

行政院所屬各機關因公出國人員出國報告書

(出國類別：出席國際會議)

參加第五屆世界保護區大會 出國報告書

服務機關：行政院農業委員會 職稱：處長 姓名：賴建興
出國人

國立台灣大學

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出國地點：南非共和國

出國時間：九十二年九月六日至九月二十日

報告日期：九十二年十一月二十日

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公務出國報告提要

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報告名稱:

參加第五屆世界保護區大會出國報告書

主辦機關:

行政院農業委員會

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賴建興 行政院農業委員會 林業處 處長
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出國類別: 其他

出國地區: 南非

出國期間: 民國 92 年 09 月 06 日 - 民國 92 年 09 月 20 日

報告日期: 民國 92 年 11 月 20 日

分類號/目: F8/林業 /

關鍵詞: 自然保育,跨界的利益

內容摘要: 一、大會主題「跨界的利益 (Benefits Beyond Boundaries)」彰顯國際自然保育社群檢討十年來的得失, 因應社會動態變化的新主張。跨越隱示了保護區範圍內與範圍外的共享保育利益、共擔責任。跨世代公平當然也包含在內。二、大會的研討會 (Symposia) 中, 首先討論的是保護區到底帶來哪些利益? 清楚的說明主要內容: (一) 各種保護區的價值。(二) 保護區管理應有的因應對策。(三) 地方社區與保護區的成敗。(四) 生態旅遊與認證的(五) 自然保育與區域計畫。三、本次大會七大主軸工作坊。茲分述如下: 第一主軸: 保護區與周圍土地的連結 (Linkage in the Landscape / Seascape)。第二主軸: 建立對保護區的廣泛支持 (Building Broader Support for Protected Areas)。第三主軸: 保護區管理制度的類型 (Governance Types of Protected Areas)。第四主軸: 發展經營管理的能力 (Developing the Capacity to Manage)。第五主軸: 評估保護區經營管理成效 (Maintaining Protected Areas for Now and the Future: Evaluating Management Effectiveness)。第六主軸: 建立永續和穩健的財務機制 (Building a Secure Financial Future)。第七主軸: 建立完整的保護區系統 (Building Comprehensive Protected Areas Systems)。四、本次會議檢討了十年來的國際發展, 並提出了今後十年的發展方向。本次大會根據研討會、工作坊等密集討論彙集成五項重要文件。國際自然保育聯盟是一個活躍的國際組織, 因此凝聚國際共識的能力頗強, 也是一個最具主導性的新發展主力。所以持續的、密集的參與該組織的相關活動是值得鼓勵的。建議由農業委員會召開專案會議, 研究將本次大會成果納入或轉化成年度研究計畫。持續借鏡國際經驗, 強化國內自然保護區管理業務。

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第一章 緒論

第一節、大會背景介紹

自 1962 年起，每 10 年召開一次的世界公園大會，是檢討全球保護區現況、釐清重要問題與對策、為未來 10 年全球保護區設定議題與進程的最重要全球性論壇。世界自然保育聯盟（IUCN）於今年(2003 年)9 月 8 日至 17 日於南非德班（Durban）舉行第五屆世界保護區大會。

本次大會在南非德班市中心的德班國際會議中心（Durban International Convention Centre）召開。

世界保育聯盟創建於西元一九四八年。她是世界上最大的非政府自然保育組織，結合七十四個國家、一百一十一個政府機關、七百三十一個非政府組織、三十六個相關組織、以及大約一萬兩千位來自一百三十九個國家的專家學者。他們共同形成了獨特的、全球性的夥伴。迄今為止，上述的統計數字仍在增長中。

世界自然保育聯盟的設立目的，是「影響、鼓勵、和協助全球的各種社群，致力於保育大自然的完整性，並且致力於確保自然資源在開發利用上是公平的，而且在生態方面是永續的」。世界保育聯盟尋求達成此項任務的途徑是經由該聯盟區域化的會員網絡

；分佈於全球各地的秘書處（包括在瑞士總部以及散佈在四十多個國家的辦公室）及六個專家委員會等。這六個委員會又分別開拓自己的領域，自行辦理各種會議。這六個委員會的名稱是：世界保護區委員會、物種存活委員會、生態系經理委員會、教育與聯繫委員會、環境法委員會、以及環境策略與規劃委員會。以世界保護區委員會為例，他的專家網絡包含了來自一百四十個國家的一千三百多位會員。這些義務性的會員是根據他們在專業上的技能以及奉獻的意願而被邀請入會。委員會之下又細分成十六個地理區的執行委員會，以及依保育主題與功能等原則劃設的四個保育主題計畫部門，和五個功能性任務小組。四個保育主題計畫部門是：海洋、高山、世界製產，以及生物圈保留區等。五個任務小組則包含了：旅遊小組、資訊管理小組、經濟與保護區小組、管理效率小組、以及地方社區與保護區小組等。

這個人數眾多的自然保育國際組織和聯合國有著密切的關係，尤其和教科文組織與環境組織之間，血脈相連。數十年來，在世界保育大綱、生物多樣性公約、二十一世紀議程、以及世界製產、生物圈保留區方面，都是共進退的。

世界保護區委員會（WCPA, World Commission on Protected Areas）——世界保護區委員會的任務是”促進設立全世界的、具有代表性的陸地及海洋保護區及其管理；並使本項工作能成為IUCN整體任務的一環”。本委員會研訂了策略計畫以及工作計畫，以期達成前述任務。

WCPA 是世界上最大的保護區專業人士網路 (network)，包含了來自 140 個國家的 1300 位會員。這些會員是根據他們在專業上的技能以及奉獻的意願而被邀請入會。委員會的組成是依地理區域、保育主題以及功能等原則劃分形成，共有 16 個地理區、4 個保育主題計畫部門、以及 5 個功能性任務小組。

4 個保育主題計畫部門如下：

- 海洋保護區計畫部門
- 高山保護區計畫部門
- 世界製產計畫部門
- 生物圈保留區計畫部門

5 個任務小組如下：

- 旅遊小組
- 資訊管理小組
- 經濟與保護區小組
- 管理效率小組
- 地方社區與保護區小組

第二章 會議內容及參加活動概況

第一節、大會主題：「跨越疆界」

第五屆大會以「跨越疆界」(Benefits Beyond Boundaries) 為主題。以 4 個研討會來揭開新禧年的典範討論，主題分別是對人們的利益、變局中的管理、社區與保護區、以及尺度的連結。串連這四項研討會主題的是 7 個工作坊：地景的連結、建立對保護區廣泛支持、共事的新方式、發展經營管理的能力、為現與未來經營管理保護區、建立無虞的財務機制、建立廣泛完整的保護區體系。另外還有海洋保護區、世界製產及保護區與平等三大跨工作坊的重點議題。

第二節、大會節目

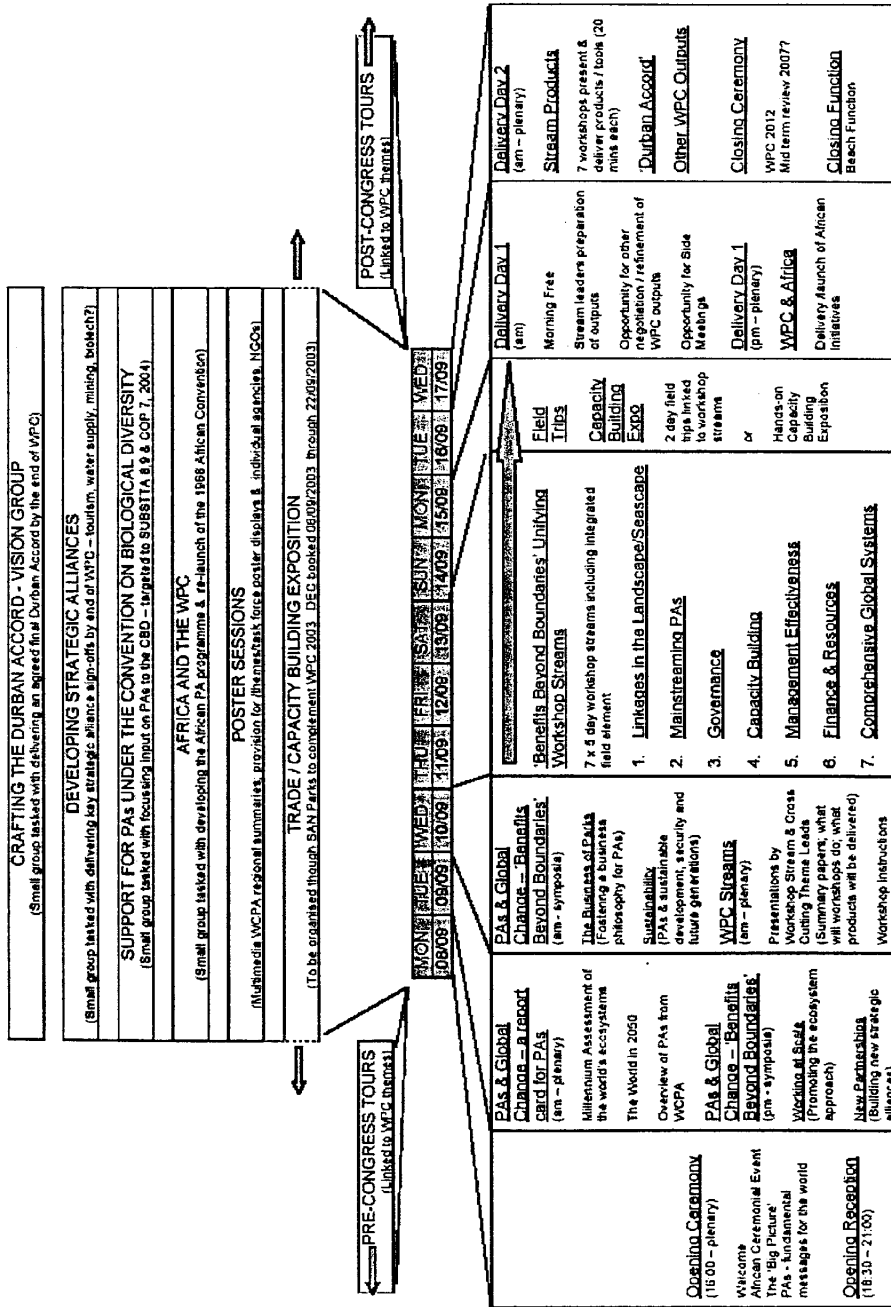
表一為本次大會的總節目，其中一連三天的「工作坊(workshop)」，共有七個主題(workshop streams)，與會者選擇有興趣的主題參與、討論並作出貢獻，這七大主題包括：

- 保護區與周圍土地的連結(linkages between protected areas and surrounding landuses)
- 建立對保護區的廣泛支持(building broader support for protected areas)
- 保護區管理制度的類型(governance types of protected areas)
- 發展經營管理的能力(developing the capacity to manage)
- 評估保護區經營管理成效(evaluating management effectiveness)
- 建立永續和穩健的財務機制(building a secure financial future)，以及
- 建立完整的保護區體系(building comprehensive protected area systems)。

在這七個分組間，大會另外安排有三項跨組主題(cross cutting themes)，分別是：

- 社群與公平(communities and equity)
- 海洋保護區(marine protected areas)，以及
- 世界製產(World Heritage)等。

大會的每日節目內容繁多，限於篇幅，未便一一列入，詳請可參考 IUCN/WCPA 網站：<http://iucn.org/themes/wcpa/wpc2003/index.htm>。



圖一：大會總節目配置圖

表一：大會總節目表

日期	上午	中午	下午	晚上
9月8日	09:00-16:00 登記註冊		16:00-18:00 開幕儀式	19:00-22:00 開幕招待會
9月9日	09:00-12:00 全體討論會： 跨界利益	12:00-14:00 午休 12:00-13:00 記者會	14:00-17:00 2場討論會同步進行 A場：給人們的利益 B場：因應改變的管 理—變局中的管理	20:30-22:45 禮讚保護區 晚會 儀式
9月10日	09:00-12:00 2場討論會同步進 行 C場：社區與保護 區 D場：尺度的連結	12:00-14:00 午休 12:00-13:00 記者會	14:00-17:00 全體討論會 簡報工作坊各主軸討論議 題 與跨組議題	
9月11日	09:00-12:00 7個主軸工作坊 3跨組議題工作坊	12:00-14:00 午休 12:00-13:00 記者會		
9月12日				
9月13日				
9月14日	參訪行程			
9月15日	參訪行程			
9月16日	09:00-12:00 全體討論會： 建立全球夥伴關 係	12:00-14:00 午休 12:00-13:00 記者招待 會	14:00-17:00 全體討論會： 非洲焦點	18:00-24:00 非洲之夜
9月17日	09:00-12:00 全體討論會： 研討成果發表	12:00-14:00 午休 12:00-13:00 記者招待 會	14:00-17:00 全體討論會： 研討成果發表與閉幕	19:00-24:00 閉幕式

第三節、來自台灣的與會者

台灣參加這屆大會共約 11 人，6 位來自學界(包括地理、海洋、景觀、環教、森林、文化等領域)、2 位來自農委會和文建會的高階主管、3 位民間人士(1 位是國家公園領域的資深顧問，2 位來自自然生態保育協會和環境資訊協會的秘書人員協助展覽會場事項)。

第三章 大會重要成果文件

本次大會重要成果文件包括下列五項：

- 德班協定 (DURBAN ACCORD)
- 行動計畫 (ACTION PLAN)
- 建議 (RECOMMENDATIONS)
- 第五屆世界公園大會致生物多樣性公約的訊息 (MESSAGE OF THE VTH IUCN WORLD PARKS CONGRESS TO THE CONVENTION ON BIOLOGICAL DIVERSITY)
- 浮現的議題 (EMERGING ISSUES)

上述成果文件中，最重要的、宣示性的共同協議是「德班協定」。最具體的、行動性的共同協議是「行動計畫」。「德班協定」篇幅少，翻譯如附錄一。「行動計畫」提供包括全球、區域、國家、地方、及 IUCN 等重要保育組織未來行動上的重要方針，爰列入附錄一，提供進一步參考。其它有關「建議」、「第五屆世界公園大會致生物多樣性公約的訊息」和「浮現的議題」等文件內容(附錄三、四、五)，也可參考 IUCN/WCPA 網站：<http://iucn.org/themes/wcpa/wpc2003/index.htm>。

參考文獻及網站

IUCN/WCPA 網站：<http://iucn.org/themes/wcpa/wpc2003/index.htm>

財團法人台灣環境資訊協會「世界保護區大會專欄」：

<http://e-info.org.tw/column/WPC/index.htm>

第四章 心得與建議

一、本次大會的主題「跨界的利益 (Benefits Beyond Boundaries)」彰顯了國際自然保育社群檢討十年來的得失，因應社會動態變化的新主張。跨越的不只是國與國的界線，也隱示了保護區範圍內與範圍外的共享保育利益、共擔責任。跨世代公平當然也包含在內。因此追求和平的意義也就顯而易見的了。

二、大會的研討會 (Symposia) 中，首先討論的是保護區到底帶來哪些利益？清楚的說明了各種保護區的價值。大會的研討會也強調了全球變遷下，保護區管理應有的因應對策。這個主題的重點是要求加強研究工作，以免全球暖化、臭氧層減薄、聖嬰現象以及各種全球性的環境污染等，傷害了我們辛辛苦苦保育的大自然。

無疑的，地方社區將是今後保護區能否有效保護的關鍵。如果保護區當地的社區民眾反對保育，那麼保育的工作勢必無法順利進行。因此，發掘又能達到保育目的、又能同時促進地方發展的計畫，將是成敗的決定性因子。“生態旅遊”就是在這種動機之下的產物。為了要掌握“生態旅遊”的發展，使之不偏離原先的理念，「認證」就成了一項值得研討的重點。明顯的，生態旅遊也不是一條容易走好的路。精密妥善的規劃是必須的；可惜很少見。

研討會中的第四個主題強調保育大自然絕不能侷限在保護區範圍內，必須兼顧大環境。如果只保護「孤島」保護區，那麼周邊的惡劣狀況必將侵襲到保護區內。因此，區域計畫融入自然保育是必須的。

三、本次大會安排了七大主軸的工作坊。茲分述如下：

第一個主軸是：保護區與周圍土地的連結 (Linkage in the Landscape / Seascape)。

主要討論設立保護區系統以及生態網絡保護系統，防止保護區成為一個個的孤島。為了達到完整的自然保護，必須兼顧生態、制度、文化、經濟，以及管理效力等方面的聯結問題。

生態系經營的理念是本小組的核心議題。

各類型的保護區計畫，都有積極的貢獻，例如：自然及文化景觀保護區、世界襲產、生物圈保留區、水源保護區、濕地保護區....等。保護區融入區域計畫、人與野生物和平共榮等都是追求的目標。

第二個主軸是：建立對保護區的廣泛支持 (Building Broader Support for Protected Areas)。

討論如何爭取各界對保護區事務的各種支持。討論的範疇包括非物質

的、精神的價值；都市對保護區的依賴；保護區從事生態旅遊；教育與溝通，以及爭取國際上及國家級的政治支持等。也討論到戰爭狀況下，如何爭取保護的行動。

農、林、漁、牧、商、工……各界的支持，都是爭取的對象。

第三個主軸是：保護區管理制度的類型（Governance Types of Protected Areas）。

以往談及管理制度只想到政府部門。今日所言“governance”則包含了各種具有影響力的人和事。例如：權力、關係、可靠性等。誰決定、誰影響決定，以及人民信任與否等，都得納入governance之內考量。換句話說，今日世界裏，決策者已經不是政府一個單位了。有效的決策是探討的重點。

第四個主軸是：發展經營管理的能力（Developing the Capacity to Manage）。

本主軸討論的是人才培育、組織建構以及法規建置等，各個層面的改善都能夠促進更有效的管理。科技研究也是必須的。今後因應全球變遷帶來的生態系壓力，就得依賴不斷的研究發展。環境教育、環境溝通只是一部份工作而已。新的挑戰將持續而來。管理能力的培養是具關鍵性的。

第五個主軸是：評估保護區經營管理成效（Maintaining Protected Areas for Now and the Future: Evaluating Management Effectiveness）。

為了確保設立保護區達到應許的管理目標，發展一套適用的“管理成效評估系統”成為極受重視的主題。討論的項目包括：評估模式、管理成效指標、生態完整性、海洋保護區的管理成效、社經與管理指標、入侵物種、保護區認證等等。

第六個主軸是：建立永續和穩健的財務機制（Building a Secure Financial Future）。

這個主軸討論設立保護區的各種利益，嚐試爭取捐贈者。另外，討論了市場機制下，保護區財務面臨的問題。似乎創新是唯一的前途。

第七個主軸是：建立完整的保護區系統（Building Comprehensive Protected Areas Systems）。

這個主軸所討論的是如何建立一個完整的保護區系統。如何保證它是足夠的、完整的、有代表性的。這裏面牽涉到非常學術性的議題。有些學者專家提出了他們的研究成果，當然他們也受到了質疑和鼓舞。

設立保護區資料庫、保護區分類系統、評估各大洲的狀況都包含在研討子題裏。

本次會議檢討了十年來的國際發展，並提出了今後十年的發展方向。本次大會根據研討會、工作坊等密集討論彙集成五項重要文件。換言之，這五項重要文件不僅是本次會議的成果而已，實際上，它們也指出了今後十年全球共同努力的方向。許多結論也會陸續出版成書。更有許多創意、理念和工作程序，也會持續改善，並且逐漸成形。

國內的專家、學者以及從業人員都可藉由國際自然保育聯盟的網站取得上述資料，因此就資料的取得而言，應無困難。

研讀、轉化、並納入我國的政策、作業準則，以及研究發展等，則有賴組織性的分工合作。相關的政府部門例如：行政院農業委員會、文化建設委員會、以及內政部等部會，應可嚐試就個自的需求選定項目，進而展開各項研究，並且逐步納入實務中。

國際自然保育聯盟是一個活躍的國際組織，因此凝聚國際共識的能力頗強，也是一個最具主導性的新發展主力。所以持續的、密集的參與該組織的相關活動是值得鼓勵的。

行政院農業委員會主管自然保育業務。因此，計畫性的辦理前瞻性、發展性的研究，似乎是責無旁貸的工作。建議由農業委員會召開專案會議，研究將本次大會成果納入或轉化成年度研究計畫。持續借鏡國際經驗，強化國內自然保護區管理業務。

第五章 論文

NATURE EDUCATION IN YANGMINGSHAN NATIONAL PARK

-Volunteer's Help-

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Yangmingshan National Park is renowned for its wealth of unusual volcanic features and topography. Being so accessible and close to Taipei City, the park attracts a very large number of visitors every year. Besides the thirteen hot spring and fumarole areas where clouds of geothermal steam rush out, volcanos with conical summit and craters are common. Endemic flora species and seasonal flowers can be seen from the mountain trails. At an elevation of 1120 meter, the highest volcano shelter the northeast winter monsoon

The park is located in the subtropical zone, but its vegetation differs from other areas at similar latitudes, there are currently some 1224 species of plants distributed in the grassland, arrow bamboo forest and broad-leaved forest.

Historical remains and early day mountain trails to carry fish products to the city market are still clearly visible. Tourist spots such as bird-watching trail, butterfly corridor trail, Datun Nature Park, Jhuzihu village, hotsprings, Siaoyoukeng Geopark, Menghuanhu waterplant conservation zone, Lengshuikeng Information Center, Cingtingang Information Center are places where visitors concentrate. The park administration announced trip planners for the visitors. They include a half-day trip, a one- day trip and a two- day trip plan.

By car, the park is only about 40 minutes away from the city center. Therefore, it is not difficult to get to the park after a day's hard work in the summer. Particularly in the early morning or late afternoon, that is time to appreciate the rising or the sinking sun; the early bird or evening bird who are looking for insects to feed themselves. This is the time that lives become active and the weather, the temperature most suitable for outdoor activities.

To make sure that visitor can find out more about the park, and to choose where they want to go, a Central Visitor Center was located near the Park Administration Office. In there, is a theatre, a display room and an information counter. At the

lower level of the same building, is a small shop. Another five information centers are distributed all around the park.

A park near the city has advantages and disadvantages, which come along together. The land use conflicts between various agencies, business and the local residents are never ending. Actually, it is getting worse. The Administration is almost always under great pressure to give way to more intensive development. This is probably very common for a capitalistic and democratic society. Overuse by visitors is also a common problem. They actually encourage more shops to open, more vendors to stray along the way. Vendors do, sometimes, provide handy and convenient services. Park policeman have to play hide-and-seek with them often.

The park near a city has advantages also. They are highly visible and visited often by well educated people who ask for more information about nature, history and management, etc. Thus, demand of interpretation is high.

There are also many educated volunteers who love to come to the park to serve as interpreters. It is not unusual, that very high- level retired managers or teachers want to be a volunteer interpreter or just want to help the visitors. They simply want to do something meaningful.

Yangminshan National Park Administration does take this advantage, and recruited and organized an Interpreter's Program. Because of the huge pool of volunteers, the park is able to recruit a large number and provide intensive interpretation assignments all year around in the field, at the information center and interpreters always available to the public during office hours. Whenever there is an out-reach program, such as programs to help schools, communities or other non-government organization, they will be assigned to help. A year ago, WCPA-East Asia-4 Conference had been conducted at Yangmingshan National Park, they are the uniform team who help to maintain all the services.

Among these volunteers, many of them speak fluent English or Japanese. And they are very informed people who provide unexpected assistance to foreign visitors.

Following are some statistics about the Volunteer's Program:

Size: since the establishment of the six park- administration headquarters, the park had recruited more than 3,300 volunteers. Those remain active are about 1,364 (Lin, 2001). Yangminshan had about 200 volunteer interpreters.

Service Capacity: 5370 man-units, totally 44,414 hours for the year 2002

No. of visitors served in 2002: 955,933 (visitor group of 9752)

Recruitment processes: 1)Announcement: recruitment information is advertised each year at the same time, which is open to the general public.. Students with different academic backgrounds are also recruited in summer for temporary services. They come from different disciplines and contribute their special knowledge to the group. Very often, they bring in new concept and scientific knowledge.

2) Recruitment sources: Applicants were mostly retired people from business , government agencies, and often teachers. Occasionally, applicants are residents of the park.

Volunteer job description: volunteers mostly work as tour guide, or at visitor center as service staff, and as administration support staff, a few of them participate environmental surveillance.

Volunteer training and certification: (a) Training: no corresponding course is offered. The park administration invited experts, scholars, and government staff to teach conservation and presentation technique courses. Courses are classified into basic courses and service courses. (b) Certification: the volunteer is required to take part in the service within one year after completing the basic training course. Volunteer are certified after they passed an evaluation.

Workplace: the primary workplaces for the volunteers are the visitor center and information centers, recreation areas and nature trails.

Benefits, rewards and suspension of duties: Benefits include transportation allowance, accident insurance, medical insurance, free uniform, and participation in park training courses. Rewards include open commendation, awarding of appreciation plaques, or souvenir. When something is wrong, temporary suspension of duties will be applied. Volunteer's certification is rarely cancelled.

Honorary guide association: In an effort to develop cooperation among volunteers, the park administration had assisted volunteers to establish a national park guide association. Publications, network-messaging, meetings and conferences, as well as training courses help keep members in touch with each other. Volunteers of the park communicate and meet to discuss how to upgrade skills, and to achieve organizational objectives of their association.

They received a medal of "Best Volunteer Group Performance "for the past two years.

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附錄一 德班協定 (DURBAN ACCORD) (葉季崙、李光中譯)

◎引言

2003年9月16日，德班

親愛的與會者：

我們很榮幸將所有2003年9月8-17日在南非德班舉行的第五屆世界公園大會與會者累積智慧與感想的成果—德班協定與行動計畫書呈獻給您。這份協定歷經多年協商完成，我們藉此機會感激所有貢獻者的付出與熱情。

德班協定肇始於1997年，於西澳艾班尼(Albany)，歷經許多其他重要的國際活動，例如：世界保育聯盟2000年於約旦安曼舉行的世界保育大會，以及全球各地舉辦的區域性會議。在第五屆世界公園大會中，協定書是不同系列講習及大會辯論的主題；這份最終的協定是所有努力的成果。它是大會的總合文件，也是此次大會所要向世界傳達的主要訊息。它與其說是大會的科學成果摘要，倒不如說是個溝通的工具；意圖啟發並影響對保護區的積極行動。

與德班協定一起提出的另一份文件是行動計畫書，給CBD(生物多樣性公約)及世界公園大會主題式議程建議的訊息。行動計畫書是各地代表們所提出，關於執行協定的策略及活動意見。給CBD的訊息發展與德班協定有極密切的關係。德班協定裡許多內容得自大會期間大量的貢獻，而篩選出所收到意見的精華是極具挑戰性的工作。雖然如此，我們確信這份訊息反映了大會的重要議題，並提供有價值的參考方向給2004年即將舉辦的第七屆CBD夥伴會議。本次第五屆大會的參加者也提供許多在大會主題議程中得到的技術性議題的建議。這些主題議程建議是專為在不特定主題議程中討論議題的聽眾所設的獨立建議。

所有的大會產出都不和任何政府、非政府機構或世界保育聯盟(IUCN)及其會員有法律關係；而是與會者貢獻他們所能以及與會的過程來倡導、指引及影響全球保護區的正面活動。這些重要成果是您的貢獻，我們希望您將在未來保護區工作場所發現它們的影響，也希望十年後再碰面時間前，能看到我們在德班努力的影響。

David Sheppard, 世界公園大會秘書長
Kenton Miller, 世界保護區委員會主席

◎正文

我們對人類與地球保護區的全球承諾

我們三千位第五屆世界公園大會參與者，呼籲對保護區提出緊急行動。我們見證了這些最具啟發性與靈性、對生物及生態系存活最關鍵、對食物、空氣及水安全最關鍵、對氣候穩定最重要、最獨特的文化及自然遺產和最值得人類特別關心的保護區域。我們呼籲協助保護區的行動，保護區也將得以被保存與公平分享。

我們是誰

我們是一群資源管理者、科學家、公僕及企業領導者的集合體。我們有非官方組織領導者，包括大大小小國際組織及草根性組織領導人。我們包含原住民、游牧民族和社區。我們包括不同性別及各年紀的族群，來自 154 個國家的主要都會中心以及小社區。我們分享經驗，從地球最原始的邊境到嚴重被破壞的土地。我們代表全世界每個角落，無數關心的人們的心聲。

快速變遷的世界

在我們四週我們見到深刻的轉變：氣候變化、地景破碎化、外來種的入侵與散布。我們見到越來越多的污染、全球化、都市化、邊緣化以及對食物、纖維衣料、燃料和水的需求增加。我們見到生物及文化多樣性的喪失，以及生態系維繫地球生命功能的退化。我們見到 30 億貧民每日為生存而掙扎。我們也看到全球及社區領導人的改變，社會上時常要求他們要為維護地球維生系統而奔走。

保護區新典範

在這個變遷的世界，我們需要一個新穎與創意的方式，來重新定位保護區和它們在更寬廣的保育及發展議程中所扮演的角色。這個方式需要維護和強化我們保育的核心目標，並公平地結合有關人士的利益。藉此方式，保育、維生系統的維護及永續發展三者緊密結合。保護區是達到此目的最有效和經濟的重要途徑。我們認為保護區是跨國界的利益提供者—跨越它們在地圖上的邊界，跨越國家的邊界、跨越種族、性別及世代的界限。

頌讚的理由

我們頌揚自然與文化的多樣性奇蹟，及其所具有保存及永續使用的富裕、智慧及知識。

我們頌讚保護區為我們保存了生物多樣性，為了它與生俱來的價值，也為了它所提供的公益及地方的生存資源。

我們讚揚保護區提供生態系物資及服務，包括不可取代的淡水來源、漁獲、防洪功能及作為氣候變遷的緩衝區。

我們讚揚保護區是生物面對快速劇烈的生態變遷時的避難所。

我們讚揚保護區對減少貧窮和發展經濟的貢獻，同時也讚揚保護區為生命的創造者及維護者。

我們讚揚保護區是一處提供人類尋根的活教室，一個傳承多代的文化、價值與知識系統的特殊場所。

我們讚揚保護區為友誼與和平的倡導者，作為跨國界公園之共同基礎。

我們讚揚在人類史上對土地利用的最大集體努力成果—目前已有超過十萬個保護區，過去二十年來全世界的保護區已成長三倍。

最後我們讚揚地方社區、原住民、政府、民間個人與志工團體的保育成效，他們的努力使保護區成為自然、文化與精神的匯集所。

關心的原因

我們呼籲大家關心許多區域中不可替代的生物多樣性仍受到迫切的威脅，還未被人們保護。

我們呼籲大家關心許多長期由地方性社區、遊牧民族及原住民所保存的地方，尚未被認可、保護及支持。

我們呼籲大家關心保護區外的原野和自然區域，在過去二十年來少了一半，而生物多樣性也衰退在大滅絕的邊緣。

我們呼籲大家關心許多宣告為保護區的區域，只是紙上作業缺乏實際效力，特別是在開發中國家及海域的保護區。

我們呼籲大家關心當全世界百分之十二的陸地受到保護的同時，卻只有不到百分之一的海洋及海岸受到保護，任其豐富生物多樣性暴露在過度開發中。

我們呼籲大家關心淡水生態系，這是一個地球生命無可取代的天然蓄水池，

但大部分卻都未被保護。

我們呼籲大家關心保護區經常成為孤島，四周受環境惡化的威脅，忽略了經由河流流域、遷徙走廊與豐富洋流所形成的自然生命動線。

我們呼籲大家注意那些不關心保護區的開發計畫。

我們呼籲大家關心當保護區持續造福全球的同時，許多代價是由地方——尤其是貧窮社區——來負擔，而大家卻不瞭解。

我們呼籲大家注意宣稱可取得的保育基金，通常是難以獲得，或者有時甚至遭到誤導和誤用的。

我們呼籲大家注意不當的補償金會促使保護區內及保護區週遭資源的過度開發。

我們呼籲大家關心現有保護區的資金問題，目前年度資金缺口達美金兩百五十億，這還不包括其他擴充保護區系統所需要的物資。

我們呼籲大家注意許多保護區的執行者，缺乏獲得科技、知識、經驗以及有效、可行的管理模式的管道。

我們呼籲大家注意提供給下一代年輕人參與保護區議程的機會還不足夠。

我們呼籲大家注意人類引起的氣候變遷，危及我們過去所做的努力成效和將來的努力，世界尚未開始進行溫室氣體排放的永續減量工作。

我們呼籲大家注意我們所面對的機會之窗正在慢慢關閉，如果我們無法現在行動，我們將永遠失去把豐富的自然、文化資源遺產傳承給未來子孫的最後機會。

呼籲承諾及行動

我們呼籲大家承諾保護區對千禧年發展宣言、約翰尼斯堡行動計畫、生物多樣性公約、反沙漠化公約、國際溼地公約、世界遺產公約及其他全球協定等的執行上，具有的不可替代角色。

我們呼籲大家承諾全球化及貿易協定不會妨礙保護區達到我們的核心目標。

我們呼籲大家建立並強化保護區系統的政策、法律及制度架構，使其負責及透明化。

我們呼籲大家擴充及加強全球保護區系統，並優先處理對生物多樣性、自然與文化遺產的迫近威脅。

我們呼籲大家承諾保護關鍵性的生態系、棲地與物種，以填補地球自然運作體系中不可取代的空缺。

我們呼籲大家承諾建立保護區網絡的選擇、設計及管理上的彈性，以確保在面對人類引起的氣候變遷下得以生存。

我們呼籲大家承諾執行非洲保護區初步行動及非洲保護區信託基金的財務及技術資源流通。

我們呼籲開採資源(石油、礦、金屬等)的工業能承諾善盡管理保護區的職責。

我們呼籲大家整合與保護區有關的人的關係，包括兩性在權利、利益與期盼上的合作關係。

我們呼籲大家承諾讓地方社區、原住民及遊牧民族參與設立、宣告及管理保護區事宜。

我們呼籲大家承諾招募年輕世代成為保護區的工作夥伴，因為他們在未來對這些區域有合法的權利。

我們呼籲大家承諾凡是從保護區受益及被影響的人，在完全尊重其人權及社會權的平等基礎上，有機會參與保護區相關決策。

我們呼籲大家承諾保護區管理需致力於減少貧窮。

我們呼籲大家承諾保護區的管理應與原住民及地方社區分享利益。

我們呼籲大家努力發展保護區管理的革新作法，包括：調適、合作及共管策略。

我們呼籲大家承認、強化、保護及支持社區保育區。

我們呼籲大家承諾持續提供管理和加強保護區系統所需之財務、基本設施資源和物資。

我們呼籲大家評估保護區對地區、國家及全球經濟的價值，以促進投資及資金贊助。

我們呼籲大家承諾創新及多元的資金獲得策略，以確保可預期的資金回流到生態系產品及服務的合作夥伴。

我們呼籲大家承諾將誤用的補償金重新導正並用於支持保護區的機制上。

我們呼籲大家承諾提升保護區管理者的能力，包括透過尖端的資訊服務及科技交換方式。

我們呼籲大家承諾評估及使用所有科學及傳統知識系統在保護區上。

我們呼籲大家承諾透過溝通及教育，來增進及增廣對保護區的支持。

我們誓言

如果拒絕維持通暢的對話管道，我們強力的承諾將會失敗。這樣的對話需要一個謙遜、可靠及可信賴的環境。為了達到這目的，我們誓言要互相了解、合作。我們誓言要與所有的人共同合作與擁抱。我們誓言要分享我們的見解—人類永續的未來必須建立在關心自然的合作關係。我們誓言要將保護區這份珍貴遺產，留給我們的後代子子孫孫。

附錄二 第五屆世界公園大會行動計畫(Action Plan)



DURBAN ACTION PLAN

Vth IUCN World Parks Congress
Durban, South Africa
8 – 17 September 2003

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Introduction

The Vth IUCN World Parks Congress is a turning point for the role and placing of protected areas in the sustainable development and biodiversity agendas. By taking its theme as 'Benefits Beyond Boundaries', participants at the Congress recognised that protected areas cannot remain in isolation from the surrounding areas of land and sea, and from the communities and the economic activities in and around them. Most important, participants sought to promote the importance and value of protected areas to society as a whole now and in the future and to work with many partners to deliver this wider agenda.

