Development Task Force

**Action:** Developing a pool of learning sites to function as best practice models for training

**Action:** Organising regional protected areas conference or seminars regularly

### **Specific IUCN-led action on protected area data bases**

**Action:** an accessible protected area database to be reconfigured, updated, maintained and made available to all authorities and other constituencies. Lead: WCPA Information Management Task Force.

### **Specific IUCN-led action on zoning for improving management effectiveness**

**Action:** encourage appropriate and effective use of zoning in protected areas to allow different objectives to be achieved. Lessons from implementation of zoning systems, including in Biosphere Reserves, should be compiled and disseminated. Lead: WCPA Management Effectiveness Theme.

**Action:** Identify examples where private reserves have a complimentary role to the governmental system of Protected Areas.

#### **Specific IUCN-led action on management categories**

**Action:** the existing management categories to be reviewed to establish a clearer recognition of the interdependence of cultural and natural assets.

At present, managers of protected areas and other primary stakeholders have not sufficient knowledge, skills, capabilities and tools to face effectively the challenges of global changes. The skills and competencies now required are more specialized and broader than in the past. It is therefore a key priority to strengthening capacities at individual, institutional and societal level.

#### **Key Target 7: all protected areas to have effective capacity to manage.**

##### **International action**

- Establish and strengthen an international network of training organizations, regional centers of excellence and others involved in capacity building.
- Promote measures specifically addressed to higher level decision makers to improve their understanding of the environmental, economical, cultural and social values and benefits of protected areas.
- Promote the development of an inventory and a data base of all institutions in the world specialized in training and capacity building. The data base should also include the main learning support materials useful for protected areas management.
- Improve opportunities of non conventional learning (distance education, learning networks, practical on-the-job training...)

##### **National action**

- Promote linkages between non formal and formal educational institutions to enhance the effectiveness of capacity building process
- Develop and implement a national strategy and guidelines to ensure adequate capacity building to all protected areas stakeholders. The strategy should include permanent training programmes and specific actions to promote participatory processes, communication, education and public awareness
- Establish recruitment, training and continuing professional development programmes to ensure that all necessary skills and expertise is available to the authority and other relevant constituencies

##### **Protected areas authorities and local action**

- Promote the conditions and ensure the means for the effective engagement of Indigenous Peoples, local communities and other local stakeholders in conservation. The focus of attention should be on building the capacity of communities to engage effectively.
- Ensure that each protected area has recruitment, training and continuing professional development plan and programmes for managers and staff.

#### **Specific IUCN-led action on capacity building**

- Propose guidelines for developing and assessing capacity building for protected areas

Lead: WCPA Training and Protected Area Task Force

#### **Outcome 5: The Rights of Indigenous Peoples, Mobile peoples and Local Communities Recognized and Guaranteed in Relation to Natural Resources and Biodiversity Conservation**

Indigenous peoples, including mobile peoples,<sup>1</sup> and local communities live in the majority of the high biodiversity regions in the world. Their physical, cultural and spiritual survival and well-being is inextricably linked to the maintenance of the multiple relationships with and their security of tenure over their traditional lands, territories and resources. The international community has acknowledged their vital role in the achievement of sustainable development. Indigenous peoples' knowledge is a fundamental part of their cultural and intellectual heritage, including management of natural landscapes and resources, specific sites, species, sacred areas and burial grounds.. And yet, their roles, knowledge and customary laws have frequently been disregarded or minimized by all sectors of the conservation community.

In many cases, protected areas have been established without adequate attention to and respect for the rights of indigenous, mobile peoples and local communities, especially their rights to lands, territories and resources and their right to freely consent to activities that affect them. Oftentimes, indigenous peoples have been expelled from protected areas created in their territories thereby severing their relationship with their territories and undermining their cultural integrity. Indeed, indigenous peoples and local communities often have borne the costs of and received few benefits from protected areas. Acknowledging that many mistakes have and continue to be made and desiring to contribute to the goal of the United Nations International Decade of the World's Indigenous People, which ends in 2004, we believe that there is an urgent need to re-evaluate the wisdom and effectiveness of policies affecting indigenous peoples and local communities.

**Key Target 8: all existing and future protected areas shall be managed and established in full compliance with the rights of indigenous peoples, mobile peoples and local communities.**

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<sup>1</sup> By mobile indigenous peoples (i.e., nomads, pastoralists, shifting agriculturalists and hunter-gatherers), we mean a subset of indigenous peoples whose livelihoods depend on extensive common property, use of natural resources and whose mobility is both a management strategy for sustainable land use and conservation and a distinctive source of cultural identity.

