



# The Durban Action Plan

Revised Version, March 2004

This Action Plan is an edited version of the document which was reviewed and further developed by participants at the V<sup>th</sup> IUCN World Parks Congress. Work on this document has involved inputs from a wide range of sources and extensive consultation before and at the Congress itself. The process has been led by a Durban Accord and Action Plan Working Group, chaired by Roger Crofts. Final editing of the document provisionally agreed at the Congress has been undertaken by Adrian Phillips, in consultation with Tim Jones and Roger Crofts.

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## Introduction

The V<sup>th</sup> IUCN World Parks Congress marked a turning point for protected areas. It placed them at the centre of international efforts to conserve biodiversity and promote sustainable development. By taking as its theme ‘Benefits Beyond Boundaries’, the Congress recognised that protected areas cannot exist in isolation from the surrounding land and sea. Nor can they be managed without regard to the communities and economic activities within and around them. The Congress affirmed the immense value of protected areas to society, now and in the future. Finally, participants committed themselves to working with many partners to deliver a wider agenda for protected areas in the future.

## Progress and challenges

There has been much progress since the IV<sup>th</sup> IUCN World Parks Congress in Caracas in 1992, but much more remains to be done. The ‘balance sheet’ as it was in 2003 is set out in Box 1 on page 227.

## Call to action

The world urgently needs an ecologically representative, effectively managed, global network of protected areas. Without this, society will miss out on the many benefits that protected areas can bring, the chances of alleviating poverty will be reduced and the inheritance of future generations will be greatly diminished.

In the past, the protected areas community has not sufficiently engaged with its many potential allies. It now needs to reach out to the wider community of interests that can benefit from the existence of well-managed protected areas. The need to make those connections is the underlying message of *The Durban Accord: Our Global Commitment for People and Earth’s Protected Areas*. The Accord establishes a new paradigm for protected areas, and issues a call for commitment and action from everyone involved in and affected by protected areas. The accord is supported by the *Message to the Convention on Biological Diversity* also adopted in Durban.

To realise the goals of the *Accord*, action involving many stakeholders is needed at global, regional, national and local levels. This in turn requires that targets are set and progress is monitored and reported upon. The *Durban Action Plan* sets out the required targets and action. The leadership of IUCN, and particularly the members of its World Commission on Protected Areas, will be vital in translating the plan into reality.

### Glossary of abbreviations and acronyms

CBD	Convention on Biological Diversity
CEESP	Commission on Environmental, Economic and Social Policy
CEL	Commission on Environmental Law
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
COP	Conference of Parties
GEF	Global Environment Facility
IUCN	The World Conservation Union
MPA	Marine protected area
NEPAD	New Partnership for African Development
SBSTTA	Subsidiary Body on Scientific, Technical and Technological Advice
TILCEPA	Theme on Indigenous and Local Communities, Equity and Protected Areas
UNESCO	United Nations Educational, Scientific and Cultural Organisation
WCPA	World Commission on Protected Areas
WDPA	World Database on Protected Areas
WSSD	World Summit on Sustainable Development

The *Durban Action Plan* is for all who are engaged in, or whose activities affect, protected areas in any way, whether or not they attended the Congress. While the plan is not an intergovernmental document, it is the outcome of a unique international gathering of people and interests drawn from many sectors and every part of the world. It does not attempt to offer a detailed prescription for all nations and all protected areas, but nonetheless provides a checklist of the activities needed to increase the benefits of protected areas to society and to improve their coverage and management. Most importantly, it is intended to bring about action.

## Action Plan layout

The *Durban Action Plan* is organised around ten desired outcomes and related targets, broadly reflecting the main themes of the Congress. Under each outcome, it identifies the required levels of action. Most of the recommendations endorsed by participants at workshops at the World Parks Congress are cross-referenced as footnotes.

## Outcomes

There are two overarching outcomes that the plan aims to bring about:

- 1. Protected areas fulfil their full role in biodiversity conservation.**
- 2. Protected areas make a full contribution to sustainable development.**

The plan aims to bring about eight further outcomes:

- 3. A global system of protected areas, with links to surrounding landscapes and seascapes, is in place.**
- 4. Protected areas are effectively managed, with reliable reporting on their management.**
- 5. The rights of indigenous peoples, including mobile indigenous peoples, and local communities are secured in relation to natural resources and biodiversity conservation.**
- 6. Younger generations are empowered in relation to protected areas.**
- 7. Significantly greater support is secured for protected areas from other constituencies.**
- 8. Improved forms of governance are in place.**
- 9. Greatly increased financial resources are secured for protected areas.**
- 10. Better communication and education are achieved on the role and benefits of protected areas.**

## Targets

Targets in the Action Plan are of two kinds: 15 main targets, and a larger number of supporting targets. One or more main targets are set out under each outcome: they are consistent with targets agreed to at the World Summit on Sustainable Development and by the Parties to the Convention on Biological Diversity, and are intended for achievement by the time of the next IUCN World Parks Congress. They are summarised in Box 2. Supporting targets are found throughout the document and have a variety of end dates.

In order to assess progress towards each of these main targets, IUCN should develop a set of performance indicators and regularly review these over the next ten years.

## Levels of action

As far as possible, there is a discrete list of recommended actions under each of the ten outcomes listed above, which are designed to achieve the targets. However, some overlap and duplication is unavoidable, especially between some of the actions listed under Outcomes 1 and 2 and those listed under later outcomes.

The levels of action, which the plan aims to bring about, are:

- ❑ International action at intergovernmental level through UN and other international institutions, and through conventions, treaties and other agreements;
- ❑ Regional action at intergovernmental level through various regional conventions and other arrangements;
- ❑ National action by governments and other interests;
- ❑ Local action by devolved administrations and civil society; and
- ❑ Protected area authority action by protected area authorities<sup>6</sup> and other organisations with responsibility for protected areas planning and management.

## Box 1 – Protected Areas: The Balance Sheet in 2003

### The good news...

- ❑ The number of protected areas and their total extent have more than doubled since 1992. There are now over 100,000 protected areas covering 18.8 million km<sup>2</sup> of the globe – or 17.1 million km<sup>2</sup> (11.5%) of the Earth's *land* surface.
- ❑ Protected areas are recognised as central in the implementation of the Convention on Biological Diversity, and the management of many protected areas has been reinforced through the World Heritage Convention, the Ramsar Convention and other global and regional programmes.
- ❑ Regional and national protected area action plans are being implemented in many parts of the world.
- ❑ Much work has been undertaken to improve the effectiveness of protected area management.
- ❑ Significant new funds have been directed towards protected areas, e.g. through the Global Environment Facility and the United Nations Fund.
- ❑ Indigenous peoples, including mobile indigenous peoples, and local communities are becoming increasingly engaged in planning and managing protected areas. The value of many traditional forms of governance is being recognised, as is the contribution from traditional forms of scientific knowledge.
- ❑ The contribution that many other sectors can make to protected areas is better recognised, especially that of the private sector, NGOs and devolved tiers of government.
- ❑ Many protected areas have been linked in major regional initiatives involving ecological networks and corridors, and bioregions.
- ❑ A number of protected areas have been successfully linked across international boundaries, and in some cases have made a significant contribution to peace.



<sup>6</sup> Unless otherwise indicated or implied, the term 'protected area authorities' includes the full range of organisations who may be managing or co-managing protected areas, including government at all levels from national to local, the private sector, indigenous peoples and local communities.

## and the bad news...

- ❑ Most development takes place without regard to the *sustainable* use and careful management of natural resources and natural processes.
- ❑ High levels of poverty persist, which can result in the degradation of natural resources.
- ❑ Climate change is the overarching threat to the world's biodiversity and is already having an effect on species and habitats, the functioning of landscapes and ecosystems, and the integrity of many protected areas.
- ❑ There are major gaps in the global system of protected areas – many freshwater systems and the High Seas, are largely unprotected, and many other unique and/or highly threatened habitats require protection.
- ❑ Damage and fragmentation are occurring to species, habitats and landscapes, and to the natural systems and processes, and the cultural diversity, on which they depend.
- ❑ Freshwater flows and quality are declining as a result of diversion, dams and other barriers, agricultural runoff, and pollution.
- ❑ Rising demand for wild animals and plants, and their products, threatens not only rare and endangered species but also formerly common ones, even in protected areas.
- ❑ Alien invasive species are having an increasingly negative impact on native species.
- ❑ Under-investment by governments throughout the world means that protected areas often fail to meet their conservation and social objectives.
- ❑ The resources available for protected areas are insufficient to meet the needs of professional management, particularly in developing countries.
- ❑ Subsidies and other financial instruments and institutional arrangements often have perverse effects on biodiversity and protected areas.
- ❑ Many protected areas exist only on paper, and lack effective protection and management.
- ❑ Protected areas are needed in regions falling outside national jurisdiction or under the competence of intergovernmental bodies, notably the Antarctic and the High Seas.
- ❑ The costs and benefits of maintaining protected areas are not equitably shared. Often local communities bear most of the costs but receive few of the benefits, while society as a whole gains the benefits but bears few of the costs.
- ❑ Too few protected areas are linked into development planning, land use and other resource-management decision-making systems beyond their boundaries.
- ❑ There is little recognition of the crucial role that protected areas can play in achieving sustainable development; many stakeholders see protected areas as barriers to their activities and aspirations.
- ❑ Many protected areas are isolated from each other, and the external ecological linkages upon which they depend often have no legal protection.
- ❑ The human, social and economic costs of the HIV/AIDS pandemic are starting to affect protected area development and biodiversity conservation in many developing countries.
- ❑ Indigenous peoples, including mobile indigenous peoples, local communities, young people, ethnic groups, women and other civil society interest groups are not yet sufficiently engaged in the identification and management of protected areas.
- ❑ In many countries, protected areas lack broad public support and their management is not based upon a set of widely shared values, principles and objectives.



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At each of these levels action will be needed through multi-stakeholder partnerships and cooperation between governmental, statutory, private, not-for-profit, community, civil society and business interests.

In addition, IUCN-led or IUCN-promoted action is identified, and the lead within the Union is nominated. Based on this, more detailed implementation plans should be developed by IUCN for action by the Secretariat, Commissions and members. These proposed actions should be incorporated in the Intersessional Programme (2005–2008) to be adopted by IUCN at the 3<sup>rd</sup> World Conservation Congress in Bangkok (November 2004).

