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### AD HOC OPEN-ENDED WORKING GROUP ON PROTECTED AREAS

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### REVIEW OF IMPLEMENTATION OF THE PROGRAMME OF WORK ON PROTECTED AREAS FOR THE PERIOD 2004-2007

*Note by the Executive Secretary*

#### EXECUTIVE SUMMARY

In decision VIII/24, the Conference of the Parties decided to convene the second meeting of the Ad Hoc Open-ended Working Group on Protected Areas to evaluate progress in implementing the programme of work on protected areas (decision VII/28, annex), and to elaborate recommendations for improving implementation. Based on the reports received and information gathered during a series of subregional workshops, the Executive Secretary has prepared the present note to facilitate the work of the Working Group.

In general, the programme of work on protected areas has been notably successful in bringing together and stimulating the international conservation community in the implementation of the programme at the national level. There has been notable progress in achieving the targets under goals 1.1 (Establishing and strengthening national and regional protected area systems) 1.3 (Establishing regional networks and transboundary protected areas), 1.5 (Preventing and mitigating the negative impacts of key threats), 3.1 (review and revise appropriate policies) and 3.2 (Comprehensive capacity-building). Since the adoption of the programme of work about 2,300 new terrestrial protected areas and 50 new marine protected areas, covering approximately 50 million hectares have been established. However, limited progress was made with respect to the targets under goals 1.2 (Integrating protected areas into broader land- and sea-scapes), 1.4 (Science-based management), 2.1 (Equity and benefit sharing), 2.2 (Involvement of indigenous and local communities), 3.4 (Sustainable finance), 3.5 (Public awareness and participation), 4.1 (Minimum standards) and 4.2 (Protected-area management effectiveness).

Constraints to the national implementation of the programme of work include lack of political commitment, institutional and policy impediments, insufficient human resources and capacity, limited funding, lack of data, lack of suitable guidelines and tools, and limited stakeholder awareness and

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involvement. Suggested strategies for addressing these constraints and to accelerate the implementation of the programme of work *inter alia* include: the designation of focal points and establishment of multi-stakeholder coordination committees for increasing political will, creating enabling institutional mechanisms, launching regional protected-area “challenges”, holding regional training workshops and creating technical support networks, coordinating technical support and mobilizing additional funding.

### SUGGESTED RECOMMENDATIONS

1. The Ad Hoc Open-ended Working Group on Protected Areas may wish to *welcome with appreciation* the organization of regional workshops by the Executive Secretary in collaboration with The Nature Conservancy, WWF, Conservation International, BirdLife International, the Wildlife Conservation Society, the IUCN World Commission on Protected Areas (WCPA), the European Commission, the German Federal Agency for Nature Conservation, and the Governments of Germany, Canada, France, India, South Africa and Gabon. The workshops provided an important platform for the participating countries to identify real challenges and constraints and practical ways and means to address challenges for enhancing the implementation of the programme of work.

2. The Working Group may also wish to *recommend* that the Conference of the Parties *requests* Parties to:

(a) Designate national focal points for the programme of work on protected areas;

(b) Establish multi-stakeholder coordination committees consisting of representatives from various government agencies and departments, non-governmental organizations (NGOs), members of the IUCN-WCPA and indigenous and local communities in order to accelerate implementation of the programme of work with a view to *inter alia*:

(i) Defining the roles and responsibilities of various organizations and agencies and ensure effective coordination and communication among them;

(ii) Developing national targets and action plans for implementing the programme of work;

(iii) Increasing public awareness and developing a communication strategy for the programme of work;

(iv) Monitoring implementation and reporting on progress in implementing the programme of work;

(v) Ensuring coordinated implementation of the programme of work on protected areas with other programmes under the Convention on Biological Diversity and other biodiversity-related conventions;

(vi) Coordinating technical capacity-building and funding programmes to improve efficiency and effectiveness in the implementation of the programme of work;

(vii) Identifying and removing policy and legislative barriers, and improving enabling conditions for implementation, including the development of innovative financial mechanisms;

(c) Improve and diversify protected-area governance by recognizing, where appropriate, community-based organizations as co-managers, incorporating community-conserved areas into the

national system of protected areas; and recognizing and integrating local community knowledge into protected area decision-making;

(d) Support the establishment or strengthening of existing regional or sub-regional platforms for effective implementation of the programme of work at the (sub)regional level, inter alia, for undertaking cooperation in the establishment of transboundary protected areas and ecological networks; exchanging regional lessons on implementation of the programme of work; coordinating the implementation of regional capacity-building plans; establishing regional networks of protected-area specialists for various thematic areas of the programme of work; and convening regional donor roundtables in collaboration with various donors and multilateral agencies;

(e) Consider developing a business case for increased national funding for protected areas by linking protected areas to development agendas, and by showcasing how protected areas contribute to poverty alleviation and the achievement of the Millennium Development Goals;

(f) Develop national data networks and structures (practitioners, academics, NGOs) in order to streamline reporting on national progress in implementing the programme of work, including providing information to the World Database on Protected Areas;

3. The Working Group may further wish to *recommend* that the Conference of the Parties:

(a) *Encourages* the IUCN-World Commission on Protected Areas, national and international non-governmental organizations, and other expert institutions and agencies to enhance activities toward organizing and forming regional technical support networks to assist countries in implementing the programme of work essentially by: (i) making available tools and guidance; (ii) facilitating the sharing of information and knowledge; (iii) coordinating sub-regional workshops; and (iv) convening regional/subregional technical clinics on key themes of the programme of work on protected areas;

