

SESSION ON PROTECTED AREAS, EQUITY AND LIVELIHOODS (PAEL)



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Asia-Pacific Forestry Week
National Convention Center, Hanoi, Viet Nam
25 April 2008, 9:00am – 5:00pm

Organized by:





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BACKGROUND AND RATIONALE ¹

Although there is growing awareness of the contribution of Protected Areas (PAs) to sustainable development from a national and global perspective, there are widely diverging views on the impacts of PAs on indigenous and local communities living in and around these areas. Some believe that negative impacts are overstated, but others point to a widespread and systemic problem of the rural poor shouldering a disproportionate burden of the costs of conservation. There are also strong differences of opinion on what should be done to avoid or mitigate any negative impacts, and where the responsibility lies for implementing such actions.

In some countries efforts at the national and local levels to mainstream environment in poverty reduction strategies, and measures to promote more substantive participation of local communities in natural resource management have significantly enhanced conservation efforts and social equity in conservation. Still needed, however, are opportunities and mechanisms to ensure that the lessons learned from diverse experiences in individual countries and communities are shared regionally and globally for the benefit of PAs policy and management worldwide.

The Task Force on Protected Areas, Equity and Livelihoods (PAEL) was organized in 2007 to address social equity and poverty concerns in the conceptualisation and management of Protected Areas, and so help to operationalise the recommendation of the World Parks Congress on Protected Areas and Poverty.² This task force is established within the World Commission on Protected Areas (WCPA) under the IUCN Strategic Direction #4 on Governance, Equity and Livelihoods in the new WCPA Strategic Plan (i.e. under TILCEPA).

The Task Force on PAEL is sub-divided into three regional groups – Africa, Latin America & Asia – all with a common set of objectives and outputs. Dr. Lea Scherl is the co-chair who facilitates the Asia regional group. In July 2007, Dr. Scherl organized a meeting of this group at the Regional Community Forestry Training Center for Asia and the Pacific (RECOFTC), in collaboration with Dr. Noelle O'Brien. During the meeting, the Asia group developed its strategy and workplan focused on enhancing understanding, influencing policy, and supporting implementation. In November 2007, Asia Forest Network, represented in the PAEL Task Force by Dr. Peter Walpole, requested space to discuss Protected Areas, Equity and Livelihoods during the FAO's Asia-Pacific Forestry Week in Hanoi, Viet Nam from 21-25 April 2008. IUCN's Economics and Environment Programme offered to sponsor a full-day parallel session on the topic in March 2008.

¹ WCPA. 2007 Draft Terms of Reference for the Task Force on Protected Areas, Equity, and Livelihoods.

² World Parks Congress (WPC) Recommendation 5.29 on Protected Areas and poverty supported by a diverse group of stakeholders which endorsed the principle that PAs should "do no harm" in terms of the livelihoods of indigenous/local communities and where possible have a positive impact

Engaging with forest stakeholders during the Asia-Pacific Forestry Week will support the work of the PAEL Task Force in Asia and further enhance the Task Force's workplan³ by promoting a better and more widely shared understanding of the linkages between Protected Areas, Social Equity, Poverty and Poverty Reduction, and Sustainable Development.⁴ The session on PAEL will also provide a valuable forum to extract lessons learned from PAs work to date and analyse a selection of policy options and tools to support the implementation of PAs management approaches that recognise the critical linkages between conservation, equity and livelihoods in Asia and beyond.

OBJECTIVES

1. To learn about the achievements and limitations of different strategies and methods used at the country and community levels to promote the incorporation of equity and livelihood security in the development and implementation of Protected Areas policies and management approaches.
2. To discuss selected policy options and tools to promote the incorporation of equity and livelihood security in Protected Areas policy development and implementation, drawing out constraints and preconditions necessary for effective implementation
3. To identify steps that can be taken to overcome constraints & bring about the preconditions necessary to effectively incorporate equity and livelihood security in the development and implementation of Protected Areas policies and management approaches

³ Draft as of 3 Dec 2007

⁴ PAEL TF specific objective # 1

PROCESS

This event will include four Sub-Sessions:

Sub-Session 1 will provide participants with an overview of the concepts and issues surrounding Protected Areas, equity and livelihoods. This will be achieved through an overview of the WCPA Task Force on Protected Areas, Equity and Livelihoods and the draft work plan for Asia, as well as through case studies to illustrate some of the issues the PAEL Task Force seeks to address. Emerging methods for measuring the social impacts of PAs will also be discussed.

Sub-Session 2 will feature four cases of work carried out at the country and community levels to enhance the contribution of Protected Areas to poverty reduction. Presenters will focus on the achievements and limitations of different strategies and methods to promote equity and livelihood security as essential elements of Protected Areas policy and management.