## Implementation

The *Durban Action Plan* concludes with a section that draws together the main points about implementation.

### Box 2 – 15 Targets to be Achieved by the Time of the VI<sup>th</sup> IUCN World Parks Congress

1. A significantly strengthened role for protected areas in implementing the Convention on Biological Diversity.
2. All sites whose biodiversity values are of outstanding universal value are inscribed on the World Heritage List.
3. The management of all protected areas is reviewed so that they help alleviate poverty, and do not exacerbate it.
4. A system of protected areas representing all the world's ecosystems is in place.
5. All protected areas are linked into wider ecological/environmental systems of resource management and protection on land and at sea.
6. All protected areas have effective management systems in place.
7. All protected areas have effective management capacity.
8. All existing and future protected areas are established and managed in full compliance with the rights of indigenous peoples, including mobile indigenous peoples, and local communities.
9. The management of all relevant protected areas involves representatives chosen by indigenous peoples, including mobile indigenous peoples, and local communities proportionate to their rights and interests.
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 are established and implemented.
11. There is a significantly greater participation of younger people in the governance and management of protected areas.
12. Programmes of support for protected areas are achieved among all major stakeholder constituencies.
13. Effective systems of governance are implemented by all countries.
14. Sufficient resources are secured to identify, establish and meet the recurrent operating costs of a globally representative system of protected areas.
15. All national systems of protected areas are supported by communication and education strategies.



## Outcome 1

### Protected areas fulfil their full role in biodiversity conservation

Biological diversity has economic, cultural, aesthetic, spiritual and intrinsic values. Its effective conservation requires a complete global representation of protected areas within each ecoregion. Priority should go to filling gaps in the global protected area system with new protected areas and more effective management of existing protected areas. There is an urgent need for action where species and habitats are irreplaceable or face imminent threat. To reduce the rate of loss of biological diversity, an effective network of protected areas should be based on an adequate understanding of the distribution of species, habitats, ecosystems and ecological processes across all scales. This requires systematic conservation plans and decision-support tools.

Over the past 30 years or more, the international community has adopted a number of measures to support national action for biodiversity conservation. The most important are the CBD and the Convention Concerning the Protection of the World Cultural and Natural Heritage (World Heritage Convention), which are the main focuses of recommended action below. Other important measures include the Convention on the Conservation of Migratory Species of Wild Animals (Bonn Convention), the Convention on International Trade in Endangered Species of Wild Fauna and Flora, and the Ramsar Convention on Wetlands, along with many regional agreements.

More recently, the 6<sup>th</sup> Conference of the Parties to the CBD (CBD COP6) 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”. This goal was reiterated in the Johannesburg Plan of Implementation adopted at the WSSD in 2002. The WSSD also endorsed the creation of a representative network of marine protected areas by 2012, a key contribution to the 2010 target.

All these agreements, and related national action, are supported by the World Database on Protected Areas, which is maintained by the UNEP/World Conservation Monitoring Centre with the support of the WDPA Consortium.

**Main Target 1** – The Convention on Biological Diversity adopts a work programme in 2004 on protected areas that significantly strengthens their role under the Convention by the time of the next IUCN World Parks Congress

The CBD recognises the importance of *in situ* biodiversity conservation through the establishment of protected areas. They are essential to the achievement of all three objectives of the CBD – objectives that are in turn critical to sustainable development. CBD COP7 in 2004 will give special attention to protected areas. This provides an important opportunity to take action towards achieving internationally agreed biodiversity targets and objectives. These include the targets already adopted by COP6.

The V<sup>th</sup> IUCN World Parks Congress adopted a *Message to the Convention on Biological Diversity* as well as a *Recommendation V.4: Building Comprehensive and Effective Protected Area Systems*. Both contain targets and other required action for the attention of the CBD COP7, and which are directly relevant to Main Target 1. This section of the *Durban Action Plan* draws on those products.

## International action

The Conference of the Parties to the CBD should consider the following actions:

- ❑ Adopt the supporting target of maximising representation of biodiversity through a global, representative and effectively managed system of protected areas, to be represented in all ecoregions by 2012. This should: (i) include viable representations of every terrestrial, freshwater and marine ecosystem; (ii) focus especially on threatened and under-protected ecosystems; and (iii) safeguard those species that qualify as globally threatened with extinction under the IUCN criteria. Creating such a system will require the adoption of the ecosystem and species-related targets set out in Box 3.
- ❑ Adopt a supporting target to implement a strong, comprehensive and sustainable programme of capacity building in relation to protected areas by 2005, including an implementation support mechanism.
- ❑ Adopt a supporting target to require information on management effectiveness to be included in the national reporting process by 2008 and request the Secretariat to distribute this information.
- ❑ Work with Contracting Parties to develop assessment systems for management effectiveness, to be applied as an initial supporting target to 10% of all protected areas by 2010.
- ❑ Provide new and additional financial and technical resources to developing countries, noting that the V<sup>th</sup> IUCN World Parks Congress identified that US\$25 billion in additional annual support was required to establish and maintain an effective global system of protected areas.

### Box 3 – Ecosystem and Species-related Supporting Targets

#### Ecosystem-related supporting targets

- ❑ Develop a common global framework for classifying and assessing the status of ecosystems by 2006.
- ❑ Identify quantitative targets for each ecosystem type by 2008.
- ❑ Ensure that, by 2006, protected area systems adequately cover all large, intact ecosystems that hold globally significant assemblages of species and/or provide ecosystem services and processes.
- ❑ Ensure that viable representations of every threatened or under-protected ecosystem are conserved by 2010.
- ❑ Ensure an increase in the coverage of freshwater ecosystems by protected areas (as proposed by CBD Recommendation VIII/2) by 2012.
- ❑ Secure a representative network of marine protected areas by 2012, as called for in the WSSD Plan of Implementation.

#### Species-related supporting targets

- ❑ Ensure that all Critically Endangered and Endangered species globally confined to single sites are effectively conserved *in situ* by 2006.
- ❑ Ensure that all other globally Critically Endangered and Endangered species are effectively conserved *in situ* by 2008.
- ❑ Ensure that all other globally threatened species are effectively conserved *in situ* by 2010.
- ❑ Ensure that sites that support internationally important populations of species that congregate and/or have restricted-range species are effectively conserved by 2010.

- ❑ Request the Global Environment Facility 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,<sup>7</sup> indigenous conservation areas and private protected areas, and encourage Parties to support this diversity.
- ❑ Promote the adoption of good governance principles among Contracting Parties in relation to protected areas, such as the rule of law, participatory decision-making, mechanisms for accountability and equitable dispute-resolution institutions and procedures.
- ❑ Identify and encourage policy reforms by Contracting Parties in order to provide a supportive enabling environment for more effective management of protected area systems, and the sustainable use of biological resources in their surrounding landscapes and seascapes.
- ❑ 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.
- ❑ Promote synergies between the CBD and other global agreements and processes such as the World Heritage Convention, CITES, the Ramsar Convention and the Convention on Migratory Species, as well as regional initiatives.
- ❑ Consider the IUCN Protected Areas Management Category system to be the common language that facilitates assessments of, and reporting on, protected area management (including on the Millennium Development Goal on Environmental Sustainability), and a baseline against which standards and indicators can be developed.
- ❑ Encourage Contracting Parties to provide complete, precise and timely reports of their protected area information on an annual basis through the WDPA.
- ❑ Take action to establish marine protected areas outside national jurisdiction, such as on the High Seas and in the Antarctic.

To promote these and other actions, the CBD COP should:

- ❑ Adopt a rigorous programme of work on protected areas that responds to the needs identified by the V<sup>th</sup> IUCN World Parks Congress, as a contribution to meeting the WSSD 2010 target, and commit to its implementation.
- ❑ Establish effective means of monitoring and assessing the implementation of the proposed CBD Programme of Work on protected areas, and – if assessment indicates that the progress is not adequate – consider adopting more demanding measures to ensure that protected areas can contribute most effectively to meeting the 2010 target.
- ❑ Request the consortium of institutions responsible for maintaining and managing the WDPA to continue the process of enhancing the quality of data, and making these publicly available and accessible.

## Regional action

The CBD COP should work with Contracting Parties at the national and local level so as to work towards the achievement of the supporting targets set out above, and in particular encourage Contracting Parties to collaborate at the regional level in:

- ❑ The development of regional action plans to implement the CBD Programme of Work on protected areas proposed above, so as to ensure representative coverage and effective management of protected areas on each continent.
- ❑ The establishment of transboundary initiatives (for example, transboundary protected areas, and international programmes, networks and initiatives in support of their development) and

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<sup>7</sup> Reflecting the new paradigm for protected areas that is represented by this Action Plan, Community Conserved Areas, indigenous conservation areas, and private protected areas are regarded as protected areas whenever they meet the IUCN and CBD definitions of a protected area.

multinational biological corridor programmes (for example, the Mesoamerican Biological Corridor).

- ❑ The incorporation of protected area systems into integrated programmes for the management of river basins shared by more than one state.
- ❑ Supporting regional agreements for environmental conservation (for example, the African Convention on the Conservation of Nature and Natural Resources).

### **National and local action**

The CBD COP should work with Contracting Parties at the national and local level towards the achievement of the supporting targets set out above, and in particular:

- ❑ Apply systematic conservation planning tools, using information on species, habitats and ecological processes, to identify gaps in the existing national protected area systems; and use these to help select new protected areas at the national level.
- ❑ Use zoning and other management planning processes to assist in designing and enhancing comprehensive protected area networks.
- ❑ Develop and implement innovative plans and legislation, involving all stakeholders, to conserve biodiversity and ecological processes effectively under various systems of land and resource ownership and usage rights, and across national boundaries.
- ❑ Establish an international network of training organisations involved in capacity building, under the proposed CBD Programme of Work on protected areas.
- ❑ Enhance the coverage of protected areas by including community conservation areas, community managed areas, and private and indigenous community reserves within national protected area systems where these areas meet the IUCN and CBD definitions of a protected area.
- ❑ Ensure that further work towards building comprehensive protected areas systems takes full account of the rights, interests and aspirations of indigenous peoples, as well as of their desire to see their lands, territories and resources protected for their own social and cultural survival.
- ❑ Promote the socio-economic and cultural benefits of protected areas to foster support for the expansion of national networks of protected areas.
- ❑ Include within national and local biodiversity plans recognition of the contribution that protected areas make to achieving all three CBD objectives and their part in meeting targets which help to measure progress in respect of these.