There has been a great deal of progress since the IVth IUCN World Parks Congress in Caracas in 1992:

- protected areas are recognised as a key element in the implementation of the Convention on Biological Diversity;
- the number and proportion of the Earth's surface recorded as protected areas has more than doubled since 1992 and now is over 12% of the total land area, an additional 10% strictly protected in the Antarctic;
- the number of World Heritage natural and mixed properties has increased from 101 to 172 and there is greater recognition of linkages between people and the environment;
- regional and national action plans have been established in many parts of the world;
- measures to improve the effectiveness of management have been developed;
- Indigenous Peoples and local communities are becoming increasingly engaged;
- new forms of governance are being explored and traditional forms of governance for conservation are being rediscovered;
- the value of traditional and other knowledge about conservation has been recognised;
- the Kyoto Protocol is about to enter into force;
- protected areas have been successfully linked across international boundaries and in some notable cases have made a significant contribution to peace; and
- protected areas have been linked in major regional initiatives through ecological networks and corridors.

Challenges

Many have to be faced. The foremost are:

- reconciling development needs with sustainable use and management of natural resources;
- increasing levels of poverty result in degradation of natural resources;
- climate change which is the overarching threat to the world's protected areas and is already having an effect on species and habitats and the effective functioning of landscapes and ecosystems; the world must rapidly and dramatically reduce greenhouse gas emissions whilst simultaneously managing ecosystems to increase their resilience;
- a global system of protected areas representing all the world's ecosystems is far from complete, with many major gaps remaining;
- there is insufficient priority on filling major gaps in the global protected area system that are highly irreplaceable, and under high threat;
- some ecosystems, freshwater systems and those on the high seas, are largely unprotected;
- damage is occurring to the species, habitats, landscapes, and to the natural systems, natural processes and cultural diversity on which they depend;

- flows and quality of freshwater that nourish protected areas are declining due to diversion, dams and other barriers, agricultural run-off and pollution;
- the increasing demand for wild animals and plants, and their products, is threatening the existence of rare and endangered species in protected areas;
- alien invasive species are having an increasingly negative effects on native species;
- Under-investment by governments in protected areas world wide means that they are often failing to meet their conservation and social objectives;
- subsidies and other perverse financial instruments and institutional arrangements that are geared towards sectors relevant to biodiversity (other suggestion: directed towards sectors of the economy influencing landscapes critical to biodiversity) contribute to loss and damage in protected areas;
- in global terms, the resources required to ensure professional management of protected areas do not meet the requirements, particularly in developing countries;
- many protected areas only exist on paper, and lack effective protection and management;
- the establishment of protected areas in regions falling outside of national jurisdiction or under the competence of intergovernmental bodies, (e.g. Antarctica and the high seas);
- the costs and benefits of maintaining protected areas are not equitably shared. In particular, local communities often bear most of the costs and receive few of the benefits, whereas society more widely gains the benefits but bears few of the costs;
- too often protected areas are not linked into development planning, land use and other resource management decision-making systems beyond their boundaries, and particularly in transboundary situations requiring harmonisation of approaches across political boundaries;
- there is little recognition of the crucial role of protected areas for achieving sustainable development; rather, too many key stakeholders see protected areas as a barrier on their activities and aspirations;
- Many protected areas are isolated from each other and their external ecological linkages have no legal basis;
- the HIV/AIDS pandemic is starting to seriously set back protected area development and biodiversity conservation in many developing countries;
- Indigenous Peoples, local communities, young people, ethnic groups, women and other civil society interest groups are not sufficiently engaged in the identification and management of protected areas; and
- too often protected areas are governed in the absence of a system of shared objectives, values and principles.

Without an effective, ecologically representative, global network of protected areas, the many benefits to society will be lost, the chances of alleviating poverty reduced and the inheritance of future generations diminished. In the past, the protected areas community has not sufficiently engaged with our best allies – the wider communities of interest. We must now connect with these wider communities of interest to achieve new outcomes and inspirational goals.

The Durban Accord: Our Global Commitment For People And The Earth's Protected Areas is a call for action for everyone involved in and interested in protected areas. To realize this vision action is necessary globally, regionally, nationally and locally with all stakeholder interests. It is important that clear targets are set and progress monitored and reported in order to gain momentum in the implementation of the *Accord*. The leadership of IUCN, and particularly the members of its World Commission on Protected Areas, is vital.

This *Durban Accord: Action Plan* is for all who are engaged in or whose activities affect protected areas in any way irrespective of whether or not they attended the Congress. **It is not the blueprint for all nations and all protected areas as it is recognised that there are local, national and regional variations in approaches and the participants at the Vth IUCN World Parks Congress do not have any formal mandate. It is a suggested checklist of the activity needed to increase the benefits of protected areas to society and to improve their coverage and management. Also it is not a static document: it raises many issues that need to be addressed, resolved and action taken.**

The **action** is divided into the following categories:

International action at intergovernmental level through UN institutions and through Conventions and Treaties;

Regional action at intergovernmental level through various regional Conventions and other arrangements;

National action by state governments and other interests;

Local action by devolved administrations and civil society; and

Protected area authority action by all authorities and agencies and all bodies and organizations with relevant authority.

At all of these levels action will be needed through partnership and cooperation between governmental, statutory, private, charitable, community, civil society, business through multi-stakeholder groups.

In addition, **specific IUCN-led or IUCN-promoted action** is identified and the lead within the Union nominated. At present these are suggestions for action from participants at the World Parks Congress until the World Conservation Congress in 2004 has considered and approved an Action Plan for Protected Areas and for all aspects of the Union's work. More detailed implementation plans will then need to be agreed by the IUCN Council for action by the Secretariat, Commissions and Members. These plans will need to include identification of the collaborating partners and consideration of the development of plans for the key economic, land use and commercial sectors that interact with protect areas.

A series of **key targets** are identified as the benchmarks for checking and reporting progress at high level on this Action Plan. The Implementation Plan finally approved by the World Conservation Congress will also need to identify milestones and indicators for measuring progress in achieving the key targets.

The **Recommendations** endorsed by participants at the World Parks Congress form an annex to this Action Plan and cross reference is made as appropriate in the Plan.

The *Actions* are arranged as key **outcomes** reflecting the main focus of attention at the Congress.

First and foremost, there is need for linking protected areas to contribute significantly to global agendas on sustainable development in the light of the WSSD Plan of implementation, the Millenium Development Declaration , and biodiversity conservation especially in relation to the meeting of the CBD COP in 2004:

For this, the Congress calls for the following outcomes:

1. Protected areas' critical role in global biodiversity conservation fulfilled, and

2. Protected areas' fundamental role in sustainable development implemented.

Six specific outcomes and actions arise from the Congress programme:

3. A global system of protected areas linked to surrounding landscapes and seascapes achieved.
4. Improved quality, effectiveness and reporting of protected areas management in place.
5. The Rights of Indigenous Peoples, Mobile peoples and Local Communities Recognized and Guaranteed in Relation to Natural Resources and Biodiversity Conservation
6. Empowerment of Younger Generations achieved.
7. Significantly greater support for protected areas from other constituencies achieved.
8. Improved forms of governance, recognising both traditional forms and innovative approaches of great potential value for conservation, implemented.
9. Greatly increased resources for protected areas, commensurate with their values and needs, secured.

Finally, in recognition of the emphasis in the *Durban Accord* on outreach, the final section deals with:

10. Improved communication and education on the role and benefits of protected areas.

Outcome 1: Protected areas' critical role in global biodiversity conservation fulfilled.

To achieve complete global representation of ecoregions in protected areas, there needs to be particular emphasis on filling gaps in the global protected area system with new protected areas and more effective existing protected areas where there is high irreplaceability and imminent threat.

The Convention on Biological Diversity recognises the importance of *in situ* biodiversity conservation through the establishment of protected areas and ecological networks. The Conference of the Parties (COP) and its Subsidiary Body on Scientific, Technical and Technological Advice (SBSTTA) are important fora for making progress on protected areas. The forthcoming 7th meeting of the COP in 2004 that will consider protected areas is especially significant and the parties are strongly urged to heed the 'Message to the CBD' from this Congress and the suggestions listed below.

Economic, cultural, intrinsic, aesthetic and spiritual values of biological diversity are experienced by all people. At the same time the increasing rate of loss of biological diversity will seriously undermine the quality of life of future human generations unless this issue is addressed as a matter of urgency.

Ongoing and extremely rapid human-induced changes, such as habitat loss and spread of alien invasive species, continue to erode biodiversity, and species ranges are shifting due to climate change.

New analyses presented at this Congress have shown that the global PA network is far from finished, with significant gaps in the coverage of Protected Area systems for threatened species, globally important sites, habitats and realms.

These gaps and changes require the expansion of existing, and the strategic creation of new, protected areas while ensuring the connectivity of suitable habitat between them.

A reduction in the rate of loss of biological diversity can be achieved through protected area systems in all ecoregions of the world that are comprehensive, ecologically and biologically viable,

representative, and effectively managed. Threatened species, particularly those listed in the IUCN Red List of Threatened Species, must be effectively conserved in these networks of protected areas.

The target to achieve “a significant reduction in the current rate of loss of biological diversity” by the year 2010, agreed by the 6th Conference of the Parties of the Convention on Biological Diversity (Decision VI/26), restated in the Hague Ministerial Declaration of April 2002, and endorsed by the world’s leaders at the World Summit on Sustainable Development (WSSD) in September 2002 remains valid.

The 6th Conference of the Parties of the Convention on Biological Diversity set an ambitious goal of achieving “by 2010 a significant reduction of the current rate of biodiversity loss at the global, regional and national level as a contribution to poverty alleviation and to the benefit of all life on earth”, a goal that was reiterated in the Johannesburg Plan of Implementation. The World Summit for Sustainable Development (WSSD) more specifically identified the creation of a representative network of marine protected areas by 2012, confirming the essential role of protected areas in achieving the 2010 target and in contributing to sustainable development.

The WSSD Plan of Implementation states that biological diversity plays “a critical role” in “overall sustainable development and poverty eradication” and that “biodiversity is currently being lost at unprecedented rates due to human activities”. Protected area systems should ensure that valuable ecosystem services are sustained.

Biodiversity is not evenly distributed across the globe, thus an effective network of protected areas to reduce the rate of loss of biological diversity should be based on an adequate understanding of the patterns of distribution of species, habitats, ecosystems and ecological processes across all scales. Systematic conservation plans and decision-support tools should be used to identify targets for protection based on such understanding.

The World Database on Protected Areas (WDPA) is a vital tool to measure the efforts of governments and civil society to build comprehensive protected area networks. This database is maintained by the UNEP-World Conservation Monitoring Centre with the support and assistance of the WDPA Consortium that includes members of international conservation NGOs and other interested agencies. The importance of the database has been reflected in the UNEP Governing Council decision of 2003, implemented through a MOU signed between IUCN and UNEP at WPC 2003 and supported by the WDPA Consortium.

Many Multilateral Environmental Agreements, notably the Convention on Biological Diversity, the Convention on the Conservation of Migratory Species of Wild Animals, Convention on International Trade in Endangered Species of Wild Fauna and Flora, the Convention for the Protection of the World Cultural and Natural Heritage, and the Convention on Wetlands of International Importance, along with many regional agreements, recognize the importance of protecting biodiversity as a priority for all nations.

With these points in mind, participants in the workshop on Building Comprehensive Protected Area Systems concluded that nations need to consider biodiversity-based targets as a means of maximizing the coverage and representation of biological diversity and, in particular, threatened components of biological diversity in their protected area systems.

In addition to the conventional system of protected areas based on IUCN designated categories, a range of opportunities exist for enhancing coverage of protected areas, including community conservation areas, community managed areas, and private and indigenous reserves.

For protected areas to meet their biodiversity conservation and economic development objectives, they must receive adequate financial support. However, it is noted that many countries with the

highest levels of biodiversity are challenged by inadequate financial means and by the imperative of poverty alleviation. Many countries therefore compromise on creating and/or effectively managing a comprehensive and effective protected area system even when it is not in the national or global interest.

1. URGE governments, non-government organizations and local communities to maximize representation and persistence of biodiversity in comprehensive protected area networks in all ecoregions by 2012, focusing especially on threatened and under-protected ecosystems and those species that qualify as globally threatened with extinction under the IUCN criteria. This will require that:
 - a. All globally threatened species are effectively conserved *in situ* with the following immediate targets:
 - i. all Critically Endangered and Endangered species globally confined to single sites are effectively conserved *in situ* by 2006;
 - ii. all other globally Critically Endangered and Endangered species are effectively conserved *in situ* by 2008;
 - iii. all other globally threatened species are effectively conserved *in situ* by 2010; and
 - iv. sites that support internationally important populations of congregatory and/or restricted-range species are adequately conserved by 2010;
 - b. Viable representations of every terrestrial, freshwater and marine ecosystem are effectively conserved within protected areas, with the following immediate targets:
 - i. a common global framework for classifying and assessing the status of ecosystems established by 2006;
 - ii. quantitative targets for each ecosystem type identified by 2008;
 - iii. viable representations of every threatened or under-protected ecosystem conserved by 2010; and
 - iv. changes in biodiversity and key ecological processes affecting biodiversity in and around protected areas are identified and managed;
 - c. Systematic conservation planning tools that use information on species, habitats and ecological processes to identify gaps in the existing system be applied to assist in the selection of new protected areas at the national level;
 - d. Regional landscape and seascape planning should consider locally generated maps, and incorporate zoning and management planning processes to assist in designing and enhancing comprehensive protected area networks that conserve wide-ranging and migratory species and sustain ecosystem services;
 - e. Protected area systems are established by 2006 that adequately cover all large intact ecosystems that hold globally significant assemblages of species and/or provide ecosystem services and processes;
 - f. Increase the coverage of protected areas in freshwater ecosystems as proposed by the Convention on Biological Diversity Recommendation VIII/2 to establish and maintain a "comprehensive, adequate and representative system of protected inland water ecosystems... using integrated catchment/watershed/river basin management" by 2012;

- g. Create a representative network of marine protected areas by 2012, as stated in the WSSD Plan of Implementation;
2. URGE the parties to the CBD to make the achievement of the above-mentioned targets possible by adopting a strong program of work and consider legal mechanisms on protected areas at COP7 that ensures the establishment of a representative global network of protected areas. In support of the Program of work, establish an effective mechanism to measure progress towards the achievement of the above-mentioned targets and ensure the provision of adequate financing to support such a network, in accordance with Article 20 and Article 8(m) of the CBD;
3. CALL ON governments, local authorities, donors and development assistance agencies, the private sector, and other stakeholders to financially support the strategic expansion of the global network of protected areas as well as the effective management of existing protected areas. Whilst taking appropriate steps to defray the attendant human opportunity costs where appropriate;
4. URGE the private sector to adopt best practices that do not threaten, compromise or thwart the achievement of the aforementioned targets and to assist in the establishment of a comprehensive ecologically and biologically viable and representative network of protected areas;
5. DEVELOP and implement innovative plans and legislation involving all stakeholders to conserve biodiversity and ecological processes effectively under various conditions of land and resource ownership and usage rights, as well as across national boundaries;
6. ENSURE that further work towards building comprehensive protected areas systems takes full account of the rights, interest and aspirations of indigenous peoples, as well as of their desire to have their lands, territories and resources secured and protected for their own social and cultural survival;
7. PROMOTE socio-economic and cultural benefits of protected areas to foster support for the expansion of protected area networks;
8. URGE governments to use international instruments, such as the Convention for the Protection of the World Cultural and Natural Heritage and the Convention on Wetlands of International Importance, to enhance the protection given to sites, and pass domestic legislation to implement their convention obligations, with a view to achieving the targets outlined above;
9. ENCOURAGE the nomination of global physiographic, natural and cultural phenomena as large-scale multi-states serial World Heritage Routes to serve as frameworks for local and trans-boundary World Heritage sites and protected areas;
10. REQUEST the consortium of institutions responsible for maintaining and managing the World Database on Protected Areas to continue the process of enhancing the quality of the data, and making these publicly available and accessible; and
11. URGE the parties to the CBD to request all governments to provide annual updates of information to the WDPAs;

Protected areas are clearly recognised as essential components of the achievement of all three of the objectives of the CBD, objectives that are in turn a critical part of the foundation on which any truly sustainable development must be built. The focus of the 7th meeting of the Conference of the Parties (COP7) on protected areas, therefore, provides an important opportunity to take specific action to implement these key internationally agreed targets and objectives and more specifically the 2010 target established by the COP.

Key Target 1: specific action by the Convention on Biological Diversity to improve the role of protected areas in biodiversity conservation

International action

The Congress calls on Parties to the Convention on Biological Diversity to consider the following actions, in order to contribute to the target adopted by the Conference of the Parties and recognized by the World Summit on Sustainable Development (WSSD), to achieve by 2010 a significant reduction of loss of biological diversity:

- Establish a global representative and effectively managed system of protected areas.
- Ensure that indigenous and mobile peoples and local communities fully participate in the establishment and management of protected areas and that mechanisms are put in place to guarantee that they share in the benefits arising from these areas.
- Implement a strong, comprehensive and sustainable programme on capacity building by 2005, including an implementation support mechanism.
- Provide new and additional financial and technical resources to developing countries in order to achieve the 2010 target as called for by the WSSD, noting that the Congress identified that \$25 billion in additional annual support is required to establish and maintain an effective global system of protected areas.
- Request the GEF to commit a substantial increase in funding for protected areas in its next replenishment.
- Recognise the diversity of protected area governance approaches, such as community conserved areas, indigenous conservation areas and private protected areas, and encourage Parties to support this diversity.
- Consider governance principles such as the rule of law, participatory decision-making, mechanisms for accountability and equitable dispute resolution institutions and procedures.
- Identify and implement policy reforms to provide a supportive enabling environment for more effective management of protected area systems and sustainable use of biological resources in their surrounding landscapes and seascapes.
- Promote synergies between the CBD and other agreements and processes such as the World Heritage Convention (WHC), the Convention on International Trade in Endangered Species of Fauna and Flora (CITES), the Ramsar Convention on Wetlands of International Importance and the Convention on Migratory Species, as well as regional initiatives.
- Consider the IUCN Protected Areas category system to be a common language that facilitates assessments of, and reporting on, protected area management (including on the Millennium Development Goal on Environmental Sustainability), and a basis on which standards and indicators can be developed.
- Require information on management effectiveness to be included in the national reporting process by 2008 and request the Secretariat to distribute this information.
- Adopt assessment systems for management effectiveness in 10 percent of protected areas by 2010.
- Encourage Parties to provide complete, precise and timely reports of their protected areas information on an annual basis through the World Database on Protected Areas (WDPA) mechanism.
- Action taken to establish marine protected areas outside of national jurisdiction, such as Antarctica.

The Congress therefore calls on the Conference of the Parties to:

- Adopt a rigorous programme of work on protected areas that responds to the needs identified at this Congress, as a contribution to meeting the 2010 target;
- Establish effective means of monitoring and assessing the implementation of the programme of work;
- Reaffirm their strong political commitment to the implementation of the programme of work; and
- In the event that assessment indicates that the programme of work is not adequate, to consider adoption of stricter measures, to ensure that protected areas can contribute most effectively to meeting the 2010 target.

Regional action

- Regional action plans to be developed to implement the CBD Programme of Work proposed above to ensure representative coverage and management of protected areas in each continent, including collaborative efforts such as transboundary protected areas and multinational biological corridor programmes such as the Mesoamerican Biological Corridor.
- Integration of protected area systems into integrated river basin management programmes for the river basins shared by more than one nation.
- Development of regionally harmonized tentative lists of potential World Heritage sites.
- Co-ordination with regional agreements for environmental conservation (for example, the Africa Convention on the Conservation of Nature and Natural Resources).
- Form networks to support the development of transboundary conservation initiatives.

National and local action

- Each CBD party and other nations to develop measures to implement the CBD programme of work and monitor progress in achieving agreed targets.
- National and local plans for biodiversity to include recognition of the contribution of protected areas to achieving all three CBD objectives and targets for measuring progress.
- Identify local actions and resources which enhance and increases biodiversity.

Protected areas authorities action

- Protected areas authorities to implement the measures agreed upon in the CBD Programme of Work and share their experience in this regard.

Specific IUCN-promoted action on biodiversity conservation

Action: IUCN support and policy advice to the Convention on Biological Diversity, including its Conference of the Parties, the Subsidiary Body on Scientific and Technical Advice (SBSTTA) and the Secretariat of the Convention on implementation of Article 8 of the CBD and the development and implementation of a programme of work under the Convention. Lead: IUCN Secretariat on CBD.

Action: IUCN expertise used in the development and provision of guidance on protected area coverage, establishment, management, and monitoring of achievement. Lead: Secretariat Protected Areas Programme and SSC.

Action: IUCN support to Parties in the implementation of a programme of work under the CBD.
Lead: IUCN Regional Offices and WCPA Regions.

Action: IUCN support for the establishment of a Global Transboundary Protected Areas Initiative.
Lead: Secretariat Protected Areas Programme; WCPA Task Force on Transboundary Protected Areas.

Action: IUCN technical support to the World Heritage Committee and UNESCO World Heritage Centre to achieve complete knowledge of the world's remaining potential World Heritage sites. Lead: IUCN World Heritage programme and WCPA.

Action: IUCN expertise used in development of improved mechanisms and guidelines for reactive monitoring and World Heritage in-Danger listing. Lead: IUCN World Heritage programme, Environmental Law Programme and WCPA.

Action: IUCN advice and expertise on all aspects of identification, evaluation, management and monitoring of World Heritage site. Lead: IUCN World Heritage Programme, WCPA, IUCN Regional and Country Offices, IUCN Commission.

Action: the IUCN World Commission on Protected Areas to establish a task force on conservation planning to guide countries in the achievement of the targets outlined in this recommendation.

Action: IUCN to strengthen local and regional institutions to comprehend, understand and implement international instruments and protocols.

Key target 2: specific action by all signatories to the World Heritage Convention to improve the role of World Heritage sites in biodiversity conservation.

The World Heritage Convention protects cultural and natural heritage of outstanding universal value – jewels in the crown - comprising 149 natural, 582 cultural and 23 mixed sites.

However, attainment of its full potential and coverage requires identification and nomination of remaining potential sites, even notwithstanding inter-governmental jurisdiction disputes; capacity and effective management, especially of World Heritage sites in Danger and potential; priority in resource allocation; broader support; and non-exploration and non-exploitation of minerals, oil and gas.

International action

The World Heritage Committee in 2004 to give priority to achieving:

- Complete knowledge of potential World Heritage around the world, including the world's key terrestrial, freshwater and marine biomes of outstanding universal value.
- Assessment of the recurrent cost needs of all natural and mixed World Heritage sites.
- International co-operation to facilitate developing countries to obtain the necessary technical and financial support to nominate and to effectively manage their natural and mixed World Heritage sites; and enhance capacities and strengthen institutions.
- Better international, regional, national and local synergies and integration with other international conventions dealing with biodiversity and protected areas, in particular the Convention on Biological Diversity and the Ramsar Convention on Wetlands. Attention should be focused on resources and technical support.
- Development of improved mechanisms and guidelines for reacting monitoring and World Heritage in-Danger listing.

- Developing Global Training Strategy for World Heritage managers.
- Complete assessment of potential World Heritage sites.
- Encourage nomination of global physiographic, natural and cultural phenomena as large-scale multi-states serial World Heritage Routes to serve as frameworks for national and transboundary World Heritage sites and protected areas.

National and local action

- Preparation of specific national policies and legislation for the protection of World Heritage.
- World Heritage education and awareness.

Protected area authority action

- World Heritage site managers to seek the necessary skills and resources to achieve management effectiveness.
- Establish public, private and community partnerships for the benefit of local communities.

Outcome 2: Protected areas' fundamental role in sustainable development implemented.

Much wider recognition is needed that protected areas are an essential component of the wider environmental, social and economic agendas agreed at the Earth Summit in Rio in 1992 and further developed at the World Summit on Sustainable Development in Johannesburg in 2002. Poverty alleviation is probably the biggest issue, and protected areas can contribute significantly especially as many protected areas in the developing countries exist side by side with indigenous peoples and poor rural communities who have least access to health, education and other services. Improving human welfare, both tangibly and intangibly, must advance alongside effective protection using measures best suited to particular regional and local situations. Expanding the scale of action from the local to national and regional levels has the potential to reduce poverty and deliver greater social benefits at lower cost.

Key Target 3: action taken to ensure that protected areas strive to alleviate poverty and in no case to exacerbate poverty

International action

- International action should be focused on the integral fulfilment of the Millennium Development Goals and the outcomes of World Summit on Sustainable Development – targets especially on the combined achievement of poverty alleviation and reduction of biodiversity loss.
- Recognise formally the formative role which protected areas, including World Heritage and Ramsar sites, play in the social, economic and environmental components of sustainable development and stimulate, through leadership and financial support, the integrated and mutually reinforcing approaches of the three components. In particular, there should be greater recognition of the role of protected areas in watershed management, forest land restoration, and the provision of safe drinking water and integrated management of marine resources from coasts to open oceans.
- Develop means of capturing the economic values of protected areas to contribute to sustainable development.

- Ensure, through the design of Millennium Development Goal delivery mechanisms, that a robust framework is in place for integrating management of all biologically significant areas with development processes at all levels of scale, but especially through the Task Forces of the UN Millennium Project.
- Support the NEPAD Environmental Initiative through the implementation of the Durban Consensus on African Protected Areas for the New Millennium.
- Explore means by which protected areas can contribute to and be served by Integrated Water Resource Management Plans mandated by the World Summit on Sustainable Development

National and local action

- All countries in their national and local planning frameworks and action programmes to develop schemes for protected areas to avoid increased poverty and to help in the alleviation of poverty, in changing the patterns of production and consumption to a more sustainable basis, and using them as places for protecting and managing natural resources for social and economic development. Particular action should focus on the role that protected areas can play in the cost-effective and environmentally sustainable provision of safe drinking water, including the wider application of payments for environmental services such as for water supplies, and food supply.
- All countries to develop economic instruments to achieve sustainable development benefits from protected areas.
- All countries to introduce methods to recognise the total value of protected areas to economic activity, social well-being, and environmental goods and services.
- Because of their fundamental contribution, Poverty Reduction Strategy processes routinely include planning for networks of ecologically representative protected areas.
- Strictly eliminate resettlement of indigenous peoples and local communities and the involuntary sedentarisation of mobile indigenous peoples without prior informed consent.
- Governments to work with businesses, protected area agencies and the voluntary sector to develop cross-sectoral approaches to sustainable development in which protected areas are key components in regional and national sustainable development programmes.
- Governments to adopt multi-sectoral approaches which support protected area managers (whether from government, community, indigenous or private sector) with capacity building and resources to support the role of protected areas in poverty alleviation and community development with the aim of these outcomes being integrated with a complementary to biodiversity conservation rather than in potential conflict for resources.
- All countries affected by HIV/AIDS should recognise that the pandemic is accelerating unsustainable use of natural resources and should promote alternatives including sustainable natural resource-based enterprises for community livelihoods.
- Countries to avoid conservation actions which enhance impoverishment, including cultural impoverishment.

Protected areas authorities action

- Develop strategies and actions for the role of protected areas in disaster mitigation, such as flooding droughts, marine and freshwater pollution, creation of jobs and incomes for the local area, stimulate the ecologically sustainable use of renewable resources, and empower local communities through active participation.

- Review all policies, including tenure, finance, private sector investment and institutional arrangements, that work against or could be adopted to encourage sustainability. This should include a review of legal systems and procedures for classification of protected areas.

Specific IUCN-promoted action on sustainable development

Action: develop and disseminate best practice on how protected areas help to reduce the cost of poverty alleviation, especially for water resources management and human-wildlife conflict. Lead: WCPA/CEESP Theme on Indigenous and Local Communities, Equity and Protected Areas and CEESP Theme on Sustainable Livelihoods.

Action: develop programmes for protected areas' contribution to poverty alleviation through disaster prevention in relation to floods and droughts; the promotion of environmentally sustainable forms of tourism involving surrounding communities; and the use of natural energy sources. Lead: WCPA Equity and Peoples Theme, and CEESP Theme on Environment and Security and Theme on Sustainable Livelihoods.

Action: develop and promote guidelines on IUCN Protected Area Management Category VI to complement those recently completed for Category V. Lead: new WCPA Task Force on Category VI.

Action: Use protected areas to demonstrate more ecologically sustainable use of production and consumption by:

- identifying the natural limits of systems and their carrying capacity for different activities in and outside protected areas through application of scientific and traditional knowledge;
- developing methodologies for internalising the costs of production and consumption and measuring outcomes; and
- integrating policy and action on support for change patterns.

Lead: IUCN Secretariat.

Action: protect and manage the natural resource base of economic and social development by:

- developing resource management at appropriate scales and including areas beyond the protected areas boundaries;
- introducing methods which recognise the total value of protected areas to society;
- using traditional and other knowledge in the environmentally sustainable use and management of natural resources. Specific action should focus on agriculture, forestry, fisheries, tourism and also the non-renewable mineral resources;
- developing programmes with clear targets for reduction in the loss of biodiversity;
- devising actions for contributing to reduction in global warming;
- increasing scientific understanding of resource management and developing measures of risk assessment, including application of the Precautionary Principle; and
- developing and implementing programmes and channelling resources to address conflict between humans and wildlife.

Lead: IUCN Secretariat.

Outcome 3: A global system of protected areas linked to the surrounding landscapes and seascapes achieved

The protection of biodiversity cannot be sustained in isolated protected areas alone. Many of these systems and species co-exist with human development in partly transformed environments currently without formal protection. Many exist across national boundaries with different legal systems and governance.

There are now more protected areas globally, covering 12% of the land but less than 1% of the sea. This is a significant achievement by governments throughout the world. New initiatives have been implemented globally under the Convention of Biological Diversity, the Ramsar Convention, the Convention of Migratory Species of Wild Animals, and the World Heritage Convention, regionally through specific Conventions and action programmes, and in many countries. Nevertheless, there are still many gaps in the system with many species and key ecosystems inadequately represented and too many protected areas lacking a sufficient legal basis and political support or without effective implementation. High priority should be given to new initiatives in marine systems. More so than at any previous WPC, the need to extend the coverage of marine protected areas (MPAs) across sovereign and international waters is being pushed. That less than 0.5% of the ocean is protected is considered by many to be an indictment of our failure to care for the ocean. But in particular the call for MPAs is backed by the worldwide collapse of fisheries and the attendant environmental damage and disruption to ecosystem structure and function. In addition, global climate change and its consequences are likely to alter the ecological character of protected areas, render some of them ineffective, and will require a range of adaptive management actions including the designation of supplementary and substitute areas and means of transfer and translocation. A system that represents all of the world's socio-ecosystems is proposed as the key target on the basis that protection at ecosystem level is essential for protecting the individual components: dependent species, habitats and landscapes. A systematic, scientifically based, approach is needed to define the spatial units (socio-ecosystems, ecoregions and bioregions) and recognise important factors including scarcity, rarity, vulnerability, and threats.

Key Target 4: system of protected areas representing all of the world's ecosystems completed by 2010

In the past, protected areas have too often been regarded as 'islands of protection' and the surrounding territory as a 'sea of devastation'. There are all too many examples where protected areas are cut off from the environment and the land uses and economic activities of the surrounding land and sea. Movement of species, nutrients and other environmental flows are not limited by these boundaries. New approaches to link protected areas, as natural functioning elements of wider ecosystems and landscapes/seascapes, need to be established: the landscape scale of operation with a package of relevant measures outside protected areas and implementation of ecological networks and corridors will become increasingly necessary. To extend conservation beyond boundaries it is necessary to go from the concept of a network, to one in which the territorial matrix (cultural and natural) is as important as the one from protected areas, and where both interact and relate to each other through the mainstreaming of environmental policies. Good examples of these approaches exist at regional and national scales around the world and can be used by authorities and other stakeholders as models of good practice to build new links and to improve existing ones.

Key Target 5: all protected areas linked into wider ecological/environmental systems on land and at sea by 2015

International action

- Foster an integrated approach to designing PA systems that accommodates the full range of existing opportunities for in situ conservation of species and habitats across all scales, promotes linkages among terrestrial, coastal and marine areas where possible and recognizes the importance of all stakeholders in meeting this challenge.
- Intergovernmental action in all continents and oceans to establish protected areas in places of highest biodiversity status, focussing on those species and habitats that are poorly represented and face the greatest threat and in terms of the importance of the ecosystem function which they perform. Intergovernmental accords, treaties, convention and other international transboundary instruments should be used and linked, for example World Heritage, the CBD Jakarta Mandate and appropriate elements of UNCLOS, UN-FSA. Ecosystems likely to require most attention include freshwaters, grasslands, tropical dry forests, regional seas, polar regions and the high seas; species groups requiring particular attention are plants (including lower plants, lichens and fungi) and fish (including sharks).
- Create new and promote existing transboundary protected areas for communities separated by national borders, including corridors of connectivity for mobile indigenous peoples who have traditionally migrated across borders.
- A priority is to develop a linked, coordinated and consistent system of management, including protected areas, on the high seas, involving international collaboration amongst RFMOs, linked to parallel and complementary initiatives in coastal waters and EEZ seas.
- Complete assessment of potential World Heritage sites.
- Assessment is needed globally, regionally and nationally of the impact of climate change on protected areas to identify the appropriate location and scale for protected areas in a warmer world.
- Action is needed globally, regionally, nationally and locally to address the conflict that can and often occurs when species move into human inhabited areas surrounding protected areas.
- A priority is to develop limited, coordinated and consistently specified systems of management, including protected areas, on the high seas through international collaboration amongst RFMOs, linked to parallel and complementary initiatives in coastal waters.
- Integration of protected area management in bigger development plans as well as integrate human population concerns in PA planning and management.

Regional action

- Authorities for regional conventions and protocols around the globe to agree and establish representative systems of protected areas within their jurisdiction by 2010. A bioregional approach needs to be developed as the framework for action.
- Countries where there are no regional conventions and where these would provide a framework for international environmental cooperation should formally consider establishing new protocols. Priority should be transboundary cooperation in regional seas, watersheds, mountain chains and shared river basin.
- Intergovernmental action should be taken to develop major linkages strategies and actions across international boundaries and linking protected areas with the surrounding land and sea, as well as designating networks of sites used by migratory species. Emphasis should be on major natural systems such as river basins and corridors, mountain chains, coastal, EEZ, shelf seas, and high seas, polar regions and on those wide-ranging migratory species where protected areas measures alone will not be adequate.

- Linkages of protected areas across international and intra-national boundaries to achieve complementary aims and management actions should be a priority of governments where terrestrial and marine transboundary protected areas occurs.
- Establish a fora and support mechanisms to share lessons and strengthen skills to deal with preventing and mitigating human-wildlife conflicts, by managing these issues at wide scale.
- Support regional integration actions that will promote the harmonization of policies and legislation in the management of protected areas.