(b) *Invites* the World Conservation Monitoring Centre of the United Nations Environment Programme (UNEP-WCMC), the IUCN World Commission on Protected Areas (IUCN-WCPA) and the other members of the World Database on Protected Areas (WDPA) Consortium to develop tools to assist in the monitoring of progress in implementing the programme of work;

(c) *Encourages* Parties, other Governments and organizations to continue assisting the Executive Secretary in organizing subregional workshops on key themes of the programme of work;

(d) *Requests* the Executive Secretary, in collaboration with the international conservation community and subject to available funds, to further develop and make available through the clearing-house mechanism a range of implementation tools for the programme of work aimed at different audiences and translated into major languages. Such tools should include, but are not limited to, guidance on financial planning of protected areas at site and system levels and lessons learned on the engagement of private sector in supporting the implementation of the programme of work, including corporate social responsibility, operations and biodiversity offsets.

## I. INTRODUCTION

1. At its eighth meeting, the Conference of the Parties reviewed implementation of the programme of work on protected areas for the period 2004-2006 and adopted decision VIII/24 on protected areas. In paragraph 2 of this decision, the Conference of the Parties recognized that limited information, including the insufficient number of reports submitted, was a major shortcoming in the review of the programme of work on protected areas. In paragraph 3 of the decision, the Conference of the Parties, recognizing the need for the systematic collection of relevant information to evaluate progress in the implementation of the programme of work on protected areas, encouraged Parties, other Governments and relevant organizations to provide timely and quality information on the implementation of the programme of work. In paragraph 5 of the decision, the Conference of the Parties agreed that reporting should concentrate mostly on outputs as well as processes, using tools such as the matrix in annex II of recommendation I/4 of the Ad Hoc Open-ended Working Group on Protected Areas and other relevant information, to provide for a strategic assessment of progress made, challenges/obstacles, and capacity-building needs.

2. In paragraph 15 of the decision, the Conference of the Parties decided to convene the second meeting of the Ad Hoc Open-ended Working Group on Protected Areas prior to its ninth meeting, to evaluate progress and elaborate recommendations to the Conference of the Parties for improved implementation of the programme of work on protected areas. In paragraph 16 of the decision, the Conference of the Parties invited Parties, other Governments, relevant organizations and other stakeholders to report on progress made towards the targets, challenges/obstacles and capacity building needs, in time for consideration by the second meeting of the Ad Hoc Open-ended Working Group on Protected Areas.

3. Accordingly, the Executive Secretary sent out a notification (No.2006-80, dated 7 July 2006) to Parties, other Governments and relevant organizations inviting them to submit by 30 November 2006, information on implementation of the programme of work on protected areas using tools such as the matrix in annex II of recommendation I/4 of the of the Ad Hoc Open-ended Working Group and other relevant information. Subsequently, the deadline for submission of information was extended to 31 March 2007 (see notification No. 2006-125, dated 30 November 2006). As only a few countries provided information a reminder was sent out on 1 June 2007 (notification No. 2007-32) requesting information by 15 July 2007. As of 29 October 2007, the Secretariat received submissions from 34 Parties (Albania, Algeria, Argentina, Australia, Belgium, Canada, Czech Republic, China, Colombia, Egypt, El Salvador, European Commission, France, Georgia, Germany, Hungary, India, Lebanon, Madagascar, Mexico, Mozambique, Myanmar, New Zealand, Niger, Papua New Guinea, Poland, Paraguay, Sao Tome and Principe, Spain, Sweden, Tajikistan, and Uruguay), three United Nations organizations (UNEP-WCMC, FAO and United Nations Division of Ocean Affairs and Law of Sea), four non-governmental organization, and from one indigenous and local community organization.

4. The Executive Secretary convened a series of eight subregional workshops pursuant to paragraph 10 of decision VIII/24 in collaboration with The Nature Conservancy, WWF, Conservation International, BirdLife International, Wildlife Conservation Society, and IUCN–World Commission on Protected Areas, the European Commission, and the German Federal Agency for Nature Conservation. These workshops provided practical, hands-on-tools and training on activities including ecological gap assessments, management effectiveness and capacity assessments, and sustainable finance planning, identified as priorities by the Conference of the Parties in paragraph 9 of decision VIII/24. In these workshops, participants were requested to provide relevant information on the implementation of the programme of work in their respective countries. In the South and West Asia subregional workshop held in Dehradun, India from 2-4 April 2007 (see UNEP/CBD/WG-PA/2/INF/1), information was collected from Afghanistan, Bangladesh, India, Iran, Maldives, Nepal, Pakistan, Sri Lanka, the Syrian Arab Republic, and Yemen. In the Eastern Europe sub-regional workshop held at the Isle of Vilm, Germany

from 17 to 21 June 2007 (see UNEP/CBD/WG-PA/2/INF/2), information was collected from Albania, Bosnia and Herzegovina, Bulgaria, Czech Republic, the former Yugoslav Republic of Macedonia, Montenegro, Romania, Serbia, Slovakia, Slovenia and Ukraine. In the Anglophone Africa subregional workshop held in Cape Town, South Africa, from 13 to 16 August 2007 (see UNEP/CBD/WG-PA/2/INF/3), information was collected from Botswana, Egypt, Ethiopia, Gambia, Ghana, Kenya, Lesotho, Liberia, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Rwanda, Seychelles, South Africa, Swaziland, Uganda, the United Republic of Tanzania, Zambia, and Zimbabwe. In the Central Asia and Caucasus countries subregional workshop held at the Isle of Vilm, Germany, from 19 to 23 August 2007 (see UNEP/CBD/WG-PA/2/INF/4), information was collected from Armenia, Azerbaijan, Belarus, China, Georgia, Kyrgyzstan, Mongolia, Republic of Moldova, Russian Federation, Turkey, Turkmenistan and Uzbekistan. Efforts are under way to convene a workshop for Francophone Africa.