The CBD COP should also call on:

- ❑ Governments, local authorities, donors and development assistance agencies, the private sector, and other stakeholders to provide financial support for: (i) the strategic expansion of the global network of protected areas; (ii) the effective management of existing protected areas; and (iii) compensation for any costs borne by local communities.
- ❑ The private sector to adopt best practices that do not threaten, compromise or thwart the achievement of the above targets and assist in the establishment of a network of protected areas.
- ❑ Governments to use other international instruments, such as the World Heritage Convention and the Ramsar Convention on Wetlands, to enhance the protection given to protected areas.
- ❑ Governments to pass domestic legislation to implement their convention obligations, with a view to achieving the supporting targets outlined above.

Finally, the CBD COP should:

- ❑ Develop measures appropriate to each CBD Contracting Party to help it implement the proposed CBD Programme of Work on protected areas and monitor progress in achieving agreed targets.

- ❑ Establish, in support of the proposed CBD Programme of Work on protected areas, an effective mechanism to measure progress towards the achievement of the above-mentioned supporting targets, and ensure the provision of adequate financing to support this, in accordance with Articles 8(m) and 20 of the CBD.

### Protected area authority action

- ❑ Within their capacity and resources, to implement the measures agreed on in the proposed CBD Programme of Work on protected areas and share relevant experience.

### IUCN-promoted action on the CBD

**Action:** provide support and policy advice to the CBD, including the COP, the Subsidiary Body on Scientific, Technical and Technological Advice and the Secretariat of the Convention, on implementation of Article 8 of the CBD and the development of the proposed CBD Programme of Work on protected areas. *Lead: IUCN Secretariat.*

**Action:** support Contracting Parties in the implementation of the proposed CBD Programme of Work on protected areas. *Lead: IUCN Regional Offices and WCPA Regions.*

**Action:** provide expertise to CBD COP, SBSTTA, Secretariat and Contracting Parties on protected area coverage, establishment and management, and the monitoring of achievements. *Lead: IUCN Secretariat.*

**Main Target 2** – All sites whose biodiversity values are of outstanding universal value are inscribed on the World Heritage List by the time of the next IUCN World Parks Congress

The World Heritage Convention protects the world's cultural and natural heritage of outstanding universal value. There are currently 149 natural, 582 cultural and 23 mixed sites. However, attainment of the Convention's full potential and coverage requires: (i) identification and nomination of remaining sites that meet the criteria for World Heritage status, notwithstanding intergovernmental jurisdiction disputes; (ii) capacity building and effective management, especially for World Heritage sites in Danger; (iii) priority in resource allocation; (iv) broader support; and (v) the complete avoidance of World Heritage sites by the minerals, and energy sectors, and the highest level of respect of such areas by other sectors.<sup>8</sup>

### International action

The World Heritage Committee should give priority to achieving:

- ❑ Complete knowledge of potential World Heritage properties with important natural values around the world, including the world's key terrestrial, freshwater and marine biomes of outstanding universal value, leading to a comprehensive assessment of potential World Heritage properties.
- ❑ The identification of global and regional physiographic, natural and cultural phenomena – including World Heritage Routes. These will serve as the large-scale multinational frameworks to be used in support of the nomination of national, serial and transboundary World Heritage properties, as well for other protected areas.
- ❑ Assessment of the recurrent costs required to manage all World Heritage properties.
- ❑ Greater international cooperation to assist developing countries in obtaining technical and financial support to nominate World Heritage properties of outstanding universal value, to

<sup>8</sup> See also *Recommendation V.21* of the V<sup>th</sup> IUCN World Parks Congress.

manage them effectively, to enhance national capacity and to strengthen institutions.

- ❑ Better international, regional, national and site-based synergies and integration with other international conventions dealing with biodiversity and protected areas, in particular the CBD and the Ramsar Convention on Wetlands. Priority should be focused on mobilising resources and technical support.
- ❑ Development of improved mechanisms and guidelines for reactive monitoring, including response through World Heritage in Danger listing.
- ❑ Adoption and implementation of a Global Training Strategy for World Heritage site managers.



### Regional action

The World Heritage Committee should encourage:

- ❑ The development of regionally harmonised tentative lists of potential World Heritage properties with natural and mixed values.

### National and local action

The World Heritage Committee should work with States Parties to the Convention to:

- ❑ Prepare national policies and legislation for the protection of World Heritage properties.
- ❑ Increase World Heritage education and awareness measures.

### Protected area authority action

The World Heritage Committee and national agencies should work with World Heritage site management authorities to:

- ❑ Seek the necessary skills and resources to improve management effectiveness of World Heritage properties with natural and mixed values.
- ❑ Establish public, private and community partnerships for the benefit of local communities affected by World Heritage properties.

### IUCN-promoted action on the World Heritage Convention

**Action:** provide technical support to the World Heritage Committee and the UNESCO World Heritage Centre to achieve a thorough knowledge of the world's remaining potential World Heritage properties with natural or mixed values. *Lead: IUCN Secretariat and WCPA.*

**Action:** agree a revised global scheme of biogeographical subdivisions as a basis for reviewing gaps in World Heritage coverage (and that of other protected areas). *Lead: WCPA Building the Global System Theme.*

**Action:** make expertise available to improve mechanisms and guidelines for reactive monitoring and World Heritage in Danger listing. *Lead: IUCN Secretariat and WCPA.*

**Action:** provide advice and expertise on all aspects of the identification, evaluation, management and monitoring of World Heritage sites; also on capacity building. *Lead: IUCN Secretariat and WCPA.*



## Outcome 2

### Protected areas make a full contribution to sustainable development

Though the contribution of protected areas is often overlooked, they were an essential component of the environmental, social and economic agendas agreed at the Earth Summit in Rio in 1992 and further developed at the WSSD in Johannesburg in 2002. Thus, protected areas can contribute significantly to poverty alleviation, especially as many protected areas in developing countries exist side-by-side with indigenous peoples and poor rural communities who have least access to health, education and other services.

However, such communities are often adversely affected by the presence of protected areas; for example, they may lose access to resources which they have used in the past, or suffer from the behaviour of wildlife. It is important to correct situations where the burden of protected areas falls on indigenous peoples and local communities, and the benefits accrue at national and global levels. Expanding the scale of action from local to national and regional levels has the potential to reduce poverty and deliver greater social benefits at lower cost, and with greater benefits to conservation.

Equity demands that improvements to human welfare, in both material and other ways, should be promoted alongside more effective protected area management. In particular, employment opportunities through sustainable utilisation of natural resources – for instance, environmentally sensitive tourism, sustainable coastal fisheries and water resource management – should be realised. The purpose of this part of the *Durban Action Plan* is to encourage action that ensures that protected areas contribute to the alleviation of poverty and do not exacerbate it.<sup>9</sup>

**Main Target 3** – By the time of the next IUCN World Parks Congress, the management of all protected areas is reviewed to ensure that they help alleviate poverty, and do not exacerbate it

#### International action

The relevant UN institutions along with the member organisations internationally, regionally and nationally should work together to achieve the following action:

- ❑ Focus on the fulfilment of the Millennium Development Goals and the outcomes of WSSD, especially the targets relating to the combined achievement of poverty alleviation and reduced loss of biodiversity.
- ❑ Recognise the role that protected areas can 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, the provision of safe drinking water and the integrated management of marine resources from coasts to open oceans.
- ❑ Develop the means to capture the economic values of protected areas, so that these areas can better contribute to sustainable development and secure the resources needed to support their ongoing protection.

<sup>9</sup> See also *Recommendation V.29* of the V<sup>th</sup> IUCN World Parks Congress.

- ❑ Ensure, through the design of Millennium Development Goal delivery mechanisms (especially the Task Forces of the UN Millennium Project), that a robust framework is in place to integrate management of all biologically significant areas with development processes at all scales.
- ❑ Support the New Partnership for African Development Environmental Initiative through the implementation of the *Durban Consensus on African Protected Areas for the New Millennium*.
- ❑ Explore the means by which protected areas can contribute to, and be served by, Integrated Water Resource Management Plans mandated by the WSSD.

### National and local action

- ❑ As part of national and local planning frameworks and action programmes, develop schemes for protected areas which avoid increasing poverty and help in its alleviation; and which encourage changes in patterns of production and consumption towards greater sustainability. Action should support the role that protected areas can play as places for protecting and managing natural resources for social and economic development, especially by encouraging the wider use of payments for environmental services from protected areas (for example, in the provision of safe drinking water supplies in a cost-effective and environmentally sustainable way; or for their role as potential sources of sustainable supplies of food).
- ❑ Introduce methods to recognise the total value of protected areas to economic activity, social well-being, and environmental goods and services.
- ❑ Develop economic instruments to achieve sustainable development benefits from protected areas.
- ❑ Include Poverty Reduction Strategy processes as part of the regular planning and management of protected areas.
- ❑ Eliminate resettlement of indigenous peoples and local communities, and the enforced settlement of mobile indigenous peoples, without prior informed consent.
- ❑ Avoid conservation actions which cause or increase impoverishment, including cultural impoverishment.
- ❑ 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.
- ❑ Adopt multi-sectoral approaches to capacity building and securing resources so as to support the role of protected areas in poverty alleviation and community development; the outcome should be integrated approaches where resources for other sectors complement, rather than conflict with, those used for biodiversity conservation.
- ❑ Integrate protected area management into wider development plans, and ensure that human population concerns are taken into account in protected area planning and management.
- ❑ Recognise that the HIV/AIDS pandemic is accelerating the unsustainable use of natural resources, and promote alternatives for the livelihoods of affected communities, including sustainable natural resource-based enterprises.
- ❑ Take action to prevent or mitigate human/wildlife conflicts in and around protected areas, including through the establishment of fora and support mechanisms to share lessons and strengthen skills in the management of such problems.<sup>10</sup>

### Protected area authority action

- ❑ Develop strategies and actions to promote the role of protected areas in: (i) mitigating disasters, such as floods, droughts, and marine and freshwater pollution; (ii) the creation of jobs and incomes for the local area; (iii) stimulating the ecologically sustainable use of renewable resources; and (iv) empowering local communities through active participation.

<sup>10</sup> See also *Recommendation V.20* of V<sup>th</sup> IUCN World Parks Congress.

