

Governance in the CBD Programme of Work on Protected Areas—

- understanding
- assessing
- taking action

Sub-regional workshop for West Asia and North Africa
on capacity-building for implementation of the
Programme of Work on Protected Areas under the
Convention on Biological Diversity
Dubai, 16–20 April 2012



The ICCA
Consortium

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2003 -- 5^o World Parks Congress (Durban, South Africa)

2004 -- CBD Programme of Work on Protected Areas (COP 7
Kuala Lumpur, Malaysia)

2004, 2008 World Conservation Congress (Bangkok, Barcelona)

2005 First Marine Protected Areas Congress (Geelong, Australia)

2008 -- CBD COP 9 (Bonn, Germany);

2010-- CBD COP 10 (Nagoya, Japan)



key messages

- Conservation needs the capacities, concerns & engagement of society as a whole, not of expert professionals or government officials only



key messages

- Conservation needs to pay more attention to the crucial ties between biological and cultural diversity
...the conditions that allow indigenous peoples and local communities to be empowered for conservation



key messages

- Conservation needs equity: a fairer sharing of the costs and benefits of preserving biodiversity and managing natural resources in a sustainable way



key messages

- Conservation needs to respect **human rights**...
“do no harm”...& have a positive impact on
livelihoods wherever possible.



CBD Programme of Work on Protected Areas – PoWPA

These messages are
explicit in its element
No.2: Governance,
participation, equity
and benefit sharing



...but, in fact, can be
found throughout its
entire text...



Specific CBD TARGETS

...the CBD parties will make sure that indigenous peoples and local communities participate fully and effectively in identifying, implementing and managing new PAs



Specific CBD TARGETS

...the CBD parties will develop mechanisms for an equitable sharing of costs and benefits of PAs



Specific CBD TARGETS

the CBD parties will develop and adopt standards, criteria and best practices for the planning, identification, establishment, management and governance of their own national and regional PA systems



- CBD parties should give special attention to the implementation of PoWPA element 2...
- establish multi-stakeholder advisory committees in support of PoWPA implementation
- improve, diversify and strengthen PA governance types, leading to or in accordance with appropriate national legislation
- recognize [various PA governance types] through acknowledgement in national legislation or other effective means

Specific decisions/
emphasis of PoWPA
review (CBD COP
9, Bonn, 2008)



CBD COP 10 (Nagoya, 2010) invites et encourages Parties to:



- Strengthen PA governance types ... [including] Community Conserved Areas (ICCAs)
- Recognize their contributions in the national PA systems via national legislation or other effective means...
- Promote the participation of indigenous peoples and local communities [...] in the monitoring of PoWPA...
- Evaluate the governance of PAs and strengthen the capacities of key actors to deal with it...

Thus the CBD Programme of Work on Protected Areas
insists on the consideration of the

governance

of protected areas



But ... what do we mean by
“governance” of protected areas?



...is it clear for all the distinction
between “governance” and
“management”?



management->
what do we
do?

governance->
who decides
what we do? ...
(and how)

management

- understanding and monitoring the phenomena at stake (via traditional and "scientific" knowledge)
- developing a strategy and applying means (human, technical financial...) to reach some given aims
- planning, scheduling, using right capacities and taking action...
- results obtained?

→ management effectiveness



governance

- power, authority, responsibility about key decisions... (formal & informal ways...)
- human relations
- conflicts, open and hidden, formal and informal...
- how are decisions taken?
- how equitably?
transparently?
purposefully? effectively?
accountably?
- and... are we respecting rights?

→ "good governance"

What is “innovative” about governance of protected areas in PoWPA?

1. that we talk about it !
2. that we try to understand it & deal with it via:

- Type
- Quality



Type of governance of protected areas...

...**who** holds PA management authority and responsibility and is held accountable for decisions about a given protected area?

- A. the government (and its agencies at various levels)
- B. various parties (together)
- C. the owners of the concerned land and natural resources (individuals, corporate actors...)
- D. the concerned indigenous peoples and local communities



4 main “governance types” distinguished on the basis of the answer

all types are legitimate and important for conservation!

Quality of protected area governance

how do we take decisions? Do we follow the principles of "good governance of UN agencies" ?

- Legitimacy and Voice
- Transparency
- Accountability
- Equity/ Fairness
- Vision/ Direction
- Performance
- Respect of human rights



Questions for you:

- Has your country implemented at least some of the PoWPA recommendations regarding governance of PAs ?
- If yes, would you have any specific example to share?



Shared Governance (co-managed) Protected Areas

“... protected areas where decision making power, responsibility and accountability are shared between governmental agencies and other stakeholders, in particular the indigenous peoples and local and mobile communities who depend on them culturally and/or for their livelihoods” ...