National and local action

- Encourage the reviews of conservation initiatives on a national basis, and assist in harmonising and connecting innovative and traditional governance types within overall national and regional conservation systems.
- National authorities with the participation of other stakeholders, particularly the indigenous and local communities affected or interested, should carry out national reviews of conservation initiatives, including innovative and traditional/customary governance types and assess how best to harmonize and connect them within an overall system likely to more resilient and sustainable.
- Each authority with relevant jurisdiction at national and sub-national level should develop an overall plan for its protected areas, within a framework that is based on bio-geographical regions and in consultation with all relevant constituencies. Within these regions, gaps (including biodiversity hotspots and under represented bioregions) in the representative system of protected areas should be filled by 2010.
- Each authority should restore ecological processes in degraded areas both within protected areas and in their surrounding landscapes to ensure ecological integrity of protected areas.
- Each authority, in consultation with all relevant constituencies, should review the scope and need for change of boundaries, including the expansion of protected areas beyond existing boundaries, in recognition of environmental, social, cultural and economic linkages.
- Coordination with national adaptation plans under the UN Framework Convention on Climate Change to ensure that adaptation plans for protected areas are in place.
- Zoning measures within and on the edge of protected areas and connectivity measures, such as ecological and social networks, corridors, and fresh water flows, should be considered at the appropriate scale by protected area authorities and adjacent jurisdictions, in consultation with all relevant constituencies.
- Adoption of a policy framework and incentives that encourage the active participation of local communities in biodiversity stewardship.
- Adapt protected area and community conserved area management to the special needs of mobile communities where relevant, including their seasonal or temporary use rights, preserving the integrity of their migratory routes (corridors), and targeting mobile use to achieve conservation objectives.

Specific IUCN-led Action on completing the system

Action: agreement on a global scheme of bio-geographical subdivisions as a basis for reviewing gaps in protected areas including World Heritage. Lead: WCPA Building the Global System Theme.

Action: collaborative effort internationally, regionally and nationally in examining the current system of representation, identifying gaps and making recommendations to the appropriate authorities. Special attention is likely to be required for freshwaters, grasslands, regional seas, the high seas, and

polar regions, and also on implementing the *Global Strategy for Plant Conservation*. Lead: WCPA Building the Global System Theme.

Action: guidance on effective legal mechanisms for the establishment and management of protected areas to be produced and disseminated, and advisory service made available. Lead: IUCN CEL.

Action: encourage the full use of the IUCN Management Categories for Protected Areas in establishing new systems and improving existing ones. Lead: WCPA Management Effectiveness Theme.

Action: update the 1994 IUCN Protected Areas Management Categories guidance, develop a programme of capacity building to improve understanding of the system, and operate a programme of research and monitoring on the impact of the system. Lead: new WCPA Task Force on Categories.

Action: provide assessment of major global changes, including climate, on identification and management of protected areas. Lead: WCPA EEP Programme.

Action: IUCN to support and contribute knowledge to the establishment of marine protected areas in the Antarctic

Specific IUCN-led action on linkages

Action: opportunities taken for developing linkages programmes in all continents, especially across international boundaries, using networks of different categories of protected areas and corridors, for example along and across all waters out to the high seas, in river basins and in the mountain chains. Ensure that sites important for migratory paths along the East Asian Flyway and important marine sources or transit areas are included. Lead: WCPA Regions and proposed new WCPA /CEESP/CEL Task Force on Governance.

Action: Develop an open reporting system on the global distribution, extent and status of marine protected areas, with wide information dissemination, encouraging international participation and feedback. Lead: WCPA working through the global consortium of the World Database on Protected Areas, and the UNEP World Conservation Monitoring Center.

Action: further compilation of methods of linking protected areas with surrounding landscape and seascape compiled and disseminated. Lead: WCPA/CEM joint Task Force.

Action: transboundary protected areas and *Parks for Peace* initiatives to be established in all continents and oceans. Lead: WCPA Regions supported by WCPA Transboundary Task Force.

Action: encourage examination of protected area boundaries where these restrict the achievement of biodiversity objectives. Lead: WCPA Regions.

Specific IUCN-led action on protected area classification

Action: new protocol to be established for the verification of protected areas in relation to the IUCN Management Categories on Protected Areas prior to compilation of the next UN List of Protected Areas. Lead: new WCPA Task Force.

Action: In order to refine reporting on marine protected areas, reconsider the existing IUCN definition of a marine protected area. In particular to consider the exclusion of coastal/intertidal sites if these do not include sub-tidal water. This to be discussed in preparation for presentation at the forthcoming General Assembly.

Action: update protected area database with sites that do not conform the nomenclature of IUCN categories (e.g. game reserves, community-based reserves)

Outcome 4: Improved quality, effectiveness and reporting of protected area management in place

Completing the global system of protected areas will not be sufficient and has to be accompanied by improvements in the health of protected areas and by improvements in the capacity to manage them effectively. Good progress has been through the development of the WCPA framework and associated systems on management effectiveness. In many places monitoring and evaluation systems need to be adopted and implemented, in others they need to be more comprehensive, participatory and affordable and the results used to inform changes to plans and management. In addition, scientific and other technical research and investigation should be undertaken to ensure that there is sufficient knowledge of trends in ecological, environmental, social, cultural and economic indicators to allow informed management decisions to be taken. Particular attention should be paid to the likely effects of climate change on protected areas and plans of action drawn up and implemented. The value of indigenous and traditional knowledge should be recognized and utilized and the material used effectively in participatory management and there is a need for a clearer understanding of how cultural and spiritual values can be fully recognized and appropriately protected alongside natural ones. The skills now required to manage protected areas are more specialized and broader than in the past. And new protocols are needed for evaluating the efficacy and effectiveness of management in relation to the IUCN Management Categories for Protected Areas, which take on board the increased recognition of cultural and spiritual factors in the effective management of protected areas among other factors.

Key Target 6: all protected areas to have effective management in existence by 2015

International action

- Global assessment through the CBD process of the effectiveness of protected areas management and associated compliance mechanism, focusing in particular on reducing biodiversity loss, habitat fragmentation, landscape destruction, the effects of climate change, introduction of disease and other key indicators of the integrity of protected areas.
- Donors to assist in increasing capacity of protected area management to undertake effectiveness evaluation.

National action

- Quantifiable, verifiable and sustained monitoring and evaluation systems to chart the state of protected areas and their key attributes, as developed by WCPA, to be put in place by national governments and devolved administrations in collaboration with other stakeholders, the results used to influence planning and management decisions and progress towards agreed targets assessed.
- Resources to be made available by national governments and devolved administrations to protected areas authorities and indigenous and local communities to implement evaluation systems for improving management effectiveness.
- Legal or other relevant and appropriate basis for all protected areas established and implemented by national governments and devolved administrations in collaboration with other stakeholders.
- Assessment of impacts of climate and other significant change on protected areas and adaptation plan in place.
- Establish recruitment, training and continuing professional and volunteer development programmes and standards to ensure that all necessary skills and expertise is available to the protected area authorities and other relevant constituencies, ensuring HIV/AIDS is integrated so as to minimise staff losses and maintain return on investment in these programmes.

- Resources to be made available for establishing, developing and maintaining volunteer development programmes.
- The development of human resources policies and programmes for protected area staff.
- To encourage transparency and accountability by encouraging the establishment of clear system or reporting, auditing and accounting for each protected areas.
- Develop a programme to generate baseline data through surveys for some protected areas in the region.

Protected area authorities action

Support the Implementation of monitoring and evaluation systems, consistent with the WCPA framework, that are sustainable and resource efficient, engaging other institutions and local communities. Use the results to improve all aspects of management and to ensure that the results are made available to all relevant constituencies

- Ensure adequate capacity is available to protected area managers and relevant stakeholders so that assessments can be undertaken to appropriate standards.
- Consider the issue of accreditation/competency evaluation for indigenous and local community organisations in relation to protected area and/or Community Conserved Areas management.
- Ensure use of a wide range of knowledge and information from scientific, management, technical, community, and traditional sources.

Specific IUCN-led action on monitoring and evaluation systems

In collaboration between and with WCPA, CEESP, CEL joint task force on Governance, and TILCEPA, as appropriate:

Action: make available participatory decision-support tools for monitoring and evaluation systems and their use in improving protected areas management effectiveness by all stakeholders, including the development of key performance indicators. Lead: WCPA Improving Management Effectiveness Theme.

Action: establish and disseminate protocol on participatory evaluation systems and case studies of effective collaborative approaches. Lead: WCPA Improving Management Effectiveness Theme.

Action: establish protected area category verification and certification systems and trial in WCPA Regions, especially Europe. Lead: WCPA Europe.

Action: provide guidance in selection of participation evaluation systems and/or undertake review of evaluation systems for protected area agencies; on request and subject to availability of relevant experts and necessary resources. Lead WCPA Regions.

Specific IUCN-led action on capacity building

Action: transform the WCPA Training Task Force into a WCPA Capacity Development Task Force to guide the implementation of the recommendations relating to capacity development of the Vth World Parks Congress. Lead: WCPA

Action: establish a “Protected Areas Learning Network” (PALNet) through which stakeholders at all levels can acquire and share best practices and thereby enable and empower themselves to play their full role in protected area management. Joint Leaders: WCPA Management Capacity Theme and WCPA Capacity Development Task Force.

Action: coordinate a consortium of international organizations, training institutions and centers, and other organizations to: develop and conduct campaigns for higher level decision-makers to develop understanding that protected areas and the goods and services they provide are critical for the well-being of society as a whole; encourage partnerships between training institutions, protected area agencies, private sector and community-based organizations for the design and implementation of responsive training; and promote establishment and strengthening of regional networks of trainers and training institutions for capacity development in protected areas management. Lead: WCPA/ CEE.

Action: establish generic global competency standards for protected areas staff, which can be adapted at local, regional and national levels, and encourage and enable use of standards and self-assessments to support improved effectiveness of protected area staff and training. Lead: WCPA Capacity Development Task Force

Action: develop a work plan to transform current traditional approaches to training and capacity building to ones based on capacity development as a change process involving individuals, institutions, and societies as a whole.

Lead: WCPA Capacity Development Task Force

Action: Developing a pool of learning sites to function as best practice models for training

Action: Organising regional protected areas conference or seminars regularly

Specific IUCN-led action on protected area data bases

Action: an accessible protected area database to be reconfigured, updated, maintained and made available to all authorities and other constituencies. Lead: WCPA Information Management Task Force.

Specific IUCN-led action on zoning for improving management effectiveness

Action: encourage appropriate and effective use of zoning in protected areas to allow different objectives to be achieved. Lessons from implementation of zoning systems, including in Biosphere Reserves, should be compiled and disseminated. Lead: WCPA Management Effectiveness Theme.

Action: Identify examples where private reserves have a complimentary role to the governmental system of Protected Areas.

Specific IUCN-led action on management categories

Action: the existing management categories to be reviewed to establish a clearer recognition of the interdependence of cultural and natural assets.

At present, managers of protected areas and other primary stakeholders have not sufficient knowledge, skills, capabilities and tools to face effectively the challenges of global changes. The skills and competencies now required are more specialized and broader than in the past. It is therefore a key priority to strengthening capacities at individual, institutional and societal level.

Key Target 7: all protected areas to have effective capacity to manage.

International action

- Establish and strengthen an international network of training organizations, regional centers of excellence and others involved in capacity building.
- Promote measures specifically addressed to higher level decision makers to improve their understanding of the environmental, economical, cultural and social values and benefits of protected areas.
- Promote the development of an inventory and a data base of all institutions in the world specialized in training and capacity building. The data base should also include the main learning support materials useful for protected areas management.
- Improve opportunities of non conventional learning (distance education, learning networks, practical on-the-job training...)

National action

- Promote linkages between non formal and formal educational institutions to enhance the effectiveness of capacity building process
- Develop and implement a national strategy and guidelines to ensure adequate capacity building to all protected areas stakeholders. The strategy should include permanent training programmes and specific actions to promote participatory processes, communication, education and public awareness
- Establish recruitment, training and continuing professional development programmes to ensure that all necessary skills and expertise is available to the authority and other relevant constituencies

Protected areas authorities and local action

- Promote the conditions and ensure the means for the effective engagement of Indigenous Peoples, local communities and other local stakeholders in conservation. The focus of attention should be on building the capacity of communities to engage effectively.
- Ensure that each protected area has recruitment, training and continuing professional development plan and programmes for managers and staff.

Specific IUCN-led action on capacity building

- Propose guidelines for developing and assessing capacity building for protected areas

Lead: WCPA Training and Protected Area Task Force

Outcome 5: The Rights of Indigenous Peoples, Mobile peoples and Local Communities Recognized and Guaranteed in Relation to Natural Resources and Biodiversity Conservation

Indigenous peoples, including mobile peoples,¹ and local communities live in the majority of the high biodiversity regions in the world. Their physical, cultural and spiritual survival and well-being is inextricably linked to the maintenance of the multiple relationships with and their security of tenure over their traditional lands, territories and resources. The international community has acknowledged their vital role in the achievement of sustainable development. Indigenous peoples' knowledge is a fundamental part of their cultural and intellectual heritage, including management of natural landscapes and resources, specific sites, species, sacred areas and burial grounds. And yet, their roles, knowledge and customary laws have frequently been disregarded or minimized by all sectors of the conservation community.

In many cases, protected areas have been established without adequate attention to and respect for the rights of indigenous, mobile peoples and local communities, especially their rights to lands, territories and resources and their right to freely consent to activities that affect them. Oftentimes, indigenous peoples have been expelled from protected areas created in their territories thereby severing their relationship with their territories and undermining their cultural integrity. Indeed, indigenous peoples and local communities often have borne the costs of and received few benefits from protected areas. Acknowledging that many mistakes have and continue to be made and desiring to contribute to the goal of the United Nations International Decade of the World's Indigenous People, which ends in 2004, we believe that there is an urgent need to re-evaluate the wisdom and effectiveness of policies affecting indigenous peoples and local communities.

Key Target 8: all existing and future protected areas shall be managed and established in full compliance with the rights of indigenous peoples, mobile peoples and local communities.

Key Target 9: protected areas shall have representatives chosen by indigenous peoples and local communities in their management proportionate to their rights and interests.

Key Target 10: participatory mechanisms for the restitution of indigenous peoples' traditional lands and territories that were incorporated in protected areas without their free and informed consent established and implemented by 2010.

International action

- The 7th Conference of Parties of the CBD to ensure the implementation of the spirit and intent of articles 8j, 10c and related provisions of the CBD and to collaborate with indigenous peoples and local communities in the further articulation of the various components of these provisions;
- Various relevant parties, including UN bodies, representatives of indigenous and mobile peoples and the IUCN, to establish an international mechanism such as a "Truth and Reconciliation Commission" to shed light on controversies, redress inequities and promote reconciliation and collaboration between indigenous and mobile peoples and Protected Areas;
- The Permanent Forum on Indigenous Issues to act upon its recommendation to the World Parks Congress, issued in May 2003 (E/C.19/2003/22);

¹ By mobile indigenous peoples (i.e., nomads, pastoralists, shifting agriculturalists and hunter-gatherers), we mean a subset of indigenous peoples whose livelihoods depend on extensive common property, use of natural resources and whose mobility is both a management strategy for sustainable land use and conservation and a distinctive source of cultural identity.

- The Global Environment Facility and the World Bank Group to ensure that the draft revised policy on indigenous peoples (draft OP 4.10) is fully consistent with indigenous peoples' rights and that conservation activities funded by them, including compensatory environmental measures under the Critical Habitats Policy, ensure respect for indigenous peoples' and local communities' rights;
- ENSURE that Mobile Indigenous Peoples have secure and full rights to co-manage and self-manage their lands, that they can derive equitable benefits from the use of natural resources, including eco-tourism, and that their customary law is respected and recognized in national law;
- RECOGNISE collective and customary rights of mobile communities and respect the integrity of the Mobile Indigenous Peoples' resource management systems;
- RECOGNIZE Mobile Indigenous Peoples' community conserved areas as a protected area governance type, and build upon their traditional and evolving institutions and customary norms;
- PROMOTE policies to facilitate cross-border mobility and trade in transboundary protected areas by Mobile Indigenous Peoples who have traditionally lived in and used those areas; and
- URGE Governments to approve the UN Draft Declaration on the Rights of Indigenous Peoples as adopted in 1994 by the now UN Sub-Commission on the Promotion and Protection of Human Rights, and ratify and effectively implement ILO Convention 169 concerning Indigenous and Tribal Peoples in Independent Countries, where the relevant people so wish.

National and local action

- Achieve recognition of customary and other rights of indigenous peoples and local communities to their lands, territories and natural resources.
- Officially recognize the contribution and status of community conserved areas and related types of natural resource protection and management and indigenous-owned, designated and managed protected areas in the IUCN protected areas management categories.
- Undertake a review of all existing conservation laws and policies that impact on indigenous peoples and ensure that all parties work in a coordinated manner to ensure effective involvement and participation of indigenous peoples, mobile peoples and local communities.
- Adopt and implement laws and policies on indigenous peoples and local communities' control over their sacred places, with their full and effective participation.
- Recognise the importance of mobility as a vital livelihood system and a traditional lifestyle relevant for conservation in the areas where mobile indigenous peoples have lived traditionally;
- Preserve and restore the integrity of mobile indigenous peoples' traditional lands, including migration routes;
- Develop programmes that build capacity of local communities as well as indigenous and mobile people to effectively engage in conservation and protected area management.
- ADOPT and promote adaptive management approaches that recognize the dependence of Mobile Indigenous Peoples on common property resources and build on their mobility and different lifestyles, livelihoods, resource rights and tenure, customary laws, and dynamic scales of land use;
- ADAPT protected area and community conserved area management to the special needs of mobile communities, including their use rights, resource management practices, seasonal and

temporal rights, corridors for movement, and targeting mobile use to achieve conservation objectives;

- RESPECT, promote and integrate the use of traditional knowledge, institutions and customary laws and resource management practices of Mobile Indigenous Peoples alongside mainstream science on a complementary basis. Develop common conservation objectives. Ensure that development of protected areas and related interventions are evaluated on the basis of local knowledge and are implemented through Mobile Indigenous Peoples' institutions;
- RECOGNIZE and guarantee the rights of Mobile Indigenous Peoples to the restitution of their lands, territories and resources, conserved and traditionally occupied and used sustainably by them, that have been incorporated within protected areas without their free, prior and informed consent; mobility should be restored where appropriate;
- PROMOTE cross-cultural dialogue and conflict resolution within and between mobile and sedentary people around and in protected areas;

Protected area authority action

- All protected area authorities are encouraged to adopt measures, policies and practices which provide for full recognition of and respect for the rights of indigenous peoples and local communities; ensure that their voices are heard and respected in decision-making; incorporate traditional knowledge, innovations and practices; ensure an equitable distribution of benefits, authority and responsibilities; and encourage mutually acceptable incentive mechanisms.
- All protected area authorities to develop and adopt mechanisms to guarantee the meaningful participation of indigenous peoples and local communities in the designation and management of protected areas.
- Protected area authorities are encouraged, with the free, prior and informed consent of indigenous peoples and in consultation with stakeholders to support the recognition of community conserved areas, formal co-managed protected areas or indigenous-owned and managed protected areas (check against previous).

Specific IUCN-led action on indigenous peoples and local community engagement

All the following activities shall be conducted in full partnership with the representatives chosen by indigenous peoples and local communities:

Action: guidance and best practice produced and disseminated to all parties on the engagement of indigenous peoples and local communities in protected areas, including their roles in the identification, establishment and management of areas and use of traditional knowledge. (combine with action 33)

Lead: WCPA/CEESP TILCEPA.

Action: establish support mechanisms for building the capacity of local communities to engage effectively with protected area authorities.

Lead: WCPA/CEESP TILCEPA.

Action: provide support to indigenous peoples and local communities and authorities on community conserved protected areas, co-managed and indigenous-owned and managed protected areas.

Lead: WCPA/CEESP TILCEPA.

Action: provide advice on reforming national laws, policies and conservations programmes to respect indigenous peoples' and local communities' rights.

Lead: WCPA/Commission on Environmental Law/Customary Law.

Action: strengthen training organizations and coordinate training measures of local authorities on the rights of indigenous peoples and co-management of protected areas.

Lead: WCPA Training Task Force.

Action: conduct an implementation review of World Conservation Congress Resolution 1.53 – Indigenous Peoples and Protected Areas and the IUCN/WCPA/WWF 1999 *Indigenous and Traditional Peoples and Protected Areas: Principles and Guidelines* with the full participation of persons freely chosen by indigenous peoples and where necessary, amend the 1999 Principles and Guidelines. Lead: WCPA (add section to previous recommendation to include review)

Action: The IUCN and its members and other conservation actors to collaborate with and be guided by the UN Permanent Forum on Indigenous Issues and its working group on the right to free, prior and informed consent. IUCN to present a report on progress made in the implementation of the UN Permanent Forum recommendation to the annual session of Permanent Forum.

- An increased commitment to the recognition of women’s knowledge of local ecosystems, and to acknowledging and enhancing their roles in decision-making for natural resources management.
- A special commitment to increase the capacity of poor women, the majority of the poor, to engage as key stakeholders.

Action: guidance and best practices produced and disseminated to all parties on the importance of a gender perspective for the management and conservation of protected areas. Lead: WCPA.

Outcome 6: Empowerment of Younger Generations Achieved

To the current point in time there has been incomplete involvement of younger generations at all levels of the governance and management of protected areas. There is a need to more effectively engage younger generations in these endeavours. The input from younger generations in decision making, strategic planning and programming is essential in securing the sustainable future of protected areas.

Thus, we strongly encourage governments, non-governmental organizations, multilateral and bilateral organizations, and all other relevant bodies to incorporate the input and perspectives of younger generations in these processes.

Key Target 11: ensure the greater participation of younger generations in the governance and management of protected areas and take action to strengthen their capacity to contribute to and expand the conservation community as a whole.

International action

- Expand the base of resources available for younger generations to build professional capacity and to increase incentives for engagement of younger generations particularly in developing countries , to build broader support for protected areas and a sense of partnership between the younger generation in all constituencies at the global level.
- Mobilize resources to encourage nationals in developing countries to conduct research related to protected areas within their home countries.

- Mobilize and engage prominent and renowned figures like IUCN patrons and UN ambassadors in reaching out for the highest policy and decision makers in support of national PA policies and legislations.

National action

- All governments must be encouraged to include environmental education as part of their educational curriculum at all levels of the educational system
- All governments must increase financial resources to sufficiently support younger generations in professional capacity building initiatives such as internships, fellowships, exchange programs, and institutions of higher learning.
- Identify local opinion leaders from the younger generation as targets for outreach to enhance the rapid dissemination of positive park-related conservation messages to build support for protected areas from younger generations.

Local action

Encourage the involvement of younger generations in all aspects of protected area management.

Specific IUCN-led action on engagement of younger generations:

Action: Urge the Chairs of IUCN's commissions to establish a WCPA led Task Force on Intergenerational Integration within IUCN which will develop within the next two years a comprehensive program of work to encourage institutions and organizations to engage younger generations and elders in decision-making. For ten years this Task Force is to provide monitoring of the participation of Lead: WCPA

Action: Develop a program to facilitate the placement of a representative for younger generations in IUCN commissions and advisory bodies within two years. Lead: WCPA.

Action: promote and support commitments for increased resources for professional capacity building initiatives such as internships, fellowships, north-south and south-south exchange programs, regional training centers and institutions of higher learning, to strengthen the ability of younger generations to participate in decision making processes Lead: WCPA and CEC.

Action: Establish WCPA Conservation award for individuals and institutions having significantly contributed to Protected Areas.

Action: Urge governments to incorporate environmental education with regard to protected areas as part of their educational curricula at all levels of the educational system. Lead: WCPA CEC.

Outcome 7: Significantly greater support for protected areas from other constituencies achieved

There is a need to establish and recognise mutual agendas for protected area conservation among diverse constituencies. This should result in the development of many partnerships. Future action needs to focus on widening the awareness and understanding of the value of protected areas in their own right and for the benefit of indigenous peoples and local communities and civil society. The role of protected areas in supplying environmental goods and services, such as clean water and grazing land, as reservoirs for sustainable populations of coastal and high seas taxa (including those of commercial importance) and as a buffer for absorbing land and air-based pollutants, should be better researched and promoted. Better links between protected areas and the cultural heritage of

communities and society, including the sacred and spiritual aspects of these areas, needs to be recognised. Also, the way in which protected areas can contribute to the achievement of sustainable development and the conservation of biodiversity needs to be addressed.

Many poor rural communities live in and around protected areas, and overlap indigenous peoples' territories and have the least access to health, education and other services and incur costs of species movement outside protected areas and are often adversely affected by protected areas. Local sustainable development must advance alongside more effective protected areas management. Employment opportunities through sustainable utilization of natural resources, for instance environmentally sensitive tourism, sustainable coastal fisheries and water resource management, should be realized. It must be recognized that balancing of the financial flows will be required to avoid placing the entire burden on indigenous peoples and local communities and all of the benefits at national and global levels.

It is vital to ensure that protected area authorities and staff engage with all ages, including children and young people, both genders, indigenous peoples and all ethnic groups in society. An inclusive approach has to be the new order. The volunteering sector should be developed to play a greater role in promoting the benefits of protected areas to communities and individuals both within and outside these areas.

Visitors to protected areas are increasing and the demand is likely to continue. It will be important to realise the many positive benefits: revenue generation, increased understanding and awareness of the world's most important places and the cultural values of host communities, greater awareness by local communities of local assets, and also to minimize the environmental damage and costs.

Key Target 12: support achieved from all major stakeholder constituencies

International action

- Global conventions and congresses to ensure that all interested and affected parties in protected areas are actively involved in developing the new agenda for protected areas. This should include stakeholders with interests in exploitation of natural resources.
- Establish an international network of training organisations involved in capacity building, under the CBD programme of work on protected areas.

National and local action

- Review of all policies affecting protected areas to be undertaken and changes made by national governments and devolved administrations to ensure complementarity between economic and social policies and protected area objectives. Those policies and practices that damage or are likely to damage protected areas should be prohibited.
- Promote strategic environmental assessment and multi-criteria analyses as tools for identifying optimal land use and programme options.
- National governments and devolved administrations in their respective planning frameworks and action programmes should develop schemes for protected areas to help in the alleviation of poverty (in the widest sense of the term), the prevention of natural disasters and in changing the patterns of production and consumption to a more sustainable basis; they should use protected areas as places for protecting and managing natural resources for social and economic development. This should primarily involve authorities with responsibility for protected areas, water, energy, forestry, agriculture, fisheries, mining and tourism.

- National governments and local authorities to demarcate and recognise indigenous peoples' territories in support of community conservation.
- National governments and devolved administrations to develop and improve, where available, economic instruments to achieve sustainable use benefits from protected areas.
- National governments and devolved administrations to introduce methods in their economic appraisal methodology (including opportunity costs) to recognise the total value of protected areas to economic activity, social well-being and provision of environmental goods and services.
- Incentive and regulatory regimes for improving protected area management should be put in place by national governments and devolved administrations. Positive incentives to maintain and improve the biological, landscape and cultural diversity of protected areas should be developed and implemented. Sub regional and catchment strategic development initiatives should provide incentives for managing protected areas as part of sustainable development programmes.
- National governments to ensure that national level plans recognize the role and value of protected areas and the economic and social penalties of wrong or inadequate decisions about protected areas. Devise policies and frame rules for co-sharing the responsibility of the management of protected areas.
- Establish mechanisms to provide economic incentives to those stakeholders having subsistence dependence on the protected areas.

Protected area authority action

- Action programmes, developed by protected area authorities, in collaboration with relevant constituencies, to increase awareness of the purpose, values and benefits of protected areas to be put in place aimed at politicians and other decision makers and their advisers, business, social and cultural groups, while ensuring the development of programmes that will effectively engage future leaders from all constituencies in decision making processes. These action programmes need to be developed in local and regional contexts and ensure integration of protected areas as assets into economic and social programmes.
- Develop partnerships with business and other interests to ensure that protected areas are placed at the core of regions and country's sustainable development programmes.
- Indicate clearly to other stakeholders and decision makers the key protected area priorities and the reasons for them.
- Key stakeholders, including commercial consumers, to be part of the consultative processes for defining/refining the goals, objectives and plans for protected areas and for implementing them in practice.
- Identify the overall costs to society of inadequate protection and management of protected areas, especially in relation to the life support systems which they provide for society.
- Recognize and listen to the social, economic and political dislocation and disruption that protected areas can cause as a first step to building alliances.
- Develop partnerships with local communities and volunteer organisations to encourage the development of conservation volunteer programmes.
- Develop strategies and actions for the role of protected areas in disaster mitigation, such as flooding and droughts, creation of jobs and incomes for the local area, stimulate the sustainable use of renewable resources, and empower Indigenous Peoples and local communities to contribute to conservation and sustainable livelihoods through community conserved areas, co-managed protected areas and other participation mechanisms.

- Develop programmes to create markets for the goods and services provided by protected areas.

Specific IUCN-led action on raising awareness on benefits of protected areas

Action: clear explanations of the roles and benefits to society of protected areas to be produced and available in many languages. Lead: IUCN Programme on Protected Areas.

Action: methodology on accounting for the benefits of protected areas compiled and disseminated. Lead: IUCN Economics and the Environment Adviser.

Action: accords developed and agreed with the key multinational stakeholders on the role of protected areas and the active participation of these interests in their perpetual protection with the full and effective participation of indigenous peoples and local communities. Priority should be given to the tourism, forestry, mining, energy, fisheries and agriculture sectors. Lead: IUCN Director General, IUCN Council, WCPA Commission Chair and CEESP Chair.

Specific IUCN-led action on policy, incentives and regulation

Action: examples of effective and poor practice on policies, incentives and regulation of activities affecting protected areas compiled and disseminated. Lead: WCPA Global Change Theme.

Action: develop action plans to maximize the positive and minimize the negative effects of subsidies, land uses and other economic activities on protected areas. Lead: IUCN Regional Offices and WCPA Regions.

Specific IUCN-led action on conflict resolution

Action: provide advice, guidance and training on the use of conflict resolution procedures. Lead: WCPA Equity and People Theme.

Specific IUCN-led action on outreach

Action: Develop interactions with fishers, and fishery managers to support development of MPAs in coastal, EEZ, and high seas – lead: WCPA Marine High Seas Working Group

Action: Take the lead on establishing a network of volunteer agencies and organizations to stimulate active volunteer programmes. Lead: IUCN CEESP.

Action: develop interactions with fisheries and fishery managers to support the development of marine protected areas in coastal, regional and high seas.

Specific IUCN-led action on capacity building

Action: Establish an inventory of all institutions in the world specialised in training and capacity building related to protected area management.

Outcome 8: Improved forms of governance, recognising both traditional forms and innovative approaches of great potential value for conservation, implemented

Governance is about leadership, and the sharing of powers, vision and commitments; it is about our will to think beyond where we are and where we want to be. In order to build it is the institutions and frameworks that can help us get there. It is about the performance of these institutions against the mandates they are responsible for. And, it is about the relationship among these institutions,

communities and interests, and their accountability to society. Governance, then, is central to the conservation of protected areas throughout the world and is fundamental to ensuring that future and current generations are well served.

Underlying governance is a set of principles representing what many would describe as fundamental human values. These include elements of inclusiveness, equitable opportunities to contribute to decision-making, and meaningful engagement of all who are impacted by, or benefit from, protected areas. Included also are the institutional values of transparency, leadership, performance and accountability.

The institutions of governance, including government-managed, co-managed, private, charitable and community-based structures, are constantly evolving and the quality and consistency of governance varies greatly throughout the world. For these reasons, there is a strong demand for improvements in application of values, for providing effective mechanisms to incorporate local voices and traditions, to provide checks and balances in decentralized structures, for insisting on performance and greater accountability, and for removing the abuses which can and do occur in both our most sophisticated and our newly emerging institutions.

Our direction for the next decade will be driven by strengthening our governance of protected areas and will focus upon developing and sharing a common vision, providing mechanisms to chart our progress and building capacity to foster improvements.

Key Target 13: effective systems of governance to be implemented by all countries

International action

- Promote the application of the five principles of good governance (legitimacy and voice, performance, accountability, fairness and direction) in all protected areas. Make available governance participatory evaluation tools and promote their use for the implementation of conventions such as World Heritage, Ramsar Convention and the CBD and individual protected area sites and protected area systems.
- Support the UNEP/World Conservation Monitoring Centre to acquire and maintain data on a plurality of protected area governance types that achieve positive conservation outcomes, and particularly on community-conserved areas currently under threat.
- Promote a comparative analysis of various governance models; evaluating the effectiveness of different models under similar conditions and threats, assessing how different models fare in terms of “good governance” principle.
- Promote regional agreements and governance structures to support transboundary protected areas and management of transboundary resources, such as river basins, that support protected areas.

National action

- Develop a broad consensus on “good governance” principles that fit the relevant protected area context, in particular through participatory assessment exercises with the relevant stakeholders, and to adopt those principles in addressing the challenges facing protected areas in the 21st century.
- Promote capacity building of protected areas’ institutions and staff, and of society at large, towards enhanced understanding and application of the good governance principles as appropriate to each context.

- Promote the capacity to establish and support a plurality of protected area governance types, including setting up basic training and refresher courses for natural resource managers, fostering national and international exchange visits, and encouraging joint learning initiatives.
- Promote planning and management structures that can improve the interaction between protected areas and the surrounding landscape, for example, flows of freshwater or forest buffer zones.

Local action

- Promote the conditions and ensure the means for the effective engagement of Indigenous Peoples, local communities and other local stakeholders in conservation. The focus of attention should be on building the capacity of communities to engage effectively, where legitimacy and transparency, to take the leadership role where appropriate.
- Promote local action-research on a plurality of protected area governance models.
- Involve protected area authorities and other key stakeholders in the assessment of governance mechanisms and in the implementing improvements.

Specific IUCN-led action

Action: establish an inter-Commission task force on protected area governance with membership from WCPA, CEESP and CEL and with Secretariat support, dedicated to assembling, synthesizing and exchanging relevant experiences. Lead: proposed WCPA/CEESP/CEL Task Force on Protected Area Governance.

Action: add to the IUCN Protected Area Management Category system a governance dimension to reflect the plurality of protected area governance types. Lead: WCPA Management Capacity Theme.

Action: facilitate the drawing up of a charter on good protected area governance for submission to the IUCN World Conservation Congress in 2004. Lead: proposed new WCPA/CEESP/CEL Task Force on Governance.

Outcome 9: Greatly increased resources for protected areas, commensurate with their values and needs, secured

The last decade has seen only modest growth in the resources available for protected areas' activity in many countries. At the same time, there has been massive growth in their number and area, and in the complexity of the issues that the relevant authorities have to deal with. Overall, the resources available in most countries are inadequate for the effective conservation and enhancement of protected areas and incommensurate with the full range of environmental, social and economic benefits that protected areas provide to society.

Governments should recognise the wider social, economic and environmental benefits of protected areas in their funding decision. Innovative thinking and action on private financing of protected areas, as well as increasing support from traditional sources within governments and conservation charities, as well as from the private sector, is urgently needed. The resource mechanism agreed for the implementation of the Convention on Biological Diversity, in particular the GEF, and the World Heritage Convention should be strengthened and enhanced to ensure the realization of the target set at WSSD for a significant reduction in the rate of biodiversity loss by 2010. Funds should also be made available to ensure that protected areas have climate change adaptation plans, including resources for adaptation by nature and by people.

There are significant challenges in creating effective financial incentives for protected areas, without undermining their core values. Income generation through the sustainable use of natural resources

offers opportunities, as does the further development of environmentally sensitive tourism. However, the full benefits of protected areas are seldom recognized, and the appropriate balance between costs and benefits is not easily apparent. There is now an urgent need to find diverse and innovative ways to ensure efficient resource allocation and to improve the financial sustainability of existing protected areas, as well as new ones to be established.

Key Target 14: secure sufficient resources to identify, establish and meet the recurrent operating costs of a globally representative system of protected areas by 2010.

International action

- Best available information should be used to establish a consistent framework for defining and projecting the funding needs for conservation and management of protected areas. By 2006, estimates from countries and parks should be compiled to provide information for the development of a credible global estimate of funding needs.
- Beginning in 2006, the agreements reached between nations in the Convention of Biological Diversity and the World Summit on Sustainable Development should be brought into operation by providing substantial new and additional financial resources from industrialized to developing countries to contribute to the conservation and management of an effective global protected areas network that include the world's key terrestrial, freshwater and marine biomes of outstanding universal value on WH list. Sufficient resources should be in place by 2010 to support the needs that have been defined.
- Reinforce goals of Convention management plans by involving local expertise in management activities; establish public, private and community partnerships for the benefit of the local communities living in and around Sites.
- Include Private Sector and organisations that benefit from ecosystem services provided by protected areas should be encouraged to support the management of protected areas through the GEF and other financial mechanisms.
- Greater attention should be focused on increasing the cost effectiveness of protected area financing through improved budgeting, financial planning and the use of innovative arrangements such as conservation easements, direct incentive payments, tax credits, and other market-based incentives.