- ❑ Review all policies and legal systems, including those dealing with protected area tenure, finance, private sector investment and institutional arrangements, that either work against, or could be adopted to encourage, sustainability.

### IUCN-promoted action on sustainable development

**Action:** develop and disseminate best practice on how protected areas can contribute to poverty alleviation, especially in the fields of water resource 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 to enhance and demonstrate protected areas' contribution to poverty alleviation through: disaster prevention in relation to floods, droughts and landslides; the promotion of environmentally sustainable forms of tourism involving surrounding communities; and the use of renewable 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, showing how this Category is potentially well suited to support sustainable development objectives. *Lead: new WCPA Task Force on Category VI.*



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

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

*Lead: IUCN Secretariat.*

**Action:** encourage the protection and sustainable management of the natural resource base of economic and social development by supporting:

- ❑ the development of resource-management programmes at appropriate scales, including areas beyond protected area boundaries;
- ❑ the introduction of methods for identifying the total value of protected areas to society;
- ❑ the application of traditional and other knowledge in the environmentally sustainable use and management of natural resources. Action should focus on agriculture, forestry, fisheries, tourism and mineral resources;
- ❑ actions that contribute to reduction in global warming;
- ❑ greater scientific understanding of resource management and the development of risk-assessment measures, including application of the Precautionary Principle; and
- ❑ developing, implementing and helping to fund programmes that address conflict between humans and wildlife.

*Lead: IUCN Secretariat.*



## Outcome 3

### A global system of protected areas, with links to surrounding landscapes and seascapes, is in place

There are now many more protected areas than at the time of the IV<sup>th</sup> IUCN World Parks Congress, covering 11.5% of the world's land area. This is a significant achievement by governments and others throughout the world. Much of this is due to global treaties and programmes (notably the CBD, the Ramsar Convention on Wetlands, the Convention on Migratory Species, the World Heritage Convention and UNESCO's Man and the Biosphere Programme), and regional agreements and action programmes. Nevertheless, there are still many gaps in the network. Many species and key ecosystems are inadequately represented, and too many protected areas lack a strong legal basis, political support and/or effective implementation.

A particular concern arises over the lack of protection for marine systems, in both sovereign and international waters. Less than 1% of the ocean is protected. There has been a worldwide collapse in fisheries and attendant environmental damage and disruption to ecosystem structure and function. The WSSD and the WPC have both issued a call to action to create many more marine protected areas.<sup>11</sup>

Main Target 4 has been developed to address the challenge of developing a fully representative global network of protected areas.<sup>12</sup>

**Main Target 4** – A system of protected areas representing all the world's ecosystems is in place by the time of the next IUCN World Parks Congress

This target should ensure that all the individual components – ecosystems, species, habitats and landscapes – are also protected, using the detailed ecosystem- and species-related targets set out in Box 3 above.

But even if this target is achieved, the effective conservation of biodiversity cannot be sustained only in isolated areas of protection. Many important ecosystems and valued species will still be found outside strictly protected areas (Categories I–IV), some in Category V and VI protected areas, but mostly in partly transformed environments without any formal protection. Furthermore, few protected areas will ever be large enough to include entire ecosystems, and all protected areas – however big – will be affected by developments beyond their borders. The areas of land and water that adjoin – and are functionally linked with – protected areas often occur across national boundaries with different legal systems and governance.

Yet many protected areas are cut off from the surrounding environment, where land uses and economic activities are planned without regard to the effect on the protected area, ignoring the movement of species, nutrients and other environmental flows across boundaries. To address this, an ecosystem or landscape-scale approach to protected area planning is needed. This requires a conceptual move from protected areas as 'islands' to protected areas as parts of 'networks'. It also means setting protected areas within a wider matrix of ecosystem-based, environmentally sensi-

<sup>11</sup> See also *Recommendations V.21* and *V.22* of the V<sup>th</sup> IUCN World Parks Congress.

<sup>12</sup> See also *Recommendation V.4* of the V<sup>th</sup> IUCN World Parks Congress.

tive land and water management, supported by the mainstreaming of environmental considerations into various areas of public policy. This is the ecosystem approach advocated under the CBD. There are many good regional and national examples of such initiatives. These can be used as models of good practice when building new links and improving existing ones.<sup>13</sup>

**Main Target 5 – All protected areas are linked into wider ecological/environmental systems of resource management and protection on land and at sea by the time of the next IUCN World Parks Congress**

Achieving Main Targets 4 and 5 requires a systematic, scientifically based approach to defining spatial units (ecosystems, ecoregions and bioregions) and identifying key factors (e.g. scarcity, rarity, vulnerability and threat levels). It also needs to take account of the disruptive effect of climate change and its consequences. These will affect the ecological character of many protected areas, rendering some of them ineffective, and requiring adaptive management actions (such as supplementary and substitute areas, and transfer and translocation of species and habitats).

The following actions are designed to achieve both Main Targets 4 and 5.

### International action

- ❑ Foster an integrated approach to planning systems of protected areas. This should use the full range of IUCN Protected Area Management Categories, provide for *in situ* conservation of species and habitats at all scales, promote linkages among terrestrial, coastal and marine areas where possible, and recognise the importance of all stakeholders in meeting this challenge.
- ❑ Stimulate intergovernmental action across all continents and oceans for establishing protected areas in places of highest biodiversity, focusing on those species and habitats that are poorly represented in current protected areas, those that face the greatest threat, and those that contribute to performing particularly important ecosystem functions.
- ❑ Give priority to freshwater systems, 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).
- ❑ Use and link intergovernmental accords, treaties, conventions and other international instruments, for example the World Heritage Convention and the CBD. In the context of the marine environment, use the Jakarta Mandate of the CBD and appropriate elements of the United Nations Convention on the Law of the Sea, the United Nations Fish Stocks Agreement and measures under the Antarctic treaty system.
- ❑ Develop a linked, coordinated and consistent system of management on the High Seas, including protected areas, involving international collaboration amongst Regional Fisheries Management Organisations. This should be developed with parallel and complementary initiatives in coastal waters and Exclusive Economic Zone seas.
- ❑ Assess the global, regional and national impacts of climate change on protected areas, so as to identify the appropriate location, size and design of protected areas in a warmer world.
- ❑ 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.

### Regional action

- ❑ Supporting target: agree and establish by 2010, within the framework of regional environmental conventions and protocols and under the jurisdiction of the authorities responsible for implementing these agreements, representative systems of protected areas (taking account of the ecosystem and species-related targets in Box 3 above).

<sup>13</sup> Also *Recommendations V.6, V.9, V.10, V.11 and V.31* of the V<sup>th</sup> IUCN World Parks Congress.

- ❑ Consider the establishment of new agreements to provide frameworks for international environmental cooperation among countries where there are no existing regional environmental conventions/protocols, giving priority to transboundary cooperation in the case of regional seas, mountain chains and shared watersheds/river basins.
- ❑ Take intergovernmental action to develop major linkages, strategies and actions across international boundaries, to link protected areas with the surrounding land and sea, and to designate networks of sites used by migratory species. Priority should be given to major natural systems such as river basins and corridors, mountain chains, coastal zones, shelf seas, the High Seas and polar regions; as well as to those wide-ranging migratory species for which protected area measures alone will not suffice.
- ❑ Link terrestrial and/or marine protected areas across international and intra-national boundaries to achieve complementary aims and management actions.
- ❑ Support regional integration actions that will promote the harmonisation of national policies and legislation in the management of protected areas.

### National and local action

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 biogeographical regions and in consultation with all relevant constituencies. The supporting target should be to fill gaps (including biodiversity hotspots and under-represented bioregions) in a representative national system of protected areas by 2010.
- ❑ Taking account of environmental, social, cultural and economic linkages, and in consultation with all relevant constituencies including adjacent jurisdictions, review:
  - the scope and need for boundary changes, including the expansion of protected areas beyond existing boundaries;
  - zoning measures within and on the edge of protected areas; and
  - frameworks for connectivity, such as ecological and social networks, ecological corridors and freshwater flows.
- ❑ Restore ecological processes in degraded areas, both within protected areas and in their surrounding landscapes, so as to ensure the ecological integrity of protected areas.
- ❑ In partnership with stakeholders (particularly indigenous and local communities affected by, or interested in conservation initiatives) examine how innovative, traditional/customary and other types of governance can be recognised, harmonised and connected within an overall protected area system.
- ❑ Adopt 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, including protecting their seasonal or temporary use rights, preserving the integrity of their migratory routes or corridors, and supporting mobile use where it can achieve conservation objectives.
- ❑ Coordinate the above with national adaptation plans under the UN Framework Convention on Climate Change, so as to ensure that adaptation plans for protected areas are in place.



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### IUCN-led action on completing the system

**Action:** agree a revised global scheme of biogeographical subdivisions as a basis for reviewing gaps in the coverage of protected areas (including World Heritage sites). *Lead: IUCN WCPA Building the Global System Theme.*

**Action:** establish a task force within WCPA on conservation planning to guide countries in the achievement of protected area targets. *Lead: IUCN WCPA Global Steering Committee.*

**Action:** provide assessments of the significance of major global changes, including climate, on the identification and management of protected areas. *Lead: WCPA.*

**Action:** assist local and regional institutions to understand and implement international instruments and protocols relating to protected areas. *Lead: IUCN Environmental Law Centre.*

**Action:** produce and disseminate general guidance on effective legal mechanisms for the establishment and management of protected areas and provide specific advice on request. *Lead: IUCN Commission on Environmental Law.*

**Action:** lead collaborative efforts – internationally, regionally and nationally – in examining the current system of representation, identifying gaps and making recommendations to appropriate authorities. Special attention should be given to freshwater systems, grasslands, regional seas, the High Seas, and polar regions, as well as the implementation of the *Global Strategy for Plant Conservation*. *Lead: WCPA Building the Global System Theme.*

**Action:** develop an open reporting system on the global distribution, extent and status of marine protected areas, involving wide information dissemination, and encouraging international participation and feedback. *Lead: WCPA working through the WDPA and the UNEP/World Conservation Monitoring Centre.*

**Action:** encourage, and contribute knowledge to, the establishment of marine protected areas in the Antarctic region. *Lead: WCPA.*

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

**Action:** encourage the development of programmes for linkages in all continents, especially across international boundaries, using networks of different categories of protected areas, buffers and connecting corridors, for example in the marine environment, basins and mountain chains, and along important migratory paths (e.g. the East Asian Flyway). *Lead: WCPA Regions and proposed new WCPA/CEESP/CEL Task Force on Governance.*

**Action:** compile and disseminate information on methods of linking protected areas with surrounding landscape and seascape. *Lead: WCPA/CEM Joint Task Force.*

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

**Action:** promote the establishment of transboundary protected areas and Parks for Peace in all continents and oceans. *Lead: WCPA Regions supported by WCPA Task Force on Transboundary Protected Areas.*

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

### **IUCN-led action on protected area categorisation<sup>14</sup>**

**Action:** establish a new WCPA task force on the IUCN system of Management Categories for Protected Areas. *Lead: WCPA.*

**Action:** encourage the full use of the IUCN Management Categories for Protected Areas in all IUCN work on protected area systems. *Lead: WCPA Management Effectiveness Theme and new Task Force on Categories.*

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<sup>14</sup> See also *Recommendation V.19* of the V<sup>th</sup> IUCN World Parks Congress.

