

Governance in the CBD Programme of Work on Protected Areas—

- understanding
- assessing
- taking action

CBD PoWPA review of progress and capacity-building
Africa Regional Workshop – Abidjan (Ivory Coast, Oct
6-9, 2009)

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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 World Conservation Congress (Bangkok, Thailand)
2005 First Marine Protected Areas Congress (Geelong, Australia)
2008 -- **CBD PoWPA Review** (CBD COP 9, Bonn, Germany)
2008 World Conservation Congress (Barcelona, Spain)



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 **fair** 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.



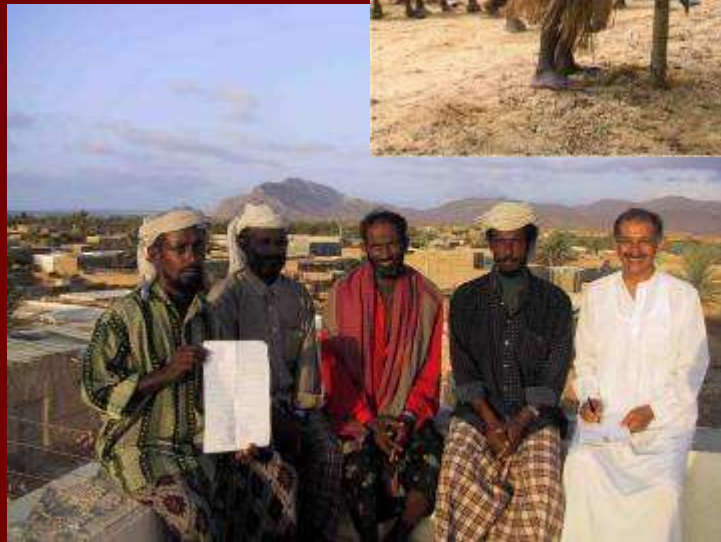
CBD Programme of Work on Protected Areas – PoWPA

espouses the “key
messages”
throughout its text
but in particular in
its element No.2:
Governance,
participation, equity
and benefit sharing



Specific CBD TARGETS

By 2008, the CBD parties will make sure that indigenous peoples and local communities **participate fully and effectively in identifying, implementing and managing new PAs**



... signatory countries should:

- recognise the conservation capacities of civil society
- engage in participatory research, planning and management with indigenous peoples and local communities

Specific CBD TARGETS

By 2008, the CBD parties will have **developed and adopted standards, criteria and best practices for the planning, identification, establishment, management and governance** of their own national and regional PA systems

...signatory countries should:

- work with, and learn about, PAs under various governance types, in particular areas and territories conserved by indigenous peoples and local communities (ICCAs)
- establish and follow “good governance” principles



Specific CBD TARGETS

By 2008, the CBD parties will have developed **mechanisms** for an **equitable sharing of costs and benefits** of PAs



... signatory countries should:

- Understand the needs, priorities and values of indigenous peoples and local communities
- Use conservation benefits to alleviate poverty
- Ban relocation or sedentarisation of indigenous peoples without their prior informed consent

Specific decisions/ emphasis from 2008 POWPA Review of COP 9



- CBD parties should give **special attention to the implementation of POWPA element 2...**
- establish **multisectoral 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**

many of the real key innovations of the CBD Programme
of Work on Protected Areas are about...

governance



“Well managed protected areas,
*when combined with
participatory and equitable
governance*, provide crucial
benefits far beyond their
boundaries”



Ahmed Djoghlaoui

Exec. Secretary, CBD

...but what is “governance”?

Is it not the same as “management”?



management->
what do we
do?

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

management

- Has to do with the **understanding** of a situation, the **aims** we wish to achieve, the **means** to reach those aims (human, technical financial...), the **actions** we take and the **results** we obtain (effectiveness)...



governance

- Has to do with **power, responsibility, accountability, relations, conflicts...** (formal and informal ways...)
- "...interaction among structures, processes and traditions that determine the exercise of **authority**, the sharing of **responsibilities**, the taking of **decisions**, and the engagement of citizens and other actors in those decisions..."