Regional action

- Governments should agree to strengthen existing instruments and encourage new regional instruments which will contribute to increased funding that secures the effective, efficient and equitable management of the region's protected areas.

National action

- Governments and the private sector should adopt consistent principles and procedures to establish and project funding needs and shortfalls for the operation of protected area systems, including World Heritage sites by 2005. These assessments should be the basis for agreeing national and global targets for increased funding.
- Based on these estimates, by 2006, governments should commit to country-level Sustainable Financing Plans that support national systems of protected areas and begin to implement these, including necessary regulatory, legislative, policy, institutional and other measures.

- Governments nationally and locally should regularly assess the full benefits that protected areas generate at different levels (local, national, global) and increase their funding commitments accordingly.
- Collaborative partnerships of governments and the private sector should be used to establish new and expanded funding for the protected areas network.
- A range of instruments, such as taxes, tradable or market permits and environmental bonds which discourage activities that damage natural resources should be used to produce income for protected areas and provide benefits to those areas and their host human communities.
- Where appropriate, Governments should consider regulated commercialization of products derived from protected areas to increase revenues providing that the use is environmentally sustainable.
- Governments should distribute income flows from protected areas to improve their management and increase such flows as needed in view of the intrinsic benefits to society.
- Revenue streams for protected areas should be developed from the growing list of goods and services, such as watersheds for water supply, genetic resources for pharmaceutical use and cosmetics, viewsheds and images of charismatic biodiversity for visitors, low impact agriculture and forestry, tourism and leisure. Special attention to payments for environmental services that have traditionally fallen outside formal markets.
- Contracts between public authorities and protected areas should be developed, recognizing the full social and economic benefits of protected areas in the reduction of poverty and the creation of wealth.
- By 2006, governments should commit, in the fourth Global Environment Facility (GEF) replenishment, to a substantive increase in funding for protected areas and conservation across the developing world, commensurate with the identified funding shortfall.

Local action

- Where appropriate, collaborative arrangements between protected areas authorities and profit-making organizations should be established to generate a diversified funding base for protected area management.
- Creative combinations of financial and other economic mechanisms for conservation and poverty reduction should consider income generation opportunities through the creation of small businesses and employment associated with protected area management. (e.g. parataxonomists, ecotourism service providers, guides and other visitor services, conservers of traditional knowledge, etc.) and payments linked to improving the health of protected areas.
- Consideration should be given to charging commercial users of protected areas according to the real costs of their use, including the full, long-term conservation and protection costs.

Specific IUCN-led action on increasing resources for protected areas

Action: provide support materials for those advocating for increased resources based on the benefits and conservation value of protected areas. Lead: WCPA Finance Task Force

Action: develop and promote coherent and compelling proposals for new and substantially additional international and regional funding schemes, focussing in particular on funding from industrialized world institutions and business entities to protected areas in developing countries. Lead: WCPA Finance Task Force.

Action: provide guidance on best practice fiscal and regulatory instruments for mitigating environmental damage and stimulating responsible private investment in protected areas. Lead: WCPA Finance Task Force.

Action: provide guidance on protected area user charging schemes, including schemes for use of commonly held marine resources. Lead: WCPA Finance Task Force.

Action: provide guidelines, training materials, case studies and other support for efforts to evaluate the full costs and benefits of protected areas. Also to be considered are the distribution of costs and benefits among different groups, with particular focus on impacts on the poor and mitigation of the human-wildlife conflict. Lead: WCPA Finance Task Force.

Action: provide advice on the use of public/private sector partnerships. Lead: WCPA Finance Task Force.

Action: work with experts in the field to provide guidance on best practices for accurately assessing and projecting funding needs for the operation of protected area systems. Lead: WCPA Finance Task Force.

Action: promote and provide assistance for business planning for protected areas. Lead: WCPA Finance Task Force

Action: reinforce ongoing efforts to strengthen capacity of protected area authorities based around leadership, skills and competencies in protected area management. Lead: WCPA Finance Task Force.

Action: in the context of ongoing evaluations of the environmental impacts of the global trade regime, evaluate the impacts of trade policies on protected areas Lead: WCPA Finance Task Force

Action: facilitate the establishment of funds and innovative mechanisms to realise programmes that benefit recognition of the rights of indigenous peoples and local communities. Lead: WCPA Finance Task Force.

Outcome 10: Improved communication and education on the role and benefits of protected areas

Communicating the benefits of protected areas is essential to the development agenda. Two-way communication and stakeholder involvement in decision-making processes can help the protected area community to understand the perceptions, issues and needs of stakeholders, and involve communities in active conservation. Communication strategies need to be developed to gain widespread support for protected areas from all sectors, including a stronger relationship with the media. Communication efforts should support reaching Protected Areas Management Objectives.

Specific IUCN actions on communication about protected areas

Action: facilitation of access to knowledge by IUCN experts and networks. Lead: IUCN Education and Communication Programme.

Action: communicate to all constituencies lessons learned, both positive and less so. Lead: IUCN Commission on Education and Communications.

Action: expert/technical terminology translated into everyday language. Lead: IUCN Programme on Protected Areas.

Action: provide guidelines, tools, and training to increase capacity for protected areas to effectively engage in strategic participatory communication. Lead: IUCN Commission on Education and Communication.

Action: Establish participatory multi-media communication programmes to involve key stakeholders in support of protected areas, especially:

- Outreach programmes for decision-makers in key political and administrative positions locally and nationally.
- Outreach programmes for urban populations about the role which they can play in raising support for protected areas.
- Local community outreach programmes (including women, children and youth, ethnic and vulnerable groups).

Lead: Protected area agencies and NGOs.

Action: outreach programmes established with decision makers in key political and administrative positions locally, nationally and internationally and with IUCN members and partner bodies. Lead: IUCN Education and Communications Programme.

Action: to formulate and implement a specific plan of communication from the indigenous peoples' perspective taking into account pluricultural diversity and multilingualism.
Lead: IUCN Education and Communication Programme.

Action: To implement the specific plan of communication in indigenous languages emphasizing alternative media.

Lead: IUCN Education and Communication Programme/TILCEPA.

Action: To integrate indigenous knowledge and education systems in interpretation of and education about natural, cultural and spiritual values of protected areas.

Implementation of the Action Plan

This Action Plan requires effective implementation otherwise our efforts at the Vth World Parks Congress will have been wasted. First, it needs the support of IUCN members, so it must be subject to discussion and approval at the World Conservation Congress in 2004 as the Congress is the only formally mandated assembly of IUCN members.

Implementation of the Action Plan will also require the active participation and cooperation of many partners if the Call for Action of the Durban Accord and the specific Outcomes and Key Targets of this plan are to be achieved.

- At the international level key partners will include UNEP, UNDP, UNESCO, CBD, GEF, the World Tourism Organisation, as well as the major partners of IUCN: including WWF, TNC, CI, and Birdlife and indigenous peoples and local communities and their representative organizations.
- At the regional level cooperation with the many regional programmes and regional partner organizations, such as Peace Parks in Africa, the EU in Europe, the Central American Council on Protected Areas, and the newly created RIPANAP network in Latin America, Portugal and Spain and indigenous peoples and local communities and their representative organizations.
- At the national level, many government departments and agencies will have a role to play covering all economic sectors and land and water use interests. In addition, many charitable

and private sector organizations established to protect landscape and biodiversity, and others established to use it in a sustainable way will need to be involved as will indigenous peoples and local communities and their representative organizations.

At the local level, many stakeholder groups presenting the diversity of interests in protected areas, both those formally constituted and more informal groups, will need to be engaged especially indigenous peoples and local communities, as rights-holders, and their representative organizations.

Finally, a participatory mechanism for the monitoring and assessment of the Durban Accord, Action Plan and Recommendations shall be established.

There are many outstanding issues that we have debated. The dialogue must continue so that we agree resolution and our implementation of action is supported by all constituencies.

附錄三 建議事項



RECOMMENDATIONS

Vth IUCN World Parks Congress
Durban, South Africa
8 – 17 September 2003

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Strengthening Institutional and Societal Capacities for Protected Area Management in the 21st Century

During the 21st Century pressure on protected areas will increase, as a result of such global change issues as:

- a. Demographic shifts, population increases in urban areas; unsustainable consumption patterns and widespread poverty impacting on environmental services;
- b. Greater demands for production of goods and services from protected areas;
- c. Development of inappropriate infrastructure; climate change; invasion of exotic species;
- d. Fragmentation of natural habitats;
- e. Over fishing and dramatic collapse of marine fisheries and coral reefs, coastal and freshwater systems;
- f. Decreasing supplies of fresh water;
- g. Increasing threats to the welfare and safety of protected area staff; technological advances, especially in relation to access to and communication of information;
- h. Consolidation and expansion of democratization, decentralization, "deconcentration" and expanded public participation processes; and
- i. International assistance flows that focus primarily on social needs of impoverished.

Current management structures for protected areas were designed under different conditions and are not necessarily able to adapt to these new pressures. Conservation will only succeed if we can build learning institutions, organizations, and networks and enable conservation practitioners to identify and solve their own problems and take advantage of opportunities. In particular, we need to empower all stakeholders to fulfil their role in protected area management.

Capacity development at the institutional and societal level must include:

- a. Establishing and supporting institutions with adequate resources to implement plans and strategies for protected area management; and
- b. Developing the enabling environment through sound legal and policy frameworks and through societal recognition of the benefits of protected areas and the value of the goods and services they provide.

In light of these points, PARTICIPANTS in the Stream on Capacity Building: Developing the Capacity to Manage at the Vth World Parks Congress in Durban, South Africa (8-17 September 2003):

1. RECOMMEND that governments, inter-governmental organizations, NGOs, local communities and civil society:

- a. RAISE awareness of the value of protected areas and the benefits they provide to society and enhance general commitment to support protected areas;
- b. ADJUST current policies, laws, planning and management instruments, and institutional frameworks, to increase capacity for protected area management at all levels, specifically:
 - i. Promote robust and complementary national, state, regional, municipal, community, and private protected area systems;
 - ii. Integrate conservation objectives into land/sea use and regional and sectoral planning at all levels and integrate protected area planning and management into the wider land and seascape;
 - iii. Promote, coordinate and support systematic applied social, economic, political and biophysical scientific research related to identified needs and priorities, informing protected area management and activities aimed at conserving, monitoring, and using biodiversity in a sustainable manner in the face of rapid global change;
 - iv. Build coherent national frameworks for conservation of biodiversity and protected areas and harmonise sectoral policies and laws with conservation policies and laws at the constitutional level;
 - v. Establish mechanisms to harmonise policies and efforts among government agencies and other civil society organizations responsible for conservation and sustainable development;
 - vi. Elaborate and implement National Strategic Plans for Protected Area Systems and appropriate strategic and operational planning instruments for each protected area;
 - vii. Ensure that the staff of protected areas and their management bodies have sufficient decision making authority to achieve the management and conservation objectives of protected area systems;
 - viii. Encourage and support the establishment of new protected areas and of co-management agreements by and between local, regional and national governments, non-governmental entities, the private sector, local and indigenous communities and other stakeholders;
 - ix. Ensure that protected area management bodies (including decentralised and devolved statutory authorities, groups engaged in co-management and community based management) have the skills, knowledge and abilities to take on these responsibilities;
 - x. Adopt mechanisms to enable representation and participation of all protected area stakeholders at national, regional and local levels; and
 - xi. Establish monitoring and evaluation mechanisms based on protected area objectives and using compatible methods, indicators and site specific standards to ensure management effectiveness and assure biological and cultural integrity;

2. PROMOTE local ownership and sustainability of capacity development programmes by ensuring that:
 - a. Protected area institutions maintain core funding for new and continuing capacity development as part of their ongoing business plans; and
 - b. Capacity development programmes are designed and conducted by the beneficiaries themselves in collaboration with government at all levels, partnership, international agencies, NGOs and other relevant bodies, based on mutually agreed needs and priorities.

Stream: Capacity Building: Developing the Capacity to Manage

Stream Lead: Julia Carabias

Strengthening Individual and Group Capacities for Protected Area Management in the 21st Century

Effective management of protected areas in the context of global change requires that managers, protected area staff including rangers, local communities and other stakeholders have the knowledge, attitudes, skills, capabilities and tools to plan, manage and monitor protected areas. Managers and stakeholders also need the skills to be able to establish and maintain the complex relationships and networks that are essential for sustainable and effective management of protected areas.

With these points in mind PARTICIPANTS in the Stream on Capacity Building: Developing the capacity to manage at the Vth World Parks Congress in Durban South Africa (8-17 September 2003):

1. RECOMMEND that IUCN and the World Commission on Protected Areas (WCPA):
 - a. Promotes and supports national and international collaborative capacity development activities through which stakeholders at all levels can acquire and share best practices; develop appropriate responses to change; and thereby enable and empower themselves to play their full role in protected area management by:
 - i. Building 'learning organizations';
 - ii. Supporting learning exchanges for all stakeholders;
 - iii. Developing "communities of practice" for protected area management; and
 - iv. Promoting learner-centred approaches;
 - b. Supports learning processes within workplace and community settings which are flexible, contextual and responsive, that builds on traditional knowledge and practices and that enhance two-way learning and sharing;
 - c. Supports the enhancement of capacity for protected area managers, local and indigenous communities and other stakeholders to work together by enhancing their skills in areas such as:
 - i. Facilitation, negotiation and conflict resolution;
 - ii. Change management processes to address values, attitudes of all stakeholders and relationships among them;
 - iii. Participatory planning and joint management; and
 - iv. Financial and institutional management;
 - d. Encourages the full participation of local and indigenous communities and individuals by building confidence in the rule of law: assuring transparency, due process and access to public records;

2. RECOMMEND that protected area authorities recruit, develop and support staff in ways that will encourage and maintain high levels of commitment and performance by:
 - a. Employing and investing in the personal development of local and indigenous people living inside and around the protected area;
 - b. Provide all protected areas staff (in particular rangers, wardens and forest guards, who face hardships and threats and carrying out their jobs) with adequate living, working, health and safety and security conditions by providing management support, appropriate equipment and training;
 - c. Ensure continuous and systematic institutional capacity development linking training to performance; and
 - d. Encourage career development and retention of staff by relating salary, benefits and progression to performance;
3. RECOMMEND that the World Commission on Protected Areas move towards common standards of competency by:
 - a. Agreeing generic global competency standards for protected area staff, which can be adapted at local, regional and national levels; and
 - b. Encourage and enable use of standards and self-assessments to support improved effectiveness of protected area staff and training;
4. RECOMMEND the IUCN World Commission on Protected Areas coordinate a consortium of international organizations, training institutions, and other organizations to:
 - a. Develop and conduct campaigns for higher level decision-makers to develop understanding that protected areas and the goods and services they provide are critical for the well-being of society as a whole;
 - b. Encourage partnerships between training institutions, protected area agencies, private sector and community-based organizations for the design and implementation of responsive training; and
 - c. Promote establishment and strengthening of regional networks of trainers and training institutions for capacity development in protected area management;
5. RECOMMEND that the IUCN through the Task Force On Capacity Building of World Commission on Protected Areas elaborate an action plan for the next 10 years based on the work and conclusions of the Vth World Parks Congress; and
6. RECOMMEND that the World Heritage Committee take into account the World Parks Congress recommendations on capacity development and link World Heritage training activities with the global protected area capacity development agenda.

Stream: Capacity Building: Developing the Capacity to Manage

Stream Lead: Julia Carabias

Protected Areas Learning Network¹

Many protected area managers and policy makers, including local and indigenous communities and other stakeholders, have insufficient access to new knowledge, information, and guidelines coming out of science, traditional knowledge, and field practice.

Furthermore, they may have little opportunity to share what they are learning from their own work with policy, strategies, and field practices. Managers often learn of new topics of considerable significance to their ability to ensure the sustainability of their sites only after long periods of time. Typically, only those managers that are fortunate enough to participate in international events learn about new practices and opportunities.

A new mechanism is needed that will enable managers to share experience and learn from one another more efficiently. New guidelines from science, traditional knowledge, and practice need to be exchanged quickly so that managers can ensure that their practices are up to date.

The Ecosystems, Protected Areas, and People project of IUCN's World Commission on Protected Areas, in partnership with the World Resources Institute, The Nature Conservancy, Conservation International, UNESCO, and the Global Environment Facility propose the establishment of the Protected Areas Learning Network (PALNet). This interactive web site will enable interested individuals around the world to obtain guidance from science, traditional knowledge and peers, and in turn, upload their own experience on issues of common interest.

Of particular interest for development during the early stage of the program are the issues and options related to the impacts and opportunities surrounding protected areas as the result of global change factors.

This program will complement the Clearing House Mechanism (CHM) of the Convention on Biological Diversity, and the UNEP/Conservation Monitoring Centre, and is designed to avoid duplication wherever possible.

Therefore, PARTICIPANTS in the Vth World Parks Congress, in Durban, South Africa (8-17 September 2003):

RECOMMEND:

1. The proposal to establish the Protected Areas Learning Network be accepted and supported institutionally;
2. WCPA and its partners be invited to develop the full program as proposed following adequate consultation with the user community;
3. A Steering Committee for PALNet be established under the leadership of WCPA, to guide the development and management of the program;
4. The thematic technical working groups and task forces of WCPA and other parts of the UNION serve to backstop the scientific, technical and policy elements of the program; and,

¹ This motion is endorsed by WCPA, CI, TNC, UNESCO, GEF, Commission on Environmental, Economic, and Social Policy (CEESP) and IUCN.

5. IUCN and its partners and donors consider means to raise sufficient funding to develop the program and ensure its sustainability.

Stream: Capacity Building: Developing the Capacity to Manage

Stream Lead: Julia Carabias

Building Comprehensive and Effective Protected Area Systems

Economic, cultural, intrinsic, aesthetic and spiritual values of biological diversity are experienced by all people. At the same time the increasing rate of loss of biological diversity will seriously undermine the quality of life of future human generations unless this issue is addressed as a matter of urgency.

Ongoing and extremely rapid human-induced changes, such as habitat loss and spread of alien invasive species, continue to erode biodiversity, and species ranges are shifting due to climate change.

New analyses presented at this Congress have shown that the global PA network is far from finished, with significant gaps in the coverage of Protected Area systems for threatened species, globally important sites, habitats and realms.

These gaps and changes require the expansion of existing, and the strategic creation of new, protected areas while ensuring the connectivity of suitable habitat between them.

A reduction in the rate of loss of biological diversity can be achieved through protected area systems in all ecoregions of the world that are comprehensive, ecologically and biologically viable, representative, and effectively managed. Threatened species, particularly those listed in the *IUCN Red List of Threatened Species*, must be effectively conserved in these networks of protected areas.

The target to achieve "a significant reduction in the current rate of loss of biological diversity" by the year 2010, agreed by the 6th Conference of the Parties of the Convention on Biological Diversity (Decision VI/26), restated in the Hague Ministerial Declaration of April 2002, and endorsed by the world's leaders at the World Summit on Sustainable Development (WSSD) in September 2002 remains valid.

The WSSD Plan of Implementation states that biological diversity plays "a critical role" in "overall sustainable development and poverty eradication" and that "biodiversity is currently being lost at unprecedented rates due to human activities". Protected area systems should ensure that valuable ecosystem services are sustained.

Biodiversity is not evenly distributed across the globe, thus an effective network of protected areas to reduce the rate of loss of biological diversity should be based on an adequate understanding of the patterns of distribution of species, habitats, ecosystems and ecological processes across all scales. Systematic conservation plans and decision-support tools should be used to identify targets for protection based on such understanding.

The World Database on Protected Areas (WDPA) is a vital tool to measure the efforts of governments and civil society to build comprehensive protected area networks. This database is maintained by the UNEP-World Conservation Monitoring Centre with the support and assistance of the WDPA Consortium that includes members of international conservation NGOs and other interested agencies. The importance of the database has been reflected in the UNEP Governing Council decision of 2003, implemented through a MOU signed between IUCN and UNEP at WPC 2003 and supported by the WDPA Consortium.

Many Multilateral Environmental Agreements, notably the Convention on Biological Diversity, the Convention on the Conservation of Migratory Species of Wild Animals, Convention on International Trade in Endangered Species of Wild Fauna and Flora, the Convention for the Protection of the World Cultural and Natural Heritage, and the Convention on Wetlands of International Importance, along with many regional agreements, recognise the importance of protecting biodiversity as a priority for all nations.

With these points in mind, participants in the workshop on Building Comprehensive Protected Area Systems concluded that nations need to consider biodiversity-based targets as a means of maximizing the coverage and representation of biological diversity and, in particular, threatened components of biological diversity in their protected area systems.

In addition to the conventional system of protected areas based on IUCN designated categories, a range of opportunities exist for enhancing coverage of protected areas, including community conservation areas, community managed areas, and private and indigenous reserves.

For protected areas to meet their biodiversity conservation and economic development objectives, they must receive adequate financial support. However, it is noted that many countries with the highest levels of biodiversity are challenged by inadequate financial means and by the imperative of poverty alleviation. Many countries therefore compromise on creating and/or effectively managing a comprehensive and effective protected area system even when it is not in the national or global interest.

Therefore, PARTICIPANTS in the workshop stream on Building Comprehensive Protected Area Systems at the Vth World Parks Congress, in Durban, South Africa (8-17 September 2003):

1. URGE governments, non-government organizations and local communities to maximise representation and persistence of biodiversity in comprehensive protected area networks in all ecoregions by 2012, focusing especially on threatened and under-protected ecosystems and those species that qualify as globally threatened with extinction under the IUCN criteria. This will require that:
 - a. Systematic conservation planning tools that use information on species, habitats and ecological processes to identify gaps in the existing system be applied to assist in the selection of new protected areas at the national level;
 - b. All globally threatened species are effectively conserved *in situ* with the following immediate targets:
 - i. all Critically Endangered and Endangered species globally confined to single sites are effectively conserved *in situ* by 2006;
 - ii. all other globally Critically Endangered and Endangered species are effectively conserved *in situ* by 2008;
 - iii. all other globally threatened species are effectively conserved *in situ* by 2010; and

- iv. sites that support internationally important populations of congregatory and/or restricted-range species are adequately conserved by 2010;
 - c. Viable representations of every terrestrial, freshwater and marine ecosystem are effectively conserved within protected areas, with the following immediate targets:
 - i. A common global framework for classifying and assessing the status of ecosystems established by 2006;
 - ii. quantitative targets for each ecosystem type identified by 2008; and
 - iii. viable representations of every threatened or under-protected ecosystem conserved by 2010;
 - d. Changes in biodiversity and key ecological processes affecting biodiversity in and around protected areas are identified and managed;
 - e. Regional landscape and seascape planning should consider locally generated maps, and incorporate zoning and management planning processes to assist in designing and enhancing comprehensive protected area networks that conserve wide-ranging and migratory species and sustain ecosystem services;
 - f. Protected area systems are established by 2006 that adequately cover all large intact ecosystems that hold globally significant assemblages of species and/or provide ecosystem services and processes;
 - g. Increase the coverage of protected areas in freshwater ecosystems as proposed by the Convention on Biological Diversity Recommendation VIII/2 to establish and maintain a "comprehensive, adequate and representative system of protected inland water ecosystems... using integrated catchment/watershed/river basin management" by 2012; and
 - h. Create a representative network of marine protected areas by 2012, as stated in the WSSD Plan of Implementation;
 2. URGE the Parties to the CBD to make the achievement of the above-mentioned targets possible by adopting a strong program of work and consider legal mechanisms on protected areas at COP7 that ensures the establishment of a representative global network of protected areas. In support of the Program of work, establish an effective mechanism to measure progress towards the achievement of the above-mentioned targets and ensure the provision of adequate financing to support such a network, in accordance with Article 20 and Article 8(m) of the CBD;
 3. CALL on governments, local authorities, donors and development assistance agencies, the private sector, and other stakeholders to financially support the strategic expansion of the global network of protected areas as well as the effective management of existing protected areas. Whilst taking appropriate steps to defray the attendant human opportunity costs where appropriate;

4. URGE governments to use international instruments, such as the Convention for the Protection of the World Cultural and Natural Heritage and the Convention on Wetlands of International Importance, to enhance the protection given to sites, and pass domestic legislation to implement their convention obligations, with a view to achieving the targets outlined above;
5. CALL on governments to develop and implement innovative plans and legislation involving all stakeholders to conserve biodiversity and ecological processes effectively under various conditions of land and resource ownership and usage rights, as well as across national boundaries;
6. URGE governments, non-government organizations, donors, private sector and development assistance agencies to promote socio-economic and cultural benefits of protected areas to foster support for the expansion of protected area networks;
7. REQUEST the consortium of institutions responsible for maintaining and managing the World Database on Protected Areas to continue the process of enhancing the quality of the data, and making these publicly available and accessible;
8. URGE the Parties to the CBD to request all governments to provide annual updates of information to the WDPA;
9. URGE the private sector to adopt best practices that do not threaten, compromise or thwart the achievement of the aforementioned targets and to assist in the establishment of a comprehensive ecologically and biologically viable and representative network of protected areas;
10. REQUEST the IUCN World Commission on Protected Areas to establish a task force on conservation planning to guide countries in the achievement of the targets outlined in this recommendation;
11. CALL on parties to the World Heritage Convention to encourage the nomination of global physiographic, natural and cultural phenomena as large-scale multi-states serial World Heritage Routes to serve as frameworks for local and trans-boundary World Heritage sites and protected areas; and
12. URGE governments, local authorities, private sector, donors and development assistance agencies to ensure that further work towards building comprehensive protected areas systems takes full account of the rights, interest and aspirations of indigenous peoples, as well as of their desire to have their lands, territories and resources secured and protected for their own social and cultural survival.

Stream: Gaps: Building Comprehensive Protected Area Systems

Stream Lead: Mohamed Bakarr

Climate Change and Protected Areas

Nature is dynamic. Science and practice have demonstrated that the one constant in nature is change itself. Global change encompasses many facets – biophysical, socio-economic and political. Almost all of these have profound implications for protected areas. Whereas the socio-economic and political issues have been addressed in other recommendations, participants in several workshop streams at the Vth World Parks Congress recognised that biophysical changes, in particular climate change, demand specific attention. Climate change is global in both cause and effects, altering basic physical parameters of the environment. Climate change and its synergies with other global changes is a new and unprecedented challenge confronting protected areas.

Ecosystems and species will change as climate changes, requiring new protected areas and new management strategies in existing protected areas. Polar ice and glaciers are melting; sea levels are rising. Climate change is exacerbating the problems of invasive alien species and diseases, displacing native species. In combination with growing human populations, human settlement patterns and land use changes, climate change is exerting new demands on limited resources. These changes will require new resources for protected areas to meet their goal of conserving biodiversity and ecosystem services.

Many of the impacts of climate change on biodiversity will occur in tropical countries while the major sources of global greenhouse gases are industrialised countries. This creates equity issues requiring new international funding mechanisms.

Atmospheric greenhouse gas concentrations leading to global climate change that contribute to species extinctions constitute "dangerous interference in the climate system". Recent research suggests that climate change associated with doubled pre-industrial CO₂ levels may result in high numbers of plant and animal extinctions. Since any extinction is unacceptable, urgent stabilization of global greenhouse gas concentrations is required.

Therefore a two-fold response is needed to protect biodiversity in the face of climate change:

- a. Limitation of climate change by stabilising global greenhouse gas concentrations; and
- b. The institution of new conservation strategies that include elements such as the creation of new protected areas that are specifically designed to be resilient to change and the creation of corridors to protect biodiversity from the effects of climate change.

Therefore, recognising input from other streams, PARTICIPANTS in the workshop stream on Building Comprehensive Protected Area Systems at the Vth World Parks Congress, in Durban, South Africa (8-17 September 2003):

1. CALL ON governments and citizens to recognise the threat posed to protected areas from climate and other global changes;
2. URGE governments to stabilise global greenhouse gas concentrations in the atmosphere at a level that prevents species from becoming threatened or extinct due to climate change, by implementing policies (including the ratification of the Kyoto Protocol) that will lead to reductions in greenhouse gas emissions within their borders and globally;

3. URGE individuals to curtail their consumption of carbon-based fuels as an example to governments and other individuals, and urge individual protected areas to lead by example in installing and interpreting clean energy technologies;
4. CALLS ON IUCN and its members to pursue regional analyses of the impact of climate change on protected areas and the consequent need for new conservation strategies, including:
 - a. Immediate application and ongoing refinement of existing knowledge and tools for building resilience into protected area networks;
 - b. A near-term, 5-year goal of freshwater, marine and terrestrial pilot regional studies of climate change impacts on protected areas, each incorporating Regional Climate Models and multi-species modelling; and
 - c. A long-term, 10-year goal of establishing a program of ongoing regional studies of climate change impacts on protected areas covering all areas of the globe;
5. URGE governments, donors and development assistance agencies to establish a global financing mechanism to cover the additional costs incurred by protected areas due to climate change;
6. CALL ON governments, non-government organizations and local communities to identify and designate protected areas that increase representation of species and ecosystems, the persistence of which is found to be jeopardised due to climate change, including:
 - a. All threatened species by 2012; and
 - b. All species and ecosystems by 2015;
7. RECOMMEND the IUCN World Commission on Protected Areas to:
 - a. Expand partnerships and deepen their expertise in the provision of advice to practitioners, management agencies and communities on options and guidelines for adapting protected areas to the forces of global change; and
 - b. Identify and communicate best practices to establish methods to anticipate the impacts and opportunities from global change, and adapt management to those changes;
8. RECOMMEND that the task force on climate change of the IUCN Species Survival Commission work with the IUCN World Commission on Protected Areas to make available to protected area managers the names of species which may be at particular risk of extinction due to climate change within their region;
9. RECOMMEND that Governments, and protected area managers and planners, include concepts of resilience and adaptive management of protected areas to mitigate the impacts of climate change, including designing and managing protected area networks flexibly to accommodate adaptations to change; and
10. RECOMMEND that the Vth World Parks Congress evaluate the effectiveness of efforts to incorporate climate change into protected area management and other conservation strategies.

Stream: Gaps: Building Comprehensive Protected Area Systems

Stream Lead: Mohammad Bakarr

Strengthening Mountain Protected Areas as a Key Contribution to Sustainable Mountain Development

Chapter 13, the Mountain Chapter, of *Agenda 21* from *UN Conference on Environment and Development* (Rio de Janeiro, Brazil; 1992) calls on all countries with mountains to strengthen national capacity for sustainable mountain development, and to prepare long-term mountain action plans.

2002, as the International Year of Mountains, provided a remarkable and diverse array of events at local, national and international levels, which placed mountain ecosystems squarely on the global agenda as a priority concern.

The *Bishkek Global Mountain Summit* (Bishkek, Kyrgyzstan; November 2002), and the *World Summit on Sustainable Development* (Johannesburg, South Africa; August-September 2002), reinforced these calls for action.

Establishment and effective management of an adequate and representative system or network of Mountain Protected Areas are essential ingredients of sustainable development in mountains as well as the paramount means of conserving biological diversity. In addition, it is noted that mountain areas are often along international frontiers where conflict occurs.

The close relationship between mountain biodiversity and protected areas will be a focus on the forthcoming Conference of Parties to the Convention on Biological Diversity (CBD) (Kuala Lumpur, Malaysia; 2004).

With these points in mind a Pre-World Parks Congress Workshop on Mountain Protected Areas, held in South Africa's uKhahlamba-Drakensberg World Heritage Site (September 5-8, 2003), involving 60 managers, scientists and policy makers representing 23 countries, endorsed this statement.

Therefore, PARTICIPANTS in the Mountain Cross-Cutting Theme at the Vth World Parks Congress in Durban, South Africa (8-17 September 2003):

1. ENDORSE the establishment of an adequate and representative network of mountain protected areas, with appropriate conservation linkages to adjacent landscapes, seascapes and communities, in all mountain areas of the world as a key part of mountain sustainable development; and
2. URGE IUCN – The World Conservation Union, to:
 - a. Support the Mountain Initiative Task Force as an Inter-Commission group involving primarily the World Commission on Protected Areas (WCPA) and the Commission on Ecosystem Management (CEM), and other Commissions, as appropriate;
 - b. Give particular attention to implementing the WCPA 2004-2008 Mountain Strategy, as endorsed by the Mountain Initiative Task Force;
 - c. Engage fully in the International Partnership for Sustainable development in Mountain Regions, as a method of implementing Chapter 13 of *Agenda 21*;

- d. Provide leadership to highlight the vital relationship between biodiversity, mountains and protected areas as the CBD considers these topics at its 2004 meetings; and
- e. Provide a forum, in specific frontier mountain areas, to discuss and advance the concept of Peace Parks as a contribution to regional conflict resolution.

Theme: Mountains

Theme Lead: Larry Hamilton

Financial Security for Protected Areas

Protected areas deserve significant financial support owing to the tremendous benefits they provide.

The International Community agreed at the World Summit for Sustainable Development (WSSD) to work toward the goal of significantly reducing the loss of biodiversity by 2010.

However, a significant funding gap means that protected area system managers are being increasingly required to devote resources to raise their own funding and the protected areas are facing greater degradation.

As an indicator of this need, it is estimated that protected area budgets in the early 1990's totalled only about 20 percent of the estimated US\$20- 30 billion annually over the next 30 years required to establish and maintain a comprehensive protected area system including terrestrial, wetland, and marine ecosystems.

Nonetheless, there remain government policies and other institutional obstacles, which intentionally and unintentionally restrict the flow of funding to protected areas, such as:

- a. Insufficient priority allocated to the conservation of nature and associated cultural values against other competing budget programs;
- b. Revenues from tourist income and environmental services provided by protected areas (e.g., water charges) not being earmarked for protected area management;
- c. Institutional barriers restricting the flow of funding to protected areas;
- d. Inappropriate management structures that fail to channel funding to protected area management;
- e. Lack of mechanisms to encourage donor organizations to participate in supporting protected areas; and
- f. Limited use of business planning at both a protected area systems level as well as for specific protected areas.

To help address these problems the IUCN World Commission on Protected Areas has implemented an initiative on Sustainable Financing.

Therefore, PARTICIPANTS in the Stream on Financing: Building a secure financial future at the Vth World Parks Congress in Durban, South Africa (8-17 September 2003):

RECOMMEND governments, national and international non-governmental organizations, international conventions, indigenous and local communities, and civil society to:

1. OPERATIONALIZE the WSSD biodiversity goal and assess the cost of achieving it;
2. ENSURE that the financial mechanisms adopted to increase protected area revenue do not lead to the degradation of biodiversity or the destruction of the natural and cultural heritage;

3. COMMUNICATE more effectively the results of investments in protected areas, to the global and national community to gain greater support for the funding of protected areas, including both conservation results and socio-economic benefits of protected areas;
4. INCREASE, diversify and stabilise the financial flows to protected areas and biodiversity conservation including through appropriate incentives and support for the implementation of diverse portfolios of financing mechanisms and cost-effective management approaches for terrestrial, wetland, and marine protected area networks and systems, so as to ensure that long term conservation objectives are fully met in each ecoregion of the world;
5. ENSURE that there is proper valuation of the goods and services provided by protected areas and biodiversity in general so that decisions about economic development are made with the full understanding of the costs as well as the benefits and the social impacts involved;
6. REMOVE policy and institutional barriers to sustainable financing solutions, including to the effective allocation of resources across protected area networks and systems, so that funding from both new and existing sources, and revenue generated by the protected areas can be fully and efficiently directed to protected area management; where such removal does not compromise biodiversity, natural and cultural heritage objectives;
7. ENSURE that protected areas, and the surrounding local and indigenous communities, as primary beneficiaries, are granted access to the benefits from the increasing number of opportunities to gain remuneration from ecosystem services provided by protected areas. These comprise existing sources such as tourism-related revenues as well as new opportunities like the provision of clean air and water, flood defence and disaster prevention, soil conservation, conservation of genetic material, recreational opportunities and carbon sequestration;
8. URGE donors, government, and the private sector to support the establishment of trust and endowment funds for the conservation of biodiversity, as well as support other sustainable financing mechanisms, such as debt swaps, and the inclusion of support for biodiversity and the environment in countries' Poverty Reduction Strategies;
9. IMPROVE coordination of financial sources for protected areas based on jointly agreed strategies established with all relevant stakeholders; to support coordination, improve the quality and dissemination of conservation funding information;
10. INCREASE significantly future replenishments of the GEF to support the sustainable management of protected areas in developing countries through support for sustainable financing mechanisms;
11. ENCOURAGE governments at all levels to increase the financial flows to protected areas by reducing and redirecting funding currently allocated to subsidies for fishing, agriculture, and other sectors, that contribute to environmental degradation and biodiversity loss;
12. ENSURE, where appropriate, that environmental compensation payments from economic activities are effectively channelled to protected areas or ecosystem restoration; and

13. FOCUS greater attention on increasing the cost effectiveness of protected area financing through improved budgeting, financial planning and the use of innovative arrangements such as conservation easements, direct incentive payments, tax credits, and other market-based transactions.

