

# Governance in the CBD Programme of Work on Protected Areas—

- understanding
- assessing
- taking action

West Africa sub-regional workshop on strengthening  
capacities for PoWPA implementation— Dakar  
(Senegal, May 22-26 mai, 2011)

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**2003 -- 5° 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

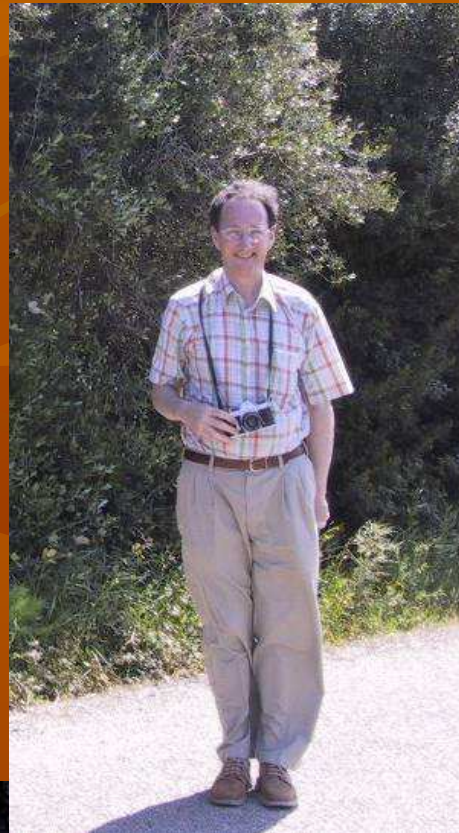
- Conservation needs the capacities, concerns & engagement of society as a whole, not of expert professionals or government officials only





## 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

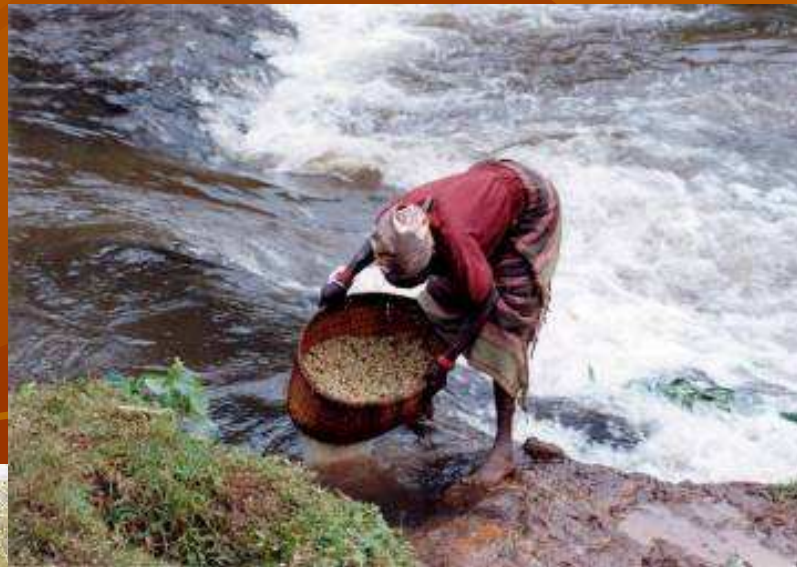
...the CBD parties will make sure that indigenous peoples and local communities **participate fully and effectively** in identifying, implementing and managing new PAs





## 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 **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

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



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



Ahmed Djoghlaoui

Exec. Secretary, CBD



But ... do we all understand what we mean by “governance” of PAs?



...clear distinction between  
“governance” and “management”  
(gouvernance et gestion)



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 ...

- Management 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..."
- Type et quality of **governance** (good governance)

What is “innovative” about governance of protected areas?