**Action:** prepare an updated version of the 1994 IUCN Protected Areas Management Categories guide. This should include a better reflection of the interdependence of cultural and natural assets, and of various governance models (including Community Conserved Areas, related types of natural resource protection and management, and indigenous-owned, designated and managed protected areas).

*Lead: new WCPA Task Force on Categories.*

**Action:** develop programmes on: (i) capacity building to improve understanding of the Categories system, and (ii) research and monitoring on the impact of the system.

*Lead: new WCPA Task Force on Categories.*

**Action:** before the compilation of the next *UN List of Protected Areas*, establish protected area category verification and certification systems and trial these in WCPA

Regions, especially Europe, leading to a proposal for a protocol for the verification of protected areas in relation to the IUCN Management Categories. *Lead: new WCPA Task Force on Categories and WCPA Europe.*

**Action:** consider revising the definition of a marine protected area in order to facilitate better reporting; this should consider the exclusion of coastal/intertidal sites if these do not include sub-tidal water. Any new definition should be presented at the next IUCN World Conservation Congress. *Lead: WCPA Marine Theme with the new WCPA Task Force on Categories.*

**Action:** update the WDPA to include all sites that meet the IUCN definition of a protected area, regardless of governance responsibility. *Lead: WCPA working through the global consortium of the WDPA and the UNEP/World Conservation Monitoring Centre.*



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## Outcome 4

### Protected areas are effectively managed, with reliable reporting on their management

Completing the global system of protected areas will not be sufficient. It has to be accompanied by improvements in the health of protected areas and in the capacity to manage them effectively. Some progress has been made through the development of the WCPA framework and associated systems on management effectiveness. But, in many places, monitoring and evaluation systems need to be adopted and implemented. Elsewhere, 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 corresponding plans of action should be drawn up and implemented. The value of indigenous and traditional knowledge should be recognised and utilised effectively in participatory management. There is a need for a clearer understanding of how cultural and spiritual values can be fully recognised and appropriately protected alongside natural ones. New protocols are needed to evaluate the efficacy and effectiveness of management in relation to the IUCN system of Management Categories for Protected Areas, and to take on board the increased recognition of cultural and spiritual factors in the effective management of protected areas. The need for improved management effectiveness is addressed in Main Target 6.

At present, managers of protected areas and other primary stakeholders often do not have sufficient knowledge, skills, capabilities and tools to face the challenges of global change. The skills now required to manage protected areas are more specialised and broader than in the past and will be even more demanding in future. It is therefore a priority to strengthen capacities at individual, institutional and societal levels<sup>15</sup> – see Main Target 7 below.

**Main Target 6** – All protected areas have effective management systems in place by the time of the next IUCN World Parks Congress

#### International action

- ❑ Assess globally, through the CBD process, the effectiveness of protected area management and associated compliance mechanisms, focusing in particular on biodiversity loss, habitat fragmentation, landscape destruction, the effects of climate change, introduction of disease and other key indicators of the integrity of protected areas.
- ❑ Increase, through donor assistance, the capacity of protected area management to undertake effectiveness evaluations.

#### National action

- ❑ Establish quantifiable, verifiable and sustained monitoring and evaluation systems to chart the state of protected areas and their key attributes, as developed by WCPA. This work should be

<sup>15</sup> See also *Recommendation V.18* of the V<sup>th</sup> IUCN World Parks Congress.

undertaken by national governments and devolved administrations in collaboration with other stakeholders, and the results used to influence planning and management decisions, and assess progress towards agreed targets.

- ❑ Make resources available from national government and devolved administrations to enable protected area authorities, including and with the involvement of indigenous and local communities, to implement evaluation systems for improving management effectiveness.
- ❑ Establish and implement a legal (or other relevant and appropriate) basis for all protected areas; this work to be undertaken by national governments and devolved administrations in collaboration with other stakeholders.
- ❑ Assess the impacts of climate and other significant change on protected areas, and the adequacy of adaptation plans in place. This will require coordination with national adaptation plans under the UN Framework Convention on Climate Change.

### Protected area authority action

- ❑ Support the implementation of monitoring and evaluation systems, consistent with the WCPA framework for assessing management effectiveness, that are sustainable and resource efficient, and that engage other institutions and local communities. Use the results to improve all aspects of management and to ensure that these results are made available to all relevant constituencies.
- ❑ Develop human resources policies and programmes for protected area staff, including recruitment, training and continuing professional and volunteer development programmes and standards to ensure that all the necessary capacity, skills and expertise are available to protected area authorities.
- ❑ Develop similar programmes for other relevant constituencies so that assessments can be undertaken to appropriate standards.
- ❑ Ensure that those engaged in protected area management use a wide range of knowledge and information from scientific, management, technical, community and traditional sources.
- ❑ Develop programmes for generating baseline data through protected area surveys.
- ❑ Encourage transparency and accountability through the establishment of clear systems of reporting, auditing and accounting for each protected area.
- ❑ Ensure that in regions affected by HIV/AIDS, protected area management includes HIV/AIDS education and awareness/prevention programmes for staff and local communities, and provide practical assistance to those affected where possible.
- ❑ Develop participatory methods of accreditation/competency evaluation for use by public, private, indigenous and local community organisations in relation to the management of protected areas, including those Community Conserved Areas that meet the IUCN and CBD definitions of a protected area.

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

**Action:** make available participatory decision-support tools for monitoring and evaluation systems (including key performance indicators), and promote their use in improving protected area management effectiveness by all stakeholders. *Lead: WCPA Improving Management Effectiveness Theme, with CEESP/CEL Joint Task Force on Governance, and TILCEPA.*

**Action:** establish and disseminate a protocol on participatory evaluation systems, supported by case studies of effective collaborative approaches. *Lead: WCPA Improving Management Effectiveness Theme with CEESP/CEL Joint Task Force on Governance and TILCEPA.*

**Action:** provide guidance in selection of participation evaluation systems and/or undertake reviews of evaluation systems for protected area agencies, on request and subject to availability of relevant experts and necessary resources. *Lead: WCPA Regions with CEESP/CEL Joint Task Force on Governance and TILCEPA.*

## Main Target 7 – All protected areas have effective management capacity by the time of the next IUCN World Parks Congress

### International action

- ❑ Promote the development of an inventory and database of all institutions in the world specialising in training and capacity building for protected areas. The database should also include the main learning support materials useful for protected area management.
- ❑ Establish and strengthen an international network of training organisations, regional centres 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.
- ❑ Improve opportunities for non-conventional learning (distance education, learning networks, practical on-the-job training, etc).

### National action

- ❑ Develop and implement national strategies and guidelines to ensure adequate capacity building for all protected areas stakeholders. Such strategies should include permanent training programmes and specific actions to promote participatory processes, communication, education and public awareness.
- ❑ Promote linkages between non-formal and formal educational institutions to enhance the effectiveness of capacity-building processes.
- ❑ Establish recruitment, training and continuing professional development programmes to ensure that all necessary skills and expertise are available to protected area authorities and other relevant constituencies.
- ❑ Make available resources for establishing, developing and maintaining volunteer development programmes in relation to protected area management.

### Protected area authority and local action

- ❑ Promote the conditions, and ensure the means for the effective engagement in conservation of indigenous peoples, including mobile indigenous peoples, local communities and other local stakeholders. 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 plans and programmes for managers and staff.

### IUCN-led action on protected area databases

**Action:** reconfigure, update, maintain and make available an accessible protected area database for use by protected area authorities and other constituencies. *Lead: WCPA Information Management Task Force.*

### IUCN-led action on zoning for improved management effectiveness

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

## IUCN-led action on capacity building<sup>16</sup>

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

**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 a full role in protected area management. *Lead: WCPA Capacity Development Task Force.*<sup>17</sup>

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

**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 process of change involving individuals, institutions and societies as a whole. *Lead: WCPA Capacity Development Task Force.*

**Action:** develop a pool of learning sites to function as best practice models for training. *Lead: Capacity Development Task Force.*

**Action:** identify case study examples where private reserves perform a complementary role to the governmental system of protected areas, and develop published advice based on these examples. *Lead: WCPA Steering Committee and Regions.*

**Action:** organise regular regional protected areas conferences or seminars on capacity building. *Lead: WCPA Regions.*

**Action:** produce guidelines for developing and assessing capacity building for protected areas. *Lead: WCPA Capacity Development Task Force.*

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<sup>16</sup> See also *Recommendations V.1* and *V.2* of the V<sup>th</sup> IUCN World Parks Congress.

<sup>17</sup> See also *Recommendation V.3* of the V<sup>th</sup> IUCN World Parks Congress.



## Outcome 5

### The rights of indigenous peoples, including mobile indigenous peoples, and local communities are secured in relation to natural resources and biodiversity conservation

Indigenous peoples, including mobile indigenous peoples,<sup>18</sup> and local communities live in most of the world's biodiversity-rich regions. Their physical, cultural and spiritual survival and well-being depend on maintaining a range of relationships with, and secure tenure over, their traditional lands, territories and resources. The international community has acknowledged the vital role of indigenous peoples and local communities in the achievement of sustainable development. The knowledge of indigenous peoples and local communities 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.