Widespread form of governance ... the norm in much of Europe, Canada, Australia, South America ... increasingly adopted in the USA and Central America... and also emerging in Asia and Africa...



Are we under shared governance?

3 essential ingredients:

- one or more pluralist governance bodies
- a negotiation process
- a (co-management) agreement



■ Pluralist bodies:

- For decision-making
- For advice/ development of technical proposals
- For execution/ interpretation of decisions
- Mixed

- A combination of pluralist bodies for a given PA is possible/ probable /desirable



phases of a shared governance process:

I. Preparing for the partnership

- Start-up Team
- Social communication
- Organising the parties (strengthen IPs, local communities...)
- Agree on negotiation procedures

II. Negotiating the management agreement and the governance institution

- Situation analysis
- Patrimonial vision
- Strategy, resources, actions
- Facilitate and manage conflicts towards a co-management **AGREEMENT**
- Set up a **PLURALIST GOVERNANCE** institution

III. Implementing and revising the agreement (“learning-by-doing”)

- Implement, enforce, clarify
- Participatory action research
- Monitor and evaluate
- Improve as learning proceeds



■ Co-management agreement:

... a “package” generally including:
the management plan of the
PA + complementary accords
(projects, local initiatives, etc.) +
resources to implement them +
clear sharing of functions, rights and
responsibilities among the
recognized stakeholders ...



Indigenous Peoples' and Community Conserved Areas and Territories-- ICCAs



“...natural and modified ecosystems including significant biodiversity, ecological services and cultural values voluntarily conserved by indigenous and local communities through customary laws or other effective means...”

Oldest form of conservation...at times recognised by the state, most often not recognised ...many ICCAs in severe jeopardy today.. but exciting work on ICCAs is also happening in a number of countries...

three defining characteristics of ICCAs

- A specific indigenous people or local community is **closely “concerned”** about the area (related to it culturally and/or because of livelihoods)
- Such people or community takes (de jure or de facto the **main management decisions** regarding the territory, area and natural resources
- The voluntary management decisions and efforts of such communities **achieve conservation results** (although their intention may not be necessarily related to conservation but to spirituality, security, satisfaction of local needs, etc.)



range of community conserved areas...

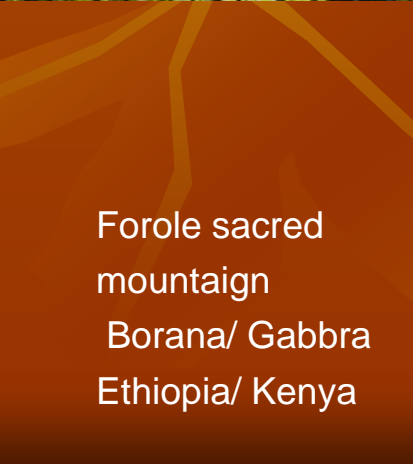
sacred
spaces &
natural
features...



Chizire sacred forest,
Zimbabwe



Sacred crocodile pond, Mali



Forole sacred
mountain
Borana/ Gabbra
Ethiopia/ Kenya



Sacred lake, Indian Himalaya



Khumbu— ICCA of the Sherpa people of Nepal
Now part of Mount Everest National Park

range of community conserved areas...

indigenous territories and cultural landscapes/ seascapes...

Caribou
crossing
site in Inuit
territory,
Canada



Paruku Indigenous PA, Western Australia



Traditional territory of
ASATRIZY, Yapù, Vaupès, Colombia



Ancestral domains of indigenous peoples of Mount Kalatungan in the Philippines— today National Park but *de facto* protected and claimed as ICCA by its peoples



range of community conserved areas...

territories & migration routes of nomadic herders / mobile indigenous peoples...



Wetlands in Qashqai mobile peoples' territory, Iran



migration territory of Qashqai peoples in Iran



range of community conserved areas...

sustainably-managed wetlands, fishing grounds and water bodies...

Rekawa
lagoon,
Sri Lanka



Temporarily
and/ or
permanently
forbidden
sites
(manjidura),
Bijagos
biosphere reserve,
Guinea Bissau



Lubuk Larangan river, Mandailing, Sumatra



Coron Island, Philippines



Dhimurru National Park, Australia– governed directly by the Aboriginal peoples with the rights on the marine territory

Range of community conserved areas...

sustainably-managed
resource reserves
(water, biomass,
medicinal plants,
timber and non-timber
forest products...)