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





[illegible][illegible]

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

[illegible]



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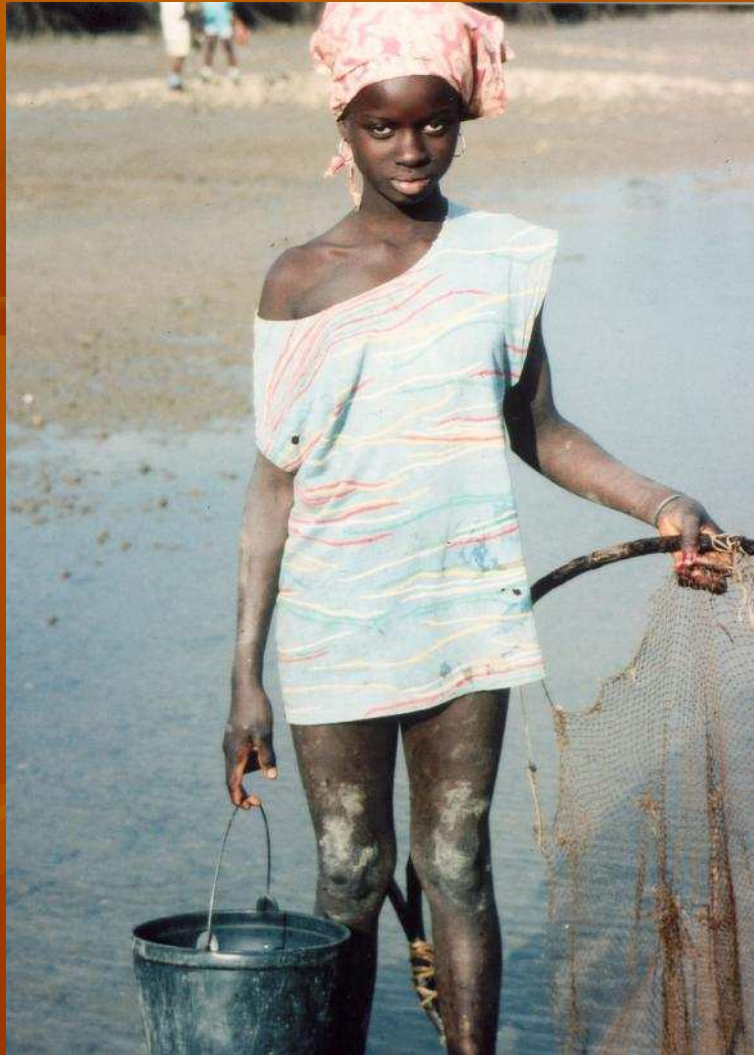
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# IUCN matrix of protected areas categories and governance types (new IUCN Guidelines)

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# 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?



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

[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:

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





# ■ Pluralist bodies:

- Decision-making
  - Advice/ development of technical proposals
  - Execution/ interpretation of decisions
  - Mixed
- A combination of pluralist bodies for a given PA is possible and even probable and desirable





# phases of a shared governance process:



- **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 ...





## Examples of responsibilities assigned to local communities :

- ◆ provision of data and information
- ◆ surveillance
- ◆ respect of limitations of activities
- ◆ biological and social monitoring



## Examples of « rights » et benefices agreed for local communities :

- ◆ Exclusive right of access to a given zone in the PA
- ◆ Exclusive right of gathering or fishing according to agreed procedures
- ◆ Complementary agreement for the implementation of any kind of sustainable development project
- ◆ Community Investment Funds
- ◆ Exclusive right of managing a business (i.e., a tourism business)





# 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...



# 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

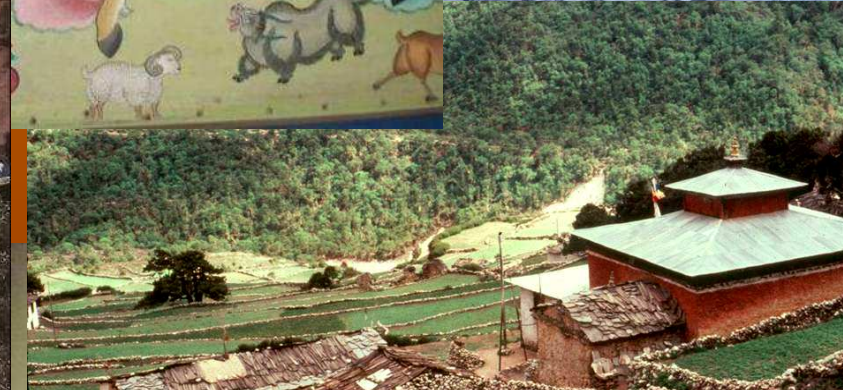


Forole sacred  
mountain  
Borana/ Gabbra  
Ethiopia/ Kenya



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







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...