5. Pursuant to paragraph 2 of decision VII/28, regarding the pledge of non-governmental organizations to support the implementation of the programme of work on protected areas, The Nature Conservancy submitted information (see UNEP/CBD/WG-PA/2/INF/5) on national implementation support partnerships coalitions in Bolivia, Brazil, Chile, Colombia, Ecuador, Peru, Bahamas, Belize, Costa Rica, the Dominican Republic, Grenada, Saint Vincent and the Grenadines, Guatemala, Haiti, Honduras, Jamaica, Mexico, Nicaragua, Panama, the Federated States of Micronesia, Indonesia, Palau and Papua New Guinea.

6. The Executive Secretary has prepared this note, which synthesizes the information gathered from Parties and organizations (see paras 3 to 5 above), to facilitate the review of implementation of the programme of work on protected areas by the Ad hoc Open-ended Working Group at its second meeting. Section II contains a synthesis of information on progress towards achieving targets of the programme of work. Section III describes the main obstacles encountered by the countries in implementing the programme of work and ways and means to overcome them.

7. An earlier draft of this note was posted for review from 1 October to 20 October 2007 in accordance with notification 2007-118 and comments received were incorporated as appropriate.

## II. PROGRESS TOWARDS ACHIEVING TARGETS OF THE PROGRAMME OF WORK

8. It should be noted that the percentage used in this report is that out of the total Parties for which information is available, either from the reports received or information gathered. In describing general progress, “nearly all” indicates at least 90 per cent, “most” indicates at least 70 per cent, “many” indicates at least 40 per cent, “some” indicates at least 15 per cent and “few” indicates less than 15 per cent.

***Target 1.1: To establish and strengthen national and regional systems of protected areas integrated into a global network as a contribution to globally agreed goals (timeline 2010 for terrestrial and 2012 for marine)***

9. Nearly all reporting countries indicated progress toward target 1.1. In many African and South and West Asian countries, the establishment of a comprehensive and representative protected area network is in an initial phase. In most of the reporting countries, the existing protected area network is not comprehensive or ecologically representative, and attempts are underway to undertake comprehensive gap analyses. The extent of reported protected area coverage ranges from 0.65% to 16% of the terrestrial area of the reporting countries. In a majority of countries the protected area network covers all major biomes (forests, pastures, deserts, grasslands, mountains, and wetlands) and includes public, private and community protected areas. Under-represented biomes typically include: coastal areas, oases, cave systems, karsts, grasslands, rivers and river canyons, marshes, and most significantly,

marine systems. The majority of countries apply IUCN categories, as appropriate, to their protected areas. Predominant categories include category II (national park), category III (natural monument) category IV (habitat species management area) and category VI (managed resource protected area). Table 1 lists new protected areas established since the adoption of the programme of work in 24 countries. They include about 2300 national parks, nature reserves, nature conservation areas, nature parks, landscape reserves, natural monuments, protected landscapes, ecological lands, scientific reserves and areas of community importance and 50 marine protected areas, covering approximately 60 million ha of terrestrial and marine areas.

**Table 1. Number and coverage (where available) of protected areas established since 2004 in 24 countries (from the reports submitted to the Secretariat of the Convention on Biological Diversity)**

Country	Protected area (s)
Albania	2 new managed nature reserves, 1 new protected landscape
Australia	43 Marine Protected Areas covering 14.8 million ha 1700 new terrestrial protected areas covering 7.6 million ha
Algeria	2 National Parks covering 27284 ha
Brazil	11.9 m ha of new protected areas
Belgium	66 reserve areas covering 5843 ha; 6 Natura 2000 sites covering 42570 ha and 5 wetlands covering 57 ha
Bosnia and Herzegovina	2 new Natural monuments covering 615 ha
Colombia	4 new National Parks and extension of one sanctuary 11.8 million ha
Ecuador	2 new protected areas
Egypt	3 new protected areas covering 5.3 million ha
France	12 Nature Reserves and 2 National Parks
Germany	588 nature conservation areas (138,039 ha), 2 National Parks (16424 ha); 152 landscape reserves (82453 ha), 7 Nature Parks (536574 ha)
India	14 new protected areas covering 0.55 million ha.
Indonesia	13 new protected areas covering 3 m ha and 7 new MPAs
Lebanon	2 new Biosphere Reserves (BR), 3 new sites are being declared
Mexico	24 new protected areas covering 9.8 million ha
Montenegro	2 new protected areas
Niger	1 new protected area covering 5 million ha under consideration
Norway	234 new protected areas covering 1.2 million ha
Peru	1 new National Park covering 0.75 million ha.
Poland	22 Landscape parks, 34 nature reserves, 3 protected landscape areas, 28 documentary sites, 160 ecological lands, 3 nature landscape complexes
Romania	2 National parks; 7 Natural areas, 77 natural reserves, 3 natural monuments and 2 scientific reserves
Sao Tome and Principe	3 new protected areas
Spain	257 new protected areas and 1168 areas of community importance
Sweden	14 new wetland reserves
Ukraine	54 new protected areas (50762.1 ha); 9 protected areas were enlarged adding 1382.2 ha new area.