Qanats, Central Asia



Parc Jurassien Vaudois, Switzerland



Rekawa lagoon,
Sri Lanka

Jardhargaon forest, Indian Himalaya



Natural Community Reserves & Pastoral Units
of Ferlo, Sénégal

range of community conserved areas...

particularly sensitive ecological settings...

“sacred” areas on the mountain and hill tops & close to the villages in all Tibetan villages, Song Pan County (China)... the local villagers managed to preserve their forest cover even from the timber cutting spree of the State Forest Enterprise...



“sacred” island next to a major town in North Madagascar— perfectly conserved as it is strictly forbidden even to set foot there...

range of community conserved areas...

community-established and managed protected areas in industrialised countries...



Ancestral territory of
the Regole di
Cortina d'Ampezzo
(today Regional Park),
Italy – 1000 years of
recorded history



Sato-umi, Japan– hundreds of seascapes associated with marine areas where fishing rules are collectively established



What is the worldwide significance of ICCAs?



Setulang
river,
Indonesia

Shimshal Community
Conserved Area,
Pakistan



Community forest, Costa Rica

they are “meeting points” of conservation and livelihood security ... in unique ways for unique contexts...



- ICCAs conserve a huge range of ecosystems, habitats and species, maintain ecosystem functions, and provide biodiversity connectivity in the landscape/ seascape
- ICCA coverage has been estimated as being comparable to the one of governments' protected areas (12% of terrestrial surface)
- ICCAs are the basis of livelihoods for millions of people, securing resources (energy, food



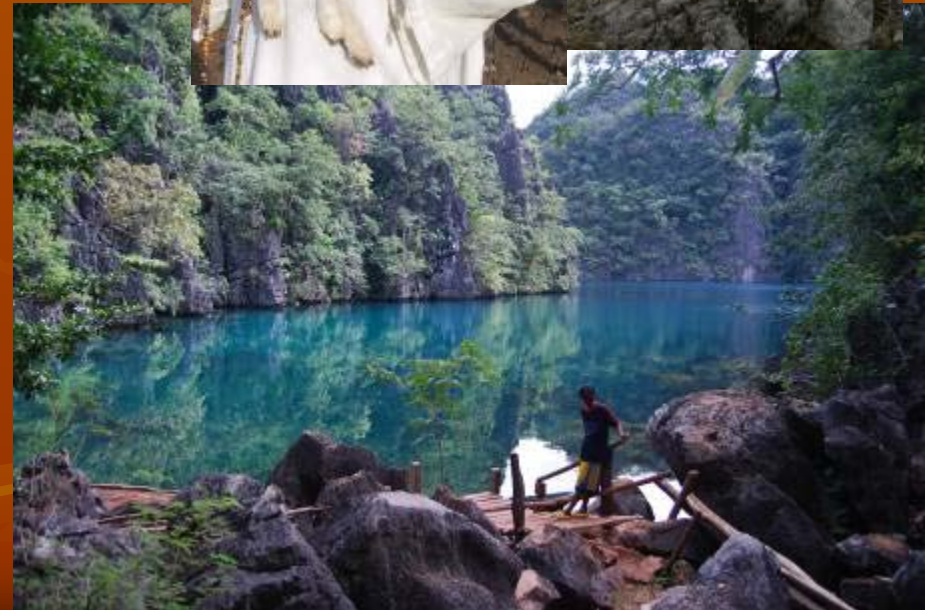
they enhance resilience in the face of global change



- ICCAs are based on rules and institutions “tailored to the context”, (bio-cultural diversity), skilled at adaptive management and capable of flexible, culture-related responses
- ICCAs are built on sophisticated collective ecological knowledge and capacities, including sustainable use of wild resources and maintenance of agrobiodiversity, which have stood the test of time
- ICCAs are typically designed to maintain crucial livelihood resources for times of stress and need, such as during severe climate events, war & natural disasters...