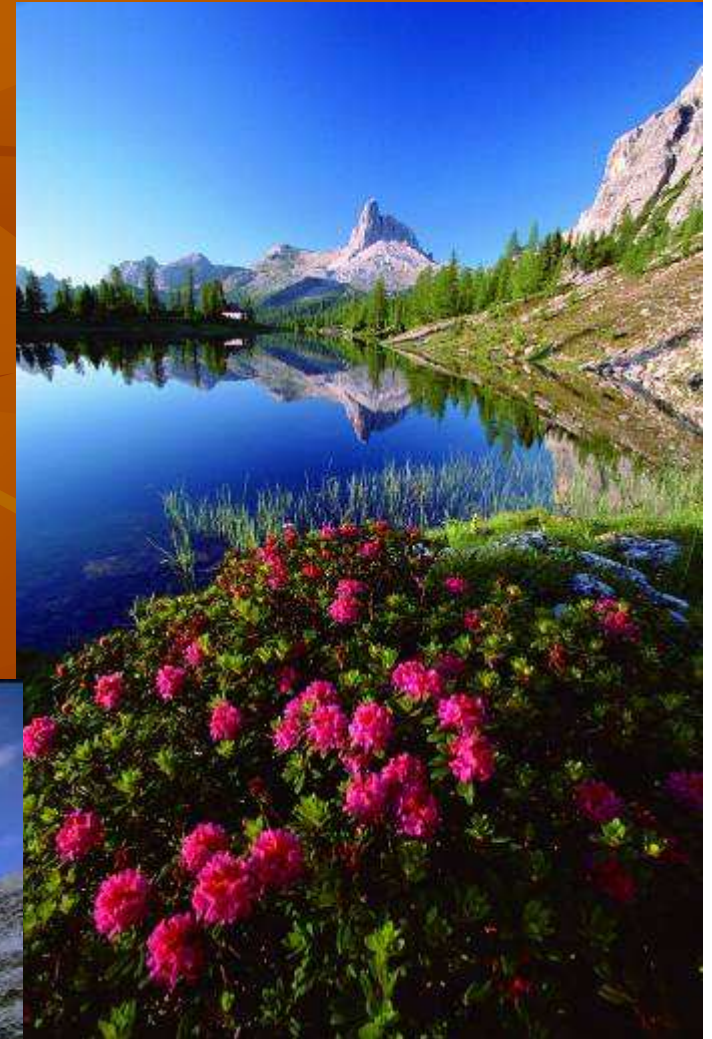




range of community conserved areas...

# 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 to marine areas where fishing rules are collectively established





## example 1: 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...





## example 2: 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, now  
recognised by the Regional  
Council and Governor...





# What is the worldwide significance of ICCAs?



Community forest,  
Oregon (USA)



Setulang  
river,  
Indonesia



Shimshal Community  
Conserved Area,  
Pakistan



Community forest, Costa Rica



Walalkara Indigenous PA, Australia



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



ICCAs are thus crucial for PoWPA... but they are also in great danger 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?

# 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]



- Opening up to new types of governance can thus be essential for well functioning PA systems
- ... but “how” we do that is tremendously important...

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



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

# 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**”

# Assessing the situation:

- Are the types of governance of our PAs appropriate (in a case by case way)? ...are we in a situation of “good governance”?