10. A majority of countries have indicated plans to establish additional protected areas and to adopt targets for protected areas. These targets have been included in relevant environmental policies, national strategies for sustainable development, national biodiversity strategies, national wildlife action plans and programmes. The planned expansion of coverage ranges from 5.74% to 30% of the total geographical area of countries. Some notable examples are presented below:

Country	National-level target
China	17% and 18% of the geographical area of the country by 2010 and 2020
Bahamas	20% MPA coverage by 2020
Federated States of Micronesia	30% marine, 20% terrestrial by 2020
Indonesia	20% marine coverage by 2020
Palau	30% marine, 20% terrestrial by 2020

***Target 1.2: All protected areas and protected area systems are integrated into wider land and seascape, and relevant sectors, by applying the ecosystem approach and taking into account ecological connectivity and the concept, where appropriate, of ecological networks (timeline 2015)***

11. Progress towards achieving this target is more evident in Europe and a few other developed countries. The majority of reporting countries indicated enabling legislative, policy measures and tools for integrating protected areas into broader land and seascapes and sectoral interests. Some examples include: the Protected Areas Act in Albania; the Directions for the National Reserve System-A Partnership Approach in Australia; Directives under beyond sites requirement of the European Commission Bird and Habitat Directives -Natura 2000 in European Community member States; Article 3 of the Federal Nature Conservation Act in Germany; the National Natural Heritage Plan in France; Strategic Environmental Assessment in Lebanon; and the Ecological Network Act in Ukraine.

12. In many countries, protected areas are integrated into surrounding areas through regional development planning, spatial planning, including establishment of ecological corridors, core areas, buffer zones and Biosphere Reserves. Many reporting countries indicated they had taken steps to improve connectivity and ecological networks. Some examples include: Australian Alps to Atherton (A2A connectivity conservation corridor); Greater Mekong Subregion Biodiversity conservation corridor in Viet Nam; ecological green corridors in Hungary; eco-tunnels and eco-passages in Belgium. Many developing countries reported that on a conceptual level, the need for adopting the ecosystem approach and establishing/managing protected areas in the regional context is well understood, however, in practice the sectoral interests and competing land uses make it difficult to integrate protected areas into broader land and seascapes. Information on efforts to integrate marine and coastal protected areas into surrounding seascapes has not been well reported.

***Target 1.3: Establish and strengthen transboundary protected areas other forms of collaboration between neighbouring protected areas across national boundaries and regional networks, to enhance the conservation and sustainable use of biological diversity, implementing the ecosystem approach, and improving international cooperation (timeline 2010/2012)***

13. Nearly all reporting countries indicated collaboration with neighbouring countries in establishing transboundary protected areas and regional networks, as well as cross-boundary management agreements. Countries from the Central Asia and Caucasus regions identified the establishment and management of transboundary protected areas as one of the priority activities in the sub-regional workshop held in Vilm, Germany in August 2007.

14. Multilateral environmental agreements such as the Convention on Migratory Species, the Convention on International Trade on Endangered Species, the Ramsar Convention on Wetlands, along with the Convention on Biological Diversity, as well as many other regional instruments, including the Protocol Concerning Specially Protected Areas and Wildlife, the Barcelona Convention, and the Alpine Convention provided suitable frameworks for regional cooperation that facilitated the achievement of this target. Although information on the total number of protected areas featured in regional networks is not fully available, important regional protected area networks include the Meso-America Regional Network, the Alpine Protected Area network, the Pan European Ecological Network, the Central Africa Network of Protected areas, the Marine Protected Areas Network for the Western Indian Ocean Countries, and Transnational River Basin Districts on the Eastern Side of the Baltic Sea Network.

Transboundary initiatives include *inter alia*: ZIMOZA (Zimbabwe, Mozambique and Zambia) Transboundary initiative; KAZA (Namibia, Botswana, Zimbabwe, and Zambia) initiative; trans-frontier marine conservation between Tanzania and Mozambique; Danube Delta and Prut river initiative between Romania, Ukraine and Moldova; Eastern Carpathian migratory corridor (Polish-Slovak-Ukrainian Biosphere Reserve); transboundary protected areas between Eritrea, Djibouti and Somalia; and The East Asian-Australasian Flyway.

***Target 1.4: All protected areas to have effective management in existence, using participatory and science-based site planning processes that incorporate clear biodiversity objectives, targets, management strategies and monitoring programmes, drawing upon existing methodologies and a long-term management plan with active stakeholder involvement (Timeline 2012)***

15. In general, reports indicated that science-based management plans exist for at least 30% of protected areas and management plans are under development for an additional 30%. In some reporting countries, development of management plans is a statutory requirement and almost all of their protected areas either already have management plans or plans are under development. However, in nearly all developing countries, and in some developed countries, lack of sufficient human and financial resources is a major impediment to the effective implementation of management plans. Most of the reporting countries developed guidelines and approaches for developing management plans and used participatory approaches that included the input of various stakeholders while developing the management plans.

***Target 1.5: Effective mechanisms for identifying and preventing, and/or mitigating the negative impacts of key threats to protected areas are in place (Timeline 2008)***

16. Nearly all reporting countries have established at least some measures to identify, prevent and/or mitigate the negative impacts of threats to protected areas, however, the level of detail varied considerably. In general, threats to protected areas are identified through threat reduction analysis as part of the management plan for individual protected areas. Threats are also identified through routine field patrols by staff, community members or members of the public. Threats to protected areas and their levels vary from country to country. Prevalent threats include habitat fragmentation, conflicting adjoining land use, invasive alien species, mining and oil drilling, pollution, altered fire and hydrological regimes, legal and illegal logging, visitor impacts, hunting, farming practices and climate change.