Sub-Session 3 will discuss selected policy options and tools for managing PAs that incorporate equity and livelihood security. Presenters will identify constraints encountered in implementing these policy options and tools and highlight what they think are the necessary pre-conditions for effective implementation.

Each presenter will be allotted 15 minutes. An open forum will be facilitated after each session to draw out clarification questions and comments from the rest of the participants.

Sub-Session 4 will engage participants to analyse the lessons, policy options and tools presented throughout the day. This session will aim to identify specific steps to overcome constraints & bring about the necessary preconditions to effectively incorporate equity and livelihood security in the development and implementation of PAs policies and management approaches.

PROGRAMME

Parallel Session: Protected Areas, Equity & Livelihoods (PAEL)		
Co-facilitated By: Rowena Soriaga, AFN & Allison Bleaney, IUCN		
Time	Topic	Presenter/Facilitator
9:00 - 9:15	Welcome Remarks	Mr Nguyen Huu Dzung, Vice Director, Forest Protection Department (FPD), Ministry of Agriculture and Rural Development (MARD)
Sub-Session 1 – An Overview of PAEL		
Moderated By: Rowena Soriaga, AFN/Allison Bleaney, IUCN		
9:15 - 9:30	Overview on World Commission on Protected Areas (WCPA) Task Force on Protected Areas, Equity and Livelihoods (PAEL)	Mr Ronnakorn Triraganon, RECOFTC
9:30 - 9:45 (tentative)	Promoting Equity in the Management of Protected Areas: New Evidence of the Need for Action	Mr Barry Flaming
9:45 - 10:00	Protected Areas: A Basis for Sustainable Development in Viet Nam	Ms Nguyen Thi Yen, IUCN Viet Nam & Mr Nguyen Huu Dzung, Vice Director, FPD, MARD
10:00 - 10:15	Status and Challenges of Protected Areas in Cordillera Region, Philippines: A Local Government Perspective	Mr Modesto Ga-ab, Applai Sub-Tribe, Besao Municipal Government, Philippines
10:15 - 10:30	Open Forum	
10:30 - 10:45	Break	
Sub-Session 2 – Lessons Learned: Strategies & Methods		
Moderated By: Peter Walpole, AFN		
10:45-11:00	Paper Parks & Paper Partnerships: Lessons for Protected Areas and Biodiversity Corridors in the Greater Mekong Subregion	Katherine (Kadi) Warner, Ph.D., IUCN Lower Mekong
11:00 – 11:15	Strengthening Voices for Better Choices: Improving Forest Governance in Knuckles, Sri Lanka	Prof Shantha K. Hennayake, Strengthening Voices for Better Choices, IUCN
11:15 - 11:30	Process for Carrying out Pre/Feasibility Studies on Establishing Protected Areas in Viet Nam	Mr Ho Manh Tuong, FREC, FIPI
11:30 -12:00	Open Forum	
12:00-2:00pm	Lunch	
Sub-Session 3 – Ways Forward: Policy Options & Implementation Tools		
Moderated By: Katherine (Kadi) Warner Ph.D., IUCN		
2:00-2:15pm	South Asia Wildlife Trade Initiative (SAWTI): Towards Regional Management of Wildlife by 8 Countries in South Asia	Dr Arvind Anil Boaz, SACEP
2:15-2:30pm	Rethinking Lao PDR's Protected Areas: Strategies for a Sustainable Future?	Ms Kimberly Marion Suseeya, IUCN Lao PDR Country Office
2:30-2:45pm	Gateway to Payments for Ecosystem Services (PES)	Mr David Huberman, IUCN Economics & Environment
2:45-3:00pm	Why Protected Areas (PAs) Become 'Paper Parks' – Potential of Reward Mechanisms and Landscape Conservation for Working PAs in the Philippines	Ms Grace B. Villamor, CI /ICRAF Collaboration Project, ICRAF-Philippines
3:00-3:30pm	Open Forum	
Sub-Session 4 – Recommended Actions		
Moderated By: Ronnakorn Triraganon, RECOFTC		
3:30-4:15	Break-out groups	
4:15-4:45	Presentation of sub-groups	
4:45-5:00	Wrap up	Dr Peter Walpole, AFN



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PRESENTATIONS: SPEAKERS & ABSTRACTS

Welcome Remarks

Mr Nguyen Huu Dzung, Vice Director, Forest Protection Department (FPD), Ministry of Agriculture & Rural Development (MARD), Viet Nam

Sub-Session 1 – An Overview of PAEL

1. Overview of the World Commission on Protected Areas (WCPA) Task Force on Protected Areas, Equity and Livelihoods (PAEL)