**Key Target 9: protected areas shall have representatives chosen by indigenous peoples and local communities in their management proportionate to their rights and interests.**

**Key Target 10: participatory mechanisms for the restitution of indigenous peoples' traditional lands and territories that were incorporated in protected areas without their free and informed consent established and implemented by 2010.**

#### **International action**

- The 7<sup>th</sup> Conference of Parties of the CBD to ensure the implementation of the spirit and intent of articles 8j, 10c and related provisions of the CBD and to collaborate with indigenous peoples and local communities in the further articulation of the various components of these provisions;
- Various relevant parties, including UN bodies, representatives of indigenous and mobile peoples and the IUCN, to establish an international mechanism such as a "Truth and Reconciliation Commission" to shed light on controversies, redress inequities and promote reconciliation and collaboration between indigenous and mobile peoples and Protected Areas;
- The Permanent Forum on Indigenous Issues to act upon its recommendation to the World Parks Congress, issued in May 2003 (E/C.19/2003/22);
- The Global Environment Facility and the World Bank Group to ensure that the draft revised policy on indigenous peoples (draft OP 4.10) is fully consistent with indigenous peoples' rights and that conservation activities funded by them, including compensatory environmental measures under the Critical Habitats Policy, ensure respect for indigenous peoples' and local communities' rights;
- ENSURE that Mobile Indigenous Peoples have secure and full rights to co-manage and self-manage their lands, that they can derive equitable benefits from the use of natural resources, including eco-tourism, and that their customary law is respected and recognized in national law;
- RECOGNISE collective and customary rights of mobile communities and respect the integrity of the Mobile Indigenous Peoples' resource management systems;
- RECOGNIZE Mobile Indigenous Peoples' community conserved areas as a protected area governance type, and build upon their traditional and evolving institutions and customary norms;
- PROMOTE policies to facilitate cross-border mobility and trade in transboundary protected areas by Mobile Indigenous Peoples who have traditionally lived in and used those areas; and
- URGE Governments to approve the UN Draft Declaration on the Rights of Indigenous Peoples as adopted in 1994 by the now UN Sub-Commission on the Promotion and Protection of Human Rights, and ratify and effectively implement ILO Convention 169 concerning Indigenous and Tribal Peoples in Independent Countries, where the relevant people so wish.

#### **National and local action**

- Achieve recognition of customary and other rights of indigenous peoples and local communities to their lands, territories and natural resources.

- Officially recognize the contribution and status of community conserved areas and related types of natural resource protection and management and indigenous-owned, designated and managed protected areas in the IUCN protected areas management categories.
- Undertake a review of all existing conservation laws and policies that impact on indigenous peoples and ensure that all parties work in a coordinated manner to ensure effective involvement and participation of indigenous peoples, mobile peoples and local communities.
- Adopt and implement laws and policies on indigenous peoples and local communities' control over their sacred places, with their full and effective participation.
- Recognise the importance of mobility as a vital livelihood system and a traditional lifestyle relevant for conservation in the areas where mobile indigenous peoples have lived traditionally;
- Preserve and restore the integrity of mobile indigenous peoples' traditional lands, including migration routes;
- Develop programmes that build capacity of local communities as well as indigenous and mobile people to effectively engage in conservation and protected area management.
- ADOPT and promote adaptive management approaches that recognize the dependence of Mobile Indigenous Peoples on common property resources and build on their mobility and different lifestyles, livelihoods, resource rights and tenure, customary laws, and dynamic scales of land use;
- ADAPT protected area and community conserved area management to the special needs of mobile communities, including their use rights, resource management practices, seasonal and temporal rights, corridors for movement, and targeting mobile use to achieve conservation objectives;
- RESPECT, promote and integrate the use of traditional knowledge, institutions and customary laws and resource management practices of Mobile Indigenous Peoples alongside mainstream science on a complementary basis. Develop common conservation objectives. Ensure that development of protected areas and related interventions are evaluated on the basis of local knowledge and are implemented through Mobile Indigenous Peoples' institutions;
- RECOGNIZE and guarantee the rights of Mobile Indigenous Peoples to the restitution of their lands, territories and resources, conserved and traditionally occupied and used sustainably by them, that have been incorporated within protected areas without their free, prior and informed consent; mobility should be restored where appropriate;
- PROMOTE cross-cultural dialogue and conflict resolution within and between mobile and sedentary people around and in protected areas;

**Protected area authority action**

- All protected area authorities are encouraged to adopt measures, policies and practices which provide for full recognition of and respect for the rights of indigenous peoples and local communities; ensure that their voices are heard and respected in decision-making; incorporate traditional knowledge, innovations and practices; ensure an equitable distribution of benefits, authority and responsibilities; and encourage mutually acceptable incentive mechanisms.