Stream: Financing: Building a Secure Financial Future

Stream Lead: Carlos Quintela

Private Sector Funding of Protected Areas

There is a universal need to provide adequate funding to protected areas to ensure sustained conservation of biodiversity, natural and cultural heritage without compromise.

At the same time there is increasing desire from the private sector to engage with protected area managers on a mutually beneficial basis.

Nevertheless, policy and institutional barriers exist, which may restrict the involvement of the private sector in the management and funding of protected areas.

These are exacerbated by lack of transparency and effective mechanisms for equitable participation in decision-making.

Further, protected areas system managers are generally not familiar with the most appropriate forms of private sector participation required to secure the long-term financial future of protected areas, or the business methods and priorities of the private sector.

As a contribution to resolve this problem, the IUCN World Commission on Protected Areas has implemented an initiative on Sustainable Financing.

Therefore, PARTICIPANTS in the Stream on Financing: Building a secure financial future at the Vth World Parks Congress in Durban, South Africa (8-17 September 2003):

1. RECOMMEND governments, national and international non-government organizations, local and indigenous communities, businesses and civil society:
 - a. REMOVE the obstacles and enhance the opportunities for public-private –community partnerships in protected area management and funding to ensure sustained conservation of biodiversity, natural values and cultural heritage;
 - b. DEVELOP appropriate legal, administrative and financial instruments which implement new partnership arrangements for the benefit of both the protected area and its private sector partners;
 - c. ENSURE through adoption of appropriate legislation and other mechanisms a more effective, equitable and efficient distribution of the returns to the protected area from the emerging environmental services markets;
 - d. ENSURE that local and indigenous communities which provide services and contribute support to the protected area and its management are able to participate and engage in an equitable dialogue with the private sector and share in the financial benefits earned by the protected area and for project activities linked to protected areas;
 - e. FOSTER, ADOPT and PROMOTE business planning, marketing and related techniques appropriate to the management of protected areas;
 - f. CREATE business guidelines and standards for businesses that promote good governance and transparency and enhance the objectives of the protected areas; and

- g. ENSURE that where specific private sector activities affect biodiversity, natural or cultural heritage adversely, the responsible parties should meet the costs of avoiding, minimising, mitigating, restoring or compensating for their damages, including for support of protected areas;
2. CALL on the WCPA to consider means to:
- a. ENHANCE financing opportunities for protected areas; and
 - b. PROMOTE a culture within all levels of protected area management which recognises and respects local and indigenous community aspiration, culture and values.

Stream: Financing: Building a Secure Financial Future

Stream Lead: Carlos Quintela

Integrated Landscape Management to Support Protected Areas

While protected areas focus on biodiversity conservation, to be effective they must be managed in the context of the broader land/seascape.

Conventions dealing with biodiversity have variously addressed this need, most notably through endorsement of the principles of the Ecosystem Approach (Decision V/6; Nairobi, 2000) by the Parties to the Convention on Biological Diversity (CBD) and the adoption of Wise Use Guidance by the Contracting Parties to the Ramsar Convention on Wetlands.

Several other Multilateral Environmental Agreements, notably the Convention on Migratory Species, Convention on International Trade in Endangered Species of Wild Fauna and Flora, along with several regional agreements, recognise the importance of integrated approaches to land/seascape management in pursuit of their conservation objectives, including also the cultural landscapes inscribed on the World Heritage List and the World Network of Biosphere Reserves.

At the same time, protected area design and management must reflect the structure and condition of surrounding landscapes/seascapes, and in particular must be flexible enough to adapt to increasing unpredictability in rates and directions of global changes.

Therefore, PARTICIPANTS in the Steam on Integrated Landscape Management to Support Protected Areas at the Vth World Parks Congress, in Durban, South Africa (5-17 September 2003):

1. RECOMMEND governments, non-government organizations, local communities and civil society to:
 - a. ADOPT and promote protected area design principles that reflect those inherent in the world network of biosphere reserves where core protected areas are part of landscapes designed to enhance the overall conservation value;
 - b. ADOPT design principles for protected areas which emphasise linkages to surrounding ecosystems and ensure that the surrounding landscapes are managed for biodiversity conservation;
 - c. RECOGNISE the need to restore ecological processes in degraded areas both within protected areas and in their surrounding landscapes to ensure the ecological integrity of protected areas;
 - d. RECOGNISE that the presence and needs of human populations consistent with biodiversity conservation within and in the vicinity of protected areas should be reflected in the overall design and management of protected areas and the surrounding landscapes;
 - e. RECOGNISE the importance of participatory processes that link a diverse array of stakeholders in stewardship of the landscape linkages;
 - f. ENSURE that principles of adaptive management are applied to protected areas; and

- g. ADOPT and promote a policy framework and incentives that encourage active involvement of local communities in biodiversity stewardship; and
- 2. CALL on UNESCO, IUCN and Secretariats of relevant multilateral environmental agreements, to work with Governments, civil society, the private sector, indigenous and local communities and NGOs to:
 - a. DEMONSTRATE how international law can contribute towards building site-specific, mutually beneficial relationships between biodiversity conservation, protected area management and sustainable development;
 - b. USE linking protected areas with the surrounding landscape as an opportunity to regenerate cultural landscapes including those shaped by traditional and mobile people, and to revitalise rural communities; and
 - c. ADOPT and promote the experience and lessons learned in integrated earthscape management of the UNESCO MAB World Network of Biosphere Reserves, the Ramsar Convention and other relevant international agreements in particular to move towards 'benefits beyond boundaries'.

Stream: Linkages in the Landscape/Seascape

Stream Lead: Peter Bridgewater

Policy Linkages between Relevant International Conventions and Programmes in Integrating Protected Areas in the Wider Landscape/ Seascape

The Plan of Implementation of the WSSD calls for a significant reduction in the loss of biodiversity by the year 2010, and notes the need for protected areas and ecological networks to achieve this goal.

Article 8 (a) of the Convention on Biological Diversity calls upon Parties to establish a system of protected areas as part of the suite of actions needed to conserve biodiversity and Article 8 (e) calls upon Parties to promote environmentally sound sustainable development in areas adjacent to these Protected Areas with the view to enhancing their protection of biodiversity.

A number of global and regional conventions and programmes specifically address protected area issues.

At global level:

- The *Ramsar Wetlands Convention* makes provision for the conservation and wise use of wetlands and includes provision for the establishment of protected wetlands, which should be managed with an integrated approach within the larger land/seascape.
- The *World Heritage Convention*, through their inscription on the World Heritage List, calls on Parties to recognise their duty to protect those Sites, to ensure adequate legal protection is afforded such sites to promote their outstanding universal value, satisfy the condition of ecological integrity, and ensure they are effectively managed; and
- The *UNESCO-MAB World Network of Biosphere Reserves*, through a focus on combining conservation, development and research/education objectives, by applying a zonation system, which includes a protected core area, a surrounding buffer zone, and an outer transition area, which may be integrated into regional planning.

Each of these instruments includes processes to review the status of Protected Areas and to identify them as threatened or dysfunctional.

Likewise, the Convention on the Conservation of Migratory Species of Wild Animals serves to protect migratory species, and while Protected Areas are not expressly noted in the Convention text, nonetheless Protected Areas are seen as being crucial to achieve its goals.

With these points in mind participants in the "Linkages in the landscape and seascape" Workshop Stream concluded that these instruments can be use to link protected areas with the wider land/seascape.

Therefore, PARTICIPANTS in the Stream on Linkages in the Landscape/Seascape at the Vth World Parks Congress, in Durban, South Africa (8-17 September 2003):

RECOMMEND that:

1. Governments, local and indigenous communities, civil society and NGOs maintain and strengthen their involvement with the existing international instruments and pursue opportunities to harmonise their implementation in relation to PAs identification and management;
2. Governments, local and indigenous communities, civil society and NGOs ensure consistency of their contributions to the above mentioned international instruments with their contributions to implementing the plan of action of the WSSD, and in the framework of the Articles of the CBD in light of the conceptual integration offered by the Ecosystem Approach as adopted by the CoP to the CBD;
3. Governments, local and indigenous communities, civil society and NGOs working in Protected Areas, and surrounding areas promoting sustainable development as contemplated under the World Network of MAB Biosphere Reserves, designated under these international instruments, make full use of the linkages between them, and ensure that actions are also coordinated with activities in the surrounding land/seascape;
4. The governing bodies of relevant international conventions and programmes, as a means to achieve their conservation objectives, promote the establishment and maintenance of linkages in the Land/Seascape in their implementation plans or programmes;
5. The governing bodies of the MEAS/Programmes, as a means to achieve their conservation objectives, promote the establishment and maintenance of linkages in the land/seascape in their implementation plans/programmes; and
6. Recommend that sufficient financial resources be made available to governments, local communities, indigenous people, civil society, and NGOs who demonstrate need for participating in discussions pertaining to international conventions and other instruments.

Stream: Linkages in the Landscape/Seascape

Stream Lead: Peter Bridgewater

A Global Network to Support the Development of Transboundary Conservation Initiatives

The exponential growth in transboundary conservation initiatives worldwide has resulted in more than 169 transboundary protected area complexes, which involve 666 protected areas in 113 countries.

Transboundary conservation initiatives have the potential to conserve biodiversity and cultural resources at a landscape level, to foster peaceful cooperation among communities and societies across international boundaries, and to engender regional economic growth and integration.

The involvement and investment of many conservation and development agencies in transboundary conservation initiatives worldwide has been very important. Nevertheless, there remains a need for enhanced co-operation among agencies to support and develop transboundary conservation areas and to refine tools for their sustainable effective management.

A strategic global framework for transboundary conservation is lacking, along with an agreed approach towards monitoring and evaluating progress across biological, social, economic, political, legal, institutional and peace/co-operation objectives.

In order for protected area managers to conduct effective transboundary conservation programmes, there is need to harmonise approaches to management, involve communities in conservation and development programmes, develop and jointly apply best practice at the site level and share lessons learned.

The participants in the Governance and Linkages workshop streams, noting these points, highlighted that, despite considerable efforts over many years to provide guidance and support including the development of the World Commission on Protected Areas Best Practice Protected Area Guidelines Series No. 7 on *Transboundary Protected Areas for Peace and Cooperation* containing both *Transboundary Protected Area Best Practice Guidelines* and a *Draft Code for transboundary protected areas in times of peace and armed conflict*, the absence of an international forum to support and develop transboundary conservation initiatives in a coordinated and collaborative manner impedes progress.

They also noted the need for an international register/designation of transboundary conservation areas, which could formalise the status of these areas and ensure that appropriate standards are applied to their establishment and management.

Therefore, PARTICIPANTS in the Stream on Linkages in the Landscape/Seascape and in the Stream on Governance at the Vth World Parks Congress, in Durban, South Africa (8-17 September 2003):

RECOMMEND governments, non-government organizations, international organizations, development agencies, and specifically IUCN – The World Conservation Union, to:

1. SUPPORT the establishment of an international forum that will act as a global network for transboundary conservation initiatives where IUCN members, Parties to the CBD, protected area managers, and other audiences can collaborate, share lessons and continue the development of appropriate approaches and strategies;

2. DEVELOP and apply an agreed programme to develop tools and mechanisms for transboundary conservation initiatives, translating generic guidance into effective implementation for enhanced conservation at the site level, and especially to advance best practice for target-driven conservation management, for inclusive local governance and for implementing protocols for peaceful co-operation;
3. DEVELOP and apply an agreed programme of monitoring and evaluation for transboundary conservation of all types and across biological, social, economic, political, legal, including customary law, institutional and peace/co-operation indices; and
4. DEVELOP, with broad consultation, an international enabling framework and internationally recognised designation/register of transboundary conservation areas, and further recommend recognition of such sites through joint nominations to conventions such as Ramsar, World Heritage and the Man and the Biosphere (MAB) program.

Stream: Linkages in the Landscape/Seascape and Governance

Stream Leads: Peter Bridgewater/Jim Johnson, Grazia Borrini-Feyerabend

Tourism as a Vehicle for Conservation and Support of Protected Areas

The world's tourism and recreation sector potentially provides significant benefits to protected areas and associated communities. While tourism alone is not sufficient to support protected areas or community development, it can provide economic benefits, opportunities for communities, opportunities for land acquisition for protected areas, greater appreciation of cultural and natural heritage, greater knowledge of the interplay between humans and their environment, and increased interest in and commitment to the conservation of natural and cultural values. In this context, visitation, recreation and tourism are a critical component of fostering support for parks and the conservation of biological and cultural heritage. Careful and strategic implementation of policy together with proactive and effective management of tourism is essential.

However, the ecological, social and cultural costs of tourism can be considerable. Even limited impacts may have major conservation significance. If not planned developed and managed appropriately, tourism can contribute to the deterioration of cultural landscapes, threaten biodiversity, contribute to pollution and degradation of ecosystems, displace agricultural land and open spaces, diminish water and energy resources, disrupt social systems, and increase poverty.

Tourism in and around protected areas must be designed as a vehicle for conservation: building support; raising awareness of the many important values of protected areas including ecological, cultural, spiritual, aesthetic, recreational, and economic values, and generating much needed income for conservation work for the protection of biodiversity, ecosystem integrity and cultural heritage. Tourism should also contribute to the quality of life of indigenous and local communities provide incentives to support traditional customs and values, protect and respect sacred sites, and acknowledge traditional knowledge.

There are many stakeholders concerned with protected areas, and thus managers need resources and training to enable them to work effectively with different constituencies, including the tourism industry, local communities and visitors.

There are numerous conventions, charters and guidelines that can be of assistance, including, *inter alia*:

- a. The Convention on Biological Diversity (CBD) *Guidelines on Tourism in Vulnerable Ecosystems*;
- b. The ICOMOS *International Cultural Tourism Charter: Managing Tourism at Places of Heritage Significance*;
- c. The *Quebec Declaration on Ecotourism*;
- d. The IUCN World Commission on Protected Areas' (WCPA) publication *Sustainable Tourism in Protected Areas: Guidelines for Planning and Management*;
- e. The Convention Concerning the Protection of the World Cultural and Natural Heritage;
- f. The World Tourism Organization *Global Code of Ethics for Tourism*.

Therefore, PARTICIPANTS in the Stream on Building Broader Support for Protected Areas at the Vth World Parks Congress, in Durban, South Africa (8-17 September 2003):

1. RECOMMEND that the tourism sector, including appropriate institutions, associations, and operators, work together with protected area managers and communities to ensure that tourism associated with protected areas, in both developed and developing countries:
 - a. Respects the primacy of the role of conservation for protected areas;
 - b. Makes tangible and equitable financial contributions to conservation and to protected area management;
 - c. Ensures tourism contributes to local economic development and poverty reduction through:
 - i. Support to local small and medium sized enterprises;
 - ii. Employment of local people;
 - iii. Purchasing of local goods and services; and
 - iv. Fair and equitable partnerships with local communities;
 - d. Uses relevant approaches that encourage appropriate behaviour by visitors (e.g., environmental education, interpretation, and marketing);
 - e. Uses ecologically and culturally appropriate technologies, infrastructure, facilities and materials in and or near protected areas;
 - f. Monitors, reports and mitigates negative impacts and enhances positive effects of tourism;
 - g. Communicates the benefits of protected areas and the imperative for conservation; and
 - h. Promotes the use of guidelines, codes of practice and certification programmes;
2. RECOMMEND that key decision-makers work with the conservation community, including the IUCN WCPA Task Force for Tourism and Protected Areas, to ensure that tourism:
 - a. Supports the sustainable use of natural and cultural heritage;
 - b. Supports local and indigenous community development and economic opportunities;
 - i. Provides political and financial support for the establishment, extension, and effective management of protected areas;
 - ii. Supports implementation of relevant international agreements, national legislation, and guidelines on protected areas;
 - iii. Fosters respect and stewardship for natural and cultural heritage through visitation and education: and

- iv. Promotes the use of culturally appropriately participatory processes;
3. THEREFORE RECOMMEND to key international and national agencies, local authorities and the private sector to support research and development to:
- a. Understand the links between tourism, conservation and community development;
 - b. Establish reliable data on protected area tourism;
 - c. Determine optimum types and levels of protected area visitation;
 - d. Promote appropriate monitoring and evaluation;
 - e. Promote effective management;
 - f. Encourage policy development on protected area tourism;
 - g. Provide appropriate tourism training for protected area personnel;
 - h. Provide effective interpretation and education;
 - i. Understand visitor experiences, behaviour and impact; and
 - j. Develop appropriate tools and techniques for sustainable finance of protected areas through tourism;
4. ENCOURAGE dissemination of these recommendations and coordination of their implementation by the IUCN WCPA Task Force for Tourism and Protected Areas.

Stream: Building Broader Support for Protected Areas

Stream Lead: Jeff McNeely

Cultural and Spiritual Values of Protected Areas

The establishment of protected areas is the result of conscious choices of human societies to conserve nature, biodiversity and areas of special cultural value and significance.

Individuals and communities often use protected areas for spiritual reasons, because they inspire and heal them and/or provide them with a place for peace, education and communion with the natural world.

Many transboundary protected areas have already been promoted and managed as areas for peace and cooperation, thus adding a tangible and valuable dimension of peace-building among peoples, nations and communities.

Protected areas serve as fundamental tools for conservation of nature, and thus are an expression of the highest desires and commitments of humankind for the preservation of life on the planet, and that as such, those areas constitute places of deep reverence and ethical realization.

Many societies, especially indigenous and traditional peoples, recognise sacred places and engage in traditional practices for the protection of geographical areas, nature, ecosystems, or species, as an expression of societal or cultural choice and of their worldview of the sacredness of nature and its inextricable links with culture. They also recognise sacred places as a unique source of knowledge and understanding of their own culture thus providing what could be considered the equivalent of a university.

Sacred places are revered and cared for by indigenous and traditional peoples and are a fundamental part of their territories, bringing significant benefits to local, national, and global communities. In some cases, they are seeking to have them recognised as part of existing protected areas systems.

With these points in mind participants in the Session entitled "Building Cultural Support for Protected Areas" held in the Building Broader Support Workshop Stream, recommended that all protected area systems, recognise and incorporate spiritual values of protected areas and culture-based approaches to conservation.

Therefore, PARTICIPANTS in the Stream on Building Broader Support for Protected Areas at the Vth World Parks Congress, in Durban, South Africa (8-17 September 2003):

1. ACKNOWLEDGE indigenous peoples' internationally guaranteed rights to, among others, own and control their sacred places, their archaeological and cultural heritage, ceremonial objects and human remains contained in museums or collections within or adjacent to protected areas. These include the following rights to:
 - a. DEFINE and NAME their sacred places and objects, ancestral remains and archaeological, cultural and intellectual heritage and to have such designations respected as authoritative;
 - b. Where relevant, MAINTAIN secrecy about and enjoy privacy in relation to their heritage, objects, remains and places as described above;

- c. RESTITUTION of sacred places, heritage, objects and remains taken without their free and informed consent;
 - d. Freely EXERCISE their ceremonies, religious and spiritual practices in the manner to which they are accustomed;
 - e. GATHER, COLLECT or HARVEST flora, fauna and other natural resources used in ceremonies and practices that take place at sacred places or archaeological and cultural heritage places; and
 - f. MAINTAIN their responsibilities to their ancestors and future generations;
2. THEREFORE RECOMMEND that international institutions, governments, protected area authorities, NGOs, churches, user and interest groups fully recognise and respect the above-mentioned rights in relation to conservation activities;
3. RECOMMEND governments to:
- a. PROMOTE and ADOPT laws and policies that foster multi-cultural values and approaches to protected area systems;
 - b. PROMOTE and ADOPT laws and policies that acknowledge the importance of sacred places, particularly those of indigenous and traditional peoples, as valuable for biodiversity conservation and ecosystem management;
 - c. ADOPT and ENFORCE laws and policies with the full and effective participation and consent of peoples and communities concerned, which protect the integrity of sacred places;
 - d. ADOPT and ENFORCE laws and policies that guarantee the restitution of sacred places as well as effective control and decision-making processes by local communities and indigenous peoples;
 - e. PROMOTE and ADOPT laws and policies, which recognise the effectiveness of innovative governance models such as Community Conserved Areas of indigenous peoples and local communities to ensure control and adequate protection over sacred areas;
 - f. PROMOTE and IMPLEMENT effective action to support community protection efforts in areas of cultural and spiritual importance including sacred places; and
 - g. ADOPT and ENFORCE policies and legal measures, which respect customary use and management of sacred places and ensure access for traditional practitioners in protected areas;
4. FURTHER RECOMMEND governments, NGOs, local communities and civil society to:
- a. ENSURE that protected area systems, protected area designation, objective setting, management planning, zoning and training of managers, especially at the local level, give balanced attention to the full spectrum of material, cultural and spiritual values;
 - b. ASSIST indigenous and traditional peoples in obtaining legal and technical support related to protection of their sacred places when requested and in a manner that respects their rights and interests; and

- c. DEVELOP and IMPLEMENT public education and media campaigns to raise awareness and respect for cultural and spiritual values and, in particular, sacred places;
5. REQUEST protected area managers to:
 - a. IDENTIFY and RECOGNISE sacred places within their protected areas, with the participation and informed consent of those who revere such places, and to actively involve them in decisions regarding management and protection of their sacred places;
 - b. PROMOTE inter-cultural dialogue and conflict resolution with indigenous peoples, local communities and other actors interested in conservation;
 - c. SUPPORT the efforts of such communities to maintain their cultural and spiritual values and practices related to protected areas; and
 - d. PROMOTE the use of indigenous languages in these matters;
 6. RECOGNISING the importance of cultural and spiritual values in all protected area categories, REQUEST the IUCN to review the 1994 Protected Area Category Guidelines with the aim of including these values as additional potential management objectives in categories where they are currently excluded; and
 7. REQUEST the World Commission on Protected Areas of IUCN and its members to plan and implement actions within the protected areas component of the IUCN Programme for supporting the application of the actions recommended above.

Stream: Building Broader Support for Protected Areas

Stream Lead: Jeff McNeely

Cities and Protected Areas

Half the world's population now lives in cities, and this proportion is expected to grow to 60 percent by 2030.

Protected areas both near and far provide many significant benefits to cities, ranging from education and healthy recreation, to watershed protection, biodiversity conservation, and income from tourism.

Protected area systems also depend on support from voters, leaders, opinion-shapers, and financial resources, which are largely concentrated in cities. At the same time, city dwellers tend to be less and less connected to nature and consequently the quality of their lives is diminished and they may unwittingly behave irresponsibly toward the environment.

Nevertheless, urban residents can gain greater appreciation and love for nature through experiences in natural areas and open spaces as well as through education. Ecological restoration and environmental protection are essential to the quality of life of urban dwellers. Interaction with nature by city dwellers brings direct social, economic, and cultural benefits.

Agencies responsible for protected areas can serve urban residents through conventional activities such as preserving, restoring, and interpreting natural areas in and near cities, but also through less conventional roles such as reaching out to disadvantaged people, working to bridge social divisions through shared experiences in nature, and helping to "green" and promote sustainable development in cities.

IUCN has recognised the critical roles that cities, urban people, and urban institutions play in achieving IUCN's overall mission, for example, in *Caring for the Earth* (1991) and at the Union's 50th Anniversary Celebration (Fontainebleau, 1998). Urban populations are also essential to achieving such fundamental goals of the World Commission on Protected Areas (WCPA) as "Strengthening the constituency for protected areas" (Recommendation 1 of the IVth World Parks Congress; Caracas, 1992). Connecting protected areas to social and economic concerns is a priority of WCPA's 2001-2004 action plan.

At the same time, more should be done to facilitate exchange of experience in urban conservation and outreach among the increasing number of IUCN members with such activities, and many innovative local socio-environmental programmes, including programmes involving children and young people in making the case for conservation.

Finally, allied intergovernmental programmes such as the UNESCO Man and the Biosphere Programme and national programmes that connect natural and cultural heritage sites are placing greater emphasis on urban dimensions of protecting biodiversity.

Therefore, PARTICIPANTS in the Stream on Building Broader Support for Protected Areas at the Vth World Parks Congress, in Durban, South Africa (8-17 September 2003):

1. RECOMMEND that conservation agencies, NGOs, local authorities and local communities:
 - a. RECOGNISE the importance of protected areas and green spaces to the people living in cities and ENCOURAGE and RESOURCE the development of strategies and programs that engage groups in activities that improve their quality of life;

- b. RECOGNISE the interdependence of cities and protected areas, as demonstrated for example through regional and ecosystem approaches linking urban and rural conservation areas and efforts, and the important contributions of protected areas to socio-economic priorities; and
 - c. STRENGTHEN the capacity of the protected area community to preserve and restore natural areas in and near cities, reach out to urban residents, and build stronger urban constituencies for nature conservation;
2. RECOMMEND that the IUCN World Commission on Protected Areas incorporate an urban dimension in its activities through a Theme on Cities and Protected Areas; and
 3. RECOMMEND that IUCN:
 - a. ORGANIZE activities at the 3rd World Conservation Congress (Bangkok, 2004) spotlighting innovative programmes linking cities and protected areas;
 - b. INCORPORATE the urban dimensions of conservation into the 2005-08 intersessional programme to be considered at the 3rd World Conservation Congress (Bangkok, 2004);
 - c. LINK biodiversity conservation to human settlements in order to better advance the implementation of sustainable development objectives, including the United Nations Millennium Development Goals;
 - d. RECRUIT as members organizations engaged in urban environmental issues, invites prominent leaders and experts in urban management to participate in the work of IUCN;
 - e. DEVELOP partnerships with key organizations engaged in the urban environment; and
 - f. DEVELOP tools, such as modelling techniques, which assist urban managers to incorporate ecosystem management approaches in their planning and management.

Stream: Building Broader Support for Protected Areas

Stream Lead: Jeff McNeely

Peace, Conflict and Protected Areas

A just peace is a fundamental precondition for the conservation of biodiversity and other natural and associated cultural resources, and one to which all sectors of society should contribute. Protected areas benefit from peaceful conditions both within and between countries, and can contribute to peace when they are effectively managed. Protected areas can also contribute to fostering peaceful cooperation across borders, which led to the preparation of *Transboundary Protected Areas for Peace and Co-operation* in the WCPA Best Practice Protected Area Guidelines Series.

Many protected areas are however located in politically and socio-economically sensitive regions where the risk of conflict has been historically high, or within countries facing significant insecurity. Protected Areas can be both a focus and source of finance for conflict, and suffer from it. The outbreak of armed conflict can halt and reverse conservation and management efforts and destroy natural resources, lives and livelihoods. Poverty is linked to the cycle of conflict and poor governance.

It is therefore urgent that relevant actors understand, evaluate and address the challenges of establishing and managing protected areas in conflict-prone situations, drawing on international mechanisms such as the World Heritage in Danger listing to apply political pressure and mobilize financial support.

Therefore, PARTICIPANTS in the Stream on Building Broader Support for Protected Areas at the Vth World Parks Congress in Durban, South Africa (8-17 September 2003):

1. RECOMMEND that governments, non-government organizations, local communities and civil society:
 - a. RECOGNISE that the establishment and management of a protected area can influence and be influenced by peace and conflict dynamics;
 - b. DEVELOP the capacity for international rapid response to provide training, mediation and support for field based protected area staff in times of crisis including armed conflict;
 - c. ENSURE any humanitarian relief efforts minimise negative effects on protected areas;
 - d. REVIEW, DEVELOP and ADAPT design and management tools, such as Social Impact Assessment, Peace and Conflict Impact Assessment (PCIA), ecological, and law enforcement monitoring (LEM), to systematically monitor and evaluate the impacts of peace and conflict dynamics on protected areas, and the impacts of protected areas on those dynamics, using the results to inform practice;
 - e. INVESTIGATE and IMPLEMENT international and national instruments to strengthen protection of World Heritage Sites and other protected areas in times of armed conflict and post-conflict reconstruction (Draft Convention on the Prohibition of Hostile Military Activities in Protected Areas), and enhance accountability by all parties for their impacts on, protected areas, and people, including field based staff;
 - f. ENSURE that post-conflict social and economic development takes into account the importance of protected area integrity and conservation;

- g. ENSURE that any parties supporting protected areas in the field in conflict situations are recognised as neutral in that capacity;
 - h. ENABLE a management presence to be maintained in protected areas in times of armed conflict through contingency planning and other means;
 - i. ENSURE that protected area field staff are adequately trained, equipped and continually supported to maintain conservation effectiveness, morale and safety;
 - j. CALL on donors and other supporters to remain and provide continued funding and assistance to protected areas in situations of conflict;
 - k. PROMOTE continued involvement of local communities in conservation through their engagement in protected area management, capacity building, education, incentives and benefit sharing, and provision of alternatives to exploitation of protected areas in times of crisis;
 - l. SUPPORT prompt coordinated action to rehabilitate affected protected areas after conflict has ended;
 - m. INCORPORATE protected area conservation in military and peacekeeping training programmes and operations;
 - n. URGE countries in situations of real or potential conflict with other countries to explore protected area cooperation as a basis for peace building;
 - o. ESTABLISH a fund to assist families of protected area staff killed or injured in the line of duty;
 - p. ADDRESS root causes of violent conflict by promoting respect for human rights, improved governance, the elimination of corruption, poverty alleviation (see WPC recommendation 5.29) and certification of sustainably produced commodities (e.g. Forest Stewardship Council); and
 - q. INCORPORATE these recommendations into existing IUCN and World Heritage guidelines and best practice, including the Draft Code for Transboundary Protected Areas in Times of Peace and Armed Conflict;
2. RECOMMEND, with a view to mobilising action by key parties, that IUCN's Commission on Environmental Law, Commission on Environmental Economics and Social Policy, World Commission on Protected Areas and other appropriate parties establish a Task Force to:
- a. IDENTIFY and REPORT on the forms of international instruments available to enable the capacity for international response (as per clause 5) to provide a neutral status to protected area personnel and to enhance accountability for impacts on protected areas and people including field based staff in situations of armed conflict;
 - b. COMPILE guidelines and good practice examples of protected area management in times of armed conflict and in post-conflict reconstruction; and
 - c. MONITOR and REPORT on implementation of this recommendation at regular intervals.

Stream: Building Broader Support for Protected Areas

Stream Lead: Jeff McNeely

Good Governance of Protected Areas

Governance involves the interactions among structures, processes traditions and knowledge systems that determine how power and responsibility are exercised, how decisions are taken, and how citizens and other stakeholders have their say. It is a concept that applies at all levels in the field of protected areas – site, national, regional and global.

The degree to which protected areas meet conservation objectives, contribute to the well-being of society and achieve broad social, economic and environmental goals is closely related to the quality of their governance. Thus, protected areas are relevant, benefit society-at-large, and are a legacy to future generations.

'Good governance' was identified by the *World Summit on Sustainable Development Plan of Implementation* as being "essential for sustainable development" and States committed themselves to:

- 'good governance' through the *Monterrey Consensus on Financing and Development*, and
- promote democracy and the rule of law through the *UN Millennium Declaration*.

As an example, the New Partnership for Africa's Development (NEPAD), which is designed to eradicate poverty and achieve sustainable growth, acknowledges that development is impossible in the absence of true democracy, respect for human rights, peace, and 'good governance'.

Further, the United Nations Secretary General has stated that 'good governance' is perhaps the single most important factor in eradicating poverty and promoting development".

Practically, protected areas should be managed in keeping with the Ecosystem Approach as defined by the Conference of the Parties to the Convention on Biological Diversity (*Decision V/6*) which can be summarised as a strategy for the integrated management of land, water and living resources that promotes conservation and sustainable use in an equitable way. Also, the *IUCN WWF Principles of Indigenous/Traditional Peoples and Protected Areas* includes a principle that decentralization, participation, transparency and accountability should be taken into account in all matters pertaining to the mutual interests of protected areas and indigenous and other traditional peoples. And, the UNDP has published a list of characteristics of 'good governance' and there is growing recognition of the key elements that constitute 'good governance'.

Therefore, PARTICIPANTS in the Stream on Governance: New ways of working together at the Vth World Parks Congress in Durban, South Africa (8-17 September 2003):

RECOMMEND governments and civil society:

1. ENDORSE the importance of governance as a key concept for protected areas and PROMOTE 'good governance' as essential for the effective management of protected areas of all types in the 21st Century;
2. RECOGNISE that governance of protected areas should reflect and address relevant social, ecological, cultural, historical and economic factors, and what constitutes 'good governance' in any area needs to be considered in light of local circumstances, traditions and knowledge systems;

3. ADOPT "Legitimacy and Voice", "Accountability", "Performance", "Fairness", and "Direction" as general principles of 'good governance' for protected areas in the 21st Century and use them as a basis for developing their own principles to improve protected area management;
4. URGE all those involved in the establishment and management of protected areas to strive to pursue the above principles for 'good governance' including attention to:
 - a. recognition of the diverse knowledge systems;
 - b. openness, transparency, and accountability in decision making;
 - c. inclusive leadership;
 - d. mobilising support from diverse interests, with special emphasis on partners and local and indigenous communities; and
 - e. sharing authority and resources and devolving/decentralising decision making authority and resources where appropriate;
5. RECOGNISE that 'good governance' contributes to the achievement of the objectives of protected areas and to social acceptance and sustainability of conservation in the long term;
6. ENCOURAGE and IMPROVE the capacity of managers of protected areas to apply the above principles of good governance in implementing the ecosystem approach advocated by the Convention on Biological Diversity and dealing with global change; and
7. CALL on the Conference of the Parties to the Convention on Biological Diversity to address the matter of good governance in the programme of work for protected areas, in particular with regard to capacity building needs and exchanges of experiences and lessons learned.

Stream: Governance: New ways of Working Together

Stream Lead: Jim Johnston & Grazia Borrini-Feyerabend (gbf@cenesta.org)

Recognising and Supporting a Diversity of Governance Types for Protected Areas

Conservation and sustainable management of areas for biodiversity, ecosystem services and cultural values are dependent on the actions of society as a whole.

Many protected areas are declared and managed by governments. However there is a diversity of additional governance types delivering conservation and addressing other objectives throughout the world, including:

1. Decentralized governance by state/provincial or local/municipal government units;
2. Co-managed arrangements with local communities and other stakeholders;
3. Indigenous or traditional territories governed or managed for livelihood, cultural and conservation purposes by indigenous or traditional communities;
4. Protected areas managed by private sector entities under long term contract or outright private ownership; and
5. Transboundary conservation areas.

"Governance types" in this recommendation refers to who holds management authority and responsibility and is expected to be held accountable. This authority may be derived from legal, customary or otherwise legitimate rights.