However, the roles, knowledge and customary laws of indigenous peoples and local communities have frequently been disregarded or undervalued by the conservation community. For example, many protected areas have been established without adequate attention to, and respect for the rights of indigenous peoples, including mobile indigenous peoples, and local communities, especially their rights to lands, territories and resources, and their right freely to consent to activities that affect them. Furthermore, many indigenous peoples have been expelled from protected areas created in their territories, thereby severing their relationship with the land involved and undermining their cultural integrity. Indeed, indigenous peoples and local communities have often borne the costs of protected areas but received few benefits; this is particularly true of women.

Acknowledging that many mistakes have been, 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, the V<sup>th</sup> IUCN World Parks Congress called for an urgent re-evaluation of policies affecting indigenous peoples and local communities. This is reflected in the three main targets below, which have been developed to achieve a more effective engagement between protected areas and indigenous peoples and local communities, based upon recognition of their rights.<sup>19</sup>

**Main Target 8** – All existing and future protected areas are established and managed in full compliance with the rights of indigenous peoples, including mobile indigenous peoples, and local communities by the time of the next IUCN World Parks Congress

**Main Target 9** – The management of all relevant protected areas involves representatives chosen by indigenous peoples, including mobile indigenous peoples, and local communities proportionate to their rights and interests, by the time of the next IUCN World Parks Congress

<sup>18</sup> Mobile indigenous peoples are 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. These include nomads, pastoralists, shifting agriculturalists and hunter-gatherers.

<sup>19</sup> See also *Recommendations V.24, V.25 and V.27* of the V<sup>th</sup> IUCN World Parks Congress.

**Main 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 are established and implemented by the time of the next IUCN World Parks Congress

### International action

- ❑ CBD COP7 should ensure the implementation of the spirit and intent of articles 8(j), 10(c) and related provisions of the CBD, and collaborate with indigenous peoples and local communities in the further articulation of the various components of these provisions.
- ❑ As recommended by the UN Permanent Forum on Indigenous Issues in its advice to the V<sup>th</sup> IUCN World Parks Congress, international fora should ensure that all laws, policies or work programmes on forests and protected areas guarantee, ensure and respect various aspects of indigenous peoples' lives, such as their spiritual and cultural lives, their needs and entitlement to benefits, their rights over land and territorial rights – including rights over sacred sites – and their rights of access to and control over the management of forests.
- ❑ The Global Environment Facility and the World Bank should ensure that: (i) their draft revised policy on indigenous peoples is fully consistent with indigenous peoples' rights; and (ii) that conservation activities funded by them, including compensatory environmental measures under the Critical Habitats Policy, ensure respect for indigenous peoples' and local communities' rights, and ensure that 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 ecotourism, and that their customary law is respected and recognised in national law.
- ❑ Recognise collective and customary rights of mobile communities and respect the integrity of the mobile indigenous peoples' resource-management systems.
- ❑ Recognise mobile indigenous peoples' Community Conserved Areas as a protected area governance type where this meets the IUCN and CBD definitions of a protected area, 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.
- ❑ Approve the UN Draft Declaration on the Rights of Indigenous Peoples as adopted in 1994 by the 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

- ❑ Recognise the contribution and status of Community Conserved Areas and related types of natural resource protection and management, as well as indigenous-owned, designated and managed protected areas, within national systems of protected areas, wherever these areas meet the IUCN and CBD definitions of a protected area.
- ❑ Review all existing conservation laws and policies that impact on indigenous peoples and local communities, including mobile indigenous peoples, ensuring their effective involvement and participation in this review.
- ❑ Adopt and implement laws and policies concerning 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.

- ❑ Adopt and promote adaptive management approaches that recognise 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.
- ❑ Respect, promote and integrate the use of traditional knowledge, institutions, customary laws and resource management practices of mobile indigenous peoples, working alongside mainstream science on a complementary basis; develop common conservation objectives; and 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.
- ❑ Recognise 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.
- ❑ Promote cross-cultural dialogue and conflict-resolution within and between mobile and sedentary people around and in protected areas.

### Protected area authority action

- ❑ Adopt measures, policies and practices that provide for full recognition of, and respect for the rights of indigenous peoples, including mobile indigenous peoples, and local communities in respect of protected areas; 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.
- ❑ 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 and corridors for movement; support mobile use to achieve conservation objectives.
- ❑ Develop and adopt mechanisms to guarantee the meaningful participation of indigenous peoples and local communities in the designation and management of protected areas.
- ❑ Working with the free, prior and informed consent of indigenous peoples and in consultation with stakeholders, recognise the contribution that Community Conserved Areas, formal co-managed protected areas and indigenous-owned and managed protected areas can make to the development of protected area systems.

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

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

**Action:** produce and disseminate guidance and best practice 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. *Lead: WCPA/CEESP TILCEPA.*

**Action:** establish support mechanisms for building the capacity of local communities to engage more effectively with protected area authorities. *Lead: WCPA/CEESP TILCEPA.*

**Action:** provide support to indigenous peoples and local communities and other authorities on Community Conserved Areas, co-managed and indigenous-owned and managed protected areas. *Lead: WCPA/CEESP TILCEPA.*

**Action:** provide advice on reforming national laws, policies and conservation programmes to respect indigenous peoples' and local communities' rights. *Lead: WCPA/Commission on Environmental Law.*

**Action:** appoint a WCPA Vice-Chair for Indigenous Affairs to ensure that there is a high-level input of indigenous peoples' concerns into WCPA programmes and better communication between indigenous peoples and the protected area constituency. *Lead: WCPA Global Steering Committee.*

**Action:** strengthen training organisations and coordinate training measures for local authorities on the rights of indigenous peoples and local communities in the co-management of protected areas. *Lead: WCPA Capacity Development Task Force.*

**Action:** conduct a review of IUCN World Conservation Congress Resolution 1.53 – Indigenous Peoples and Protected Areas and the 1999 IUCN/WCPA/WWF *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/CEESP TILCEPA.*

**Action:** 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, leading to an IUCN report to the annual session of the forum on the implementation of the forum's recommendation. *Lead: IUCN Secretariat.*

**Action:** produce and disseminate guidance and best practice to all parties on the importance of a gender perspective in the management of protected areas, focusing on: (i) an increased commitment to the recognition of women's knowledge of local ecosystems; (ii) acknowledging and enhancing women's roles in decision-making for natural resources management; and (iii) a special commitment to increase the capacity of poor women to engage as key stakeholders. *Lead: WCPA/CEESP TILCEPA.*



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## Outcome 6

### Younger generations are empowered in relation to protected areas

To date, few young people have been involved in the governance and management of protected areas. There is an urgent need to engage younger generations more effectively in these endeavours. Their input in decision-making, strategic planning and programming is essential to ensure a sustainable future for protected areas.

**Main Target 11** – Significantly greater participation of younger people in the governance and management of protected areas is secured by the time of the next IUCN World Parks Congress

#### International action

- ❑ Develop a cadre of well-known international figures, who are already role models for younger people, to act as ambassadors for protected areas.
- ❑ Support and give prominence to the contribution that young people can make in implementing international conventions, programmes, etc. relating to protected areas.
- ❑ Give recognition at the highest international level to the work of young people in support of protected areas.

#### National action

- ❑ Include environmental education as a fundamental component of curricula at all levels of education, with a particular emphasis on the importance of protected areas.
- ❑ Increase government financial support to younger people professionally engaged in protected areas, through capacity-building initiatives such as internships, fellowships, exchange programmes and placements at institutions of higher learning.
- ❑ Identify local opinion leaders from among the younger generation, and invite them to participate in disseminating positive protected area-related conservation messages.

#### Protected area authority action

- ❑ Make the involvement of young people a prominent management objective.
- ❑ Actively recruit and train rangers from among local young people.
- ❑ Target local education and awareness programmes at young people living in and near protected areas.
- ❑ Work closely with schools, youth clubs, scouts and other organisations involving young people, and engage them in appropriate management tasks.
- ❑ Establish young peoples' volunteer or pioneer programmes in protected areas.

#### IUCN-led action on engagement of younger generations

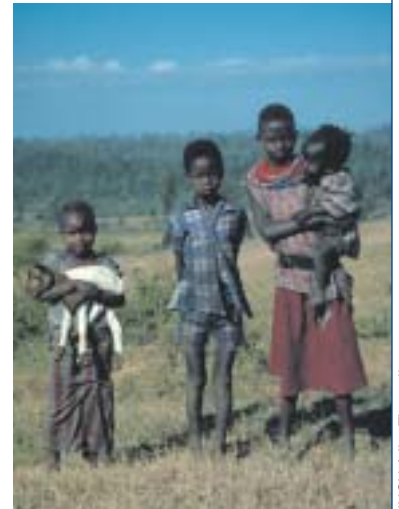
**Action:** supporting targets: establish a WCPA-led inter-Commission task force on intergenerational integration within IUCN. This should: (i) develop within the next two years a comprehensive programme of work to encourage institutions and organisations to engage younger generations (as well as older people) in decision-making; and (ii) over the next ten years, monitor the participation of younger people. *Lead: IUCN Council.*

**Action:** supporting target: develop a programme within two years to engage more young people in the work of IUCN Commissions. *Lead: IUCN Council.*

**Action:** encourage the commitment of increased resources for professional capacity-building initiatives such as internships, fellowships, North-South and South-South exchange programmes, regional training centres and institutions of higher learning, to strengthen the ability of younger generations to participate in decision-making processes relating to conservation. *Lead: joint WCPA and CEC Training and Education Initiative.*

**Action:** establish a new WCPA Conservation Award specifically to recognise the contribution that young individuals, and institutions involved in working with young people, make to protected areas as rangers and in other ways. *Lead: WCPA Global Steering Committee with the International Ranger Federation.*

**Action:** urge governments to incorporate environmental education, with an emphasis on protected areas, as part of their educational curricula at all levels of the educational system. *Lead: WCPA/CEC.*



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## Outcome 7

### Significantly greater support is secured for protected areas from other constituencies

There is a need to establish and recognise common agendas for protected area conservation among diverse constituencies. This should result in the development of many new partnerships, including with those in the business sector and industries that exploit natural resources. Future action needs to focus on widening the awareness and understanding of the values of protected areas, not only their contribution to biodiversity protection but also to achieving sustainable development, and especially their value to indigenous peoples and local communities. 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. Stronger links need to be made between protected areas and the cultural heritage of communities and society, including the sacred and spiritual qualities of these areas. The benefits that protected areas offer to major towns and cities – including education and healthy recreation, watershed protection, biodiversity conservation and income from tourism – need much greater recognition.<sup>20</sup>

Protected area authorities and staff need to engage with all groups in society, especially children and young people, both genders, indigenous peoples, local communities and minority ethnic groups. An inclusive approach has to be the new order. The voluntary sector should be encouraged to play a greater role in promoting the benefits of protected areas to communities and individuals living within and outside them.