- All protected area authorities to develop and adopt mechanisms to guarantee the meaningful participation of indigenous peoples and local communities in the designation and management of protected areas.
- Protected area authorities are encouraged, with the free, prior and informed consent of indigenous peoples and in consultation with stakeholders to support the recognition of community conserved areas, formal co-managed protected areas or indigenous-owned and managed protected areas (check against previous).

### **Specific IUCN-led action on indigenous peoples and local community engagement**

All the following activities shall be conducted in full partnership with the representatives chosen by indigenous peoples and local communities:

**Action:** guidance and best practice produced and disseminated to all parties on the engagement of indigenous peoples and local communities in protected areas, including their roles in the identification, establishment and management of areas and use of traditional knowledge. (combine with action 33)

Lead: WCPA/CEESP TILCEPA.

**Action:** establish support mechanisms for building the capacity of local communities to engage effectively with protected area authorities.

Lead: WCPA/CEESP TILCEPA.

**Action:** provide support to indigenous peoples and local communities and authorities on community conserved protected areas, co-managed and indigenous-owned and managed protected areas.

Lead: WCPA/CEESP TILCEPA.

**Action:** provide advice on reforming national laws, policies and conservations programmes to respect indigenous peoples' and local communities' rights.

Lead: WCPA/Commission on Environmental Law/Customary Law.

**Action:** strengthen training organizations and coordinate training measures of local authorities on the rights of indigenous peoples and co-management of protected areas.

Lead: WCPA Training Task Force.

**Action:** conduct an implementation review of World Conservation Congress Resolution 1.53 – Indigenous Peoples and Protected Areas and the IUCN/WCPA/WWF 1999 *Indigenous and Traditional Peoples and Protected Areas: Principles and Guidelines* with the full participation of persons freely chosen by indigenous peoples and where necessary, amend the 1999 Principles and Guidelines. Lead: WCPA (add section to previous recommendation to include review)

**Action:** The IUCN and its members and other conservation actors to collaborate with and be guided by the UN Permanent Forum on Indigenous Issues and its working group on the right to free, prior and informed consent. IUCN to present a report on progress made in the implementation of the UN Permanent Forum recommendation to the annual session of Permanent Forum.

- An increased commitment to the recognition of women's knowledge of local ecosystems, and to acknowledging and enhancing their roles in decision-making for natural resources management.

- A special commitment to increase the capacity of poor women, the majority of the poor, to engage as key stakeholders.

**Action:** guidance and best practices produced and disseminated to all parties on the importance of a gender perspective for the management and conservation of protected areas. Lead: WCPA.

### **Outcome 6: Empowerment of Younger Generations Achieved**

To the current point in time there has been incomplete involvement of younger generations at all levels of the governance and management of protected areas. There is a need to more effectively engage younger generations in these endeavours. The input from younger generations in decision making, strategic planning and programming is essential in securing the sustainable future of protected areas.

Thus, we strongly encourage governments, non-governmental organizations, multilateral and bilateral organizations, and all other relevant bodies to incorporate the input and perspectives of younger generations in these processes.

**Key Target 11: ensure the greater participation of younger generations in the governance and management of protected areas and take action to strengthen their capacity to contribute to and expand the conservation community as a whole.**

#### **International action**

- Expand the base of resources available for younger generations to build professional capacity and to increase incentives for engagement of younger generations particularly in developing countries , to build broader support for protected areas and a sense of partnership between the younger generation in all constituencies at the global level.
- Mobilize resources to encourage nationals in developing countries to conduct research related to protected areas within their home countries.
- Mobilize and engage prominent and renowned figures like IUCN patrons and UN ambassadors in reaching out for the highest policy and decision makers in support of national PA policies and legislations.

#### **National action**

- All governments must be encouraged to include environmental education as part of their educational curriculum at all levels of the educational system
- All governments must increase financial resources to sufficiently support younger generations in professional capacity building initiatives such as internships, fellowships, exchange programs, and institutions of higher learning.
- Identify local opinion leaders from the younger generation as targets for outreach to enhance the rapid dissemination of positive park-related conservation messages to build support for protected areas from younger generations.

#### **Local action**

Encourage the involvement of younger generations in all aspects of protected area management.

**Specific IUCN-led action on engagement of younger generations:**

**Action:** Urge the Chairs of IUCN's commissions to establish a WCPA led Task Force on Intergenerational Integration within IUCN which will develop within the next two years a comprehensive program of work to encourage institutions and organizations to engage younger generations and elders in decision-making. For ten years this Task Force is to provide monitoring of the participation of Lead: WCPA

**Action:** Develop a program to facilitate the placement of a representative for younger generations in IUCN commissions and advisory bodies within two years. Lead: WCPA.