The world is experiencing rapid and profound social, technological, cultural, demographic and environmental changes and governance arrangements that were appropriate in the last century may no longer be appropriate or sustainable in the face of the trends and challenges that countries and civil society will have to contend with in this century. There is also a worldwide trend towards decentralising authority and responsibility for the management of protected areas, including increasing efforts to develop partnerships among different sectors of society and to provide for greater engagement of civil society in decision making related to protected areas.

The Ecosystem Approach endorsed as a basic framework by the Convention on Biological Diversity (*Decision V/6*) supports a diversity of governance types since it recognises the centrality of social, cultural, economic and institutional factors in promoting conservation, and calls for decentralising management to the lowest appropriate level and stakeholder involvement in conservation.

Recognition of different types of governance is important to help fulfil the requirements of national protected area systems as called for under Article 8a of the Convention on Biological Diversity and in particular to ensure the bio-physical connectivity essential to conserve biological diversity. Thus, protected area systems combining different governance types are likely to be more resilient, responsive and adaptive under various threats to conservation, and thus more sustainable and effective in the long run.

Therefore, PARTICIPANTS in the Stream on Governance: New ways of working together at the Vth World Parks Congress in Durban, South Africa (8-17 September 2003):

1. RECOMMEND governments and civil society:

- a. Recognise the legitimacy and importance of a range of governance types for protected areas as a means to strengthen the management and expand the coverage of the world's protected areas, to address gaps in national protected area systems, to promote connectivity at landscape and seascape level, to enhance public support for such areas, and to strengthen the relationship between people and the land, freshwater and the sea; and
 - b. Promote relationships of mutual respect, communication, and support between and amongst people managing and supporting protected areas under all different governance types;
2. REQUEST the IUCN World Commission on Protected Areas (WCPA) to refine its Protected Area Categorization System to include a governance dimension that recognises the legitimacy and diversity of approaches to protected area establishment and management and makes explicit that a variety of governance types can be used to achieve conservation objectives and other goals;
 3. RECOMMEND that this "governance dimension" recognise at least four broad governance types applicable to all IUCN protected area categories:
 - a. Government managed;
 - b. Co-managed (i.e. multi-stakeholder management);
 - c. Privately managed; and
 - d. Community managed (community conserved areas);
 4. URGE the Chairs of IUCN's Commissions to establish an inter-Commission working group on protected area governance with membership especially from the WCPA, the Commission on Environmental, Economic and Social Policy (CEESP) and the Commission on Environmental Law (CEL), to advance a comprehensive programme of work, including:
 - a. Research that supports, improves and evaluates the management effectiveness and the good governance attributes of all protected area governance types (especially including participatory research approaches);
 - b. Analysis of the type and extent of support required in terms of legislation, policies and practices to improve protected area governance;
 - c. Compilation, analysis and sharing of relevant experiences and best practices; and
 - d. Capacity building initiatives;
 5. ENCOURAGE the UNEP/World Conservation Monitoring Centre to expand its data collection and dissemination programme to recognise all governance types, particularly areas of conservation value established and managed outside government protected area networks, such as community conserved areas and private protected areas;
 6. CALL on the Parties to the Convention on Biological Diversity to:
 - a. RECOGNISE the legitimacy of all these governance types;

- b. ADOPT legal and policy measures to reinforce the management effectiveness and good governance attributes of these governance types; and
- c. UNDERTAKE initiatives to strengthen relevant institutional and human capacities, particularly mutual learning among protected area institutions and sites engaged in similar efforts.

Stream: Governance: New ways of Working Together

Stream Lead: Jim Johnston and Grazia Borrini-Feyerabend (gbf@cenesta.org)

Management Effectiveness Evaluation to Support Protected Area Management

Effective management is needed to ensure that the values of protected areas are maintained or restored now and in the future. Evaluation of management effectiveness is a vital component of adaptive and cooperative protected area management, where managers and stakeholders work together and learn from experience.

Environmental, socioeconomic and institutional monitoring and auditing in protected areas is an essential part of protected area management. It can provide useful information for assessing and tracking change in both protected areas and the wider environment, and can provide information to serve as an early warning system for environmental challenges, to recognise and replicate conservation success, and to enable effective responses to this change.

Evaluation of management effectiveness can increase the transparency and accountability of protected area management, thus assisting in cooperative management and enhancing community support. It can also provide a more logical and transparent basis for planning and for allocating resources.

At the same time there is increasing interest by governments, management agencies, NGOs and others to develop and apply systems to evaluate the effectiveness of management of protected areas.

There is also an increasing number of international institutions, governments, donors, non-governmental organizations and members of civil society that are asking for more rigorous guarantees of effective management; however there has been little enthusiasm for any overall "certification" scheme for protected areas.

In this regard, recommendation 17 (*Protected area categories, management effectiveness, and threats*), paragraphs c, d, and e, which was adopted at the IVth World Parks Congress (Caracas, 1992), *inter alia*, called for IUCN to develop a system for monitoring management effectiveness of protected areas and for managers and others to apply such a system and report on the findings of monitoring. In response, IUCN has prepared the publication *Evaluating Effectiveness: A framework for assessing management of protected areas* (IUCN, 2000), which provides a framework and principles for evaluation of management effectiveness.

Therefore, PARTICIPANTS in the Stream on Management effectiveness: Maintaining Protected Areas for now and the future at the Vth World Parks Congress, in Durban, South Africa (8-17 September 2003):

1. AFFIRM the importance of monitoring and evaluation of management effectiveness as a basis for improved protected area management and more transparent and accountable reporting;
2. CALL on states and protected area managers (including government, private sector, NGOs, indigenous and local community managers) to adopt, as a routine component of protected area management, systems for evaluating management effectiveness that accord with the principles set out in the IUCN World Commission on Protected Areas (WCPA) Best Practice Series publication No. 6 *Evaluating Effectiveness: A framework for assessing management of protected areas*;

3. RECOMMEND that IUCN's members, in considering the IUCN Quadrennial Programme Framework for 2005-2008, ensure that it fosters cooperation with relevant partners for the purpose of undertaking a work programme on management effectiveness evaluation, which would include:
 - a. Mechanisms to facilitate research and development on appropriate indicators, standards and methodologies for assessing aspects of protected area management (e.g. biodiversity conservation, ecological integrity, social, economic and governance aspects). This research should incorporate experience of protected area managers and take account of differences in various environments and parts of the world;
 - b. Development of an overall minimum standards system for protected area management effectiveness globally. This system should allow for differences in capacity, conditions for measurement, and methodologies across the globe, yet provide a consistent overall metric of management effectiveness that can complement measures of protected area coverage and distribution across nations and across biomes around the world;
 - c. Development of a database of management effectiveness assessment initiatives and experts in management effectiveness assessment, This information should be made available to State Parties, protected area managers, relevant NGOs and other protected area institutions;
 - d. Analysis of the results of management effectiveness evaluations to identify common regional or global trends and dissemination of findings to states/management agencies;
 - e. Preparation of advice and best practice guidelines to states and protected area agencies on the most effective means of addressing significant and widespread threats to protected areas such as alien invasive species, unsustainable resource harvesting and climate change;
 - f. Development and promotion by IUCN of minimum standards for evaluation systems and practices for assessing management effectiveness; and
 - g. Inclusion of management effectiveness tracking in global databases of protected areas;
4. RECOMMEND that WCPA, on request and subject to availability of relevant experts and necessary resources, provides guidance in selection of evaluation systems and/or undertakes review of evaluation systems for protected area agencies;
5. ENCOURAGE states, protected area managers and NGOs to report on the outcomes of management effectiveness evaluations in an open and transparent way. Such reporting will help to build an informed (and hence more supportive) community and will assist in regional, national and global priority setting;
6. RECOMMEND that WCPA provide guidance on the similarities and differences between management effectiveness evaluation and State of Environment and State of Protected Area Reporting in order to enhance application of these tools in the appropriate circumstances;

7. CALL on states, protected area managers, funding bodies and NGOs to use strategies for meaningful community involvement in management effectiveness evaluation, and to include analysis of the impact of protected areas on local and indigenous communities, and the effectiveness of their involvement in management as part of the evaluation;
8. RECOMMEND that funding bodies promote the use of transparent, appropriate and credible management effectiveness evaluation in protected areas or systems where support is being provided and provide financial and other necessary support for implementation of such systems;
9. ENCOURAGE and support the establishment and strengthening of international efforts to undertake global assessments and tracking of threats to protected areas as a basis for more informed national and international policy and action;
10. RECOMMEND that the WCPA task force on certification of protected areas investigates and makes recommendations on the suitability of and options for developing a process to move forward toward a proactive monitoring, auditing and evaluation including:
 - a. Development of guidelines for minimum standards for each IUCN protected area category – with encouragement for individual countries and/or regions to adapt these to their own situations;
 - b. Development of certification or verification schemes relating to management effectiveness for protected areas to give guarantees that these are meeting minimum standards to be included in national protected area networks; and
 - c. Explores a certification scheme for management effectiveness for the CBD;
11. RECOMMEND that The World Heritage Centre and WCPA management effectiveness theme develop a process to strengthen the reactive monitoring scheme and to investigate options for a more formal certification scheme for Natural WH Sites;
12. RECOMMEND that WCPA works with partners to investigate options for outlining benefits and costs of certification and encourages protected area effectiveness assessment methods and certification schemes to include wider benefits from protected areas such as environmental services;
13. RECOMMEND to the parties of the Convention on Biological Diversity (CBD) include policies and actions relating to evaluation of management effectiveness when they develop policies and a work program on protected areas. These policies and work programs could encourage Parties to the CBD to:
 - a. ADOPT and INSTITUTIONALIZE periodic system wide protected area management effectiveness assessments by 2005, where:
 - i. The results of such assessments should be integrated into the reporting requirements of the Parties reporting to the Conference of the Parties; and
 - ii. The reports should be based on the credible assessment systems;
 - b. PROMOTE the adoption and implementation of best practice systems for assessing management effectiveness of protected areas at the local, national and regional level and support this through appropriate capacity building activities;

- c. ENCOURAGE State Parties, protected area managers and relevant NGOs and protected area institutions to methodically and transparently use the outcomes of management effectiveness evaluation and state of parks reporting to improve management of protected areas at local, regional and state/ national level; and
 - d. CO-OPERATE with IUCN and WCPA in research, development and promotion of best practice systems and indicators and standards for evaluating management effectiveness of protected areas; and
14. RECOMMEND that the Secretariats of relevant Conventions such as the World Heritage Convention and the UNEP Regional Seas Conventions, adopt a consistent and compatible reporting framework that includes the results of management effectiveness evaluation.

Stream: Management effectiveness: maintaining protected areas for now and the future

Stream Lead: Marc Hockings

IUCN Protected Area Management Categories

Recommendation 17 of the 4th WPC held in Caracas, Venezuela, February 1992 calls for a system of six categories of protected areas based upon management objectives.

Resolution number 19.4 of the IUCN General Assembly in Buenos Aires (January 1994) endorses the system developed at Caracas and urges all governments to consider the relevance of the categories system to national legislation.

Publication of the *Guidelines for Protected Area Management Categories* by IUCN in 1994 provides advice on the new system agreed to at Buenos Aires. Also, the results of the research work (*Speaking a Common Language*) undertaken in preparation for the 5th World Parks Congress on the impact of the 1994 categories system, provide insights.

Finally, the new ways in which the category system is now being used - none of which was clearly envisaged in 1994 – serve to raise the importance of the system, for example:

1. In determining appropriate activities in protected areas (e.g., in respect of mining and protected areas);
2. In establishing relevant criteria to assess management effectiveness;
3. In advocacy in relation to protected areas;
4. As the basis for national protected area legislation and policy, and international agreements; and
5. As a tool in bioregional planning.

Therefore, PARTICIPANTS in the Stream on Management Effectiveness: Maintaining protected areas for now and the future at the Vth World Parks Congress, in Durban, South Africa (8-17 September 2003):

1. DECLARE that the purpose of the IUCN protected area management categories system is to provide an internationally-recognized conceptual and practical framework for planning, management and monitoring of protected areas;
2. REAFFIRM that in the application of the management categories IUCN's definition of a protected area ("an area of land and/or sea especially dedicated to the protection and maintenance of biological diversity and of natural and associated cultural resources and managed through legal or other effective means") must always be met as the overarching criterion;
3. RE-AFFIRM the value to conservation of the 1994 system of protected area management categories, and in particular that the six category, objectives-based approach should remain the essential foundation for the system;
4. RE-AFFIRM that the integrity of the protected area categories system is the responsibility of IUCN, and that it should reinforce its efforts, through its membership as well as through WCPA and other commissions, to promote the understanding of the full range of IUCN categories at national and international levels;

5. *ADVISE, however, that the new uses of the system require that IUCN, working in collaboration with partner organizations, urgently produce, through an open, participatory process, a revised, up-dated edition of the 1994 guidelines, which:*
 - a. Builds on the existing objectives set out for each category, including by improved summary definitions of the categories;
 - b. Includes a set of criteria and principles which should underpin the categories system and its application;
 - c. Explains how the categories relate to ecological networks and wider regional planning;
 - d. Considers removing generic names of protected areas from the category system, as these may have different meanings in different countries, and using only management objectives and numbers for each category;
 - e. Redesigns the “matrix of management objectives and IUCN protected area management categories” in the 1994 edition, so as to relate better to current experience in protected areas;
 - f. Gives more emphasis to marine and freshwater protected areas;
 - g. Gives more consideration to the linkage between protected areas and sustainable livelihoods;
 - h. Gives greater recognition of cultural and spiritual values, so that the full range of special qualities of each protected area are fully recognized;
 - i. Provides guidance on the inclusion, within the system, of private protected areas, and of those managed by local and indigenous communities;
 - j. Enables protected areas to have more than one category when zones within them have been legally defined for different management objectives;
 - k. Suggests how protected areas, which are assigned to their category by primary management objectives, can also be described by reference to the organization responsible for their governance, the effectiveness of their management and the degree to which they retain their naturalness;
 - l. Clarifies the recommended process by which categories are assigned to protected areas; and
 - m. Makes these revised guidelines available in IUCN’s official languages and also in other languages as permitted by available resources;
6. *ADVISE further that IUCN, in collaboration with partner organizations, urgently invest in awareness raising and capacity building about the use of the categories system, based upon the foregoing and working with partners such as UNEP/World Conservation Monitoring Centre, through training, case studies and additional published guidance (linked to the updated 1994 guidelines);*

7. RECOMMEND that in such awareness raising and capacity building, priority should be given to:
 - a. Advocating an open, inclusive and transparent procedure for assignment of protected areas to categories for application at the national level, including an IUCN review procedure in relation to reporting;
 - b. Providing supplementary guidance on Category VI protected areas;
 - c. Providing supplementary guidance on the application of the categories in the marine and freshwater environments; and
 - d. Promoting the use of the categories for protected areas in forest, marine and freshwater environments;
8. URGE IUCN to develop a monitoring and research programme around the use of the categories, including the legal implications of using categories in legislation, and the implications of the categories system for indigenous and community rights;
9. CONSIDER that the foregoing would be aided by the creation of a task force on the protected area management categories within the WCPA Management Effectiveness theme;
10. URGE IUCN to work with parties to the Convention on Biological Diversity, in preparation for, and during the CBD/COP7, so as to secure:
 - a. Inter-governmental recognition of the IUCN protected area management categories system as the international method for categorizing protected areas; and
 - b. Agreement to use the system as a basis for national data collection and reporting to the CBD Secretariat on protected areas;
11. Further URGE IUCN to work with the parties and Scientific and Technical Review Panel of the Ramsar Convention on Wetlands to promote application of the categories to the global network of Wetlands of International Importance;
12. CALL on all governments to recognise the importance of the decisions that they take on category assignment, made at the request of IUCN and UNEP/WCMC, and to undertake this exercise in a timely manner through open, inclusive, and transparent procedures;
13. RECOMMEND that UNEP/WCMC reviews the format used in the UN List of protected areas to depict clearly all protected area categories and associated information; and
14. RECOMMEND that IUCN's Inter-sessional Programme Framework for 2005-2008 accommodate a programme of work to further develop and promote the IUCN protected area categories system, which will be considered by IUCN's members at the 3rd World Conservation Congress (November 2004).

Stream: Management Effectiveness: Maintaining protected areas for now and the future

Stream Lead: Marc Hockings

Preventing and Mitigating Human-Wildlife Conflicts

Human-wildlife conflict occurs when the needs and behaviour of wildlife impact negatively on the goals of humans or when the goals of humans negatively impact the needs of wildlife. These conflicts may result when wildlife damage crops, injure or kill domestic animals, threaten or kill people.

As human activities continue to intensify in and around protected areas and wildlife threatens the economic security, livelihoods and even lives of people, human-wildlife conflict escalates. Consequently, if protected areas and other pertinent authorities fail to address such conflicts adequately, local support for conservation declines.

While some remedial measures and tools exist to assist stakeholders to prevent or mitigate this conflict, most of this information is strongly site and species /genera specific, and is not widely or easily accessed by protected area managers who most closely confront HWC. In addition, the lessons learned in these specific sites and within taxonomic groups often have applicability across a wider spectrum. However, there is no existing international forum to address HWC across taxonomic groups, disciplines and geographic regions with a mandate to develop and share lessons, tools and strategies to prevent and mitigate the ecological, social and economic costs of human-wildlife conflict.

By better addressing human-wildlife conflict issues, through coordinated global, national, regional and local action, we, as a conservation community, will be able to more successfully conserve protected areas and wildlife, mitigate the economic and social costs to local communities, and thus realize the "benefits beyond boundaries."

IUCN has recognized the importance of this issue in the support given to the realization of the workshop "Creating Coexistence between Humans and Wildlife: Global Perspectives on Local Efforts to Address Human-Wildlife Conflict", with linkages in the Landscapes/Seascapes Stream & Community and Equity Cross-cutting theme.

Therefore, PARTICIPANTS in the Steam on Linkages in the Landscape/Seascape at the Vth World Parks Congress, in Durban, South Africa (8-17 September 2003):

RECOMMEND that local, national, and international conservation organizations, governments, non-governmental organizations, interest groups and specifically IUCN, to:

1. SUPPORT the establishment of an international forum that will act as a global network for addressing human-wildlife conflict issues where IUCN members, CBD parties, protected area managers, communities and other stakeholders can collaborate to share lessons, resources and expertise and continue the development of appropriate approaches and strategies, by working across taxa, disciplines and geographic regions;
2. STRENGTHEN the capacity of protected area managers, communities, stakeholders and others to better prevent and mitigate human-wildlife conflict in all regions in which it occurs;
3. ENSURE national and international cooperation in developing and supporting programs to address human-wildlife conflict among institutions responsible for conservation in conflict areas;

4. ENCOURAGE governments and conservation authorities at the local, national, and international levels to recognize the pressing need to alleviate these conflicts, prioritize management decisions, planning and action to prevent and mitigate human-wildlife conflict, and incorporate global, regional and local mechanisms to ensure proper addressing of these issues; and
5. ENCOURAGE national and international funding organizations to designate and allocate adequate financial resources to support programmes targeted at preventing and mitigating human-wildlife conflicts.

Stream: Linkages in the Landscape/Seascape

Stream Lead: Peter Bridgewater

The World Heritage Convention

The UNESCO *World Heritage Convention* is an important instrument of international co-operation to protect and transmit to future generations the world's outstanding natural and/or cultural heritage. The global coverage of World Heritage extends across 129 countries with a total of 754 sites on the World Heritage List (582 cultural, 149 natural and 23 mixed sites).

World Heritage sites deserve the highest possible standards of protection and conservation and provide leadership in protected area management.

In addition to a number of prominent conservation success stories, there have been several important advances in the implementation of the World Heritage Convention over the past 30 years including:

1. The development of thematic studies on key biomes as part of a World Heritage *Global Strategy* to fill gaps in the World Heritage List;
2. Recognition of outstanding linkages between people and the environment with the inclusion of cultural landscapes and mixed sites on the World Heritage List;
3. Greater understanding that many World Heritage sites have traditional, sacred and spiritual values;
4. Greater use of innovative approaches to World Heritage conservation including serial and transboundary sites;
5. The development of a Global Training Strategy for World Heritage; and
6. Added momentum for the *Convention's* role in conserving biodiversity particularly through existing and new partnerships and the significant financial support of the United Nations Foundation (UNF).

However, the current World Heritage List continues to have significant gaps in its coverage of the world's key terrestrial, freshwater and marine biomes of outstanding universal value. There are also a number of World Heritage sites that are "In Danger", and many others face serious threats and management challenges. War and lack of security are particularly intractable causes in some regions.

Therefore, PARTICIPANTS in the World Heritage cross-cutting theme at the Vth IUCN World Parks Congress in Durban, South Africa (8-17 September 2003):

1. DECLARE their wholehearted support for the *World Heritage Convention* as a highly effective international instrument, which provides invaluable international reinforcement for local, national and regional efforts to protect the world's outstanding natural and cultural heritage;
2. ENCOURAGE countries that have not yet joined the *World Heritage Convention* to do so at the earliest opportunity;
3. NOTE with appreciation the action of the International Council on Mining and Metals and Shell in declaring that they will treat World Heritage sites as 'no-go' areas for their exploration and extractive activities and calls on all other members of the mining, oil and gas industries to make the same commitment;

4. CALL on the international community to give special protection to World Heritage sites in regions affected by war and civil unrest;
5. URGE the international community, including the private sector, to recognise and respect World Heritage sites for their international legal status and for their global significance to this and future generations, ensuring in particular that they do not promote or support activities that threaten them;
6. CALL on the World Heritage Committee, the States Parties, the UNESCO World Heritage Centre, IUCN (and the other Advisory Bodies, International Council on Monuments and Sites and the International Centre for the Study of the Preservation and Restoration of Cultural Property, as appropriate) to:
 - a. COMPLETE the assessment of potential World Heritage natural sites around the world giving priority to the identification and nomination of outstanding natural and cultural heritage in key terrestrial, freshwater and marine biomes;
 - b. FURTHER SUPPORT work to identify outstanding places that may merit consideration for World Heritage nomination;
 - c. ENCOURAGE the preparation of regionally harmonized lists of potential World Heritage sites;
 - d. ENSURE that all sites of outstanding universal value are nominated for inclusion in the World Heritage List and ensure that all stakeholders with relevant expertise are able to participate in the process;
 - e. PROMOTE the identification, nomination and protection of World Heritage serial and transboundary sites and large biological corridors, Biosphere Reserves or other bio-regional scale initiatives to include World Heritage areas;
 - f. REINFORCE the goals of the *World Heritage Convention*, the governance, effective management and conservation of World Heritage sites by:
 - i. Involving local expertise in all World Heritage activities;
 - ii. Establishing appropriate public, private and community partnerships for the benefit of the local communities living in and around World Heritage sites;
 - iii. Enhancing the standards of protection and monitoring;
 - iv. Strengthening national and international commitment for their conservation and monitoring;
 - v. Mobilizing additional financial and technical resources for priority measures; and
 - vi. Building capacity at national and local levels;
 - g. WORK with governments, civil society, and the private sector to demonstrate how World Heritage status can contribute to effective partnerships between global, national and local stakeholders to ensure environmental, economic and social benefits within and beyond the boundaries of World Heritage sites; and

- h. RECOGNIZE and PROMOTE the special status of World Heritage sites at the national and international level to lever additional resources for conservation for these sites and the broader system of protected areas;
7. URGE the global donor community to follow the leadership given by the UN Foundation and consider giving greater special support to World Heritage sites in recognition of their outstanding universal value to present and future generations; and
8. CALL on UNESCO, secretariats of other multilateral environmental agreements and IUCN, to seek further international, regional and national synergies and integration between the work of the *World Heritage Convention* and other regional and international conventions dealing with terrestrial and marine biodiversity and protected areas, in particular the *Convention on Biological Diversity*, the *UN Framework Convention on Climate Change* and the *Ramsar Convention on Wetlands*. Possibilities for joint work programmes to benefit World Heritage conservation should be explored.

Theme: World Heritage

Lead: N. Ishwaran

Building a Global System of Marine and Coastal Protected Area Networks

The 17th IUCN General Assembly (San Jose, Costa Rica; 1988) adopted Recommendation 17.38 (*Protection of the coastal and marine environment*), which called on international bodies and all nations to establish a global representative system of marine protected areas (MPAs) to provide for the protection, restoration, wise use, understanding and enjoyment of the marine heritage of the world in perpetuity. Also, delegates attending the IVth World Parks Congress (Caracas, 1992) adopted Recommendation 11 (*Marine Protected Areas*), which called for the establishment of a global network of marine protected areas.

And, more recently, the 8th meeting of the Subsidiary Body on Scientific, Technical and Technological Advice (SBSTTA) of the convention on biological diversity noted in March 2003 that "... the data available indicate that regionally and globally, marine and coastal protected area networks are severely deficient, and probably protect a very small proportion of marine and coastal environments." The SBSSTA also recommended that the goal for marine and coastal protected areas work under the Convention should be the "establishment and maintenance of marine and coastal protected areas that are effectively managed, ecologically based, and contribute to a permanent representative global network of marine and coastal protected areas, building upon national networks".

The Ramsar Convention on Wetlands has made a significant contribution to the establishment of marine and coastal protected areas. The Convention also has site criteria in relation to the fish habitat importance of wetland ecosystems, has developed guidelines for managing wetlands within integrated coastal zone management frameworks and has specific guidelines for identifying Wetlands of International Importance.

There are concerns that more than 60 percent of the human population lives in coastal zones and they will increasingly put marine and coastal biodiversity under pressure and undermine the foundation for coastal economies. Thus, continuing loss of marine, estuarine, and other aquatic habitats is one of the greatest long-term threats to biodiversity, dependent species and the viability of commercial and recreational fisheries.

Urgent action is required to restore fisheries that have collapsed, avoid over-fishing of stocks already fully utilised, minimise the ecological effects of by-catch, to species and ecosystems and limit habitat destruction. Marine protected areas (MPAs) have been shown to be an effective means to support biodiversity and species conservation as well as supporting ecologically and economically sustainable fisheries when managed in the context of human societies that are dependent on marine ecosystems.

MPAs covering the full range of IUCN categories are widely recognised by coastal nations as flexible and valuable tools for science based, integrated area management (including highly protected marine reserves and areas managed for multiple uses) supporting ecosystem-based management, because they can help conserve critical habitat, foster the recovery of overexploited and endangered species, maintain marine communities, and promote sustainable use.

There are further concerns that climate related global threats cannot be addressed by conventional management measures alone, and will require new and innovative approaches.

The 2002 World Summit on Sustainable Development (WSSD) emphasised the need to maintain the productivity and biodiversity of important marine and coastal areas, and set target dates of:

1. 2012 for the establishment of representative MPA networks based on scientific information and consistent with international law;
2. 2015 for the restoration of depleted fish stocks; and
3. 2010 for the application of the ecosystem approach to ocean and fisheries management.

Also the FAO Code of Conduct for Responsible Fisheries emphasises the integration of MPAs into the sustainable use of marine natural resources.

Therefore, PARTICIPANTS in the Marine cross-cutting Theme at the Vth World Parks Congress, in Durban, South Africa (8-17 September 2003):

CALL on the international community as a whole to:

1. Establish by 2012 a global system of effectively managed, representative networks of marine and coastal protected areas, consistent with international law and based on scientific information, that:
 - a. Greatly increases the marine and coastal area managed in marine protected areas by 2012; these networks should be extensive and include strictly protected areas that amount to at least 20-30% of each habitat, and contribute to a global target for healthy and productive oceans;
 - b. Facilitates and incorporates understanding, support and collaboration at local, national and international levels to design and develop such networks through sharing of knowledge, skills and experience in conservation and the achievement of sustainable socio-economic benefits;
 - c. Assists in the implementation of appropriate global and regional agreements, conventions and frameworks;
 - d. Is designed to be resilient¹, particularly in the face of large scale threats linked to global change; this will require building flexibility and adaptation into their design and management;
 - e. Incorporates both new and strengthened existing MPA sites with varying purposes and management approaches;
 - f. Integrates MPAs with other ocean, coastal, and land governance policies, as recommended by the Jakarta Mandate, to achieve sustainable fisheries, biodiversity conservation, species protection, and integrated watershed, coastal, ocean and high seas and polar management objectives;
 - g. Contributes to in situ conservation of threatened and endangered species and their habitat;

¹ Resilience is the ability of an ecosystem to recover from disturbances within a reasonable timeframe. Components of resilient MPA networks include effective management; risk spreading through inclusion of replicates of representative habitats; full protection of refugia that can serve as reliable sources of seed for replenishment; and connectivity to link these refugia with vulnerable areas within the network.

- h. Includes strictly protected marine reserves that contribute to protection of diverse marine habitats and ecosystem structure, biodiversity conservation, species protection recovery of endangered species, public education, and sustainable fisheries management;
 - i. In the sustainable management of fisheries, is an integral component that can contribute significantly to the management of species with special management needs. This may include protection for critical life history stages, such as through protection of spawning grounds;
 - j. Can provide a framework that can contribute significantly to the management of species, with special management needs including highly migratory species, ecosystems and habitats;
 - k. Engages stakeholders including local and traditional communities through participatory processes in the design, planning and management and, sharing of benefits of marine protected areas;
 - l. Protects and strengthens relatively intact marine and coastal areas for species and habitats that are not yet significantly degraded by direct or indirect human impacts and represent important biodiversity values;
 - m. Implements best available, science-based measures reflecting international policy and practice and are consistent with international law as reflected in the United Nations Convention on the Law of the Sea and other instruments;
 - n. Uses management effectiveness assessments to promote adaptive management, taking into account the approaches, issues and concepts outlined in WPC Recommendation 5.18;
 - o. Builds the best available science on connectivity into marine and coastal protected area network design, in order to create networks that are ecologically coherent;
 - p. Provides appropriate incentives and support for the implementation of diverse portfolios of financing mechanisms and management approaches which, together with supportive local and national policies, provide for the long-term sustainability of MPA networks;
 - q. Is embedded within wider integrated coastal and marine management frameworks that include collaboration among resource management bodies and ensure linkages among marine coastal and terrestrial protected areas to address potential threats beyond area boundaries; and
 - r. Sets performance objectives for global, national and regional networks of MPAs to meet fisheries, biodiversity, habitat stabilization and societal needs.
2. Implement an ecosystem-based approach to sustainable fisheries management and marine biodiversity conservation:
- a. Through marine protected areas integrated with other marine and coastal governance and management actions, as appropriate, through the application of best available science and consistent with international law to:

- i. Provide sustainable socio-economic returns to local and traditional communities and industry;
 - ii. Protect important habitats and areas sensitive to particular gear impacts and minimise negative impacts on the food web;
 - iii. Restore depleted fisheries; and
 - iv. Build a biogeographic based framework for maintaining ecosystem structure and function through MPA networks;
- b. Through multilateral consideration of appropriate criteria, frameworks and incentives for integrated networks of local, national, and regional marine protected areas, including transboundary areas, and for effective compliance and enforcement to effectively address challenges within and beyond national boundaries, consistent with international law;
- c. Through recognition of MPA networks as an integral component in sustainable fisheries management which should complement and not be used as a substitute for normal fisheries management practice;
- d. Through fostering an on-going dialogue with all fisheries sectors to develop mutual understanding and the transfer of knowledge in both directions and to ensure the process and outcomes occur in a transparent and trusting environment. This may be enhanced by:
- i. The ability of Regional Fisheries Management Organizations to become integral stakeholders in MPAs; and
 - ii. Elaborating MPA theory and practice to facilitate dialogue with fishers and fishery management;
- e. Through the designation of marine protected areas, including those within Large Marine Ecosystems, as one of the strategies applied to the recovery of depleted fish stocks reduction of coastal pollution and conservation and restoration of biodiversity;
- f. Consistent with the precautionary approach, and which ensures that the burden of proof that the environment is not harmed resides with those who commercially benefit from MPA resources; and
- g. Which sets performance objectives for global, national and regional networks of MPAs to meet the fisheries, biodiversity, ecosystem stabilization and societal needs.

Theme: Marine

Lead: Bud Ehler (Charles.Ehler@noaa.gov)

Protecting Marine Biodiversity and Ecosystem Processes through Marine Protected Areas beyond National Jurisdiction

The past 30 years of ocean exploration have revealed an incredible diversity of life inhabiting our oceans, including deep ocean ecosystems and communities with a wealth of endemic species; however, much of the oceans biology and ecology remains poorly explored and understood. The common assumption that living marine resources are inexhaustible has been proven incorrect.

Recent technological advances and expanding human uses in the high seas are sequentially depleting fish stocks, destroying ocean biodiversity, productivity and ecosystem processes. The oceans are in a state of crisis and must be given an opportunity to recover. Therefore urgent legally binding actions are necessary at international, regional and national levels to conserve this vital biodiversity.

Resolution 2.20 (*Conservation of Marine Biodiversity*) adopted at the 2nd World Conservation Congress (Amman, 2000) calls on IUCN, member governments and relevant organizations to explore an appropriate range of tools, including high seas marine protected areas (HSMPAs), to implement effective protection and sustainable use of biodiversity, species and ecosystem processes on the high seas and calls on national governments, international agencies and the non-governmental community to better integrate established multilateral agencies and existing legal mechanisms to identify areas of the high seas suitable for collaborative management action.

The World Summit on Sustainable Development (WSSD) (Johannesburg, 2002) highlighted the need to promote oceans conservation, including:

1. Maintaining the productivity and biodiversity of important and vulnerable marine and coastal areas, including in areas within and beyond national jurisdiction;
2. Encouraging the application of the ecosystem approach by 2010 to ocean and fisheries management; and
3. Developing and facilitating the use of diverse approaches and tools, including the establishment of marine protected areas (MPAs) consistent with international law and based on scientific information, including representative networks by 2012.

The 8th meeting of the Subsidiary Body for Scientific, Technical and Technological Advice (March, 2003) of the *Convention on Biological Diversity* (CBD) has forwarded a recommendation which will be considered at the 7th Conference of the Parties to Convention (February, 2004) that specifically recognised “an urgent need to establish in areas beyond national jurisdiction further marine protected areas consistent with international law and based on scientific information, including in relation to areas of seamounts, hydrothermal vents, cold-water corals and open ocean” and requested the Secretariat, working in conjunction with other international and regional bodies “to identify appropriate mechanisms for their establishment and effective management”.

In addition, the 4th Meeting of the United Nations Informal Consultative Process (UN ICP, June, 2003) has recommended to the United Nations General Assembly, that it, inter alia, reiterate its call for urgent consideration of ways to improve the management of risks to seamounts and cold water coral reefs, and invite relevant international bodies at all levels to

urgently consider how to better address, on a scientific and precautionary basis, threats and risks to vulnerable and threatened marine ecosystems and biodiversity beyond national jurisdiction consistent with international law and the principles of integrated ecosystem-based management.

The *United Nations Convention on the Law of the Sea* (UNCLOS) provides the global framework for ocean conservation and management of human activities. In areas beyond national jurisdiction, it obliges parties to protect and preserve the marine environment and to cooperate in conserving and managing marine living resources.

Heightened global cooperation is required to implement and build on the obligations in UNCLOS and other international legal agreements.

In light of the unique characteristics of deep ocean and high seas biodiversity, the growing urgency of the problems, and the nature of high seas jurisdiction, global coordinated action is essential to adopt a precautionary and ecosystems-based approach to management that includes a representative system of high seas marine protected area networks, and maintain thereby biodiversity, species, productivity and ecosystem processes for the generations to come.