Visitors to protected areas are increasing in numbers and demand is likely to continue to grow. It is important to realise the many positive benefits this can bring, such as revenue generation, increased understanding and awareness of protected areas' natural and cultural values, and greater awareness by local communities of local assets. But tourism must be properly planned for and managed to minimise the environmental damage and costs that would otherwise occur.<sup>21</sup>

**Main Target 12** – Programmes of support for protected areas are achieved among all major stakeholder constituencies by the time of the next IUCN World Parks Congress

#### International action

- ❑ Ensure that all interested and affected parties in protected areas – including stakeholders with interests in exploitation of natural resources – are actively involved in supporting protected areas through global processes, including conventions and congresses.

#### National and local action

- ❑ Review all national government and devolved administration policies affecting protected areas and make necessary changes 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 terminated forthwith.

<sup>20</sup> See also *Recommendation V.14* of the V<sup>th</sup> World Parks Congress.

<sup>21</sup> See also *Recommendation V.12* of the V<sup>th</sup> World Parks Congress.

- ❑ Ensure that national level plans of various kinds recognise the role and value of protected areas, as well as the economic and social costs to society of taking ill-informed decisions about them.
- ❑ Promote strategic environmental assessment and multi-criteria analyses as tools for identifying optimal land use and programme options.
- ❑ Develop and, where available, improve economic instruments to achieve sustainable benefits from protected areas.
- ❑ Introduce into the economic appraisal methodology used by national governments and devolved administrations ways to recognise the total value of protected areas to economic activity, social well-being and provision of environmental goods and services, including the assessment of any opportunity costs.
- ❑ Put in place incentives and regulatory regimes to improve the sustainable management of protected areas, taking account of diverse national, regional, and local conditions, and aiming to maintain and improve the biological, landscape and cultural diversity of protected areas. This should include economic incentives to encourage those stakeholders depending on protected areas for their daily subsistence to support the areas' protection.
- ❑ Develop protected area schemes, as part of planning frameworks and action programmes of national governments and devolved administrations, which recognise protected areas as places for conserving and managing natural resources for social and economic development. These should help alleviate poverty, prevent natural disasters and promote more sustainable patterns of production and consumption. They should primarily involve authorities with responsibility for protected areas, water, energy, forestry, agriculture, fisheries, mining and tourism.
- ❑ Recognise the importance of protected areas and green spaces to people living in cities, the interdependence of cities and protected areas, and the need to engage urban populations in work related to protected areas.
- ❑ Demarcate and recognise indigenous peoples' territories as a means to support community-based conservation.
- ❑ Devise policies and frame rules for co-sharing the responsibility of the management of protected areas.

### **Protected area authority action**

- ❑ Establish action programmes to increase awareness of the purpose, values and benefits of protected areas, aimed at politicians, other decision-makers and their advisers, business and civil society groups. These action programmes should be developed in local and regional contexts, ensure integration of protected areas as assets into economic and social programmes, and engage future leaders from all constituencies in decision-making in respect of protected areas.
- ❑ Strengthen the capacity of the protected area community to preserve and restore natural areas in and near cities, reach out to urban residents, and build stronger urban constituencies for nature conservation.
- ❑ Develop partnerships with business and other stakeholders to ensure that protected areas are placed at the core of their programmes; that these groups are made aware of protected area priorities and the reasons for them; and that businesses and other stakeholders are made part of consultative processes for decisions affecting protected areas and for implementing them in practice.
- ❑ Recognise and respond 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 voluntary organisations to encourage the development of conservation volunteer programmes.
- ❑ Develop strategies and actions to recognise and reinforce the role of protected areas in:
  - disaster mitigation (e.g. in the case of floods and droughts);
  - the creation of jobs and incomes for the local area;
  - stimulating the sustainable use of renewable resources; and
  - empowering indigenous peoples and local communities to contribute to conservation and

sustainable livelihoods through Community Conserved Areas, co-managed protected areas and other participatory mechanisms.

- Develop programmes to create markets for the goods and services provided by protected areas, e.g. through product branding.

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

**Action:** provide clear explanations of the roles and benefits to society of protected areas, and make these available in many languages. *Lead: IUCN Secretariat.*

**Action:** develop and disseminate improved and new methodologies for accounting for the benefits of protected areas. *Lead: IUCN Secretariat.*

**Action:** develop accords with key multinational stakeholders on the role of protected areas and the active participation of these interests in their long-term protection, undertaken 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 Chair and CEESP Chair.*

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

**Action:** compile and disseminate examples of effective and poor practice with regard to policies, incentives and regulation of activities affecting protected areas. *Lead: WCPA Global Change Theme.*



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

### **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.*

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

**Action:** take the lead in establishing a network of volunteer agencies and organisations to stimulate active volunteer programmes relating to protected areas. *Lead: IUCN CEESP.*

**Action:** develop interactions with fisheries and fishery managers to support the development of marine protected areas in coastal areas, regional seas and High Seas. *Lead: WCPA Marine Theme.*

### **IUCN-led action on cities and protected areas**

**Action:** incorporate an urban dimension into WCPA's activities through a new Theme on Cities and Protected Areas. *Lead: WCPA Global Steering Committee.*



## Outcome 8

### Improved forms of governance are in place

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. It is about 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 those 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 vary greatly throughout the world. Therefore, there are strong demands for the better reflection of values, effective mechanisms to incorporate local voices and traditions, checks and balances in decentralised structures, better performance and greater accountability, and removing the abuses which occur even in the best of institutions.

Success in the coming decade will depend in part on strengthening the governance of protected areas. Action needs to focus upon developing and sharing a common vision, providing mechanisms to chart progress and building capacity to foster improvements.<sup>22</sup>

**Main Target 13 – Effective systems of governance are implemented by all countries by the time of the next IUCN World Parks Congress**

#### 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 participatory governance evaluation tools and promote their use for the implementation of the CBD, the World Heritage Convention and Ramsar Convention, as well as in protected area systems and at individual protected area sites.
- ❑ Support the UNEP/World Conservation Monitoring Centre in acquiring and maintaining data on a plurality of protected area governance types that achieve positive conservation outcomes, and particularly on Community Conserved Areas.
- ❑ Promote a comparative analysis of various governance models for protected areas, including evaluating the effectiveness of different models under similar conditions and threats, and assess how different models fare in terms of ‘good governance’ principles.

<sup>22</sup> See also *Recommendations V.16* and *V.17* of the V<sup>th</sup> IUCN World Parks Congress.

- ❑ Promote regional agreements and governance structures to support transboundary protected areas and the management of transboundary resources, for example in river basins.

### National action

- ❑ Develop a broad consensus on ‘good governance’ principles that fit the relevant national protected area context through participatory assessment exercises with the relevant stakeholders, and adopt those principles in addressing the challenges facing protected areas in the 21<sup>st</sup> century.
- ❑ Promote – through capacity building for protected area institutions and staff, and for society at large – an enhanced understanding and application of ‘good governance’ principles, as appropriate to the context of each individual site.
- ❑ 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.
- ❑ Incorporate good governance concepts in planning and management structures that encourage the interaction between protected areas and the surrounding landscape, for example, in respect of flows of fresh water or forest buffer zones.

### Local action

- ❑ Promote favourable conditions – and provide the means – for effective engagement of indigenous peoples, local communities and other local stakeholders in protected area conservation. The focus of attention should be on building the capacity of communities to engage effectively in protected areas management, with legitimacy and transparency, and to take leadership roles where appropriate.
- ❑ Promote research into various protected area governance models, and encourage the adoption of a plurality of approaches.
- ❑ Involve protected area authorities and other key stakeholders in the assessment of governance mechanisms and in the implementation of improvements.

### IUCN-led action

**Action:** consider establishing an inter-Commission task force on protected area governance with membership from WCPA, CEESP and CEL, and with Secretariat support, dedicated to assembling, synthesising and exchanging relevant experiences. *Lead: WCPA, CEESP and CEL Steering Committees.*

**Action:** facilitate the drawing up of a charter on good protected area governance for submission to the 3<sup>rd</sup> IUCN World Conservation Congress (Bangkok, 2004). *Lead: proposed new WCPA/CEESP/CEL Task Force on Governance.*

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



## Outcome 9

### Greatly increased financial resources are secured for protected areas

If protected areas are to conserve biodiversity and promote economic development, they must be adequately funded. But during the past decade, there has been little growth in the resources available in many countries. At the same time, there has been a rapid growth in the number and extent of protected areas, the pressures upon them, and the demands of management. Moreover, many countries with the highest levels of biodiversity find particular difficulty in securing the necessary funds because of the imperative of poverty alleviation. So they are unable to develop and manage a comprehensive and effective system of protected areas, foregoing the environmental, social and economic benefits that such a system might offer at national or global level.

While governments should recognise these many benefits of protected areas in their own financial planning, their efforts need to be complemented by innovative thinking that brings new sources of funding for protected areas. These should include international mechanisms (e.g. the GEF, especially to achieve the WSSD target of a significant reduction in biodiversity loss by 2010); finance from other countries (e.g. through debt swaps); funds from other parts of government (e.g. those allocated for climate change adaptation plans); funds from the private and charitable sectors; fiscal incentives, easements and other mechanisms to support conservation; and entry fees and other site-based earnings.

There are significant challenges in generating additional finance in this way without compromising the core values of protected areas. For example, income generation through the sustainable use of natural resources and environmentally sensitive tourism offers opportunities, but there are dangers too. So while it is important to realise fully the potential benefits of protected areas with imaginative financing strategies, protected area planners and managers should weigh up the pros and cons of different funding options.<sup>23</sup>

**Main Target 14** – Sufficient resources to identify, establish and meet the recurrent operating costs of a globally representative system of protected areas are secured by the time of the next IUCN World Parks Congress

#### International action

- ❑ Use best-available information to establish a consistent framework for defining and projecting the funding needs for the conservation and management of protected areas. The recommended supporting target therefore is: by 2006, countries and protected area authorities should compile information for the development of a credible, global estimate of funding needs for protected areas.
- ❑ A complementary supporting target is that sufficient resources to support these funding needs should be in place by 2010.
- ❑ A further supporting target is to implement, by the start of 2006, the agreements reached under the CBD and at the WSSD to transfer substantial new and additional financial resources to developing countries from industrialised nations, with the aim of conserving and managing an effective global protected areas network.