**Action:** promote and support commitments for increased resources for professional capacity building initiatives such as internships, fellowships, north-south and south-south exchange programs, regional training centers and institutions of higher learning, to strengthen the ability of younger generations to participate in decision making processes Lead: WCPA and CEC.

**Action:** Establish WCPA Conservation award for individuals and institutions having significantly contributed to Protected Areas.

**Action:** Urge governments to incorporate environmental education with regard to protected areas as part of their educational curricula at all levels of the educational system. Lead: WCPA CEC.

**Outcome 7: Significantly greater support for protected areas from other constituencies achieved**

There is a need to establish and recognise mutual agendas for protected area conservation among diverse constituencies. This should result in the development of many partnerships. Future action needs to focus on widening the awareness and understanding of the value of protected areas in their own right and for the benefit of indigenous peoples and local communities and civil society. The role of protected areas in supplying environmental goods and services, such as clean water and grazing land, as reservoirs for sustainable populations of coastal and high seas taxa (including those of commercial importance) and as a buffer for absorbing land and air-based pollutants, should be better researched and promoted. Better links between protected areas and the cultural heritage of communities and society, including the sacred and spiritual aspects of these areas, needs to be recognised. Also, the way in which protected areas can contribute to the achievement of sustainable development and the conservation of biodiversity needs to be addressed.

Many poor rural communities live in and around protected areas, and overlap indigenous peoples' territories and have the least access to health, education and other services and incur costs of species movement outside protected areas and are often adversely affected by protected areas. Local sustainable development must advance alongside more effective protected areas management. Employment opportunities through sustainable utilization of natural resources, for instance environmentally sensitive tourism, sustainable coastal fisheries and water resource management, should be realized. It must be recognized that balancing of the financial flows will be required to avoid placing the entire burden on indigenous peoples and local communities and all of the benefits at national and global levels.

It is vital to ensure that protected area authorities and staff engage with all ages, including children and young people, both genders, indigenous peoples and all ethnic groups in

society. An inclusive approach has to be the new order. The volunteering sector should be developed to play a greater role in promoting the benefits of protected areas to communities and individuals both within and outside these areas.

Visitors to protected areas are increasing and the demand is likely to continue. It will be important to realise the many positive benefits: revenue generation, increased understanding and awareness of the world's most important places and the cultural values of host communities, greater awareness by local communities of local assets, and also to minimize the environmental damage and costs.

### **Key Target 12: support achieved from all major stakeholder constituencies**

#### **International action**

- Global conventions and congresses to ensure that all interested and affected parties in protected areas are actively involved in developing the new agenda for protected areas. This should include stakeholders with interests in exploitation of natural resources.
- Establish an international network of training organisations involved in capacity building, under the CBD programme of work on protected areas.

#### **National and local action**

- Review of all policies affecting protected areas to be undertaken and changes made by national governments and devolved administrations to ensure complementarity between economic and social policies and protected area objectives. Those policies and practices that damage or are likely to damage protected areas should be prohibited.
- Promote strategic environmental assessment and multi-criteria analyses as tools for identifying optimal land use and programme options.
- National governments and devolved administrations in their respective planning frameworks and action programmes should develop schemes for protected areas to help in the alleviation of poverty (in the widest sense of the term), the prevention of natural disasters and in changing the patterns of production and consumption to a more sustainable basis; they should use protected areas as places for protecting and managing natural resources for social and economic development. This should primarily involve authorities with responsibility for protected areas, water, energy, forestry, agriculture, fisheries, mining and tourism.
- National governments and local authorities to demarcate and recognise indigenous peoples' territories in support of community conservation.
- National governments and devolved administrations to develop and improve, where available, economic instruments to achieve sustainable use benefits from protected areas.
- National governments and devolved administrations to introduce methods in their economic appraisal methodology (including opportunity costs) to recognise the total value of protected areas to economic activity, social well-being and provision of environmental goods and services.
- Incentive and regulatory regimes for improving protected area management should be put in place by national governments and devolved administrations. Positive incentives to maintain and improve the biological, landscape and cultural diversity of

protected areas should be developed and implemented. Sub regional and catchment strategic development initiatives should provide incentives for managing protected areas as part of sustainable development programmes.

- National governments to ensure that national level plans recognize the role and value of protected areas and the economic and social penalties of wrong or inadequate decisions about protected areas. Devise policies and frame rules for co-sharing the responsibility of the management of protected areas.
- Establish mechanisms to provide economic incentives to those stakeholders having subsistence dependence on the protected areas.