Mr Ronnakorn Triraganon, Focal Point for the Task Force on PAEL Asia Regional Group & Capacity Building Coordinator, RECOFTC

2. Promoting Equity in the Management of Protected Areas: New Evidence of the Need for Action (tentative)

Mr Barry Flaming, Raks Thai Foundation

This presentation will discuss the findings of a four-country study (Kenya, Philippines, Thailand & Uganda) of the impacts of ten terrestrial Protected Areas (PAs) on indigenous and local communities living within and around these areas, led by CARE International. By including government-managed, co-managed and community-conserved PAs, the study explicitly explored how the nature and balance of local costs and benefits may be influenced by governance type. Drawing on the results of this study, policy recommendations, directed in particular at the Convention on Biodiversity Programme of Work on Protected Areas, are identified.

3. Protected Areas: A Basis for Sustainable Development in Viet Nam

Ms Nguyen Thi Yen, Forest Conservation & Protected Areas Programme, IUCN Viet Nam & Mr Nguyen Huu Dzung, Vice Director, Forest Protection Department (FPD), Ministry of Agriculture & Rural Development (MARD), Viet Nam

This presentation will provide an overview of the current status of Protected Areas (PAs) and their relationship with local community livelihoods and development in Viet Nam. It is largely based on the findings and recommendations of two recent studies on PAs (a review of PAs and development completed in 2003, and a PAs policy study completed in 2006). With the focus on forest Protected Areas (or special-use forests) – the backbone of the PAs system in Viet Nam – key issues related to sharing costs and benefits arising from conservation of PAs including potential contribution to local livelihoods will be presented. Although, in Viet Nam, there are ongoing efforts to involve all stakeholders in more equal sharing of conservation costs and benefits, local people often suffer from the establishment of new PAs and receive few benefits from their management. Yet, the potential positive impacts and contribution of PAs to mitigating local poverty, creating sustainable livelihoods and economic development have not been well understood nor practiced. Associated challenges and possible strategies will be considered, setting the stage for the discussions that will unfold throughout the day.

4. Status and Challenges of Protected Areas in Cordillera Region, Philippines: A Local Government Perspective

Mr Modesto Ga-ab, Member of the Applai Sub-Tribe Belonging to the Igorot Tribe of Northern Philippines and Planning & Development Officer, Besao Municipal Government, Philippines

This presentation provides a local government perspective on the status and challenges of Protected Areas in a region that is culturally diverse and nationally important for its ecological services. Cordillera region is home to 1.2 million people from over 30 indigenous cultures. It is no coincidence that this region has the third largest forest cover (9% of the total) in the country. Nationally, Cordillera is valued for the ecological services it provides to the rice-producing lowland areas in Luzon. In 1940, the national government began to establish Protected Areas throughout the country. As of now, the Cordillera region hosts 8 Protected Areas, all having their respective Protected Area management boards. More recently, the Indigenous Peoples Rights Act has paved the way for Cordillera peoples to get formal recognition for their ancestral domains. In this context, how do local governments view present policy options and tools for Protected Areas management? What are the necessary preconditions for Protected Area management to ensure equity and contribute to livelihood security?

Sub-Session 2 – Lessons Learned: Strategies & Methods

5. Paper Parks & Paper Partnerships: Lessons for Protected Areas and Biodiversity Corridors in the Greater Mekong Subregion

Katherine (Kadi) Warner, Ph.D., Country Group Head, IUCN Lower Mekong (Cambodia, Viet Nam & Lao PDR)

Several Protected Areas within GMS Biodiversity Corridors (BCI) in Cambodia, Lao PDR and Viet Nam are experiencing a net loss both of biodiversity and of resources for local livelihoods, often at an alarming rate. The primary agents of ecological degradation are not local communities, but external commercial interests illegally extracting natural resources to maximise short-term profits often through distant markets. Of fundamental importance is the strengthening of State commitment to environmental governance. Without this, no amount of external support will prevent illegal use and unsustainable extraction by well-organised commercial interests. Neither will local communities be motivated to participate meaningfully in any sort of sustainable Natural Resource Management (NRM) practices in collaboration with government agencies or projects. There is a need to combine state-enforced and community-led conservation approaches. There are two wider institutional issues: the tendency for agencies to hide 'failure' and thereby impede lesson learning due to perceived pressure to report success, and the governance challenges facing initiatives such as the BCI if it is to achieve its goals of promoting pro-poor, pro-biodiversity economic growth.

