Governance of Protected Areas

Regional Review of Implementation of PoWPA Central and Eastern Europe

Vilm 11/2009
2003 -- 5° World Parks Congress (Durban, South Africa)
2004 -- CBD Programme of Work on Protected Areas
    (Kuala Lumpur, Malaysia)
2004   World Conservation Congress (Bangkok, Thailand)
2005   First Marine Protected Areas Congress (Geelong, Australia)
2008   World Conservation Congress (Barcelona, Spain)
key messages

- Conservation needs the capacities, concerns & engagement of society as a whole, not of expert professionals only.
Conservation needs to pay more attention to the crucial ties between biological and cultural diversity, and to the conditions that allow communities to be empowered for conservation.
Conservation needs equity:

a fair sharing of the costs and benefits of preserving biodiversity and managing natural resources in a sustainable way
Conservation needs to respect human rights:

“do no harm”…& have a positive impact on livelihoods wherever possible.
CBD Programme of Work on Protected Areas

COP 7 Kuala Lumpur 2004 approved the CBD Programme of Work on Protected Areas, which espouses these “key messages” throughout its text but in particular in its element No.2: Governance, participation, equity and benefit sharing
The **CBD PoW** invites the Parties to consider *governance principles*, such as decentralization, participatory decision-making mechanisms for accountability and equitable dispute resolution institutions and procedures.
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
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 Community Conserved Areas (CCAs)
- establish and follow own “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
the key innovations of the CBD Programme of Work on Protected Areas are about governance.
...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)...

治理

- Has to do with power, responsibility, 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. and that we made it simple to understand:

- quality
- type
Quality principles of “good governance”

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

The principles encourage all those involved in the establishment and management of protected areas to recognise and involve diverse management partners and be transparent, inclusive and accountable in decision making.
Governance Type ...

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

4 main “governance types”

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, NGOs...)
D. the concerned indigenous peoples and local communities

all types are legitimate and important for conservation!
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La matriz de gobernanza aplicada a las áreas conservación municipal

Modelos de gobernanza son sistemas dinámicos

ACM

Manejo Municipal

Comanego

Manejo delegado a Privado

Manejo delegado a Comunidad
## IUCN Matrix of Protected Areas Categories and Governance Types (New IUCN Guidelines)

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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...
Participation in PA decision-making: a continuum
(authority, responsibility and accountability)

- **Full control by agency in charge**
  - ignoring and coercing
  - consulting & seeking consensus (at times via benefit sharing)

- **Shared control by agency in charge and stakeholders**
  - negotiating specific agreements

- **Full control by stakeholders**
  - sharing authority and responsibility in a formal way (e.g., via seats in a management body)
  - recognising/transfering authority and responsibility

Increasing expectations of stakeholders
Increasing contributions, commitment and 'accountability' of stakeholders
Are we under shared governance?

3 essential « ingredients »:
- a negotiation process
- a (co-management) agreement
- one or more pluralist governance bodies
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- **A. Governance by Government**
  - Federally or nationally
  - Local/municipal ministry or agency in change
  - Government-delegate management (e.g., to an NGO)

- **B. Shared Governance**
  - Trans-boundary management
  - Collaborative management (various forms of pluralist influence)
  - Joint management (pluralist management board)

- **C. Private Governance**
  - Declared and run by individuals
  - ...by non-profit organisations (e.g., NGOs, universities)
  - ...by for-profit organisations (e.g., corporations

- **D. Indigenous Peoples & Community Governance**
  - Indigenous biocultural areas & Territories declared and run by Indigenous Peoples
  - Community Conserved Areas - declared and run by traditional peoples and local communities
“...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...
Project on Indigenous Community Conserved Areas

Government

Co-Management

Private

Community

CCA / ICCA

Community Management
three defining characteristics of ICCAs

- Specific indigenous peoples or local communities (sedentary or mobile) are closely “concerned” about the area (related to them culturally and/or because of livelihoods).

- Such communities are major players—i.e., hold power (de facto or de jure) in deciding, implementing & enforcing management decisions.

- The voluntary management decisions and efforts of such communities achieve conservation results—although their intention may not be necessarily related to conservation.
sacred spaces & natural features...

Chizire sacred forest, Zimbabwe

Forole sacred mountain
Borana/ Gabbra
Ethiopia/ Kenya

Sacred lake, Indian Himalaya

Sacred crocodile pond, Mali

range of community conserved areas...
indigenous territories and cultural landscapes/seascapes...

Paruku Indigenous PA, Western Australia

Alto Fragua Indi-wasi National Park, Colombia

Caribou crossing site in Inuit territory, Canada

range of community conserved areas...
territories & migration routes of nomadic herders / mobile indigenous peoples...

range of community conserved areas...

Wetlands in Qashqai mobile peoples’ territory, Iran
sustainably-managed wetlands, fishing grounds and water bodies...

Rekawa lagoon, Sri Lanka

Lubuk Larangan river, Mandailing, Sumatra

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

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

Jardhargaon forest, Indian Himalaya

Parc Jurassien Vaudois, Switzerland

Qanats, Central Asia

Natural Community Reserves & Pastoral Units of Ferlo, Sénégal
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
ICCAcs 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...
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

2. How is that authority exercised? How fairly, effectively, transparently, accountably?
   - The answer to this question lets us know about the protected area
     GOVERNANCE QUALITY
### IUCN matrix of protected areas

**example of Madagascar (before Durban)**

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<th>Aires protégées gouvernementales</th>
<th>Aires protégées en gouvernance partagée</th>
<th>Aires protégées privées</th>
<th>Aires du patrimoine autochtone et communautaire</th>
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<td>Déclarée et gérée par un propriétaire individuel</td>
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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**
“Well managed protected areas, when combined with participatory and equitable governance, provide crucial benefits far beyond their boundaries”

Ahmed Djoghlaf
Exec. Secretary, CBD
Many thanks for your attention and interest!

The ICCA Consortium

For more information:

www.iccaforum.org
www.tilcepa.org