17. Regarding prevention and mitigation measures, many countries reported that they have developed legislative, policy and regulatory measures, including mandatory environmental impact and strategic environmental assessment of development projects and incentive schemes. Some countries indicated that prevention and mitigation of threats is accomplished through pre-emptive actions in the threat-reduction analyses, including sharing of responsibility between protected-area staff and local communities, and conflict resolution.

18. Many countries reported that they were undertaking measures to restore and rehabilitate the ecological integrity of protected areas. Some examples include: boundary demarcation; selective salvage operations in forest reserves; replanting with indigenous species; strict law enforcement; conversion of water balance in bogs and fens; establishment of grazing systems in grasslands; removal of shrubs and trees from high value grasslands, bogs and fens; and coral-reef mooring.



**Target 2.1: Establish mechanisms for the equitable sharing of both costs and benefits arising from the establishment and management of protected areas (timeline 2008); and**

**Target 2.2: Full and effective participation of indigenous and local communities, in full respect of their rights and recognition of their responsibilities, consistent with national law and applicable international obligations, and the participation of relevant stakeholders, in the management of existing, and the establishment and management of new protected areas (timeline 2008)**

19. Nearly all countries reported having legislative and policy frameworks for the equitable sharing of costs and benefits arising from the establishment and management of protected areas. However, few countries provided details and many countries indicated gaps in terms of equitable sharing of costs and benefits. One country indicated that all its states and territories have enabling legislation related to conservation covenants on the title of private lands. Some countries established joint/collaborative/participatory forest management programmes to share revenues with local communities. Assessments of economic and socio-cultural costs and benefits of protected areas have not been undertaken in the majority of reporting countries. Many countries reported undertaking measures to avoid and mitigate negative impacts on indigenous and local communities through the establishment of protected areas, which *inter alia* include alternate livelihood options; acquisition compensation grants; covenanting programmes and revolving funds; and development of regulations to protect the rights and interests of indigenous and local communities. Two countries indicated that they recognized community-conserved areas and co-managed areas but they did not provide information on integration of these areas into the national protected area systems. Another country reported the creation of 22 indigenous protected areas covering 14 million hectares.

20. A majority of responding countries reported that their relevant laws and policies incorporate a clear requirement for the participation of stakeholders and indigenous and local communities in the planning, establishment and management of protected areas. A few countries also reported that a process of public consultation particularly with local communities is undertaken at national or local level before protected areas are established. In general, multi-stakeholder protected areas advisory committees or conservation boards are important mechanisms to facilitate participation of all stakeholders. Many countries indicated measures taken to support areas conserved by indigenous and local communities, which, *inter alia*, include training, assistance through non-governmental organizations, dissemination of information, and funding.

21. Four non-governmental organizations reported that while legislative and policy frameworks are available in many countries for equitable sharing of benefits and for securing participation and involvement of indigenous and local communities, they either are inadequate or not effectively implemented. In the case of marine protected areas, local fishing communities have not been adequately involved. Some of the negative impacts of protected areas on indigenous and local communities include curtailment of access to livelihood resources, physical displacement, and damage caused by wildlife. They also reported that while in some countries new legislation provides space for recognising various governance types and community conservation initiatives, their implementation is still in its infancy.

22. Though legislative and policy frameworks exist for the equitable sharing of costs and benefits and the participation of indigenous and local communities, more efforts are needed to implement them to ensure meaningful participation of local communities in the establishment and management of protected areas, and in the integration of various governance types into national systems of protected areas.

***Target 3.1: Review and revise policies as appropriate, including use of social and economic valuation and incentives, to provide a supportive enabling environment for more effective establishment and management of protected areas and protected areas systems (timeline 2008)***

23. The majority of reporting countries indicated that they had already put in place appropriate policy, institutional and socio-economic frameworks for effective establishment and management of protected areas. Some countries have already enacted specific legislation for protected areas and some countries have done so specifically for marine areas. Though some countries indicated that they carry out valuation of goods and services of protected areas, and use various types of socio-economic valuation methods, information on how those values have been captured into national accounts has not been provided. Some countries developed and tested social and economic valuation methods concerning the effects of protected areas for regional development. Many countries indicated a lack of expertise and capacity in evaluating goods and services of protected areas and their reflection in national accounts, e.g., gross domestic product and national budgets.

24. From the information provided, some of the main impediments for effective establishment and management of protected areas include lack of financial resources; lack of trained manpower and capacities; competing needs on land; lack of intersectoral coordination, lack of clear-cut roles and responsibilities; jurisdictional conflicts; compensation issues and land tenure rights and ownership regimes; high rates of human population growth and resource consumption; lack of political support; lack of public awareness and support; boundary disputes between traditional leaders; wildlife damage and strained relations between local communities and management authorities.