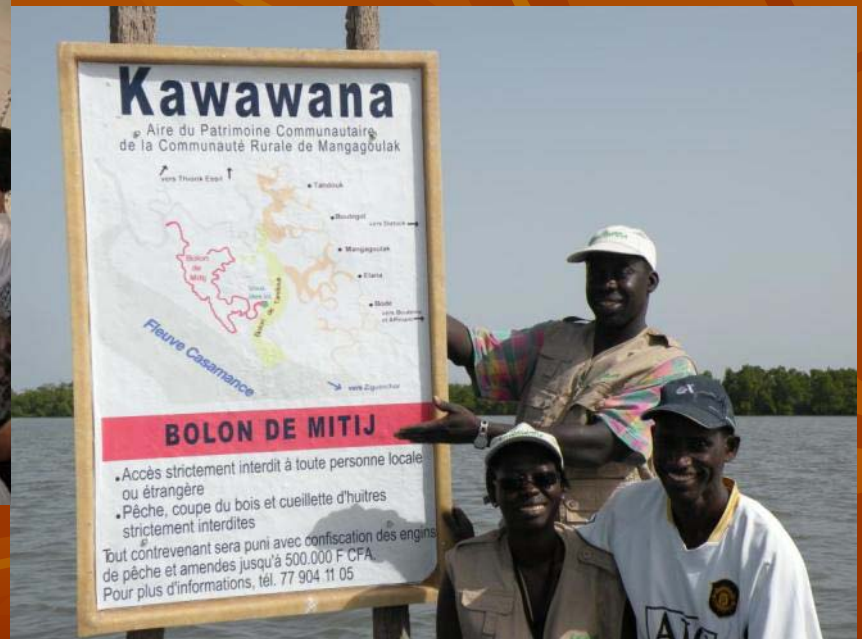
they are a focus for empowerment of indigenous peoples and local/rural communities... and local youth!

- ICCAs play a crucial role in securing the rights of IPs & local communities to their land & natural resources through local governance – de jure and/or de facto
- ICCAs can help prevent excessive urban migration
- ICCAs are the foundation of cultural identity and pride for countless indigenous peoples and local communities throughout the world



ICCAs are thus crucial for PoWPA... but they are also in jeopardy today...

A main challenges of PoWPA is the provision of appropriate recognition and support to ICCAs



Questions for you:



- Do you have shared governance protected areas in your country?
- Do you have ICCAs?
- Do you have private PAs?
- In case you have ICCAs and PPAs, are those appropriately recognized and supported?

An effective “system” of protected areas



- is complete—protects all key ecosystems and species (gap analysis)
- conserves biodiversity and its associated natural and cultural resources

- is biologically well connected— if necessary by restoration initiatives

but an effective and equitable system of protected areas is also...

- socially and culturally welcome- merges with and benefits society...
- cost effective- as resources are not infinite...
- flexible and secure- as global change is ubiquitous and clearly under way...



combining a variety of categories and governance types in a national system of protected areas can :



- expand the total **coverage** of protected areas
- address **gaps** in the systems
- improve **connectivity** in the landscape
- enhance **public support** for conservation
- increase the **flexibility** and **resilience** of the system

... i.e., it can ultimately help countries to **reach Aichi target 11...**
improve overall **PA sustainability** and
strengthen the **ties between people and nature**

- Opening up to new types of governance can be essential for well functioning PA systems... And for meeting your Aichi Target 11

- ... but “how” we do that is very important...

- ...we need care not to destroy exactly what we wish to conserve!

- ...we need to **evaluate** the situation and **act wisely**...



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Many thanks for your
kind interest and
patience!



The ICCA
Consortium



Assessing the situation:

Governance of a SPECIFIC protected area

1. Who holds authority, responsibility and accountability for the protected area at stake?

The answer to this question lets us know about the protected area **GOVERNANCE TYPE**

1. How is that authority exercised? How fairly, effectively, transparently, accountably?

The answer to this question lets us know about the protected area **GOVERNANCE QUALITY**

Assessing the situation:

Governance of a SYSTEM of protected areas

1. How diverse is the range of governance types within your system of protected areas?

The answer to this question lets us know about the **flexibility and responsiveness** of the PA system with respect to its social context

1. Are some clear principles and criteria followed in developing and implementing your system?

The answer to this question (yes or no, and which principles and criteria) lets us know about whether the system is under **“good governance”**

Resource Kit on Governance of Protected Areas

Main Objectives

Develop capacity of actors involved in PA governance by providing:

Concepts and principles of PA governance

Assessment framework of PA governance at system and site level

Guidance for trainers/facilitators of national processes

Materials and resources

Format: 2 volumes with an attached CD containing additional materials

In coordination with relevant networks and organization:

GIZ, IUCN, SCBD, ICCA Consortium



Structure

Volume 1: Understanding and assessing PA governance

Understanding

- Key concepts
- Actors involved in PA governance, motivations and powers
- Levels of governance
- PA Governance types
- “Good governance” of PAs

Assessing and evaluating

- Governance of a PA system
- Governance of an individual PA
- From evaluation to action

Volume 2: Guidelines and materials for trainers

- Outline and methods for a national multi-stakeholder workshop and process to assess and evaluate governance of the PA system



Status and Next Steps



Final draft for circulation to parties: June/July 2012



Launching of product: IUCN WCC (September) and CBD COP 11 (October)



Roll-out through pilot trainings and assessments in countries



Feedback and revision process



Generation of case studies and best practice in view of the World Parks Congress