### **Protected area authority action**

- Action programmes, developed by protected area authorities, in collaboration with relevant constituencies, to increase awareness of the purpose, values and benefits of protected areas to be put in place aimed at politicians and other decision makers and their advisers, business, social and cultural groups, while ensuring the development of programmes that will effectively engage future leaders from all constituencies in decision making processes. These action programmes need to be developed in local and regional contexts and ensure integration of protected areas as assets into economic and social programmes.
- Develop partnerships with business and other interests to ensure that protected areas are placed at the core of regions and country's sustainable development programmes.
- Indicate clearly to other stakeholders and decision makers the key protected area priorities and the reasons for them.
- Key stakeholders, including commercial consumers, to be part of the consultative processes for defining/refining the goals, objectives and plans for protected areas and for implementing them in practice.
- Identify the overall costs to society of inadequate protection and management of protected areas, especially in relation to the life support systems which they provide for society.
- Recognize and listen to the social, economic and political dislocation and disruption that protected areas can cause as a first step to building alliances.
- Develop partnerships with local communities and volunteer organisations to encourage the development of conservation volunteer programmes.
- Develop strategies and actions for the role of protected areas in disaster mitigation, such as flooding and droughts, creation of jobs and incomes for the local area, stimulate the sustainable use of renewable resources, and empower Indigenous Peoples and local communities to contribute to conservation and sustainable livelihoods through community conserved areas, co-managed protected areas and other participation mechanisms.
- Develop programmes to create markets for the goods and services provided by protected areas.

### **Specific IUCN-led action on raising awareness on benefits of protected areas**

**Action:** clear explanations of the roles and benefits to society of protected areas to be produced and available in many languages. Lead: IUCN Programme on Protected Areas.

**Action:** methodology on accounting for the benefits of protected areas compiled and disseminated. Lead: IUCN Economics and the Environment Adviser.

**Action:** accords developed and agreed with the key multinational stakeholders on the role of protected areas and the active participation of these interests in their perpetual protection with the full and effective participation of indigenous peoples and local communities. Priority should be given to the tourism, forestry, mining, energy, fisheries and agriculture sectors. Lead: IUCN Director General, IUCN Council, WCPA Commission Chair and CEESP Chair.

#### **Specific IUCN-led action on policy, incentives and regulation**

**Action:** examples of effective and poor practice on policies, incentives and regulation of activities affecting protected areas compiled and disseminated. Lead: WCPA Global Change Theme.

**Action:** develop action plans to maximize the positive and minimize the negative effects of subsidies, land uses and other economic activities on protected areas. Lead: IUCN Regional Offices and WCPA Regions.

#### **Specific IUCN-led action on conflict resolution**

**Action:** provide advice, guidance and training on the use of conflict resolution procedures. Lead: WCPA Equity and People Theme.

#### **Specific IUCN-led action on outreach**

**Action:** Develop interactions with fishers, and fishery managers to support development of MPAs in coastal, EEZ, and high seas – lead: WCPA Marine High Seas Working Group

**Action:** Take the lead on establishing a network of volunteer agencies and organizations to stimulate active volunteer programmes. Lead: IUCN CEESP.

**Action:** develop interactions with fisheries and fishery managers to support the development of marine protected areas in coastal, regional and high seas.

#### **Specific IUCN-led action on capacity building**

**Action:** Establish an inventory of all institutions in the world specialised in training and capacity building related to protected area management.

#### **Outcome 8: Improved forms of governance, recognising both traditional forms and innovative approaches of great potential value for conservation, implemented**

Governance is about leadership, and the sharing of powers, vision and commitments; it is about our will to think beyond where we are and where we want to be. In order to build it is the institutions and frameworks that can help us get there. It is about the performance of these institutions against the mandates they are responsible for. And, it is about the relationship among these institutions, communities and interests, and their accountability to society. Governance, then, is central to the conservation of protected areas throughout the world and is fundamental to ensuring that future and current generations are well served.

Underlying governance is a set of principles representing what many would describe as fundamental human values. These include elements of inclusiveness, equitable opportunities to contribute to decision-making, and meaningful engagement of all who are

impacted by, or benefit from, protected areas. Included also are the institutional values of transparency, leadership, performance and accountability.

The institutions of governance, including government-managed, co-managed, private, charitable and community-based structures, are constantly evolving and the quality and consistency of governance varies greatly throughout the world. For these reasons, there is a strong demand for improvements in application of values, for providing effective mechanisms to incorporate local voices and traditions, to provide checks and balances in decentralized structures, for insisting on performance and greater accountability, and for removing the abuses which can and do occur in both our most sophisticated and our newly emerging institutions.