***Target 3.2: Comprehensive capacity-building programmes and initiatives are implemented to develop knowledge and skills at individual, community and institutional levels, and raise professional standards (timeline 2010).***

25. Nearly all countries reported advancement toward achieving this target. Nearly all countries reported undertaking capacity needs assessments and establishing capacity building programmes. In the majority of countries capacity building is an integral part of protected area management plans. In some countries, premier specialized training institutions have been established for conducting regular and customized training programmes for managers and frontline staff. Some of these institutions have been recognized as regional training institutions for the countries of the region. In some countries, training programmes are also developed for non-governmental organizations and community groups as well as government protected-area staff. In many reporting countries, project-based training programmes are implemented. A few countries indicated that they are undertaking multidisciplinary approaches in the management of protected areas by incorporating information from natural sciences, social, economic and political sciences, and traditional knowledge.

***Target 3.3: Development, validation, and transfer of appropriate technologies and innovative approaches for the effective management of protected areas is substantially improved, taking into account decisions of the Conference of the Parties on technology transfer and cooperation (Timeline 2010)***

26. Most countries reported the application of innovative approaches and technologies in the establishment and management of protected areas. In general these technologies include, remote sensing and Geographic Information Systems, habitat and landscape mapping, satellite telemetry, and camera traps. Some new approaches include public-private partnerships, management effectiveness-tracking tools, rapid assessment and prioritization of protected areas management, and the IUCN Management Effectiveness Framework. Some countries reported development of new concepts and technologies such as “field biotope network planning”, “ecological security”, and “landscape security”. Some countries reported development of integrated information management systems for protected areas for

dissemination of information and approaches for effective management of protected areas. Many reporting countries indicated collaboration and sharing of information and technologies within the country and/or with other countries. Many developing countries called for regional collaboration, capacity and know how, and financial support for using innovative and new technologies.

***Target 3.4: Sufficient financial, technical and other resources to meet the costs to effectively implement and manage national and regional systems of protected areas are secured, including both from national and international sources, particularly to support the needs of developing countries and countries with economies in transition and small island developing States (timeline 2008)***

27. From the submitted reports, progress towards achieving this target does not provide a satisfactory picture. With a few exceptions, most of the reporting countries have not undertaken an assessment of financial needs nor an estimated expenditure for implementing the programme of work. A majority of responding countries indicated that a major source of funding for protected areas are national and provincial budgets. With only few exceptions, most countries, including developed countries, find resources limited or very limited for the establishment and management of protected areas. Some developing countries supplement national budgetary allocations to protected areas with bilateral and multilateral funding from donors. None of the reporting countries elaborated on the strategies that are in place or under development to secure long-term funding for their national protected area system. Very few countries indicated the nature of supplementary funding mechanisms. Some of the suitable financial mechanisms identified in the subregional workshops include: trust funds, user fees and visitor fees, environmental taxes, royalty payments, corporate sponsorship, labelling, lotteries, voluntary hotel surcharges, exit donations, special funds, and cruise-ship donations.

***Target 3.5: Public awareness, understanding and appreciation of the importance and benefits of protected areas is significantly increased (Timeline 2008)***

28. Most countries reported undertaking at least some communication, education and awareness-raising activities for enhancing public understanding and appreciation of protected areas. In many countries conservation foundations and NGOs are supplementing governmental efforts in public-awareness activities. In some countries both federal and provincial governments are engaged in education strategies and programmes in communicating the biodiversity and other values of protected areas. Public-awareness activities included publication of brochures, booklets, posters, websites, CD-ROMs; organization of guided tours; engagement of folk art and cultural shows; construction and maintenance of nature trails, camping, mountain biking, recreational vehicle driving; competitions; observance of important days and festivals; establishment of conservation education/interpretation centres in protected areas, visitor centres, and “discovery ranger programmes” aimed at families gaining a first-hand experience of reserve values. One country reported development of a communication strategy for its national protected area system, including its marine protected areas. Although none of the reporting countries indicated having instituted a review mechanism for public education programmes, some countries informed that the effectiveness of such programmes is evaluated through feedback questionnaires. In many reporting countries, environmental education is introduced in the school curriculum. Information specifically on the inclusion of protected areas in the formal school curricula has not been provided.

***Target 4.1: Standards, criteria, and best practices for planning, selecting, establishing, managing and governance of national and regional systems of protected areas are developed and adopted (Timeline 2008).***

29. From the reports received and information gathered, only limited progress was noted in the achievement of this target. A few countries (15%) reported having comprehensive standards, criteria and best practices for site selection, management and governance of protected areas. In some countries, monitoring protocols for some categories of protected areas have been formalized. With regard to the

Natura 2000 network, a number of guidelines for site management have been developed at the level of the European Union.<sup>1/</sup> One reporting country indicated the approach undertaken in the systematic protection of marine areas and standards and best practices for new activities in terrestrial reserves<sup>2</sup>

**Target 4.2: Frameworks for monitoring, evaluating and reporting protected areas management effectiveness at sites, national and regional systems, and transboundary protected area levels adopted and implemented by Parties (Timeline 2010).**

30. Significant inter- and intra-regional differences among countries can be discerned in tracking the progress in this target. Within a region, some countries indicated significant advancement in carrying out management effectiveness evaluations. However in a number of countries within the same region management effectiveness assessment has yet to be undertaken. Most of the reporting countries indicated adoption of the IUCN -WCPA management effectiveness framework, and have adopted either the WWF Rapid Assessment and Prioritization of Protected Area Management (RAPPAM) methodology, or a scorecard approach, for carrying out assessments. Some countries strongly articulated the need for availability of these methodologies and tools in local languages and increased technical capacity for undertaking management effectiveness evaluations. Information on the percentage of the overall surface of protected areas that have been evaluated, or conclusions of evaluations and incorporation of the results of evaluations into management plans of protected areas, has not yet been made available.