What is “innovative” about governance of protected areas?

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

■ quality

■ type



Quality: principles of “good governance” related to the work of UN agencies and highlighted at the Vth World Parks Congress and beyond

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



Type ...

...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!

IUCN matrix of protected areas categories and governance types (new IUCN Guidelines)

[illegible]

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[illegible]

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...



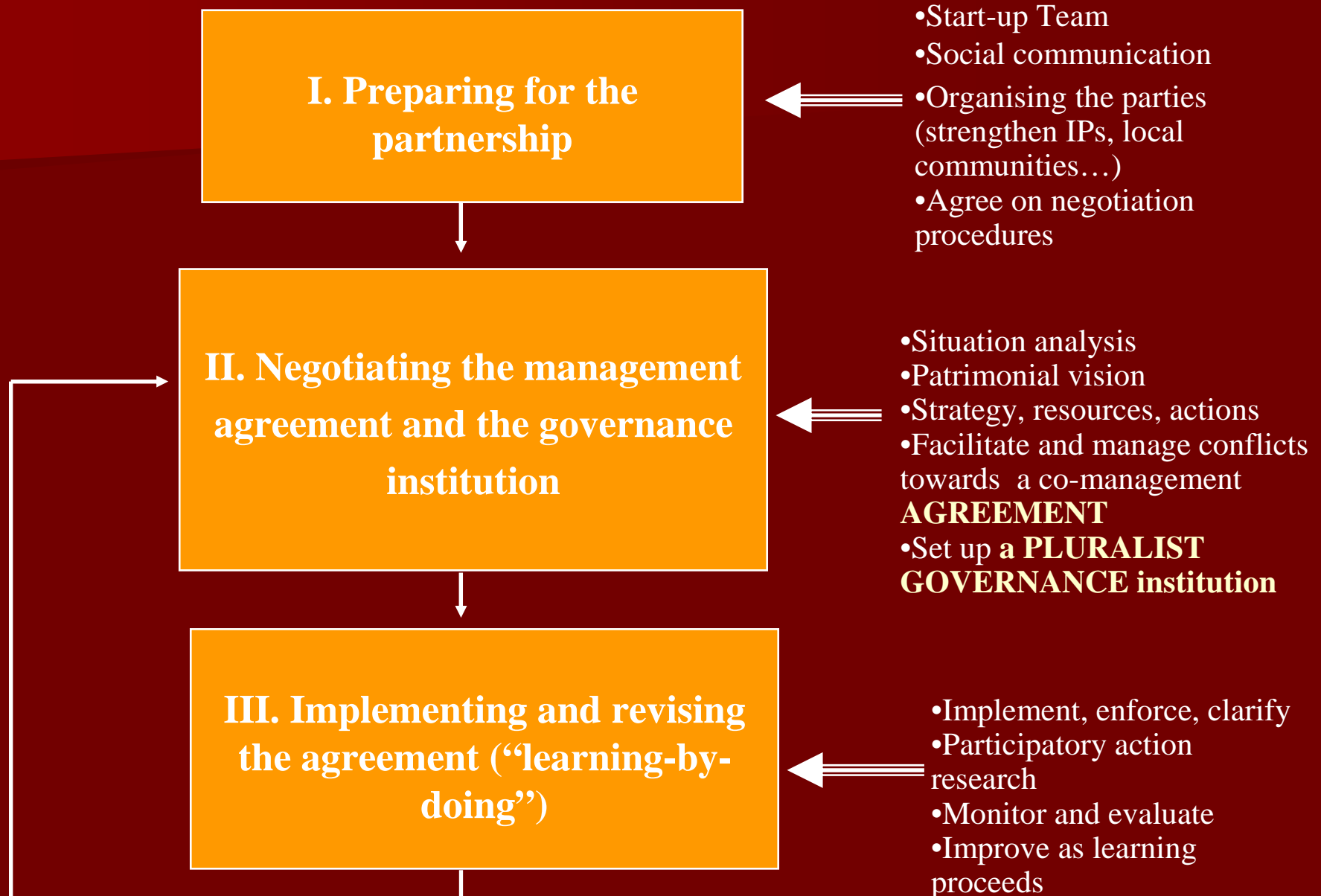
Are we under **shared governance**?