Our direction for the next decade will be driven by strengthening our governance of protected areas and will focus upon developing and sharing a common vision, providing mechanisms to chart our progress and building capacity to foster improvements.

### **Key Target 13: effective systems of governance to be implemented by all countries**

#### **International action**

- Promote the application of the five principles of good governance (legitimacy and voice, performance, accountability, fairness and direction) in all protected areas. Make available governance participatory evaluation tools and promote their use for the implementation of conventions such as World Heritage, Ramsar Convention and the CBD and individual protected area sites and protected area systems.
- Support the UNEP/World Conservation Monitoring Centre to acquire and maintain data on a plurality of protected area governance types that achieve positive conservation outcomes, and particularly on community-conserved areas currently under threat.
- Promote a comparative analysis of various governance models; evaluating the effectiveness of different models under similar conditions and threats, assessing how different models fare in terms of “good governance” principle.
- Promote regional agreements and governance structures to support transboundary protected areas and management of transboundary resources, such as river basins, that support protected areas.

#### **National action**

- Develop a broad consensus on “good governance” principles that fit the relevant protected area context, in particular through participatory assessment exercises with the relevant stakeholders, and to adopt those principles in addressing the challenges facing protected areas in the 21st century.
- Promote capacity building of protected areas’ institutions and staff, and of society at large, towards enhanced understanding and application of the good governance principles as appropriate to each context.
- Promote the capacity to establish and support a plurality of protected area governance types, including setting up basic training and refresher courses for natural resource managers, fostering national and international exchange visits, and encouraging joint learning initiatives.

- Promote planning and management structures that can improve the interaction between protected areas and the surrounding landscape, for example, flows of freshwater or forest buffer zones.

#### **Local action**

- Promote the conditions and ensure the means for the effective engagement of Indigenous Peoples, local communities and other local stakeholders in conservation. The focus of attention should be on building the capacity of communities to engage effectively, where legitimacy and transparency, to take the leadership role where appropriate.
- Promote local action-research on a plurality of protected area governance models.
- Involve protected area authorities and other key stakeholders in the assessment of governance mechanisms and in the implementing improvements.

#### **Specific IUCN-led action**

**Action:** establish an inter-Commission task force on protected area governance with membership from WCPA, CEESP and CEL and with Secretariat support, dedicated to assembling, synthesizing and exchanging relevant experiences. Lead: proposed WCPA/CEESP/CEL Task Force on Protected Area Governance.

**Action:** add to the IUCN Protected Area Management Category system a governance dimension to reflect the plurality of protected area governance types. Lead: WCPA Management Capacity Theme.

**Action:** facilitate the drawing up of a charter on good protected area governance for submission to the IUCN World Conservation Congress in 2004. Lead: proposed new WCPA/CEESP/CEL Task Force on Governance.

#### **Outcome 9: Greatly increased resources for protected areas, commensurate with their values and needs, secured**

The last decade has seen only modest growth in the resources available for protected areas' activity in many countries. At the same time, there has been massive growth in their number and area, and in the complexity of the issues that the relevant authorities have to deal with. Overall, the resources available in most countries are inadequate for the effective conservation and enhancement of protected areas and incommensurate with the full range of environmental, social and economic benefits that protected areas provide to society.

Governments should recognise the wider social, economic and environmental benefits of protected areas in their funding decision. Innovative thinking and action on private financing of protected areas, as well as increasing support from traditional sources within governments and conservation charities, as well as from the private sector, is urgently needed. The resource mechanism agreed for the implementation of the Convention on Biological Diversity, in particular the GEF, and the World Heritage Convention should be strengthened and enhanced to ensure the realization of the target set at WSSD for a significant reduction in the rate of biodiversity loss by 2010. Funds should also be made available to ensure that protected areas have climate change adaptation plans, including resources for adaptation by nature and by people.

There are significant challenges in creating effective financial incentives for protected areas, without undermining their core values. Income generation through the sustainable use of natural resources offers opportunities, as does the further development of environmentally

sensitive tourism. However, the full benefits of protected areas are seldom recognized, and the appropriate balance between costs and benefits is not easily apparent. There is now an urgent need to find diverse and innovative ways to ensure efficient resource allocation and to improve the financial sustainability of existing protected areas, as well as new ones to be established.