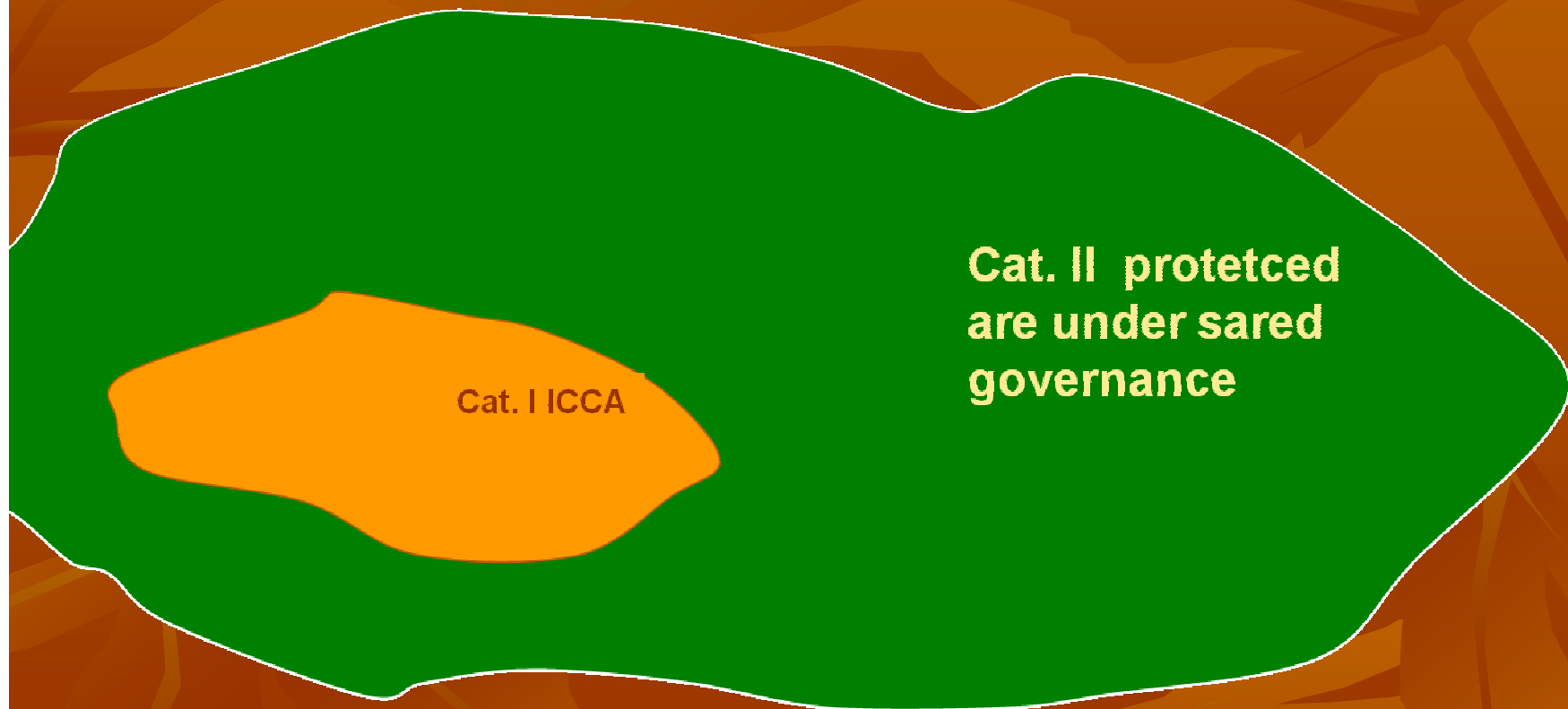




Are some existing ICCAs possibly in a crucial position for biological connectivity for our PA system and possibly even under threat... and yet they do not enjoy, today, any type of recognition and support?



Are there ICCAs within protected areas, which could be recognized for the benefit of everyone?



...please notice that several management categories and governance types can be very possibly included within the same PA!