Therefore, PARTICIPANTS in the Marine Cross-cutting Theme at the Vth World Parks Congress, in Durban, South Africa (8-17 September 2003):

Strongly RECOMMEND the international community as a whole to:

1. ENDORSE and PROMOTE the WSSD Joint Plan of Implementation together with the goal of establishing a global system of effectively managed, representative networks of marine protected areas by 2012 that includes within its scope the world's oceans and seas beyond national jurisdiction, consistent with international law;
2. UTILISE available mechanisms and authorities to establish and effectively manage by 2008 at least five ecologically significant and globally representative HSMPAs incorporating strictly protected areas consistent with international law and based on sound science to enhance the conservation of marine biodiversity, species, productivity and ecosystems;
3. DEVELOP and make available scientific, legal, socio-economic, and policy research relevant to the development of a global representative system of HSMPA networks and the protection and sustainable use of biodiversity, species and ecosystem processes on the high seas;
4. ESTABLISH a global system of effectively managed, representative networks of marine protected areas by:
 - a. Taking immediate and urgent action to protect the biodiversity and productivity of seamounts, cold-water coral communities and other vulnerable high seas features and ecosystems and especially to safeguard species and habitats at immediate risk of irrevocable damage or loss;
 - b. Taking immediate and urgent action to protect the biodiversity and productivity dependent on large-scale, persistent oceanographic features, such as currents and frontal systems, known to support marine life and contain critical habitat for species such as those listed in the IUCN Red List and the appendices of CITES, CMS and related Agreements; and

- c. Developing mechanisms to enable urgent and long-lasting protection of non-target species threatened by high seas fishing activities, particularly by ensuring that measures to mitigate by-catch and incidental catch are developed for and implemented in all relevant fisheries;
5. INITIATE action to identify marine ecosystems, habitats, areas, processes and biodiversity hotspots for priority attention, develop agreed criteria and guidelines for the identification, establishment, management and enforcement of HSMPAs, develop guidance for a representative system of HSMPA networks, establish sustainable financing strategies and determine future research needs and priorities;
6. COOPERATE to develop and promote a global framework or approach, building on UNCLOS, the CBD, the UN Fish Stocks Agreement, CMS and other relevant agreements, to facilitate the creation of a global representative system of HSMPA networks, consistent with international law, to ensure its effective management and enforcement, and coordinate and harmonise applicable international agreements, mechanisms and authorities in accordance with modern principles of precautionary, ecosystem-based and integrated management and sound governance as defined in the UN principles;
7. NOTE that WCPA High Seas Working Group is developing a *Ten Year Strategy to Promote Development of a Global Representative System of High Seas Marine Protected Area Networks* (Ten-Year HSMPA Strategy) as introduced at the World Park Congress; and
8. JOIN TOGETHER through formal and informal networks to promote the development of a global representative system of HSMPA networks within their own governments and organizations and in broader international forum to achieve protection of the biological diversity, species, productivity and sustainable use of the high seas, with the global representative system of MPA networks being a principal tool, reporting back on progress at the International Marine Protected Area Congress, Australia 2005, as well as at other relevant forums.

Theme: Marine

Lead: Bud Ehler Charles.Ehler@noaa.gov

Indigenous Peoples and Protected Areas

Indigenous peoples, their lands, waters and other resources have made a substantial contribution to the conservation of global ecosystems. For this trend to continue, where appropriate, protected areas, future and present, should take into account the principle of collaborative management attending to the interests and needs of indigenous peoples.

Many protected areas of the world encroach and are found within and overlap with lands, territories and resources of indigenous and traditional peoples. In many cases the establishment of these protected areas has affected the rights, interests and livelihoods of indigenous peoples and traditional peoples and subsequently resulted in persistent conflicts.

Effective and sustainable conservation can be better achieved if the objectives of protected areas do not violate the rights of indigenous peoples living in and around them.

It is widely acknowledged that successful implementation of conservation programmes can only be guaranteed on long term basis when there is consent for and approval by indigenous peoples among others, because their cultures, knowledge and territories contribute to the building of comprehensive protected areas. There is often commonality of objectives between protected areas and the need of indigenous peoples to protect their lands, territories and resources from external threats.

In addition to the benefits to conservation, it is also necessary to acknowledge that indigenous peoples have suffered human rights abuses in connection with protected areas in the past and in some cases continue to suffer abuses today.

Resolution WCC 1.53 *Indigenous Peoples and Protected Areas*, adopted by IUCN members at the 1st World Conservation Congress (Montreal, 1996), promotes a policy based on the principles of:

1. Recognition of the rights of indigenous peoples with regard to their lands or territories and resources that fall within protected areas;
2. Recognition of the necessity of reaching agreements with indigenous peoples prior to the establishment of protected areas in their lands or territories; and
3. Recognition of the rights of the indigenous peoples concerned to participate effectively in the management of the protected areas established on their lands or territories, and to be consulted on the adoption of any decision that affects their rights and interests over those lands or territories.

At the request of the World Commission on Protected Areas (WCPA), IUCN's Council endorsed in 1999 "Principles and Guidelines on Indigenous Peoples and Protected Areas", in response to actions called for in Resolution WCC 1.53. In addition, several inter-governmental bodies and international agreements, as well as international conservation organizations, have adopted and promote policies that support recognition of the rights and interests of indigenous peoples in the context of biodiversity conservation and protection of the environment.

Therefore, PARTICIPANTS in the Cross-Cutting Theme on Communities and Equity and in the Stream on Governance at the Vth World Parks Congress, in Durban, South Africa (8-17 September 2003) stressing that the following recommendations shall be conducted in full partnership with the freely chosen representatives of indigenous peoples:

1. RECOMMEND governments, inter-governmental organizations, NGOs, local communities and civil societies to:
 - a. ENSURE that existing and future protected areas respect the rights of indigenous peoples;
 - b. CEASE all involuntary resettlement and expulsions of indigenous peoples from their lands in connection with protected areas, as well as involuntary sedentarization of mobile indigenous peoples;
 - c. ENSURE the establishment of protected areas is based on the free, prior informed consent of indigenous peoples, and of prior social, economic, cultural and environmental impact assessment, undertaken with the full participation of indigenous peoples;
 - d. Further ELABORATE and APPLY, in coordination with indigenous peoples, the IUCN-WWF *Principles and Guidelines on Indigenous and Traditional Peoples and Protected Areas* (available at http://www.iucn.org/themes/wcpa/pubs/pdfs/Indig_people.pdf), as well as principles that build on IUCN Resolution WCC 1.53 and which fully respect the rights, interests, and aspirations of indigenous peoples;
 - e. RECOGNISE the value and importance of protected areas designated by indigenous peoples as a sound basis for securing and extending the protected areas network;
 - f. ESTABLISH and ENFORCE appropriate laws and policies to protect the intellectual property of indigenous peoples with regards to their traditional knowledge, innovation systems and cultural and biological resources and penalise all biopiracy activities;
 - g. ENACT laws and policies that recognise and guarantee indigenous peoples' rights over their ancestral lands and waters;
 - h. ESTABLISH and implement mechanisms to address any historical injustices caused through the establishment of protected areas, with special attention given to land and water tenure rights and historical/traditional rights to access natural resources and sacred sites within protected areas;
 - i. ESTABLISH participatory mechanisms for the restitution of indigenous peoples' lands, territories and resources that have been taken over by protected areas without their free, prior informed consent, and for providing prompt and fair compensation, agreed upon in a fully transparent and culturally appropriate manner;
 - j. ESTABLISH a high level, independent Commission on Truth and Reconciliation on Indigenous Peoples and Protected Areas;
 - k. ENSURE respect for indigenous peoples' decision-making authority and SUPPORT their local, sustainable management and conservation of natural resources in protected areas, recognising the central role of traditional authorities, wherever appropriate, and institutions and representative organizations;
 - l. REQUIRE protected area managers to actively support indigenous peoples' initiatives aimed at the revitalization and application, where appropriate, of traditional

knowledge and practices in land, water, and resource management within protected areas;

- m. UNDERTAKE a review of all existing biodiversity conservation laws and policies that impact on indigenous peoples and ensure that all parties work in a coordinated manner to ensure effective involvement and participation of indigenous peoples;
 - n. DEVELOP and promote incentives to support indigenous peoples' self-declared and self-managed protected areas and other conservation initiatives to protect the lands, waters, territories and resources from external threats and exploitation;
 - o. ENSURE open and transparent processes for genuine negotiation with indigenous peoples in relation to any plans to establish or expand protected area systems, so that their lands, waters, territories and natural resources are preserved and decisions affecting them are taken in mutually agreed terms;
 - p. INTEGRATE indigenous knowledge and education systems in interpretation of and education about natural, cultural and spiritual values of protected areas; and
 - q. ENSURE that protected areas are geared towards poverty alleviation and improve the living-standards of the communities around and within the parks through effective and agreeable benefit sharing mechanisms;
2. RECOMMEND IUCN and WCPA to:
- a. FORMULATE and CARRY OUT a programme of work, with the full participation of indigenous peoples, to support their initiatives and interests regarding protected areas, and to actively involve indigenous peoples' representative authorities, institutions and organizations in its development and implementation;
 - b. PROVIDE support and funding to indigenous peoples for community conserved, co-managed and indigenous owned and managed protected areas;
 - c. ENCOURAGE international conservation agencies and organizations to adopt clear policies on indigenous peoples and conservation and establish mechanisms for the redress of grievances; and
 - d. CONDUCT an implementation review of the World Conservation Congress Resolution 1.53 *Indigenous Peoples and Protected Areas* and the IUCN-WWF *Principles and Guidelines on Indigenous and Traditional Peoples and Protected Areas*; and
3. RECOMMEND IUCN Members to consider the establishment of an IUCN Commission on Indigenous Peoples and Protected Areas at its next World Conservation Congress.

Cross-Cutting Theme: Indigenous/Local Communities, Equity, and Protected Areas

Theme Lead: Ashish Kothari

Co-management of Protected Areas

The benefits of promoting and strengthening partnerships for conservation have been repeatedly stressed by IUCN, from Council Resolution 22 of 1952 to Resolution 1.42 of the IUCN World Conservation Congress in Montreal (1996) and Resolution 2.15 of the IUCN World Conservation Congress Amman (2000). They have also been emphasised by the Convention on Biological Diversity, the Millennium Development Goals and the WSSD plan of action.

Co-managed protected areas (CMPAs) are defined as protected areas (as per IUCN categories I-VI) where management authority, responsibility and accountability are shared among two or more stakeholders, including government bodies and agencies at various levels, indigenous and local communities, non-governmental organizations and private operators, or even among different state governments as in the case of trans-boundary protected areas.

In the 21st Century the size, number, and complexity of protected areas systems has increased to impressive proportions. In accordance with good governance principles, consolidating, expanding and improving this global system of protected areas should be done while respecting the rights, interests and concerns of all stakeholders, including their right to participate in decision-making in the establishment and management of protected areas. The sharing of protected area management authority, responsibilities, benefits and costs should be distributed among relevant actors, according to legitimate entitlements. Such entitlements should be defined through a negotiation process that specifically involves disadvantaged groups, and results in stronger engagement of civil society in conservation.

Are governments alone able to ensure the accomplishment of all their protected areas conservation objectives and social requirements? Some estimate this to be plainly impossible. Fortunately, there is a substantial wealth and diversity of conservation-relevant knowledge, skills, resources and institutions at the disposal of indigenous, mobile and local communities, local governments, NGOs, resource users, and the private sector. Co-management settings are one of the most effective ways to mobilise such conservation-relevant resources, but are they successfully enlisted and implemented?

1. Current efforts to involve indigenous peoples, mobile peoples and local communities in protected area management are often limited to consulting them, asking their help in implementing predetermined activities or assigning to them some "benefits" (often unrelated to the costs incurred), without effective discussion and negotiation of options. This may be due to various causes, but lack of supportive policies and capacities are at the roots of many failures. Actions are needed to facilitate: Understanding the potential of, and obstacles to, co-management approaches;
2. Undertaking co-management processes;
3. Negotiating co-management agreements;
4. Developing co-management organizations;
5. Integrating adaptive governance approaches with more familiar adaptive management exercises; and
6. Learning by doing through participatory monitoring and evaluation.

The diversity of co-management approaches makes them capable of fitting different contexts. If properly understood and adopted, co-management can lead towards more effective and transparent sharing of decision-making powers, a more active, conservation-friendly and central role of indigenous, mobile and local communities in protected area management, and a better synergy of the conservation capacities.

Therefore, PARTICIPANTS in the Communities and Equity Cross-Cutting Theme at the Vth World Parks Congress in Durban, South Africa (8-17 September 2003):

RECOMMEND international conventions, governments, protected area agencies, donor agencies, conservation NGOs, communities, and the private sector, and in particular IUCN - The World Conservation Union as potential inspirer and leader of well coordinated and synergistic efforts, to:

1. SUPPORT the review, consolidation, strengthening and expansion of existing experiences of co-management of protected areas;
2. PROMOTE the participation of stakeholders in decision-making concerning protected area management, with particular regards to indigenous, mobile and local communities, and disadvantaged groups via a range of mechanisms including information generation and sharing; joint visioning and participatory assessment exercises; support to stakeholder organising and capacity building; negotiated management agreements and benefit sharing; and full empowerment and accountability for conservation in effectively co-managed and community-managed areas;
3. CREATE or strengthen enabling legal and policy frameworks for co-management in protected areas;
4. UNDERTAKE programmes to develop and strengthen institutional and human capacities for co-management of protected areas as part of efforts towards good governance and more effective management, including setting up basic training and refresher courses for natural resource managers, national and international exchange visits and joint learning initiatives among PA institutions and sites engaged in co-management efforts;
5. PROMOTE participatory action-research in co-managed protected areas with emphasis on stakeholder identification, social communication initiatives, negotiation processes, consensus-based decision making, co-management outcomes and impacts, and legislation and policies for a supporting environment;
6. EXPAND the sharing of experience and lessons learned on co-management of protected areas at national, regional and international levels including by strengthening the work of the Co-management Working Group (CMWG) of the IUCN Commission on Environmental, Economics and Social Policy (CEESP) and of the joint World Commission on Protected Areas/CEESP Theme on Indigenous and Local Communities, Equity and Protected Areas (TILCEPA); and
7. CALL upon the Conference of the Parties to the Convention on Biological Diversity to address co-management issues in their programme of work for protected areas, in particular with regard to enabling legal and policy framework, capacity building, participatory action-research and exchanges of experiences and lessons learned.

Cross-cutting theme: Communities and equity

Theme Lead: Ashish Kothari

Community Conserved Areas

A considerable part of the earth's biodiversity survives on territories under the ownership, control, or management of indigenous peoples and local (including mobile) communities. However, the fact that such peoples and communities are actively or passively conserving many of these sites through traditional or modern means, has hitherto been neglected in formal conservation circles.

Such sites, herein called Community Conserved Areas (CCAs), are extremely diverse in their institutions of governance, objectives of management, ecological and cultural impacts, and other attributes. Two primary characteristics distinguish them:

1. Predominant or exclusive control and management by communities, and
2. Commitment to conservation of biodiversity, and/or its achievement through various means.

In this context, CCAs are 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. The term as used here is meant to connote a broad and open approach to categorizing such community initiatives, and is not intended to constrain the ability of communities to conserve their areas in the way they feel appropriate.

Various international instruments dealing with environmental and human rights have recognised the role of communities in relation to natural resource management, such as:

1. The emphasis provided by the Convention on Biological Diversity (CBD) to the biodiversity-relevant knowledge, skills, innovations, and practices of communities; or
2. The Draft *Declaration of the Rights of Indigenous Peoples*, which acknowledges the right of such peoples to control and manage their territories.

Today, most CCAs remain unrecognised in national and international conservation systems, and are largely outside the official protected-area networks of countries. This may be because the resource management systems of CCAs are often based on customary tenure systems, norms and institutions that are not formally or legally recognized in many countries.

CCAs as they exist today serve the management objectives of different protected area categories.

Nevertheless, CCAs everywhere are facing threats, including:

1. Those resulting from unclear and insecure tenurial arrangements;
2. Unsustainable developmental projects;
3. Delegitimization of customary rights;
4. Centralized political decision-making processes;
5. Social, economic and political inequities;

6. Loss of knowledge and cultural change; and
7. Commercialization of resources.

It is therefore recognized that communities need support and facilitation to respond to these threats, and to enable them to reach greater security in their conservation and sustainable use practices.

Mindful of these points, participants in the cross-cutting Theme entitled "Communities and Equity" have deliberated on CCAs in several sessions of the 5th World Parks Congress, and have concluded that national and international recognition of such areas is a urgent necessity.

Therefore, PARTICIPANTS in the Communities and Equity Cross-Cutting Theme at the Vth World Parks Congress, in Durban South Africa (8-17 September 2003):

1. RECOMMEND governments to:
 - a. PROMOTE a multisectoral process for recognizing, enlisting, evaluating, and delisting CCAs;
 - b. RECOGNIZE and PROMOTE CCAs as a legitimate form of biodiversity conservation, and where communities so choose, include them within national systems of protected areas, through appropriate changes in legal and policy regimes;
 - c. ENSURE that official policies, guidelines, and principles, recognise diverse local (formal or informal) arrangements developed by communities on their own or in collaboration with other actors, for the management of CCAs;
 - d. FACILITATE the continuation of existing CCAs, and their spread to other sites, through a range of measures including, financial, technical, human, information, research, public endorsement, capacity-building, and other resources or incentives that are considered appropriate by the communities concerned, as well as the restitution of traditional and customary rights;
 - e. ACKNOWLEDGE that it may be appropriate for some existing protected areas to be managed as CCAs, including the transfer of management of such areas to relevant communities;
 - f. PROVIDE protection to CCAs against external threats they face, including those mentioned in the preamble;
 - g. RESPECT the sanctity and importance of CCAs in all operations that could affect such sites or the relevant communities, and give particular attention to applying the principles of Prior Informed Consent, participatory environmental impact assessments, and other measures as elaborated in decisions and documents of the Convention on Biological Diversity (CBD);
 - h. SUPPORT self-monitoring and evaluation of CCAs by the relevant communities, and participatory monitoring and evaluation by outside agencies or actors; and
 - i. PROVIDE impartial information when and where needed and/or asked for by the relevant communities;

2. ALSO RECOMMEND communities to:
 - a. COMMIT to conserving the biodiversity in CCAs, maintaining ecological services, and protecting associated cultural values;
 - b. CONSIDER extending the network of CCAs to sites not currently being conserved or sustainably managed;
 - c. STRENGTHEN or initiate measures to respond to forces that threaten CCAs, including those mentioned in the preamble above;
 - d. RECOGNIZE the ecological, cultural, and other values of the CCAs and species that are within territories the communities are controlling and managing;
 - e. SEEK public recognition for the CCAs they are managing where it is appropriate, including from governments; and
 - f. COMMIT to strengthening or developing effective mechanisms for internal accountability;
3. FURTHER RECOMMEND conservation agencies and other non-government organizations (NGOs), donor agencies, private sector, and other actors:
 - a. RESPECT the sanctity and importance of CCAs in all their operations that could affect such sites or the relevant communities, and in particular activities that could adversely affect them; and
 - b. PROVIDE support of various kinds to CCAs, where considered appropriate by the concerned community, including to help build capacity;
4. CALL on international organizations to:
 - a. RECOGNIZE CCAs in all relevant instruments and databases, including in the United Nations List of Protected Areas, and the World Protected Areas Database;
 - b. PROVIDE adequate space for consideration of CCAs in relevant documents, such as the State of the World's Protected Areas Report, and Protected Areas in the 21st Century;
 - c. PROMOTE CCAs through appropriate programmes of work, in particular the Programme of Work of the CBD on protected areas; and
 - d. INTEGRATE CCAs into the IUCN Protected Areas Category System, through the introduction of a dimension of governance, appropriate interpretations and additions to the definitions and guidelines especially regarding cultural values, and work towards identifying CCAs that would fit into each of the six IUCN Protected Areas Categories.

Cross-Cutting Theme: Indigenous/Local Communities, Equity, and Protected Areas

Theme Lead: Ashish Kothari

Mobile Indigenous Peoples and Conservation

Mobile Indigenous Peoples (i.e. nomads, pastoralists, shifting agriculturalists and hunting-gatherers) are a subset of traditional and Indigenous Peoples whose livelihoods depend on extensive common property¹ use of natural resources and whose mobility is both a management strategy for sustainable land use and conservation and a distinctive source of cultural identity.

In many cases protected areas have alienated Mobile Indigenous Peoples from lands and resources traditionally used by them, with the consequent loss of livelihoods and erosion of cultures. Their rights are erroneously or sometimes deliberately ignored, and participation is usually only granted to local sedentary people living around the protected areas. Their practices create and sustain important linkages in the landscape. Policies of sedentarisation disable Mobile Indigenous Peoples of cultural identity, capacity to manage land properly and lead to poverty.

There is scientific evidence that mobile use of natural resources has been in harmony with nature, and in many cases promotes environmental integrity and conservation of both wild and domestic biodiversity. Mutually reinforcing partnerships between Mobile Indigenous Peoples and conservationists are essential for the long-term success of conservation initiatives.

Therefore, PARTICIPANTS in the Communities and Equity Cross-cutting Theme in the Stream on Governance at the Vth World Parks Congress in Durban, South Africa (8-17 September 2003):

1. ENDORSED the principles of the Dana Declaration, and referring to the Dana Declaration, and to the Mobile Indigenous Peoples' workshops in WPC;
2. ACKNOWLEDGE the overall recommendations concerning Co-management of Protected Areas (Recommendation 5.25) and Community Conserved Areas (Recommendation 5.26) as being relevant to Mobile Indigenous Peoples;
3. RECOMMEND that governments, NGOs, local communities, civil society, international organizations and inter-governmental bodies give due recognition to Mobile Indigenous Peoples' rights and special capacities and needs and thereby:
 - a. ENSURE that Mobile Indigenous Peoples have secure and full rights to co-manage and self-manage their lands, that they can derive equitable benefits from the use of natural resources, including eco-tourism, and that their customary law is respected and recognised in national law;
 - b. RECOGNISE collective and customary rights of mobile communities and respect the integrity of the Mobile Indigenous Peoples' resource management systems;
 - c. RECOGNISE Mobile Indigenous Peoples' community conserved areas as a protected area governance type, and build upon their traditional and evolving institutions and customary norms;

¹ Common property systems have well-established community rules for use/ownership. They are not the same as open access and include such land use types as seasonal grazing, community conserved areas, etc.

- d. PROMOTE policies to facilitate cross-border mobility and trade in transboundary protected areas by Mobile Indigenous Peoples who have traditionally lived in and used those areas;
 - e. ADOPT and promote adaptive management approaches that recognise the dependence of Mobile Indigenous Peoples on common property resources and build on their mobility and different lifestyles, livelihoods, resource rights and tenure, customary laws, and dynamic scales of land use;
 - f. ADAPT protected area and community conserved area management to the special needs of mobile communities, including their use rights, resource management practices, seasonal and temporal rights, corridors for movement, and targeting mobile use to achieve conservation objectives;
 - g. RESPECT, promote and integrate the use of traditional knowledge, institutions and customary laws and resource management practices of Mobile Indigenous Peoples alongside mainstream science on a complementary basis. Develop common conservation objectives. Ensure that development of protected areas and related interventions are evaluated on the basis of local knowledge and are implemented through Mobile Indigenous Peoples' institutions;
 - h. RECOGNISE and guarantee the rights of Mobile Indigenous Peoples to the restitution of their lands, territories and resources, conserved and traditionally occupied and used sustainably by them, that have been incorporated within protected areas without their free, prior and informed consent; mobility should be restored where appropriate; and
 - i. PROMOTE cross-cultural dialogue and conflict resolution within and between mobile and sedentary people around and in protected areas; and
4. URGE Governments to approve the UN Draft Declaration on the Rights of Indigenous Peoples as adopted in 1994 by the now UN Sub-Commission on the Promotion and Protection of Human Rights, and ratify and effectively implement ILO Convention 169 concerning Indigenous and Tribal Peoples in Independent Countries, where the relevant people so wish.

Theme: Communities and Equity

Lead: Ashish Kothari

Protected Areas: Mining and Energy

Minerals, which include metals, coal, hard rock, sand, gravel, and other underground natural resources such as oil, natural gas, are increasingly in demand in response to population growth, urbanization, expansion in industry and farming, and the ever-more consumptive lifestyles that characterize the modern world.

At the same time mining, which for the purpose of this motion includes exploration, exploitation, transportation, and processing of hydrocarbons, base metals, precious metals and other minerals, often has a damaging impact upon biodiversity and other natural and cultural values that protected areas are meant to safeguard.

Furthermore, many local and indigenous peoples living in or around protected areas have either suffered or gained insufficient benefits from the activities of extractive industries on land which they occupy or consider being theirs as they have at times from other land-uses including establishment of protected areas.

At the 2nd IUCN World Conservation Congress (Amman 2000), members adopted Recommendation 2.82 (Protection and conservation of biological diversity of protected areas from the negative impacts of mining and exploration), which: a) calls on State members of IUCN to prohibit mining exploration and extraction in category I-IV protected areas; b) recommends strict controls over such activities in category V and VI protected areas; c) urges strict standards governing changes of protected area boundaries to accommodate mining activities; and d) recommends environmental impact assessments to ensure that mining activities outside protected areas do not negatively impact them.

Since the Amman congress, and in accord with the *Johannesburg Plan of Implementation* which recognizes the importance of minerals and mining for socio-economic development and of partnerships for sustainable development as well as the need to address the environmental, economic, health and social impacts of minerals and mining, members of the conservation community, the extractive industries and financial institutions have been engaged in seeking common ground around the issue of mining and protected areas, usually as part of broader dialogues on the extractive industries' impact on the environment, in particular through the Energy and Biodiversity Initiative (EBI), the Extractive Industry Review of the World Bank, the Mining and Minerals and Sustainable Development (MMSD) initiative and the Dialogue between IUCN – The World Conservation Union and the International Council on Mining and Metals (ICMM).

At the 5th World Parks Congress there was considerable debate and discussion on this issue, in the context of linkages with private enterprise as a means of advancing common goals and ambitions. It was recognised that any such dialogues should explore all the key issues relating to biodiversity conservation and past, present and future impacts on local peoples, communities, and their environment. But despite the debate, there still remained considerable areas of disagreement, and no conclusive agreement on a precise way forward could be reached at this time.

Nevertheless, PARTICIPANTS in the Stream on Linkages in the Landscape/Seascape at the Vth World Parks Congress, in Durban, South Africa (8-17 September 2003):

1. REITERATE their support for IUCN World Conservation Congress Recommendation 2.82 (Amman, Jordan);

2. RECOGNIZE that IUCN World Conservation Congress Recommendation 2.82 (Amman, 2000) taken together with prior WCC Resolutions on Indigenous Peoples can serve as a basis to guide and test the commitment and support of mining and energy companies for protected area conservation and management;
3. RECOGNIZE that those elements of the conservation community and those elements of the extractive industry that have expressed a commitment to conserve biodiversity and maintain some protected areas, wish to continue and strengthen their ongoing dialogue and to make them more inclusive by inviting other members of their respective communities, governments (e.g. through UN bodies), international financial institutions, and other stakeholders to develop and promote best practice guidance in order to enhance industry's contribution to biodiversity conservation; and
4. ALSO RECOGNIZE that many people in the conservation community are strongly opposed to this dialogue because they believe it has the potential to undermine conservation efforts by the broader conservation community.

Stream: Linkages in the Landscape/Seascape

Stream Lead: Peter Bridgewater

Poverty and Protected Areas

Protected areas play a vital role in sustainable development through protection and maintenance of biological diversity and of natural and associated cultural resources. Protected areas cannot be viewed as islands of conservation, divorced from the social and economic context within which they are located. Poverty, displacement, hunger and land degradation have a profound impact on bio-diversity and protected areas, and pose a very serious threat to their survival. Poverty is multi-dimensional (lack of assets / opportunities, vulnerability, and lack of power or voice), and protected areas have a powerful potential to make a significant contribution to poverty reduction and to the broader development framework established by the Millennium Development Goals and the WSSD Plan of Implementation.

Protected areas generate significant economic, environmental and social benefits. These benefits are realized at local, national and global levels. Unfortunately, a disproportionate amount of the costs of protected areas are borne locally. As with other forms of large-scale land use, many local communities have been marginalized and excluded from protected areas. Given that their natural and cultural wealth often constitutes an important asset for local communities, denying rights to these resources can exacerbate poverty. Protected Area establishment and management cannot be allowed to exacerbate poverty.

However, given the fact that many local communities living in and around protected areas have limited development opportunities, protected areas offer a currently untapped opportunity to contribute to poverty reduction while continuing to maintain their vital function in conserving biodiversity. Recognising the importance of people in conservation, we need to support poor communities to act as the new front-line of conservation. This implies new ways of working with local communities to act as custodians of biodiversity through working with Protected Area authorities, and to build their ability to manage their own areas.

Increasing the benefits of protected areas and reducing their costs to local people can help mobilize public support and reduce conflicts and the enforcement costs of Protected Area management, particularly in areas of widespread poverty. The long-term sustainability of Protected Area networks (including their growth through new forms of protected areas) and the achievement of poverty reduction are inextricably linked. The practical implications of realizing this linkage will require new investment to enhance benefits and reduce costs. There is a need for strengthening existing and developing new financial mechanisms that can provide fair reward for stewardship of nationally and globally important biological resources. The convergence of the poverty reduction and Protected Area agendas represents a real opportunity to generate new and additional resources for conservation.

Therefore, PARTICIPANTS in the Stream on Building Broader Support for Protected Areas at the Vth World Parks Congress, in Durban, South Africa (8-17 September 2003):

1. CALL ON governments, inter-governmental organizations, private sector and civil society to adopt the following overarching principles on the linkage between protected areas and poverty:
 - a. In order to achieve their potential both to conserve biodiversity and to assist in reducing poverty, protected areas should be integrated within a broad sustainable development planning agenda;
 - b. Protected areas should strive to contribute to poverty reduction at the local level, and at the very minimum must not contribute to or exacerbate poverty;

- c. Biodiversity should be conserved both for its value as a local livelihoods resource and as a national and global public good;
 - d. Equitable sharing of costs and benefits of protected areas should be ensured at local, national and global levels;
 - e. Where negative social, cultural and economic impacts occur, affected communities should be fairly and fully compensated; and
 - f. A gender perspective should be incorporated that encompasses the different roles of women and men in livelihood dynamics, thus contributing to equitable benefit sharing and more effective governance systems;
2. RECOMMEND that local actors, communities, governments, Protected Area authorities, inter-governmental organizations, private sector and conservation agencies develop policy, practices and forms of inclusive government for Protected Area management that enhance opportunities, reduce vulnerability, and empower the poor and vulnerable, especially in areas of severe poverty, based on:
- a. Building partnerships with poor communities as actors and shareholders in Protected Area development;
 - b. Strengthening mechanisms for the poor to share actively in decision making related to protected areas and to be empowered as conservators in their own right;
 - c. Developing pro-poor mechanisms to reward environmental stewardship, including payments for environmental services, minimize and mitigate damages to both biodiversity and to livelihoods, and provide fair compensation for losses incurred from human-wildlife conflicts and from restricted access and decreased environmental services;
 - d. Respecting and recognizing customary ownership, use and access rights for local people, particularly for the poor, during the negotiation and decision making processes, and preventing further loss of customary rights;
 - e. Improving accountability and transparency of decision making processes related to protected areas;
 - f. Developing more inclusive interpretations of Protected Area categories that reflect the interests and initiatives of the poor, including the role of community conserved areas;
 - g. Fostering programmes of restoration to deal with modified and degraded areas that yield biodiversity benefits as well as providing goods and services to improve livelihoods within protected areas and in the landscape surrounding them; and
 - h. Encouraging governments to reflect the above principles regarding local rights and opportunities related to protected areas in their legal and regulatory frameworks;
3. RECOMMEND that Governments, donors and other development partners consider how to maximize the contribution of protected areas to sustainable development, and in particular poverty reduction efforts, by:

- a. Mainstreaming protected areas into national and international development planning and policy, particularly poverty reduction strategies and the implementation of the Millennium Development Goals;
 - b. Develop innovative financial and governance systems to optimize synergies between Protected Area management and poverty reduction efforts;
 - c. Increasing financial resources available for rewarding poor communities and poor countries for their stewardship of global public goods; and
 - d. Improving knowledge and understanding of linkages between protected areas and poverty reduction, and specifically the impact of protected areas on the livelihoods of the rural poor, negative and positive; and
4. RECOMMEND that the Parties to the Convention on Biological Diversity:
- a. Develop guidelines on the management of protected areas based on the principles mentioned in paragraph 1 and 2, and ensure that National Biodiversity Strategies and Action Plans are aligned with poverty reduction strategies; and
 - b. Extend the principle of equitable benefit sharing to include all components of biological diversity.

Stream: Building Broader Support for Protected Areas

Stream Lead: Jeff McNeely

Africa's Protected Areas

Africa is home to almost one third of the World's terrestrial biodiversity and African governments have set aside and committed resources for more than 1,200 national parks, wildlife reserves, and other protected areas, representing an area of more than 2 million sq. km., equal to 9% of Africa's total land area.

The commitment of African countries to conservation has also been expressed through their ratification of a number of agreements including the *African Convention for Conservation of Nature and Natural Resources*, the *Convention on Biological Diversity*, the *Convention on Wetlands* (Ramsar Convention), the *Convention on the Conservation of Migratory Species of Wild Animals* and the *Convention on International Trade in Endangered Species of Wild Flora and Fauna*.

Nevertheless, one of the most important environmental challenges facing Africa today is the need to reconcile its development needs with sustainable management of its natural resources.

Throughout Africa poverty remains one of the main causes and consequences of environmental degradation and resource depletion therefore without significant improvement in the living standard and livelihoods of the poor, environmental policies and conservation programmes will achieve little success. This is further exacerbated by the negative effects of international trade policies and practices.

Moreover, the transboundary nature of natural resource deterioration requires a regional and collective approach in order to use most effectively the available resources to address this problem.

Today, we recognize that Africa's biodiversity is part of our common world heritage and the international community must urgently increase collaboration to protect it before large numbers of species of flora and fauna become extinct and unique ecosystems irreversibly collapse.

Therefore, PARTICIPANTS in sessions related to Africa Day at the Vth World Parks Congress, in Durban, South Africa (8-17 September 2003):

1. ENDORSE the decision of the African Ministers Conference on Environment (AMCEN) meeting in Maputo, Mozambique, June 9-10, 2003, to adopt the New Partnership for African Development (NEPAD) environment action plan and to establish the African Protected Areas Initiative (APAI) and the African Protected Areas Trust Fund (APATF) to ensure that Africa's biodiversity is securely conserved in perpetuity while contributing to livelihoods and economic development;
2. RECOMMEND that the international community:
 - a. Along with national, local and non-governmental organizations, provide technical and financial resources to operationalize the African Protected Areas Initiative (APAI); and
 - b. Establish partnerships with African institutions and organizations to promote the objectives of the African Protected Areas Initiative (APAI).

3. RECOMMEND that bilateral, multilateral, private sector, and NGOs provide financial and technical support to capitalize the African Protected Areas Trust Fund (APATF); and
4. ENDORSE AND SUPPORT the *Durban Consensus on Africa's Protected Areas in the New Millennium*.

Theme: Africa

Lead: Walter Lusigi

Protected Areas, Freshwater and Integrated River Basin Management Frameworks

The integration of inland water protected areas into lake and river basin management frameworks offers the potential of a range of win-win opportunities. These protected areas can link biodiversity conservation with water and food security, poverty reduction flood and flow management and human health objectives.

Globally the diversion of water for human consumption is growing at a rapid rate such that an increasing number of the world's rivers no longer regularly reach the sea. It has been estimated that 54% of accessible runoff is now appropriated by humans. The IUCN-World Bank initiated World Commission on Dams has drawn attention to the impacts, social, economic and environmental from large dams; infrastructure that plays a major role in diverting water away from freshwater ecosystems. In many parts of the world sub-surface waters are also being exploited unsustainably.

Changes to river flows and other key ecosystem processes and the diversion of water have had a serious impact on biological diversity. WWF's Living Planet Index indicates that freshwater biodiversity has declined at a much greater rate than in either the forest or marine biomes, declining by 50% from 1970-2000. This is also a catastrophe for people as millions of the world's rural poor depend on the fisheries and other natural resources that have declined or are at risk of decline with changes in stream flow.

Protected areas are a vital component of conserving and managing freshwater resources, ecosystems and biodiversity. Their establishment best undertaken through the processes of integrated river basin or watershed management, including the development of an adequate network of representative protected areas.