<sup>23</sup> See also *Recommendations V.7* and *V.8* of the V<sup>th</sup> IUCN World Parks Congress.

- ❑ Encourage private sector and other organisations that benefit from the ecosystem services provided by protected areas to support protected area management through the GEF and other financial mechanisms.

### Regional action

- ❑ Governments should strengthen existing regional instruments – and develop new mechanisms – to increase funding at the regional level for effective, efficient and equitable management of protected areas.

### National action

- ❑ Supporting targets: by 2005, governments and the private sector should adopt consistent principles and procedures for establishing and funding the operational needs and shortfalls in protected area systems. These should include assessments of the full benefits that protected areas generate at different levels (local, national, and global), and should be the basis for agreeing national and global targets for increased funding. Based on these estimates, by 2006, governments should develop country-level Sustainable Financing Plans that support national systems of protected areas, and should begin to implement these, including adopting the necessary regulatory, legislative, policy, institutional and other measures.
- ❑ Supporting targets: by 2005, under the fourth replenishment of the GEF, governments should commit to a substantial increase in funding for protected areas and conservation across the developing world, commensurate with the identified funding shortfall.
- ❑ In pursuing these targets, governments should:
  - develop revenue streams for protected areas from the goods and services they supply, such as water, genetic resources for pharmaceutical use and cosmetics, photographic images of dramatic scenery and charismatic biodiversity, low impact agriculture and forestry, tourism and leisure;
  - give special attention to: (i) payments for environmental services that have traditionally fallen outside formal market mechanisms, and (ii) government-regulated commercialisation of products derived from protected areas to increase revenues, providing that the use is environmentally sustainable;
  - develop contracts between public authorities and protected areas that recognise the full social and economic benefits that protected areas can bring, particularly through the reduction of poverty and the creation of wealth;
  - develop collaborative partnerships with the private sector to establish new and expanded funding for the protected areas network;
  - use a range of instruments, such as taxes, tradeable or market permits and environmental bonds, that both discourage activities that are damaging to natural resources and produce income for protected areas and local communities;
  - strengthen 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; and
  - ensure that all income flows from protected areas help improve their management and, through this, also bring benefits to society.

### Local action

- ❑ Establish, where appropriate, collaborative arrangements between protected area authorities and profit-making organisations to generate a diversified funding base for protected area management.
- ❑ Develop creative ways to conserve biodiversity, strengthen protected areas management and reduce poverty by generating income from the creation of small businesses and employment associated with protected area management (e.g. para-taxonomists, ecotourism service providers, guides and other visitor services, conservers of traditional knowledge).

- ❑ Consider adopting a scale of charges for commercial users of protected areas related to the real, long-term conservation and protection costs incurred.

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

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

**Action:** develop and promote proposals for new and substantial additional international and regional funding schemes, focusing in particular on transferring resources from institutions and business entities in the industrialised world to protected areas in developing countries. *Lead: WCPA Finance Task Force.*



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

**Action:** provide support materials for those working to increase financial resources for protected areas. *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 marine resources. *Lead: WCPA Finance Task Force.*

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

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

**Action:** ensure that protected area managers develop the professional skills to secure additional finance for protected areas. *Lead: WCPA Finance Task Force and WCPA Management Capacity Theme.*

**Action:** promote the establishment of funds and other innovative mechanisms which, through the realisation of their rights, bring benefits to indigenous peoples and local communities. *Lead: WCPA Finance Task Force.*



## Outcome 10

### Better communication and education are achieved on the role and benefits of protected areas

Communication and education strategies are needed to develop widespread support for protected areas from all sectors, including a stronger relationship with the media. Communicating the benefits of protected areas is also essential. 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. To be successful, communication and education about protected areas needs to be focused on reaching protected area management objectives.<sup>24</sup>

**Main Target 15** – All national systems of protected areas are supported by communication and education strategies by the time of the next IUCN World Parks Congress

#### Protected area authority action

- ❑ Establish participatory, multimedia communication strategies both at the system level and at the site level to secure the support of key stakeholders for protected areas, especially:
  - outreach programmes for decision-makers in key political and administrative positions nationally and locally, to ensure that they understand the benefits of protected areas and the roles they can play in helping to secure these benefits in the longer term;
  - outreach programmes for urban populations about the role which they can play in raising support for protected areas;
  - outreach programmes for local communities (including women, children and young people, ethnic minorities and vulnerable groups), so as to improve their capacity to engage and contribute, and to ensure that their knowledge and information is properly used in the management of protected areas.

#### IUCN-led action on communication about protected areas

**Action:** facilitate access to the knowledge held by IUCN experts and networks. *Lead: IUCN Secretariat.*

**Action:** communicate to all constituencies the positive and other lessons learned about protected areas. *Lead: CEC.*

**Action:** translate expert and technical terminology into everyday language. *Lead: IUCN Secretariat.*

**Action:** provide guidelines, tools and training to increase the capacity of protected areas management to engage effectively in strategic participatory communication. *Lead: CEC and WCPA Management Capacity Theme.*

**Action:** establish outreach programmes for decision-makers in key political and administrative positions, locally, nationally and internationally, working with IUCN members and partner bodies. *Lead: IUCN Secretariat.*

<sup>24</sup> See also *Recommendation V.32* of the V<sup>th</sup> IUCN World Parks Congress.

**Action:** develop a plan of communication from the indigenous peoples' perspective, taking into account multicultural diversity and multi-lingualism. *Lead: IUCN Secretariat/TILCEPA.*

**Action:** implement this plan of communication in indigenous languages, and emphasising alternative media. *Lead: IUCN Secretariat/TILCEPA.*

**Action:** integrate indigenous knowledge and education systems in interpretation of, and education about, natural, cultural and spiritual values of protected areas. *Lead: IUCN Secretariat/TILCEPA.*



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## Implementation of the Action Plan

This Action Plan requires effective implementation – otherwise the efforts of those at the V<sup>th</sup> IUCN World Parks Congress will have been wasted.

The achievements of the *Durban Action Plan* will be assessed at the VI<sup>th</sup> IUCN World Parks Congress in ten years time. A preliminary assessment should be undertaken at the time of the Durban mid-term review meeting, tentatively scheduled for 2008. Assessment will require the development and monitoring of a set of performance indicators against which progress towards the attainment of the main targets can be measured. Agreement on these indicators should be undertaken by WCPA, along with the many other tasks indicated above.

However, the work programme for IUCN indicated in the *Durban Action Plan* goes far beyond the mandate of WCPA and the responsibilities of the Programme on Protected Areas. It also needs:

- ❑ the formal support of IUCN members at the 3<sup>rd</sup> IUCN World Conservation Congress, in Bangkok, Thailand, in November 2004;
- ❑ incorporation of the elements of the plan that relate to IUCN into the next IUCN Intersessional Programme (2005–2008) to be adopted at the Bangkok Congress; and
- ❑ the full commitment of all parts of IUCN.

However, implementation of the *Action Plan* is not for IUCN alone. Its success will also depend on the active participation and cooperation of many partners. Their support will be needed if the Outcomes and Main Targets of this plan – as well as the *Durban Accord* call for commitment and action – are to be achieved.

- ❑ Perhaps the most important audience of all for the work done in Durban is the intergovernmental Conference of Parties to the CBD. The sections of this plan that relate to the CBD, and the *Message to the Convention on Biological Diversity* adopted in Durban, constitute a wealth of expert advice that IUCN hopes will be of great assistance to the CBD COP7 – with its special focus on protected areas – and subsequently.
- ❑ Other key partners at intergovernmental level will include UNEP (including the UNEP/World Conservation Monitoring Centre), UNDP, UNESCO, the World Bank, the World Tourism Organization and the GEF.
- ❑ Among international NGOs, IUCN will look to its traditional conservation partners: WWF – World Wide Fund For Nature, The Nature Conservancy, Conservation International, Fauna and Flora International, BirdLife International and others.
- ❑ But there are other partners with a global perspective upon whom the implementation of the *Durban Action Plan* will also depend. These include – among others – international bodies representing business, industry and commerce; representatives of indigenous peoples and local communities; and development and human rights NGOs.
- ❑ At the level of regional cooperation, the plan will need to be integrated into the work of many regional partner organisations and regional programmes. Examples include: regional intergovernmental institutions, such as the European Union and the African Union; regional development banks; and other regional protected area initiatives, such as Peace Parks in Africa, the Central American Council on Protected Areas, and the newly created Ibero-American Network of National Park Institutions and Other Protected Areas (RIPANAP) network in Latin America, Portugal and Spain; and regional organisations representing indigenous peoples and local communities.

- ❑ At national level, many government departments and agencies will have a role to play, covering all economic sectors, and land-use and water-use interests. In addition, there are numerous civil society bodies which have been established to protect biodiversity and landscapes, while others exist to encourage the sustainable use of natural resources. National business and private sector organisations will be critical to success in many countries. In addition, national organisations representing indigenous peoples and local communities should be involved.
- ❑ At the local level, numerous stakeholder groups representing 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.

The above list shows that the ownership of the *Durban Action Plan* will need to be very wide indeed if its ambitious aims are to be achieved. Monitoring progress across such a wide front will be very challenging. Nonetheless, it is vital that there is an effective participatory mechanism for doing so. This should be focused principally around the pursuit of the main targets in the plan – with a view to presenting the VI<sup>th</sup> IUCN World Parks Congress in 2013 with a rigorous assessment of what has been achieved through the *Durban Accord*, the *Durban Action Plan* and *Congress Recommendations*. Such a mechanism should be established by IUCN when it incorporates this plan into its Work Programme for the years ahead.



**The gathering of over 3000 people in Durban in September 2003 represented a unique opportunity for a worldwide review of protected areas and their needs. The *Durban Action Plan* is one of the principal outcomes. Its implementation will require a continuing and ever-closer dialogue among all the interests concerned. IUCN will dedicate itself to making that dialogue a reality and to bringing about the actions called for in this plan.**