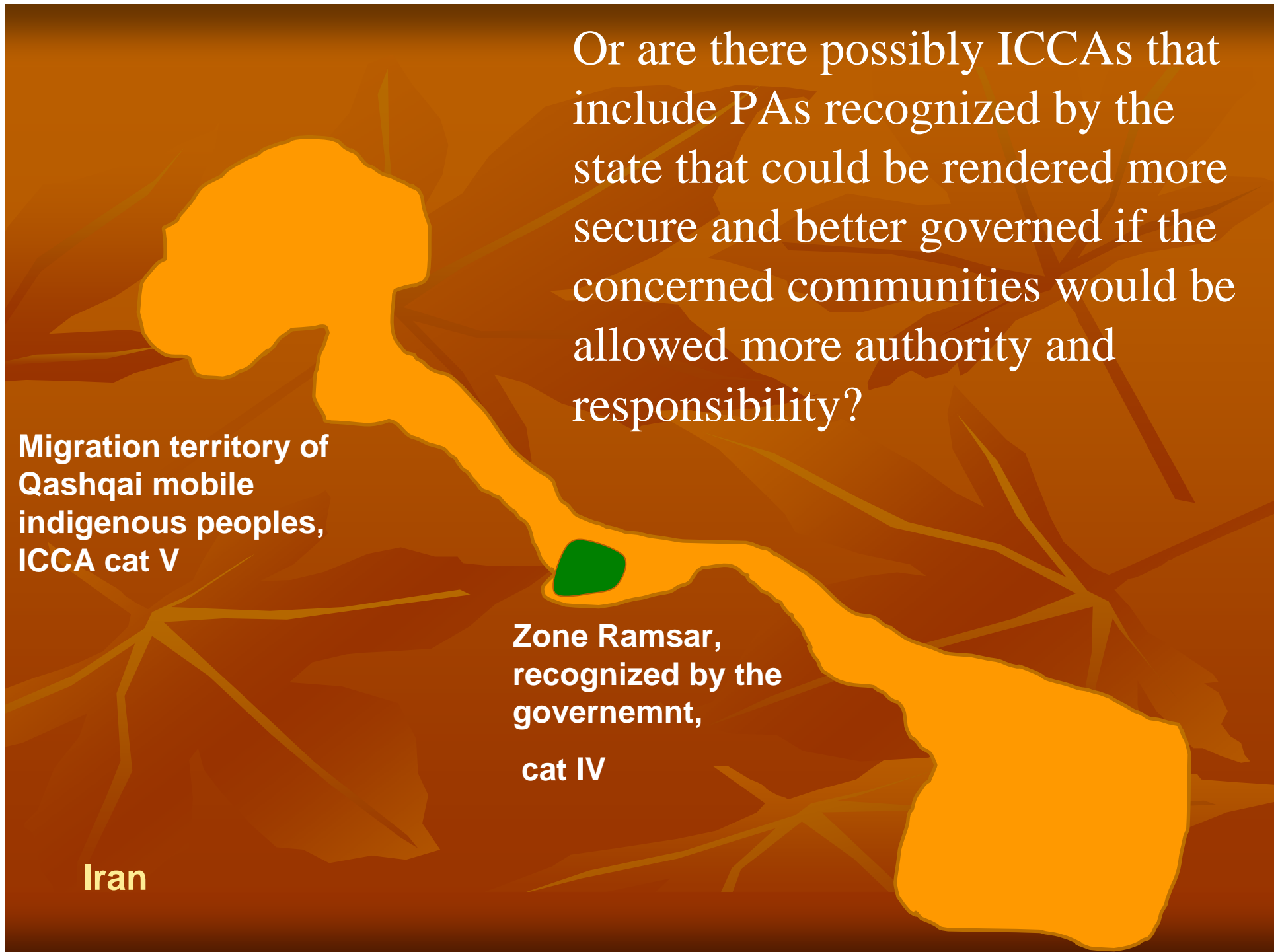


Or are there possibly ICCAs that include PAs recognized by the state that could be rendered more secure and better governed if the concerned communities would be allowed more authority and responsibility?

