

A photograph of a man with dark skin and short hair, shirtless, crouching on a sandy beach. He is holding several small sea turtles in his hands, and one is already on the sand. The background shows the ocean and a dark, silhouetted shoreline under a clear sky.

Governance of Protected Areas

Regional Review of
Implementation of PoWPA
Central and Eastern Europe

Vilm 11/2009

Governance of Protected Areas



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



CBD Programme of Work on Protected Areas

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

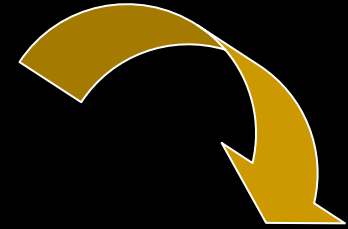
Specific CBD TARGETS

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)...



governance

- 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**

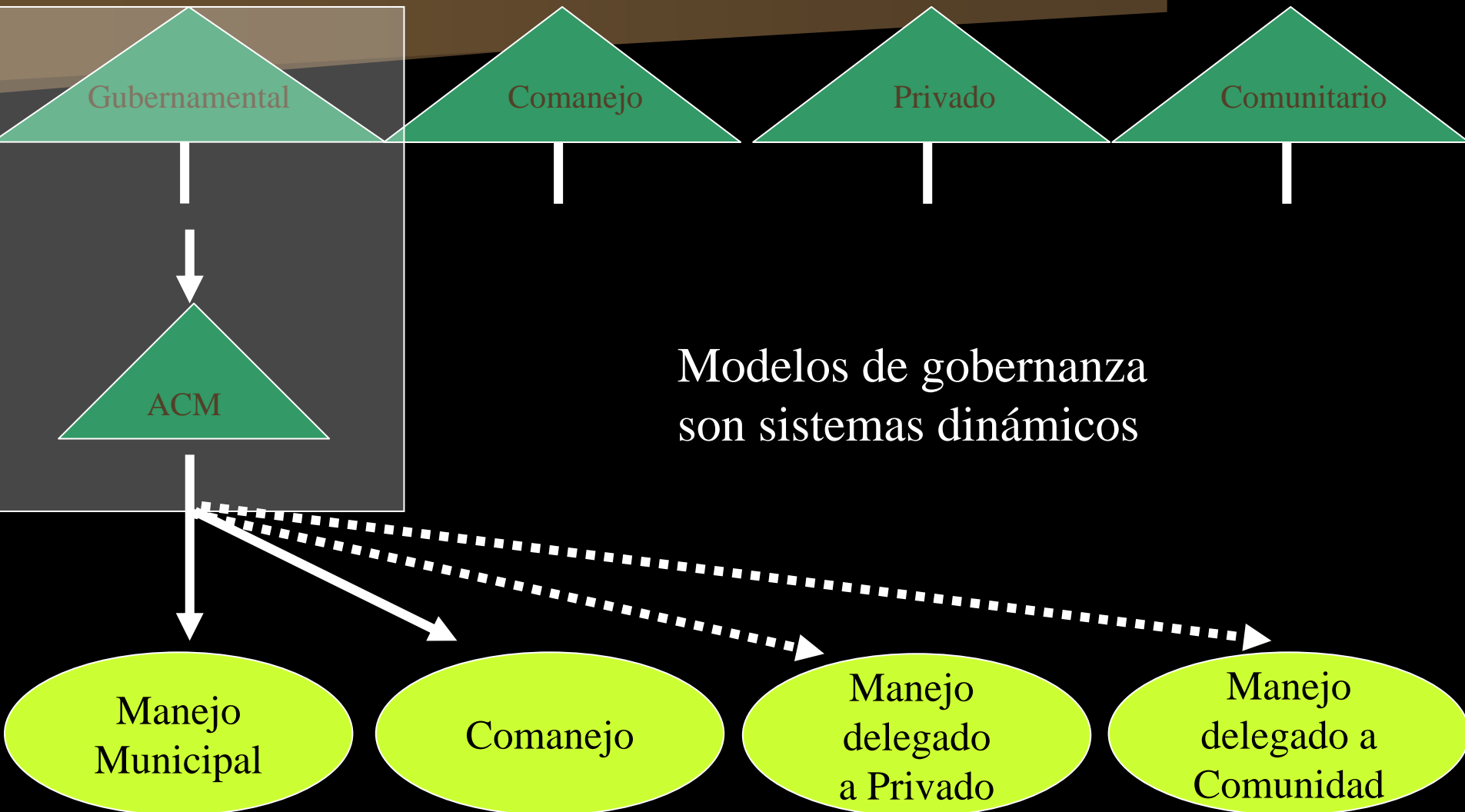


all types are legitimate and important for conservation!

IUCN matrix of protected areas categories

Governance type
Category (manag. objective)
I - Strict Nature Reserve/ Wilderness Area
II – National Park (ecosystem protection; protection of cultural values)
III – Natural Monument
IV – Habitat/ Species Management
V – Protected Landscape/ Seascape
VI – Managed Resource

La matriz de gobernanza aplicada a las áreas conservación municipal



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...