3 essential
« ingredients »:

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



phases of a shared governance process:



IUCN matrix of protected areas categories and governance types (new IUCN Guidelines)

[illegible]

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...

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

range of community conserved areas...

indigenous territories and cultural landscapes/seascapes...

Caribou
crossing
site in Inuit
territory,
Canada



Alto Fragua Indi-wasi National Park, Colombia



Paruku Indigenous PA, Western Australia



range of community conserved areas...

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



Wetlands in Qashqai mobile peoples' territory, 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

range of community conserved areas...

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



Rekawa lagoon,
Sri Lanka



Natural Community Reserves & Pastoral Units
of Ferlo, Sénégal



Qanats, Central Asia



Parc Jurassien Vaudois, Switzerland

Jardhargaon forest, Indian Himalaya



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...



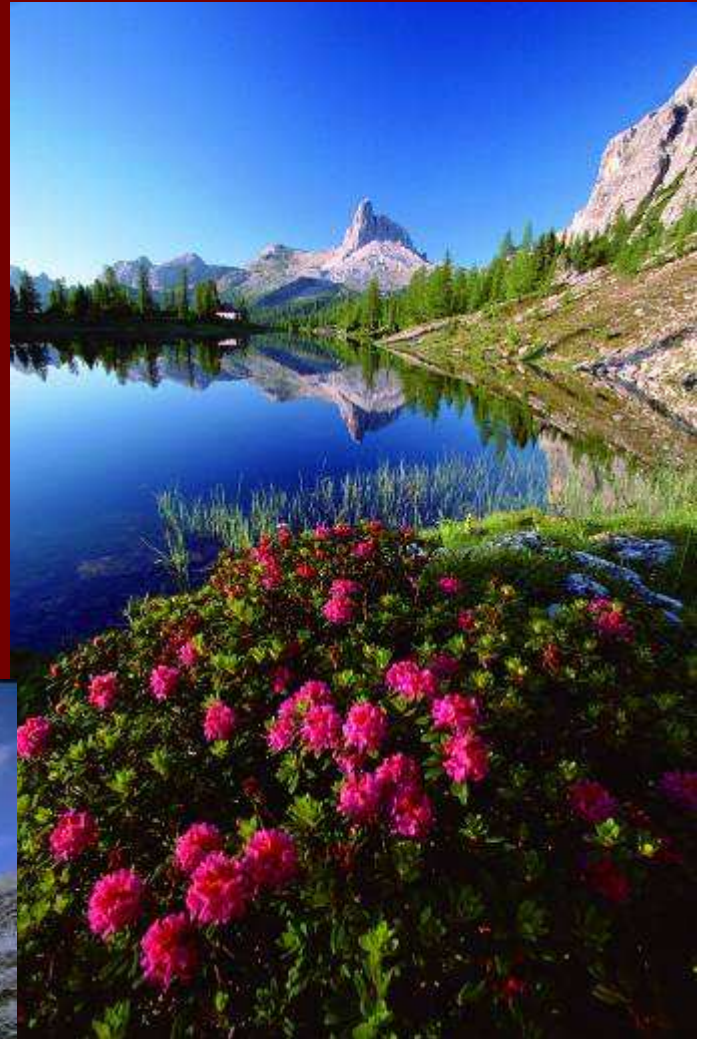
“sacred” island next to a major town in North Madagascar— perfectly conserved as it is strictly forbidden even to set foot there...