Migration territory of  
Qashqai mobile  
indigenous peoples,  
ICCA cat V

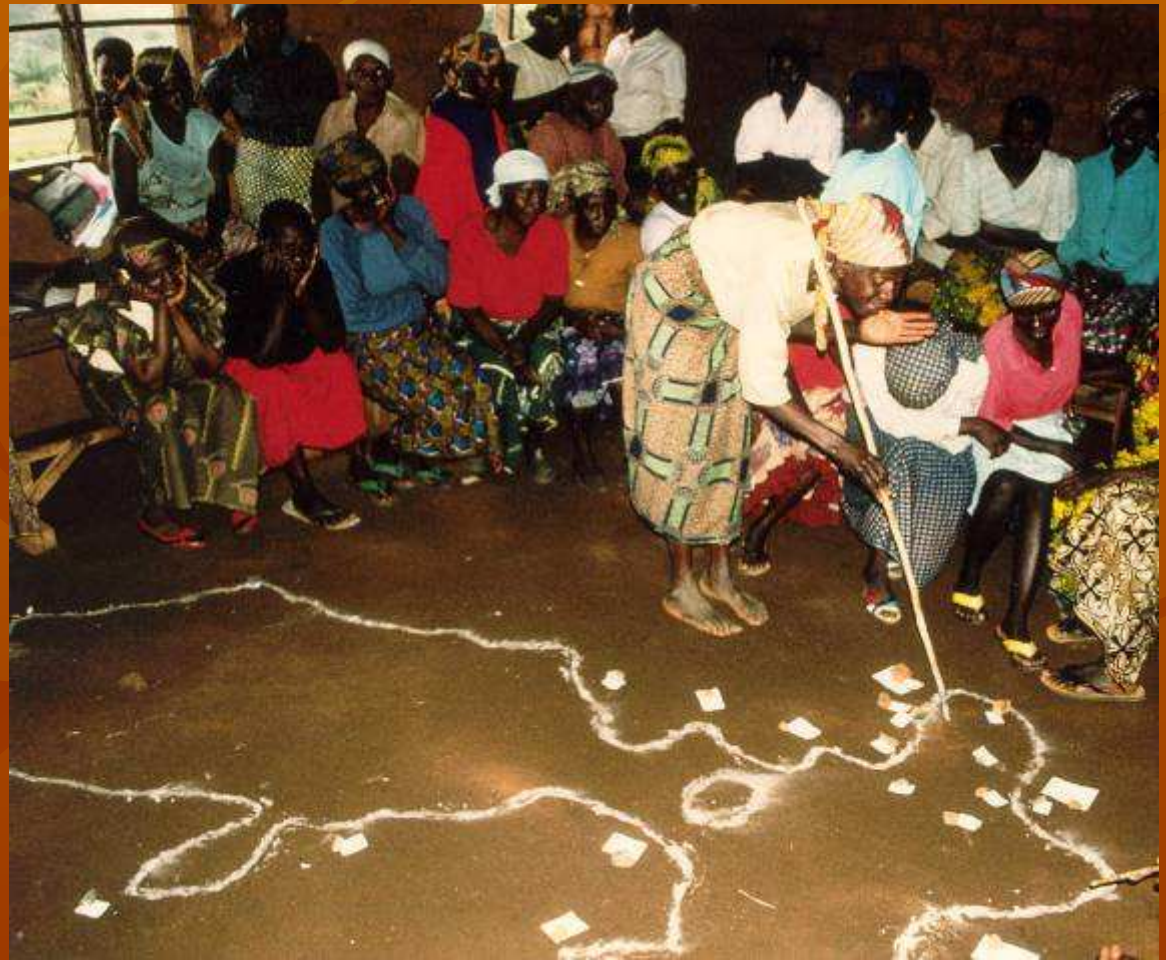
Zone Ramsar,  
recognized by the  
government,  
cat IV

Iran



# Assessing the situation

- 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?



- Is participation of civil society also extended to planning the national system of PAs and to PoWPA?



## Assessing the situation

- Are the legislation and policies of our country allowing the **recognition** of all management categories and **governance types** (directly or indirectly, by other means than PA law)?



- Can we recognize private PAs?
- Can we recognize knowledge, practices, customary institutions, **customary rights, common property and ICCAs?**

# Assessing the situation



- Do we have options of **on the job training** – including learning by doing – that could deal with that?

- Are there **capacities** in our country to understand governance issues and accompany relevant evaluation and action?
- Are governance issues included in our country's **professional training**?



# Assessing governance gaps:

- combine ecological gap assessment + management effectiveness assessment + **governance assessment** → understand the level of existing and possible 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 **resilience** of the system



# Questions for you:



- Could we do better to facilitate and support protected areas under shared governance in our country?
- Could we do better to recognize and support ICCAs?
- If yes, how?



## Taking action:



- National multi-stakeholder committees for planning and monitoring the PA system
- Focal points for civil society and indigenous peoples/local communities – closely related to the PoWPA Focal Points
- Dedicated funds to sustain this process
- Participatory evaluation of the governance of each PA, as well as of the system (type and quality)
- Participatory elaboration of the strategy and action plan for PoWPA, including the mechanisms to ensure transparency and accountability

# Taking action:

## examples of specific initiatives



- Revise and improve laws and policies to accommodate and regulate a multiplicity of types de governance and management categories, including within one given PA...
- Strengthening the governance capacities of all concerned actors (information, demonstration sites, exchanges, national and regional networks, professional training, on-the-job training)