**Key Target 14: secure sufficient resources to identify, establish and meet the recurrent operating costs of a globally representative system of protected areas by 2010.**

#### **International action**

- Best available information should be used to establish a consistent framework for defining and projecting the funding needs for conservation and management of protected areas. By 2006, estimates from countries and parks should be compiled to provide information for the development of a credible global estimate of funding needs.
- Beginning in 2006, the agreements reached between nations in the Convention of Biological Diversity and the World Summit on Sustainable Development should be brought into operation by providing substantial new and additional financial resources from industrialized to developing countries to contribute to the conservation and management of an effective global protected areas network that include the world's key terrestrial, freshwater and marine biomes of outstanding universal value on WH list. Sufficient resources should be in place by 2010 to support the needs that have been defined.
- Reinforce goals of Convention management plans by involving local expertise in management activities; establish public, private and community partnerships for the benefit of the local communities living in and around Sites.
- Include Private Sector and organisations that benefit from ecosystem services provided by protected areas should be encouraged to support the management of protected areas through the GEF and other financial mechanisms.
- Greater attention should be focused on increasing the cost effectiveness of protected area financing through improved budgeting, financial planning and the use of innovative arrangements such as conservation easements, direct incentive payments, tax credits, and other market-based incentives.

#### **Regional action**

- Governments should agree to strengthen existing instruments and encourage new regional instruments which will contribute to increased funding that secures the effective, efficient and equitable management of the region's protected areas.

#### **National action**

- Governments and the private sector should adopt consistent principles and procedures to establish and project funding needs and shortfalls for the operation of protected area systems, including World Heritage sites by 2005. These assessments should be the basis for agreeing national and global targets for increased funding.
- Based on these estimates, by 2006, governments should commit to country-level Sustainable Financing Plans that support national systems of protected areas and

begin to implement these, including necessary regulatory, legislative, policy, institutional and other measures.

- Governments nationally and locally should regularly assess the full benefits that protected areas generate at different levels (local, national, global) and increase their funding commitments accordingly.
- Collaborative partnerships of governments and the private sector should be used to establish new and expanded funding for the protected areas network.
- A range of instruments, such as taxes, tradable or market permits and environmental bonds which discourage activities that damage natural resources should be used to produce income for protected areas and provide benefits to those areas and their host human communities.
- Where appropriate, Governments should consider regulated commercialization of products derived from protected areas to increase revenues providing that the use is environmentally sustainable.
- Governments should distribute income flows from protected areas to improve their management and increase such flows as needed in view of the intrinsic benefits to society.
- Revenue streams for protected areas should be developed from the growing list of goods and services, such as watersheds for water supply, genetic resources for pharmaceutical use and cosmetics, viewsheds and images of charismatic biodiversity for visitors, low impact agriculture and forestry, tourism and leisure. Special attention to payments for environmental services that have traditionally fallen outside formal markets.
- Contracts between public authorities and protected areas should be developed, recognizing the full social and economic benefits of protected areas in the reduction of poverty and the creation of wealth.
- By 2006, governments should commit, in the fourth Global Environment Facility (GEF) replenishment, to a substantive increase in funding for protected areas and conservation across the developing world, commensurate with the identified funding shortfall.

#### **Local action**

- Where appropriate, collaborative arrangements between protected areas authorities and profit-making organizations should be established to generate a diversified funding base for protected area management.
- Creative combinations of financial and other economic mechanisms for conservation and poverty reduction should consider income generation opportunities through the creation of small businesses and employment associated with protected area management. (e.g. parataxonomists, ecotourism service providers, guides and other visitor services, conservers of traditional knowledge, etc.) and payments linked to improving the health of protected areas.
- Consideration should be given to charging commercial users of protected areas according to the real costs of their use, including the full, long-term conservation and protection costs.

#### **Specific IUCN-led action on increasing resources for protected areas**

**Action:** provide support materials for those advocating for increased resources based on the benefits and conservation value of protected areas. Lead: WCPA Finance Task Force

**Action:** develop and promote coherent and compelling proposals for new and substantially additional international and regional funding schemes, focussing in particular on funding from industrialized world institutions and business entities to protected areas in developing countries. Lead: WCPA Finance Task Force.

**Action:** provide guidance on best practice fiscal and regulatory instruments for mitigating environmental damage and stimulating responsible private investment in protected areas. Lead: WCPA Finance Task Force.

**Action:** provide guidance on protected area user charging schemes, including schemes for use of commonly held marine resources. Lead: WCPA Finance Task Force.

**Action:** provide guidelines, training materials, case studies and other support for efforts to evaluate the full costs and benefits of protected areas. Also to be considered are the distribution of costs and benefits among different groups, with particular focus on impacts on the poor and mitigation of the human-wildlife conflict. Lead: WCPA Finance Task Force.