Participation in PA decision-making : a continuum

(authority, responsibility and accountability)

Full control by
agency in charge

Shared control by
agency in charge
and stakeholders

Full control by
stakeholders



ignoring
and
coercing

consulting &
seeking consensus
(at times via
benefit
sharing)

negotiating
specific
agreements

sharing authority
and responsibility
in a formal way
(e.g., via seats in
a management
body)

recognising/
transferring
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**



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

[illegible]

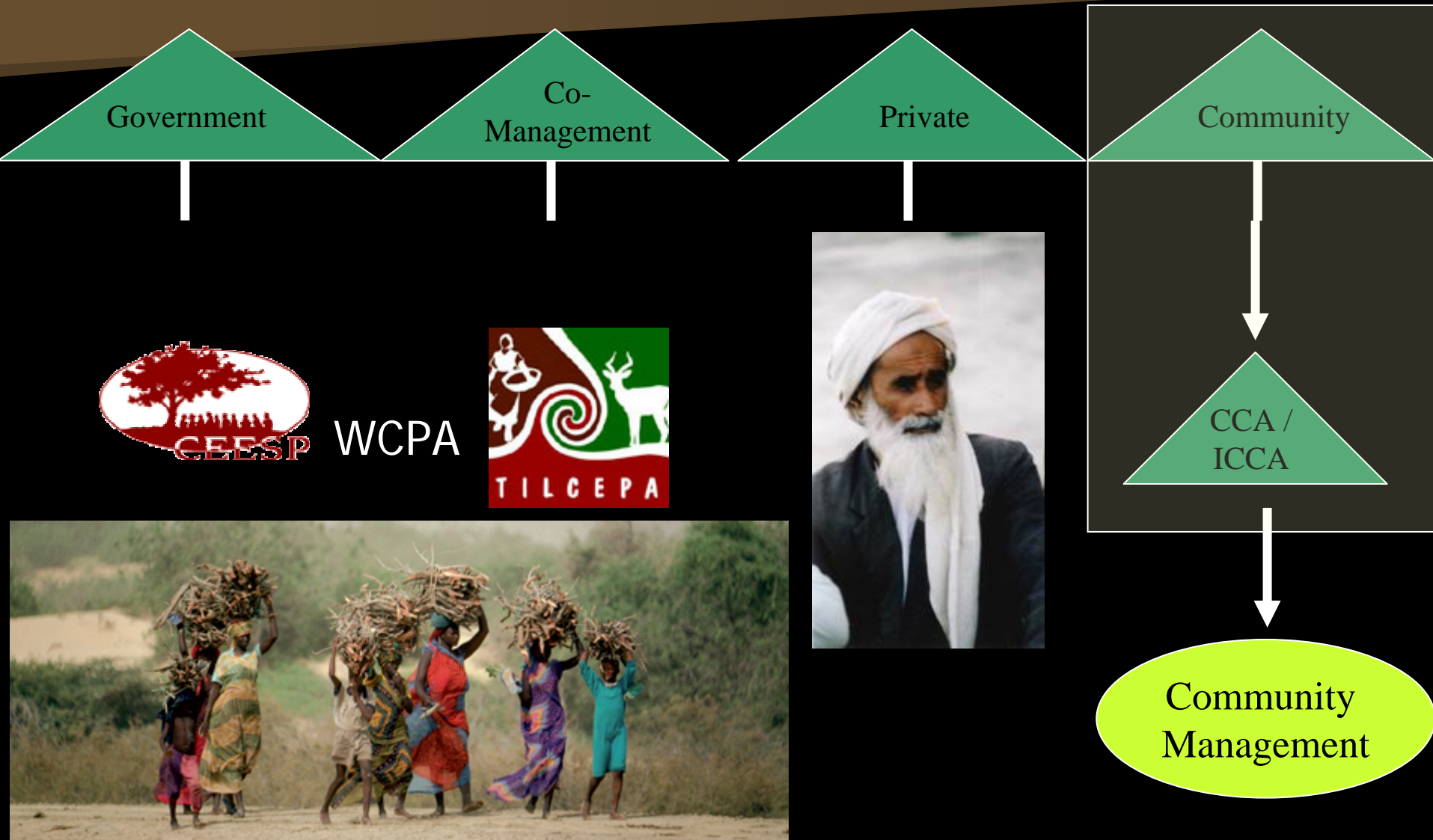
Indigenous Peoples' and Community Conserved Areas and Territories ICCAs

"...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...

Project on Indigenous Community Conserved Areas



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



Sacred crocodile pond, Mali

Forole sacred
mountain
Borana/ Gabbra
Ethiopia/ Kenya



Sacred lake, Indian Himalaya

Caribou
crossing
site in Inuit
territory,
Canada



indigenous territories
and cultural
landscapes/seascapes...

Alto Fragua Indi-wasi National Park, Colombia



Paruku Indigenous PA,
Western Australia



range of community conserved areas...

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



Wetlands in Qashqai mobile peoples' territory, Iran

range of community conserved areas...

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

Rekawa
lagoon,
Sri Lanka



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



Lubuk Larangan river, Mandailing, Sumatra



Coron Island, Philippines

range of community conserved areas...

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



Qanats, Central Asia



Parc Jurassien Vaudois, Switzerland

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...

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



ICCAs 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

example of Madagascar (before Durban)

[illegible]

[illegible]

An effective “system” of protected areas

- is **complete**— protects all key ecosystems and species (gap analysis)
- conserves biodiversity and its associated **natural and cultural** resources
- is **biologically well connected**— if necessary by restoration initiatives



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

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



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



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

... i.e., it can ultimately improve overall **PA sustainability** and strengthen the **ties between people and nature**

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



Ahmed Djoghlaoui

Exec. Secretary, CBD

Many thanks for
your attention
and interest!

The ICCA Consortium



For more information:

www.iccaforum.org

www.tilcepa.org