■ Promote PAs under shared governance and ICCAs by appropriate incentives and support

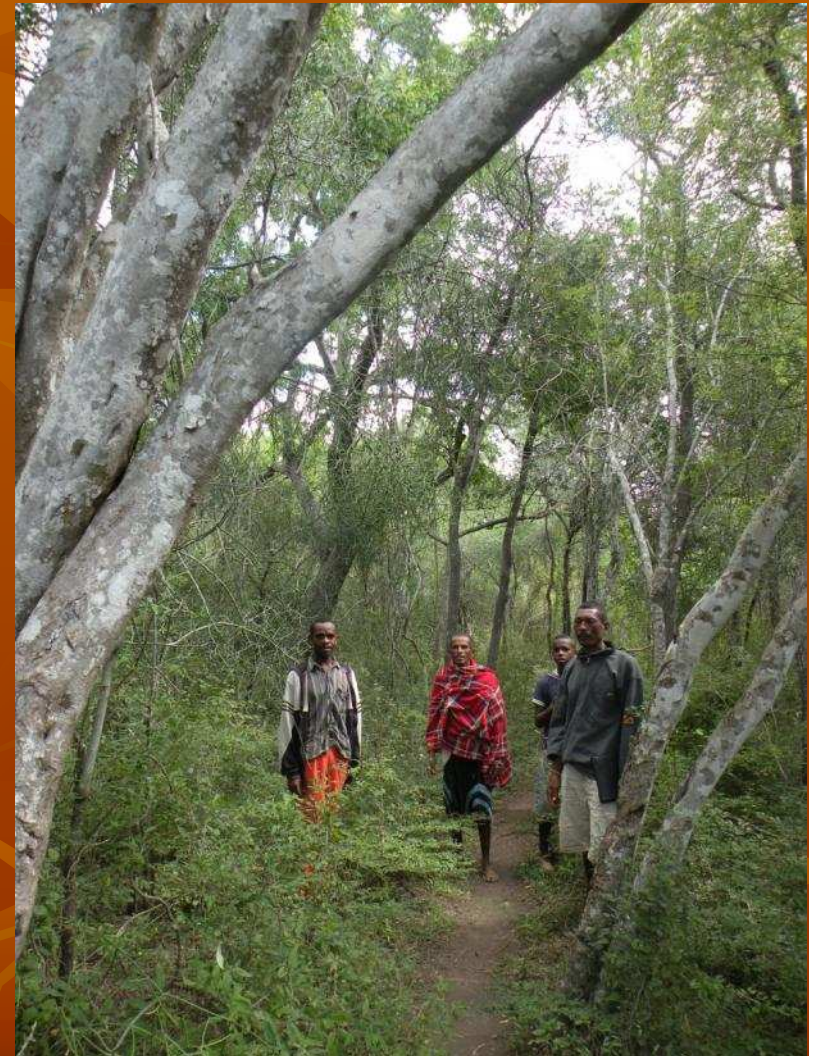
- Information, discussion forums, strengthening of technical capacities and capacities for communication, surveillance, action-research, capacity to participate in events that concern them...

- Strengthening of capacities to protect themselves from threats and destructive “development” initiatives... And follow-up the ones they find appropriate...



# Lessons learned about recognizing and supporting ICCAs

- Find roots in the history and culture of the country
- Start from exemplary cases, from the communities with most integrity and determination...
- Engage the support of civil society!
- Evaluate several options for the legal recognition of ICCAs – (PA law, decentralization, customary law, use rights, rights of indigenous peoples ...)





- ... attention with financial incentives! Support ICCAs mostly for surveillance and enforcement of rules, capacity building and strengthening their own integrity and independence...

Never impose a protected area status or some “modern” and “democratic” institution – rather agree together on what is needed, with free, prior and informed consent and respect for the customary and local institutions that exist and do work



- Wherever possible, establish or re-establish some form of tenure and/or collective rights— inalienable, indivisible and established in perpetuity, upon coherent units of land, water and natural resources by self-defined peoples and communities willing and capable to govern and manage them







Many thanks for your  
kind interest and  
patience!



The ICCA  
Consortium





And for more  
information on ICCAs:

[www.ICCAforum.org](http://www.ICCAforum.org)