### III OBSTACLES ENCOUNTERED DURING THE IMPLEMENTATION OF THE PROGRAMME OF WORK ON PROTECTED AREAS, AND WAYS AND MEANS TO OVERCOME THESE OBSTACLES

#### A. Obstacles

31. The subregional workshops provided an important platform for the participating countries to identify real challenges and constraints in their respective situations and capacity-building needs in order to more efficiently implement the programme of work. Challenges and obstacles identified include:

(a) **Lack of political commitment:** lack of leadership, political will and commitment; lack of clear understanding of country commitments and obligations; low national priority for protected areas; lack of understanding about protected area benefits, goods and services and their contribution to sustainable development; unstable political situation; lack of regional cooperation;

(b) **Institutional and policy obstacles:** lack of vision, attitude and perceptions; lack of inter-sectoral coordination; conflicting legislations; contradictory government policies limiting opportunities; lack of multi-stakeholder coordination mechanisms; limited marketing strategies for protected area goods and services; low willingness of governments to implement assessment results; bureaucratic hurdles; lack of transparency in decision-making process; communication gap between Convention focal points and protected area personnel; inadequate law enforcement; lack of legislative and policy measures to retain revenue generated by protected areas; lack of cooperation between non-governmental organizations and government institutions; resistance to create new taxes; lack of framework for transboundary protected area management;

<sup>1/</sup> [http://ec.europa.eu/environment/nature/nature\\_conservation/natura\\_2000\\_network/manging\\_natura\\_2000/exchange\\_of\\_good\\_practice/index.html](http://ec.europa.eu/environment/nature/nature_conservation/natura_2000_network/manging_natura_2000/exchange_of_good_practice/index.html)

<sup>2/</sup> [http://www.gbrmpa.gov.au/corp\\_site/management/zoning/planners\\_info.html](http://www.gbrmpa.gov.au/corp_site/management/zoning/planners_info.html)  
[http://www.parks.tas.gov.au/publications/tech/management\\_code/summary.html](http://www.parks.tas.gov.au/publications/tech/management_code/summary.html)

(c) ***Insufficient human resources and capacity:*** inadequate staffing; lack of committed and enthusiastic personnel; lack of incentives for dedicated staff; non-continuity of trained personnel and change of staff; lack of qualified staff; limited capacity, lack of local capacity to generate revenue;

(d) ***Limited funding:*** highly limited financial resources; insufficient government allocations-low priority for protected areas; lack of compensatory mechanisms; high reliance on one source of funding;

(e) ***Lack of suitable data:*** weak linkages in data collection and analysis; lack of standardized data collection and management;

(f) ***Lack of suitable guidelines and tools:*** lack of simple, easily understandable methods and guidance; non-availability of guidelines and methods in local languages; lack of access to available information; inadequate methods for valuation of protected areas; lack of resource mobilization techniques; lack of GIS and mapping tools;

(g) ***Lack of awareness:*** limited public awareness; lack of awareness among protected area functionaries about CBD requirements;

(h) ***Limited or low involvement of indigenous and local communities and various stakeholders:*** inadequate involvement of indigenous and local communities; inadequate participation of scientific and academic community; local community resistance; limited public participation.

## ***B. Ways and means to overcome the obstacles***

32. Participants in the sub-regional workshops devoted considerable time to the exchanging of ideas on practical ways and means to address obstacles for enhancing the implementation of the programme of work. The highlights of the proposed solutions are presented below.

### *1. Strong political commitment and establishment of institutional mechanisms*

33. Strong political leadership and commitment are very critical for effective implementation of the programme of work. The commitment of some Heads of State and Government, and the implementation of National Implementation Support Partnerships (NISPs) of The Nature Conservancy were often cited as effective in improving implementation. A clear description of roles and responsibilities of various agencies and organizations supporting protected areas is needed for effective coordination among these agencies. As part of the institutional mechanisms, dedicated focal points and multi-stakeholder coordination committees consisting of representatives from various government agencies and departments, non-governmental organizations, and local communities can enhance implementation of the programme of work through developing national targets and action plans for implementing the programme of work; improving communication with protected area agencies and managers; increasing public awareness; and monitoring implementation and reporting.

### *2. Regional challenges*

34. The Micronesian Challenge, launched at the eighth meeting of the Conference of the Parties to the Convention on Biological Diversity is an example that demonstrates the potential of regional protected-area challenges as a means to strengthen political will and secure financial commitment, as well as to catalyse national and regional action to provide a framework for action for implementing the programme of work. Regional challenges involve the public commitment of a country to maintain a certain level of funding and to keep protected area coverage under effective management, and encourage

neighbouring countries and donors to join them in this objective. Regional approaches can be considered as ways to leverage political support and funding.

### 3. *Informal consortium of partners and regional workshops*

35. The Secretariat has established an informal consortium of partners including the members of international conservation non-governmental organizations (The Nature Conservancy, WWF, Conservation International, BirdLife International, Wildlife Conservation Society), IUCN–World Commission on Protected Areas, the European Commission, the German Federal Agency for Nature Conservation and Organization of East Caribbean States Protected Areas and Associated Livelihoods Project. This informal consortium of partners coordinated a series of eight subregional workshops beginning June 2006 to August 2007 (see paragraph 4 above). These workshops provided practical, hands-on-tools and training on priority activities including ecological gap assessments, management effectiveness and capacity assessments, and sustainable finance planning, identified by the eighth meeting of the Conference of the Parties at its eighth meeting (decision VIII/24, paragraph 9).