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



African example 1: Kawawana – new (but ancient) patrimony of Mangagoulak Rural Community, Casamance (Senegal)

...community-declared
conserved area,
community-developed
management plan &
detailed zoning, integrated
traditional and “scientific”
knowledge, volunteer
activities, use rules,
surveillance, in the process
of recognition by Regional
Council...



African example 2: Guassa Community Conserved Area (Afro-alpine ecosystem, Central Ethiopia)



limited use of *Festuca* grass and wood fire, pasture only in extreme drought conditions; zone is closed for 3-5 years for the regeneration of grasses; century old governance by **Qero system**, abolished by decree in 1975; resilience: "Guassa Conservation Council", community surveillance... Great conservation results for Ethiopian wolf (*Canis simensis*) gelada baboons (*Theropithecus gelada*) and a magnificent alpine flora...



What is the worldwide significance of ICCAs?



**Community forest,
Oregon (USA)**



**Shimshal Community
Conserved Area,
Pakistan**



**Setulang
river,
Indonesia**



Walalkara Indigenous PA, Australia



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, water, fodder) and income



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



IUCN matrix of protected areas categories and governance types (new IUCN Guidelines)

[illegible]

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 help to:



- 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 improve overall **PA sustainability** and strengthen the **ties between people and nature**

example of Madagascar
IUCN matrix of protected areas “before Durban”

[illegible]

example of Madagascar
IUCN matrix of protected areas “after Durban”

[illegible]

- ...yes to allowing, recognizing and supporting shared governance and ICCAs...
- ... but “how” we do that is tremendously important...
- ...imposed management plans and governance structures get us back to square one...
- ...let us be careful and not destroy what we wish to conserve!



Assessing your progress:

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 your progress:

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**”

Assessing governance gaps:

- combine governance assessment + ecological gap assessment + management effectiveness assessment: → understand the level of protection for each focal biodiversity feature (e.g., representative and threatened ecosystems, species/taxa and specific populations)
- ... the greater the diversity of management categories and governance types and the better the management effectiveness and the quality of governance, the stronger the status of biodiversity conservation!



Assessing your progress:

- Can all management categories and governance types be recognized in your system (directly or indirectly, through non-PA laws)?
- Do government agencies work in partnerships with civil society?
- Does such partnership extend to the planning of the entire PA system?



Assessing your progress:



- If you have some form of “shared governance” in your system, is it so **mostly by name or also in fact?** Is it performing well?

Participation in PA decision-making : a continuum

(authority, responsibility and accountability)

Full control by
agency in charge
Type A

Shared control by
agency in charge
and stakeholders
Type B

Full control by
Stakeholders
Type C & D



increasing expectations of stakeholders

increasing contributions, commitment and 'accountability' of stakeholders

Assessing your progress:

- Do you recognize customary rights, common property, local conservation capacities & ICCAs?
- Are you capable of strengthening local knowledge, practices and institutions... or do you impose structures and practices from above?



Assessing your progress:

- Do you have ways to assess whether you are under “good governance”?
- Do you engage stakeholders in **participatory governance assessment**?
- Does **basic training** of conservation professionals deal with governance issues ? Are there **on the job training** options?
- Is the PA system capable of **learning from experience**?
- Can it change?



a strategy to strengthen governance in your PA system, and take action:



- legislation and policies to foresee and regulate a diversity of governance types and management categories
- financial and social incentives for ICCAs and PPAs (no perverse incentives that weaken governance)
- capacity building (information, demonstration sites, exchanges, professional training, on the job training...)

Mechanisms and tools:

- national multi-stakeholder committees for PA **system planning**
- civil society and indigenous/local community **focal points**
- appropriate **reporting** formats and processes (*disaggregate governance, clarify terms used in PoWPA*)
- mechanisms for **transparency, accountability**, public engagement
- participatory **governance evaluation**
- regional & national **learning networks**, exchanges
- **technical and financial support** to effective ICCAs and PPAs



Many thanks
for your kind
interest and
patience!



The ICCA
Consortium

For more information:

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