**Action:** provide advice on the use of public/private sector partnerships. Lead: WCPA Finance Task Force.

**Action:** work with experts in the field to provide guidance on best practices for accurately assessing and projecting funding needs for the operation of protected area systems. Lead: WCPA Finance Task Force.

**Action:** promote and provide assistance for business planning for protected areas. Lead: WCPA Finance Task Force

**Action:** reinforce ongoing efforts to strengthen capacity of protected area authorities based around leadership, skills and competencies in protected area management. Lead: WCPA Finance Task Force.

**Action:** in the context of ongoing evaluations of the environmental impacts of the global trade regime, evaluate the impacts of trade policies on protected areas Lead: WCPA Finance Task Force

**Action:** facilitate the establishment of funds and innovative mechanisms to realise programmes that benefit recognition of the rights of indigenous peoples and local communities. Lead: WCPA Finance Task Force.

### **Outcome 10: Improved communication and education on the role and benefits of protected areas**

Communicating the benefits of protected areas is essential to the development agenda. Two-way communication and stakeholder involvement in decision-making processes can help the protected area community to understand the perceptions, issues and needs of stakeholders, and involve communities in active conservation. Communication strategies need to be developed to gain widespread support for protected areas from all sectors, including a stronger relationship with the media. Communication efforts should support reaching Protected Areas Management Objectives.

### **Specific IUCN actions on communication about protected areas**

**Action:** facilitation of access to knowledge by IUCN experts and networks. Lead: IUCN Education and Communication Programme.

**Action:** communicate to all constituencies lessons learned, both positive and less so. Lead: IUCN Commission on Education and Communications.

**Action:** expert/technical terminology translated into everyday language. Lead: IUCN Programme on Protected Areas.

**Action:** provide guidelines, tools, and training to increase capacity for protected areas to effectively engage in strategic participatory communication. Lead: IUCN Commission on Education and Communication.

**Action:** Establish participatory multi-media communication programmes to involve key stakeholders in support of protected areas, especially:

- Outreach programmes for decision-makers in key political and administrative positions locally and nationally.
- Outreach programmes for urban populations about the role which they can play in raising support for protected areas.
- Local community outreach programmes (including women, children and youth, ethnic and vulnerable groups).

Lead: Protected area agencies and NGOs.

**Action:** outreach programmes established with decision makers in key political and administrative positions locally, nationally and internationally and with IUCN members and partner bodies. Lead: IUCN Education and Communications Programme.

**Action:** to formulate and implement a specific plan of communication from the indigenous peoples' perspective taking into account pluricultural diversity and multilingualism. Lead: IUCN Education and Communication Programme.

**Action:** To implement the specific plan of communication in indigenous languages emphasizing alternative media.

Lead: IUCN Education and Communication Programme/TILCEPA.

**Action:** To integrate indigenous knowledge and education systems in interpretation of and education about natural, cultural and spiritual values of protected areas.

### **Implementation of the Action Plan**

This Action Plan requires effective implementation otherwise our efforts at the Vth World Parks Congress will have been wasted. First, it needs the support of IUCN members, so it must be subject to discussion and approval at the World Conservation Congress in 2004 as the Congress is the only formally mandated assembly of IUCN members.

Implementation of the Action Plan will also require the active participation and cooperation of many partners if the Call for Action of the Durban Accord and the specific Outcomes and Key Targets of this plan are to be achieved.

- At the international level key partners will include UNEP, UNDP, UNESCO, CBD, GEF, the World Tourism Organisation, as well as the major partners of IUCN:

including WWF, TNC, CI, and Birdlife and indigenous peoples and local communities and their representative organizations.

- At the regional level cooperation with the many regional programmes and regional partner organizations, such as Peace Parks in Africa, the EU in Europe, the Central American Council on Protected Areas, and the newly created RIPANAP network in Latin America, Portugal and Spain and indigenous peoples and local communities and their representative organizations.
- At the national level, many government departments and agencies will have a role to play covering all economic sectors and land and water use interests. In addition, many charitable and private sector organizations established to protect landscape and biodiversity, and others established to use it in a sustainable way will need to be involved as will indigenous peoples and local communities and their representative organizations.
- At the local level, many stakeholder groups presenting the diversity of interests in protected areas, both those formally constituted and more informal groups, will need to be engaged especially indigenous peoples and local communities, as rights-holders, and their representative organizations.

Finally, a participatory mechanism for the monitoring and assessment of the Durban Accord, Action Plan and Recommendations shall be established.

They are many outstanding issues that we have debated. The dialogue must continue so that we agree resolution and our implementation of action is supported by all constituencies.