Experience has shown that in order to be effective, integrated river basin management (IRBM) must involve full consultation with and participation of stakeholders, including local communities and indigenous peoples.

The destruction or degradation of inland water (including groundwater) and estuarine systems ecosystems is acknowledged as a key factor in the declines of biological diversity and water quality. It is estimated that globally 50% of wetlands have been converted to other uses.

The Ramsar Convention on Wetlands has responded with its Wise Use 'toolkit', including guidelines on integrating wetlands into river basin management and the allocation of water to maintain wetland ecosystems. These tools complement the Ramsar Convention's list of Wetlands of International Importance.

The Convention on Biological Diversity is also moving to escalate its' response through the proposed new programme of work on inland water ecosystems, to be considered by CBD COP8 (through Recommendation VIII/2). This programme of work urges Parties to (among a range of actions) "...establish and maintain comprehensive, adequate and representative systems of protected inland water ecosystems with the framework of integrated catchment/watershed/river basin management."

Acknowledging the strong linkages between human health and welfare, integrated lake/river basin management and freshwater protected areas, there is a need to work more closely

with these sectors, notably organizations such as the World Health Organization, FAO, UNIDA, development assistance agencies and others to gain their support.

The Linkages in the Landscape Stream of the Vth World Parks Congress has also noted that within an IRBM framework it is important to consider in particular protected areas within mountain regions to protect headwater integrity, and within forest ecosystems and agricultural landscape to minimise water pollution and land-based pollution of the coastal and marine environments.

The value of river basin management bodies, especially in the transboundary lake and river basin context, is acknowledged as a mechanism to see IRBM implemented.

Therefore, PARTICIPANTS in the Stream on Linkages in the Landscape/Seascape at the Vth World Parks Congress, in Durban, South Africa (8-17 September 2003):

NOTING that the World Parks Congress is being held in the International Year of Freshwater, 3rd World Water Forum,

1. CALL UPON governments, non-governmental organizations, the scientific community, private sector, local and indigenous communities and civil society to:
 - a. UNDERTAKE systematic assessments of the development benefits of freshwater protected areas, especially economic valuations, as justifications for greater commitment of resources to their maintenance and enhancement;
 - b. SUPPORT the establishment and implementation of IRBM in which networks of protected areas and regimes of protection are a key development strategy;
 - c. ADOPT the new proposed programme of work on inland water ecosystems under the CBD (as endorsed by the SBSTTA), and to vigorously pursue the goal of this new programme of work; *"To establish and maintain comprehensive, adequate and representative systems of protected inland water ecosystems with the framework of integrated catchment/watershed/river basin management"*;
 - d. Within IRBM frameworks, APPLY the ecosystem approach of the CBD, the principles of sustainability and equitable sharing of resources and the Comprehensive Options Assessment of the World Commission on Dams;
 - e. INCLUDE as part of IRBM-based protected area systems consideration of mountain, forest, agricultural, dry and sub-humid lands, inland water (including sub-surface waters) and coastal ecosystems, as defined under the CBD;
 - f. PURSUE actions to establish new, or more rigorously enforce existing, environmental policies that explicitly protect the ecological integrity of freshwater ecosystems, particularly the protected areas they contain;
 - g. REVIEW, within each country, and take the necessary steps to develop cohesion between conflicting economic, social and environmental policy instruments operating against or impeding the implementation of IRBM;
 - h. IMPLEMENT mechanisms to harmonize implementation of international environment conventions and associated national policy and strategies relating to biodiversity conservation and sustainable use of natural resources; and

- i. GIVE PRIORITY to achieving the Ramsar Convention's vision "*To develop and maintain an international network of wetlands [inland water ecosystems] which are important for the conservation of global biological diversity and for sustaining human life through the ecological and hydrological functions they perform.*" and the associated targets of reaching 250 million hectares and 2000 Ramsar sites by the end of 2010, and, also pursue the expansion of the network to include representative examples of all aquatic ecosystem types designated within the Ramsar strategic prioritization framework;
2. REQUEST the United Nations to extend the Year of Freshwater (2003) to a Decade of Freshwater, in recognition of the global water crisis, and for systematic protected area establishment to be a pillar of these global efforts;
3. URGE that where river basins or inland water ecosystems are shared between two or more countries, governments, non-governmental organizations, the private sector, local and indigenous communities and civil society;
4. PROMOTE:
 - a. Transboundary declarations of protected areas under an appropriate international instrument (World Heritage, Ramsar Convention, Man and the Biosphere etc);
 - b. Strengthening existing, or seek the establishment of lake or river basin management entities and strategies to promote the conservation of biological diversity and the peaceful and equitable sharing of water resources; and
 - c. Achievement of the target of IRBM operating within at least 50 international lake and river basins by 2010;
5. ENCOURAGE the protected area, biodiversity conservation and sustainable use multilateral environment agreements to continue, and intensify their current efforts to harmonize the development of approaches and tools to guide Parties with the development and maintenance of protected area systems, including the River Basin Initiative supported jointly by CBD and the Ramsar Convention;
6. CALL UPON IUCN working with governments, other non-governmental organizations, local and indigenous communities and civil society to ensure adequate representation of threatened species from the freshwater biome on the IUCN Red List;
7. URGE IUCN to:
 - a. Work with the Parties and Scientific and Technical Review Panel of the Ramsar Convention to promote application of the IUCN categories to the global network of over 1,300 freshwater and coastal Wetlands of International Importance, noting that this network, the world's most extensive protected area systems, includes sites that cover all the IUCN categories; and
 - b. Foster collaborative approaches to the establishment and management of freshwater protected area with relevant global bodies across sectors such a human health, water supply and drainage, agriculture, hydro power, etc;
8. REQUEST that the WCPA report on progress with implementing this recommendation to the next Ramsar COP and VI World Parks Congress.

Stream: Linkages in the Landscape/Seascape

Stream Lead: Peter Bridgewater

Strategic Agenda for Communication, Education and Public Awareness for Protected Areas

Protected area agencies are facing external pressures from many other sectors as nations develop their infrastructure, agriculture, urbanization, and industrialization processes. Integrating protected areas planning and biodiversity conservation issues into the agenda of other sectors is still a major weakness in most nations.

Communicating the benefits of protected areas and their relation to the development agenda has become essential for overcoming this weakness. Used in a strategic way, communication provides a tool for managers to increase their effectiveness, and improve visibility and reputation of protected areas. Communication should be used to share the perceptions and knowledge about conservation and protected areas among stakeholders.

Communication enhances a sense of ownership and commitment, thus adopting the most appropriate policies, instruments, means of management and conflict resolution strategies.

Communication (standing for communication, education, public awareness and interpretation) strategies need to be further developed by governments, institutions, and communities to gain wider support for protected areas.

Therefore, PARTICIPANTS in the Stream on Building Broader Support for Protected Areas at the Vth World Congress in Durban, South Africa (8-17 September, 2003):

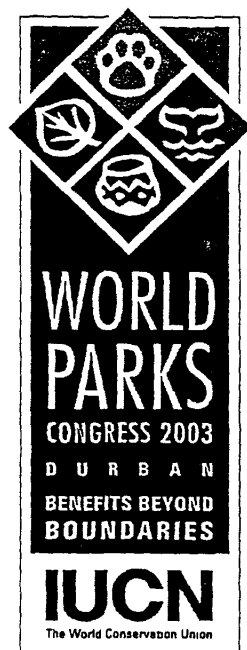
1. RECOMMEND that governments, conservation agencies, inter-governmental organizations, NGOs, local communities, civil society, protected area managers, educational institutions and other interested parties work towards a common agenda for communication for protected areas at local, national, regional and global levels, capitalising on the instruments and institutional experience and capacity, to increase and build on the impact of the Durban Accord and Action Plan;
2. FURTHER RECOMMEND that governments, conservation agencies, inter-governmental organizations, NGOs, local communities, civil society, protected area managers, educational institutions and other interested parties:
 - a. INCORPORATE communication into the establishment of new protected areas and the management process of all PA from the beginning, especially in aspects related to policies and program implementation as a cross-cutting, multidisciplinary component;
 - b. INTEGRATE a multi-level (local, regional, national) communication strategy into all protected area management plans and practices;
 - c. ENSURE adequate funding for communication to be included in protected area budgets as well as agencies responsible for protected areas;
 - d. DEVELOP institutional capacity and professional skills for effective internal and external use of strategic communication by communication professionals, technical staff and stakeholders;

- e. SUPPORT protected area agencies to become learning organizations that have the management capacity to deal with external developments in a resilient and flexible manner;
- f. INCLUDE professional communicators as part of the management team and key actors from the beginning of policy, management planning, and programme and project development;
- g. STRENGTHEN communication networks for knowledge exchange and professional development;
- h. IMPROVE relations with other sectors, at national, regional and local levels to create both informal and formal channels for bringing protected area issues into the operations and thinking of those sectors;
- i. DEVELOP a participatory approach to the public, communities that live in and around protected areas, visitors, and other stakeholders, empowering them to collaborate in PA management;
- j. SUPPORT communication and media professionals and practitioners to better understand PA and their benefits by promoting field visits, training seminars and other learning mechanisms;
- k. RECOGNIZE that communication must be research-based, monitored for effectiveness, evaluated for impact and linked to PA objectives; and
- l. USE communication tools to build the capacity of local communities to promote sustainable use of biodiversity in the context of PA.

Stream: Building Broader Support for Protected Areas

Stream Lead: Jeff McNeely

附錄四 致生物多樣性公約的訊息



**MESSAGE TO THE
CONVENTION ON
BIOLOGICAL DIVERSITY**

**5th IUCN World Parks Congress
Durban, South Africa
8 – 17 September 2003**

Message of the Vth IUCN World Parks Congress to the Convention on Biological Diversity

The Vth IUCN World Parks Congress met on 8-17 September in Durban, South Africa, bringing together some 3000 delegates, representing a diverse range of countries, interests and experience in protected areas. The Congress identified the following actions as being relevant for the development of a programme of work under the Convention, drawing from its discussions and main outcomes, and especially from the Durban Accord and Action Plan.

Biodiversity and ecosystem services are essential to sustainable development

Biodiversity plays a critical role in overall sustainable development and poverty eradication. It is essential to our planet, human well-being and to the livelihood and cultural integrity of people. Biodiversity is currently being lost at unprecedented rates due to human activities. This trend will only be reversed if the benefits and costs of maintaining biological diversity are distributed equitably.

The Convention on Biological Diversity is an indispensable element to ensure the continued provision of ecosystem services

The WSSD has recognized the Convention as the key instrument of global cooperation for the conservation and sustainable use of biological diversity and the fair and equitable sharing of benefits arising from use of genetic resources.

A representative and effectively managed protected areas system is crucial to achieve the objectives of the Convention and the 2010 target

A more efficient and coherent implementation of the three objectives of the Convention and the achievement by 2010 of a significant reduction in the current rate of loss of biological diversity will require a comprehensive, representative and effectively managed system of protected areas. However, a new paradigm is needed to enable protected areas to better fulfill their role in implementing the Convention, fully recognizing the benefits that protected areas provide beyond boundaries.

The Congress acknowledges progress in the development of protected areas globally, but has also identified serious gaps, challenges and deficiencies

The Congress celebrates the expansion of protected areas to cover 11.5 percent of the Earth's land surface, but notes that there remain serious gaps in coverage of many important biomes. Management of many existing protected areas remains ineffective. Protected areas are challenged by underlying and accelerating forces and threats, such as poverty, globalization, security and global change. Protected areas are threatened by habitat loss, fragmentation, unsustainable exploitation, invasive species, lack of capacity, inappropriate policies and incentives, and inequitable distribution of costs and benefits.

The Congress calls on the Conference of the Parties to consider the following actions:

1. Planning, selecting, establishing and managing protected areas systems.

The existing system of protected areas is incomplete and requires strengthening, expansion and consolidation if the Convention's 2010 target – as well as many elements of the Millennium Development Goals (MDGs) – is to be met. The global system of protected areas needs to safeguard all globally and nationally important areas for biodiversity, based on sound science. The system needs to comprise an ecologically representative and coherent network of land and sea areas that may include protected areas, corridors and buffer zones, and is characterized by interconnectivity with the landscape and existing socio-economic structures and institutions.

To this end, the Congress calls upon the Conference of the Parties to adopt specific targets and timetables for:

- **Species:** Effectively conserve all globally threatened species *in situ* with an immediate emphasis on all globally critically endangered and endangered species confined to a single site.
- **Habitats:** Effectively conserve viable representations of every terrestrial, freshwater and marine ecosystems within protected areas.
- **Ecological processes and services:** Protect all natural ecological processes that generate and maintain biodiversity and provide humanity with vital ecosystem services.

The Congress further calls on Parties to:

- Maximize representation and persistence of biodiversity in comprehensive protected area networks focusing especially on threatened and under-protected ecosystems and species globally threatened with extinction.
- Take action to address the severe under-representation of marine ecosystems in the global protected area system, in accordance with the WSSD 2012 target;
- By 2012, devote urgent attention to creating and expanding marine protected area networks, including the marine biodiversity and ecosystem processes in the world oceans that lie beyond national jurisdiction, including Antarctica;
- In accordance with the principles embodied in the Ecosystem Approach, ensure that protected area systems are linked to, supported by, and integrated with efforts to conserve and sustainably use biological diversity across the broader landscape/seascape;
- As called for in the WSSD Plan of Implementation, take actions to promote the development of national and regional ecological networks, corridors and transboundary protected areas;
- Apply the Ecosystem Approach to the planning and management of all protected areas and other important areas for biodiversity by 2010;
- Elaborate and implement national strategic plans for systems of protected areas in the context of National Biodiversity Strategies and Action Plans (NBSAPs) and management plans for individual areas; and
- Address global change adaptation measures in protected area management strategies.

2. Benefits, Equity and Participation

The Congress emphasised the role that protected areas play in sustainable development, ecological services, livelihood opportunities, and poverty eradication. The Congress also noted that protected areas may have a negative impact on indigenous peoples, including mobile indigenous peoples, and local communities, when their rights and interests are not accounted for and addressed and where they do not fully participate in and agree to decisions that affect them. It further noted the importance of securing indigenous peoples' rights to their lands and territories as an imperative to guarantee sustainable protected areas.

To those ends, the Congress calls on the Conference of the Parties by 2010 to:

- Ensure that indigenous and mobile peoples, local communities, women and youth, fully participate in the establishment and management of protected areas and that mechanisms are put in place to guarantee that they share in the benefits arising from these areas;
- Foster and implement effective communication programmes to ensure that indigenous and mobile peoples and local communities effectively participate in the establishment and management of protected areas;

- Reform protected area policies, systems and funding arrangements to effectively support community conserved areas and co-managed protected areas;
- Ensure that NBSAPs and protected areas policies address poverty issues, and that national poverty reduction strategies include recommendations and actions of NBSAPs; and
- Support and contribute to the implementation of all MDGs, especially those related to social, economic and cultural rights as fundamental performance criteria for all protected area policies, systems and site level processes.

3. Enabling Activities

A well-managed global system of protected areas requires urgent action to create enabling conditions and empower the broad range of sectors, communities and interests who must be involved. A fundamental enabling condition is the establishment of trust and the development of dialogue among all stakeholders. To these ends, the Congress calls on the Conference of the Parties to take action in the following areas:

3.1 Capacity building

Protected areas need to be managed by effective institutions, within a supportive policy and legal framework, and by trained professionals with the necessary technical and management skills. Inadequate capacities in these areas severely limit the contribution that protected areas can make to the aims of the Convention and achievement of its 2010 target. Capacity building in this broad sense needs to be a central priority of the programme of work. To this end the Congress calls upon the Conference of the Parties to:

- Implement a strong, comprehensive and sustainable programme on capacity building by 2006;
- Create an implementation support mechanism for protected area systems that uses existing structures, including the CBD Clearing-House Mechanism, inter-governmental organizations (IGOs) and non-governmental organizations (NGOs); and
- Use, as appropriate, the guidelines and tools developed by the World Commission on Protected Areas, such as the Protected Areas Learning Network (PALNet).

3.2 Financial Support

As much as \$25 billion in additional annual support is required to establish and maintain an effective global system of protected areas. Governments, especially from developed countries, IGOs, NGOs and the private sector need to provide additional financial resources. Specific actions that would encourage the provision of more effective financial support include:

- Reconfirm that a more efficient and coherent implementation of the Convention and the achievement by 2010 of a significant reduction in the current rate of loss of biological diversity will require the provision of new and additional financial and technical resources to developing countries, as stated in the Plan of Implementation of WSSD;
- Request the GEF to advise COP 8 on the current global annual protected areas funding levels and identify options for how funding shortfalls, particularly recurrent funding, could be filled;
- Request the GEF to maintain current levels of support for protected areas and commit, in the fourth replenishment, to a substantive increase in funding for protected areas and biodiversity, to help meet any identified funding shortfall;
- Call upon donors to commit to substantive increases in funding for protected areas and conservation, and mobilize additional funding by 2006; and
- Encourage Parties to undertake by 2006 national-level studies of the socio-economic values of protected areas, and establish country-level *Sustainable Financing Plans* that support national systems of protected areas. Particular attention should be paid to develop mechanisms that promote closer collaboration with responsible private sector companies and local communities,

especially the generation of substantially higher level of financial resources related to such industries as tourism and financial services.

3.3 Governance and Policy

Sound policies and well-functioning institutions are essential for effective management of protected areas. Key actions to promote appropriate protected area governance and policies include the following:

- Recognise the diversity of protected area governance approaches, such as community conserved areas, indigenous conservation areas and private protected areas, and encourage Parties to support this diversity;
- Promote mechanisms for equitably distributing the costs and benefits of protected areas;
- Empower local and indigenous communities living in and around protected areas to effectively participate in their management;
- Consider governance principles such as the rule of law, participatory decision-making, mechanisms for accountability and equitable dispute resolution institutions and procedures;
- Identify and implement policy reforms to provide a supportive enabling environment for more effective management of protected area systems and sustainable use of biological resources in their surrounding landscapes and seascapes;
- Harmonize sectoral policies and laws to ensure that they support the conservation and effective management of protected areas; and
- Promote synergies between the CBD and other agreements and processes such as the World Heritage Convention, the Convention on International Trade in Endangered Species of Fauna and Flora, the Ramsar Convention on Wetlands of International Importance and the Convention on Migratory Species and well as relevant regional initiatives.

4. Assessment, Monitoring and Reporting

In order to measure progress toward the 2010 target, effective assessment, monitoring and reporting mechanisms need to be developed. To these ends, the Congress calls on the Conference of the Parties to take action in the following areas:

- Consider the IUCN protected areas category system to be a common language that facilitates assessment of, and reporting on, protected area management, including on the MDG on Environmental Sustainability, and as a basis on which standards and indicators can be developed;
- Require information on management effectiveness to be included in the national reporting process by 2008 and request the Secretariat to distribute this information;
- Adopt assessment systems for management effectiveness in 10 percent of protected areas by 2010; and,
- Encourage Parties to provide complete, precise and timely reports of their protected areas information on an annual basis through the World Database on Protected Areas (WDPA) mechanism.

The Congress therefore calls on the Conference of the Parties to:

- Adopt a rigorous programme of work on protected areas that responds to the needs identified at this Congress, as a contribution to meeting the 2010 target;
- Establish effective means of monitoring and assessing the implementation of the programme of work;
- Reaffirm their strong political commitment to the implementation of the programme of work; and
- In the event that assessment indicates that the programme of work is not adequate, to consider adoption of stricter measures, to ensure that protected areas can contribute most effectively to meeting the 2010 target.

附錄五 浮現的議題



EMERGING ISSUES

Vth IUCN World Parks Congress
Durban, South Africa
8 – 17 September 2003

Vth World Parks Congress Emerging Issues

Stream 1: Linkages in the Landscape/Seascape

1. Ecological restoration

Many protected areas exist as habitat remnants within a matrix of agricultural lands and degraded areas. Some protected areas contain degraded areas within their boundaries. These circumstances mean that the integrity of the ecosystems within these protected areas and the ecological processes that sustain them are threatened. These changes also mean that communities living in area around these protected areas are no longer able to get many of the goods and resources upon which they previously depended.

Ecological restoration offers a means by which these problems may be addressed. It can involve a variety of approaches differing in the extent to which biodiversity is recovered, the rate at which recovery takes place and the extent to which various goods and services are supplied. These various approaches differ in cost and can include relatively low cost approaches (which may involve long recovery times) as well as more costly approaches (which may have faster recovery periods).

Many landscapes will require a combination of these various approaches depending on the ecological and socio-economic circumstance prevailing at different localities within the landscape. Optimising biodiversity and functional outcomes will require trade-offs, the nature of which will be determined by the stakeholders present.

Stream 2: Building Broader Support for Protected Areas

2. Building Support for Protected Areas through Site-Based Planning

Participants in the workshop on Building Support for Protected Areas through Site-Based Planning restate their fundamental objection to destructive industrial practices including logging, mining, and oil and gas exploration and production in protected areas, and seek:

- The strengthening of legislation and enforcement of environmental impact assessment procedures
- That greater capacity be provided to communities to participate in equitable benefit sharing
- That international NGOs, donors etc be mindful of community aspirations and allow for longer-term funding to ensure sustainable community participation in project development and implementation.

3. Disease and Protected Area Management

The health of wildlife, domestic animals and people are inextricably linked.

Small improvements in the health of domestic and wild animals and thus their productivity can lead to dramatic improvements in human livelihoods and thus the reduction of poverty.

Alien invasive pathogens should be addressed with vigor equal to that devoted to addressing more 'visible' alien invasive species.

The role of disease in protected areas and the land-use matrix within which they are embedded must be recognized and addressed within the context of protected area and landscape-level planning and management.

Animal and human health-based indicators may reveal perturbations to natural systems not detectable by more commonly employed methodologies, thus improving the quantitative evaluation of trends in a protected area's health and resilience.

Stream 3: Governance: New ways of working together

4. Private Protected Areas

Privately owned protected areas continue their quiet proliferation throughout much of the world. Despite this expansion, little is known about them. Preliminary evidence suggests that private parks number in the thousands and protect several million hectares of biologically important habitat. They serve as increasingly important components of national conservation strategies. In a time when many governments are slowing the rate at which they establish new protected areas, the private conservation sector continues its rapid growth. Conservationists need to examine this trend closely, assessing its overall scope and direction, and determining ways to maximise its strengths while minimising its weaknesses.

In Eastern and Southern Africa, privately owned lands play a particularly important role in conserving critical biodiversity. Private protected areas in Southern Africa alone protect millions of ecologically important areas, especially in critical buffer zones and corridor areas.

Annex I (English only) at the end of this section contains what may be the world's first Private Protected Area Action Plan. The Action Plan summarizes key aspects of the private protected area sector and suggested important next steps in the evolution of this promising conservation tool.

Stream 5: Maintaining Protected Areas Now and in the Future

5. Sustainable Hunting, Fishing and other wildlife issues

Participants of Session 6 "Hunting and Fishing" (*Workshop Stream Building Support from New Constituencies*) are concerned that the Congress does not recognize the importance of appropriate forms of wildlife utilisation to generate revenues for conservation. Instead overemphasis is placed on non-sustainable external funding.

Therefore, we [request] that IUCN – WCPA to take account of this emerging issue¹] when developing their future work programme and/or ensuring that it is addressed by other appropriate units in the IUCN.

Sustainable hunting and fishing (including trophy and subsistence hunting) and other wildlife uses contribute to biodiversity conservation by:

- Providing finance for the management of protected and non-protected natural areas
- Generating income and benefits for local communities and landowners
- Creating strong incentives to manage and conserve wildlife and its habitats
- Offering indigenous people economic opportunities, whilst retaining rights, knowledge systems and traditions

In this context, the IUCN [should] identify best practices of sustainable hunting and fishing and assist in their dissemination and implementation.

6. Management of Invasive Species

Management of Invasive Alien Species (IAS) is a priority issue and must be mainstreamed into all aspects of PA management. The wider audience of protected area managers, stakeholders and governments needs urgently to be made aware of the serious implications for biodiversity, PA conservation and livelihoods that result from lack of recognition of the IAS problem and failure to address it.

Promoting awareness of solutions to the IAS problem and ensuring capacity to implement effective, ecosystem based methods must be integrated into PA management programs.

In addition to the consideration of benefits beyond boundaries, the impacts flowing into both marine and terrestrial PAs from external sources must be addressed.

Cross-Cutting Theme: Communities and Equity

7. Gender Equity in the Management and Conservation of Protected Areas

The Discussion Group on Gender Equity in the Management and Conservation of Protected Areas taking into account that:

- All major international agreements, meetings and conventions in the last 15 years in relation to conservation and use of natural resources have stated the importance and necessity of gender equity issues for the conservation of biodiversity;
- Men and women often have different needs, access and control to resources, opinions, and priorities, face different constraints, have different aspirations and contribute to biodiversity conservation and sustainable development in different ways;
- Achieving gender equity in the management of protected areas requires a gender analysis of resource tenure and use and conservation knowledge and skills;
- Only with a gender perspective can an adequate and applicable understanding of human relationships, environmental processes and ecosystems be constructed;

¹ Supported by the FAO

- There is significant experience and lessons learned that demonstrate women are effective change agents, leaders and natural resource and protected area managers;
- In consonance with good governance and democratic principles, consolidating, expanding and improving the global system of protected areas must respect the rights, interests and concerns of women and men, including their right to participate as equals in decision making regarding protected areas management;

Calls upon governments, multilateral institutions, international conventions, PA agencies, donor agencies, NGOs, indigenous and local communities, research institutes and the private sector, and in particular The World Conservation Union (IUCN) known for its inspirational and leadership for well coordinated and synergistic efforts, to:

1. Ensure that further work towards building comprehensive protected areas systems fully incorporates the rights, responsibilities, interests, aspirations and potential contribution of both women and men;
2. Adopt policies and incentives that require equitable, effective involvement of women and men in decision-making and management of existing and future protected areas;
3. Undertake programmes to develop and strengthen institutional and human capacities for mainstreaming a gender equity perspective for the planning, establishment, and management of protected areas;
4. Develop tools and best practices for the incorporation of gender issues into specific management activities and tasks;
5. Strengthen local women's and men's capacity with new skills for sustainable livelihoods and environmental leadership to contribute to conservation; and
6. Monitor and evaluate benefits of gender equity and disseminate lessons learned to managers, policy makers, and community members.

Cross-Cutting Theme: Marine

8. Amendment to the IUCN Definition of Marine Protected Areas

In order to better refine reporting on marine protected areas, it would be desirable to reconsider the existing IUCN definition of a marine protected area. In particular to consider the exclusion of coastal/intertidal sites if these do *not* include subtidal water. This to be discussed in preparation for presentation at the forthcoming World Conservation Congress.

IUCN defines a marine protected area as:

“Any area of intertidal or subtidal terrain, together with its overlying water and associated flora, fauna, historical and cultural features, which has been reserved by law or other effective means to protect part or all of the enclosed environment²”

² GA Resolution, Costa Rica

GA Resolution, Costa Rica

This definition differs from many others through its inclusion of "intertidal terrain". Under this definition, any terrestrial site that extends as far as the mid-tide mark is a *marine* protected area. This means that a very large number of sites whose boundaries are set at the coastline are being included in MPA lists and statistics. This has contributed to the lack of good figures on the numbers and sizes of MPAs. With the WSSD target now being implemented, it is important that we are able to get better facts and achieve a broader consensus.

We suggest that a new definition be adopted by IUCN:

"Any area which incorporates subtidal terrain, together with its overlying water and associated flora, fauna, historical and cultural features, which has been reserved by law or other effective means to protect part or all of the enclosed environment"

Such a definition will only exclude sites that do not have subtidal areas. Sites with both subtidal and intertidal water will remain, and it is likely that many areas which are predominantly terrestrial will still be included.

9. Moratorium on Deep Sea Trawling

The Marine Theme participants, in endorsing WPC Recommendation 5-23 regarding protection of the high seas, considered the following recommendation as being of significant importance meriting recognition as an emerging issue.

CALL on the United Nations General Assembly to consider a resolution on an immediate moratorium on deep sea trawling in high seas areas with seamounts, cold water coral reef communities until legally binding international conservation measures to protect the areas are in place.

Africa Day

10. HIV/AIDS Pandemic and Conservation

The HIV/AIDS pandemic is starting to seriously affect conservation success in Africa, and is likely to have big impacts in next-wave countries such as Russia, China, India and Eastern European countries. It is reducing the biodiversity management capacities of protected area staff, local communities and mobile peoples. It is also resulting in increased and often unsustainable offtake of natural resources and greater poverty, as AIDS-affected households lose salary earners and capacity for heavy agricultural labor.

The conservation community needs to acknowledge the problem, work to understand conservation impacts better, and take action to mitigate impacts in affected countries. This includes promoting of HIV/AIDS prevention in protected area staff and communities; finding solutions to relieve unsustainable harvesting (e.g. through non-labor-intensive micro-enterprise to support community livelihoods); developing HIV/AIDS strategies in protected area authorities; and collaborating with other sectors including health and agriculture.

ANNEX 1

Private Protected Area Action Plan

(13 September 2003)

WPC Governance Stream, Parallel Session 2.5
"Protected Areas Managed by Private Landowners"
Session leaders: Dr. Jeff Langholz & Dr. Wolf Krug

Background

This document represents the consensus opinion of participants at the Vth World Parks Congress Session on "Protected Areas Managed by Private Landowners" with respect to the future of privately owned protected areas worldwide. Its purpose is to chart a course for the coming decade that improves and expands biodiversity conservation occurring on privately owned lands. It was adopted by unanimous vote on 13 September 2003.

Definitions: A private protected area (PPA) refers to a land parcel of any size that is 1) predominantly managed for biodiversity conservation; 2) protected with or without formal government recognition; 3) and is owned or otherwise secured by individuals, communities, corporations or non government organisations.

Recognising that:

Ecological and biological issues

- A great share of global biodiversity occurs on privately owned lands;
- Private lands represent an opportunity for significant expansion of the world's network of protected natural areas;
- Private land holders have demonstrated a willingness and capacity to protect natural habitat and endangered species successfully;
- Conservation on private lands represents an essential and expanding complement to public conservation efforts by protecting corridors, buffer zones, inholdings, areas underrepresented in public park systems, and other key components of larger ecosystems that governments are not protecting for lack of financial resources, political will, or other reasons;
- Private conservation models, like publicly protected areas, vary greatly in terms of management objectives, allowable activities, and level of protection. These may include formally declared private areas, lands subject to conservation easements, game ranches, mixed commercial operations based on sustainable use, land trusts and other options; and
- Privately owned protected areas best serve as supplements to, not replacements for, strong public protected area systems.

Economic and social issues

- Private protected areas provide public goods in conserving biodiversity and natural resources at comparatively low cost to society.
- The private sector has shown it can be efficient, accountable and innovative in conserving natural resources and biodiversity while integrating economic uses in a sustainable way. Examples include activities such as nature tourism, game ranching, or harvesting non-timber forest products, which provide revenues that make private conservation appealing and financially feasible.
- Private lands conservation may be vulnerable to economic fluctuations caused by changes in policy at the local, national and international level that increase the profitability of competing land uses such as agriculture, logging, and ranching.
- Some private land conservation mechanisms are extremely flexible, and can be used to implement conservation practices on productive lands in a manner that can attain a broad range of social and economic benefits.
- That there is an increasing tendency for landholders to form collaborative networks.

Legal and political issues

- That secure property rights to land and natural resources form an essential foundation for any long-term conservation strategy, particularly one involving private sector participation and investment;
- That private landholders represent an important stakeholder group that can contribute meaningfully to local, national and international conservation planning efforts;
- That many privately protected areas are subject to legally binding conditions and restrictions regarding land use practises, that can ensure their durability and long-term conservation, including in perpetuity; and
- The increasing tendency for multiple private landholders to form collaborative reserves and conservancies that jointly manage large conservation units;

The international workshop on privately owned parks (Session 2.5 of the Governance Workshop Stream) at the Vth World Parks Congress, in South Africa (8-17 September, 2003), makes the following recommendations to governments and civil society:

1. Strengthen the legal framework for private lands conservation, including through:

Conducting a global assessment of the current legal frameworks for private lands conservation, identifying key gaps in the design, implementation, and evaluation of relevant legislation;

Working to fill existing legal gaps by developing laws, regulations, policies, and programs that support creation of appropriate land use planning regimes, formally declared private protected areas, conservancies, conservation easements and similar instruments, conservation concessions, and other protection mechanisms;

Strengthening the legal security for conservation lands, including the recognition of rightful owners, reform of land tenure laws and improved law enforcement. Secure use rights over land and wildlife are an essential ingredient in any strategy to conserve and encourage long-term investment in wildlife habitat; and

Ensuring that the IUCN protected area category system explicitly addresses privately owned protected areas.

2. Strengthen economic incentives for private land conservation, including:

Develop economic incentives for private landowners to adopt private lands conservation practices. These should include property tax exemptions for lands placed in conservation status; payments for the environmental services provided by conservation lands; development of markets for environmental goods and services; purchase or transfer of development rights; and other forms of government financial and technical assistance. In providing incentives, priority should be given to lands that are within publicly protected areas, or have been granted official recognition as private conservation lands;

If not already established, governments should establish environmental trust funds, with donor support, and authorize the use of such funds to support key private lands conservation actors.

3. Strengthen institutional capacity for private lands conservation:

Increase capacity of *federal and state governments* to authorize and monitor formal private conservation protection efforts, and better integrate private lands conservation actions into their overall conservation strategies. This includes ensuring that even those government agencies whose primary responsibility is not conservation work to support private lands conservation actions (e.g., land reform, tax, and planning agencies);

Identify and remove gaps and overlaps in institutional responsibilities regarding conservation initiatives on private lands;

Improve capacity of *local governments* to ensure that local registrars properly record private land conservation instruments;

Increase capacity of *government judicial systems* to enforce private land conservation mechanisms effectively and consistently; and

Expand efforts by *conservation NGOs* and government agencies to: 1) develop private lands conservation tools; 2) identify private lands conservation priorities; 3) establish and maintain private conservation areas; and 4) provide technical assistance to conservation-minded landowners;

4. Improve and expand education and training opportunities for private lands conservation, including:

Design, develop, deliver, and evaluate a comprehensive portfolio of education and training opportunities for key sectors involved in private lands conservation. Target audience includes government parks agencies, conservation NGOs, commercial entities, registrars, judges, prosecutors, and private and community landowners. Topics range from general capacity-building to the application of detailed technical issues and procedures. Delivery formats will include short courses, field work, various forms of workshops, internships and fellowships, and formal academic education programs.

5. Increase public-private collaboration in the management and conservation of protected lands:

Integrate private lands conservation efforts into public conservation strategies. This includes:

- a. increasing overall collaboration between public and private conservation sectors, including communicating available programs and conservation options;
- b. maximising protection of ecosystems inadequately represented among public protected areas;
- c. enhancing public protected areas by protecting buffer zones and conservation corridors; and
- d. improving the management of privately owned lands within "mixed" public/private protected areas.

6. Promote community involvement and sustainable development through privately owned protected areas:

Increase and deepen the transfer of technology, knowledge and experience between private landowners and other stakeholders.

Improve and promote cooperation between private landowners and other stakeholders, particularly regarding complementary land uses.

7. Create information networks, including:

Establish networks of conservation owners and other stakeholders for the purpose of sharing information, knowledge, and expertise on a regional, national, and international basis;

Conduct a global inventory of privately conserved lands that characterises their overall contribution to protecting natural habitat, endangered species and cultural resources;

Conduct a global analysis on the economics of private lands conservation, including financial sustainability, contribution to national economies, job creation, and other economic and social costs and benefits;

Identify, then work to remove, perverse economic incentives at the regional, national and international level that distort the market and promote unsustainable land use practices (e.g., subsidies for unsustainable agricultural practices);

Investigate the myriad social issues surrounding privately owned protected areas worldwide, including levels of social acceptance and costs and benefits to local communities.