36. These workshops covered 80 countries and were attended by nearly 500 protected area planners, practitioners and policy makers. These workshops have resulted in the following significant benefits:

- (a) Provision of outreach to countries, opening a dialogue to better understand key obstacles;
- (b) Development of a comprehensive set of learning materials and case studies;
- (c) Provision of a forum for regional-level discussions, cooperation and future collaboration;
- (d) Presentation to policy makers of an introduction to and overview on key issues; and
- (e) Improved motivation for taking on-the-ground actions.

37. From 2008 to 2010, such an informal consortium of partners should continue in a more coordinated and strategic manner. The subregional workshop series should continue to focus on timely and key themes of the programme of work, including guidance on how to assess and improve economic benefits of protected areas, threats within protected areas, protected area policy environment, governance and wider landscape and seascape linkages, among other urgent actions.

### 4. *Regional technical support networks, and practitioner clinics*

38. While regional and subregional workshops are useful, they are not sufficient to ensure that countries have the technical support on the array of actions needed within the programme of work. Useful ways to provide technical support are:

(a) *Direct exchanges*, which include short periods where staff from one country may visit another country to learn specific tools and approaches.

(b) *Practitioner clinics*, which include focused, technical clinics, either within a country or across a region, that bring in various experts on a specific topic to help address key challenges and obstacles, and to provide direct training.

(c) *Technical support networks*, which can be described as a group of individuals and organizations committed to sharing information and peer-reviewing their progress on a specific theme or objective over time. Members of the IUCN-World Commission on Protected Areas, national and international non-governmental organizations, other expert institutions and agencies and indigenous and local communities in a region can organize and form such a regional technical support network. IUCN-

WCPA with over 8000 protected area practitioners in different regions can play an important role in coordinating regional technical support networks. Such networks can be instrumental in providing technical support, making tools and guidance available, sharing information and knowledge for protected area practitioners as they implement the programme of work.

#### 5. *Availability of suitable tools, methods and approaches*

39. Full implementation of the programme of work requires an array of tools, methods and approaches. While there is some progress in identifying available tools and developing guidance on key activities such as ecological gap assessment and sustainable finance planning, on other activities guidance is limited or inadequate. Furthermore, most tools and approaches exist only in English. The international conservation community should collaborate in developing a full range of tools, aimed at different audiences; they should facilitate translation into major languages, and make them available through the web and in print. This will require both the development of new tools and methods, as well as better organization and accessibility of existing tools.

#### 6. *Mobilization of adequate funding*

40. Bilateral and multilateral donor support represents a major proportion of financial resources available for protected areas in developing countries. However, at current levels, these resources are insufficient for an effective implementation of the programme of work on protected areas. Expanded public funding will be fundamental to financial sustainability. Building strong institutional arrangements for financing the implementation of the programme of work is essential. Institutions, including governments, donors, international NGOs and the private sector should seek opportunities to create synergies and partnerships, and approach the lack of funding through concerted efforts.

41. The recently launched Global Environment Facility (GEF) early action grant project is likely to catalyse action on early-stage activities of the programme of work. Experiences from sub-regional workshops have clearly demonstrated that funding incentives may have greatest impact when they are reinforced by mechanisms that facilitate technical support. Therefore regional technical support learning networks through knowledge sharing and training programmes should reinforce the existing funding approaches. Consideration should also be given to increasing the size and scope of the GEF early action grant programme to cover other activities of the programme of work beyond early action activities, as well as to cover other developing countries. As the financial mechanism of the Convention, the GEF has a central role to play in providing international funding support for the programme of work. Other funding agencies, particularly bilateral donor agencies, will need to provide significant additional funding for protected areas. An on-going donor forum is required to support implementation of the programme of work.

#### 7. *National coalitions for the implementation of programme of work on protected areas*

42. In those countries that have established national coalitions or partnership agreements with NGOs, progress in the implementation of the programme of work is more pronounced. For example, The Nature Conservancy developed partnership agreements in more than 20 countries and established national coalitions or working groups to increase political will and coordination for implementing the programme of work. WWF established multi-stakeholder processes for implementing the programme of work at the national level in five ecoregions (Altai-Sayan, Carpathians, Caucasus, Dinaric Arc and West Africa Marine) encompassing 25 countries under its Protected Areas for a Living Planet programme.

43. In some countries, implementation coalitions were established explicitly for the implementation of the programme of work. In others, an existing inter-institutional forum was used. In most countries, a set of committees has been formed for each specific objective identified by the members. Participation in

the coalition varies greatly in size in different countries, but all are led by a government ministry or agency and include the participation of supporting non-governmental organizations. These implementation coalitions have typically proven to be a useful mechanism for: (i) strengthening political awareness and will for implementing the programme of work; (ii) focusing key national actors on a common agenda and ensuring consistent collaboration on implementation of various activities; and (iii) leveraging funds among partners for common protected area objectives.

8. *Reporting progress on the programme of work*

44. To date, reporting on progress in implementing the programme of work has been sporadic. In paragraph 5 of decision VIII/24, the Conference of the Parties agreed on the need for providing strategic assessment of progress made, challenges/obstacles and capacity-building needs. The current reporting system including the matrix approach provided only a very broad and cursory overview, and did not provide a reliable mechanism to truly gauge what progress has been made. There is a need to develop a transparent, accurate, reporting system in which countries would report progress using specific and consistent thresholds. Such a system would enable the identification of key areas where progress has not been made, and to identify technical, financial and human resources to address these gaps.

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