6. Strengthening Voices for Better Choices: Improving Forest Governance in Knuckles, Sri Lanka

Prof Shantha K. Hennayake, Director, Center for Environmental Studies, University of Peradeniya & Former Strengthening Voices for Better Choices (SVBC) National Project Coordinator, Sri Lanka

Protected Areas (PAs) and the policies and management approaches that define them is one example the kinds of issues that participatory forest governance reform processes should address. The laws under which PAs are established are not always the product of participatory processes where the voices of those most affected by the prohibition of economic activities in selected forest areas can be heard. Strengthening Voices for Better Choices (SVBC) is a global forest governance project that aims to enable and actively implement forest governance arrangements that facilitate and promote sustainable and equitable forest conservation and management across three continents, with a focus on 6 countries, including Brazil, Democratic Republic of Congo (DRC), Ghana, Sri Lanka, Tanzania and Viet Nam. PAs and the conflict between livelihoods and conservation that their establishment often implies feature prominently in the Sri Lanka and Viet Nam country components of SVBC. This presentation will take a closer look at the objectives of SVBC and pilot site interventions, the history of the Knuckles Forest, the milestone of SVBC intervention in Sri Lanka, key findings from the pilot site in Sri Lanka, key interventions of SVBC at the pilot site, the progress of the SVBC activities and finally, the lessons learned.

7. Process for Carrying out Pre/Feasibility Studies on Establishing Protected Areas in Viet Nam

Mr Ho Manh Tuong, Forest Resources & Environment Centre (FREC), Forest Inventory & Planning Institute (FIPI), Viet Nam

From 2003 to 2006, the Forest Resources & Environment Centre (FREC) of the Forest Inventory & Planning Institute (FIPI) implemented a research programme to assess the participation of local communities in the management and protection of Protected Areas Systems in Viet Nam. Activities focused on assessing the scale of the dependence on natural resources, impacts of this dependence on Protected Areas, as well as the awareness and possibilities of participation in conservation activities for locals who live in and around Protected Areas. This presentation will discuss the results of the assessment and highlight some of the key lessons learned.

Sub-Session 3 – Ways Forward: Policy Options & Implementation Tools

8. South Asia Wildlife Trade Initiative (SAWTI): Towards Regional Management of Wildlife by Eight Countries in South Asia

Dr Arvind Anil Boaz, Director General, South Asia Cooperative Environment Programme (SACEP), an Intergovernmental Body Represented at the Ministerial Level by 8 Countries of South Asia (Afghanistan, Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan & Sri Lanka)

At the 10th Governing Council Meeting of the South Asia Cooperative Environment Programme (SACEP) in January 2007, the Environment Ministers of countries in the South Asian region expressed serious concerns over the growing threat of poaching and illegal trade of wild species of flora and fauna, which is seriously impeding biodiversity conservation efforts by all countries. The Governing Council decided that SACEP should incorporate a work programme for combating illegal trade in wildlife and its products and strengthen enforcement of CITES in the region. To take this important decision of the Governing Council forward, SACEP entered into a Memorandum of Understanding (MOU) with TRAFFIC International in July 2007 to

develop a South Asia Wildlife Trade Initiative (SAWTI). SAWTI is being modeled on the highly successful example in Southeast Asia, the ASEAN Regional Action Plan on Wildlife Trade, which in itself led to the creation of the ASEAN Wildlife Enforcement Network (ASEAN-WEN) in 2005. The First Regional Workshop on SAWTI, organised by the Nepal Ministry of Environment, Science and Technology, SACEP, WWF Nepal, and TRAFFIC was held in Kathmandu in early 2008. At the workshop SACEP Member countries and other delegates agreed to a series of joint actions as part of SAWTI, including the establishment of a South Asia Experts Group on Wildlife Trade and the development of a South Asia Regional Strategic Plan on Wildlife Trade (2008-2013). The Plan will focus on a number of key areas of work. These include co-operation and co-ordination; effective legislation, policies and law enforcement; sharing knowledge and effective dissemination of information; sustainability of legal trade and livelihoods security; intelligence networks and early warning systems; and capacity building. The decisions of this workshop will be presented Ministerial level endorsement at the 11th SACEP Governing Council Meeting in May 2008 in India.

9. Rethinking Lao PDR's Protected Areas: Strategies for a Sustainable Future?

Ms Kimberly Marion Suseeya, Researcher, IUCN Lao PDR Country Office

From 1996 to 2003, overall funding for biodiversity related work in the Lao PDR fell by more than half, from US\$ 36 million to US\$ 14 million. At the same time, forest cover has declined from 47% to 41% of total land area. Pressures on Lao PDR's Protected Areas and biodiversity are increasing while Protected Areas effectiveness is decreasing. There is an urgent need to find new ways of thinking about the challenges affecting Lao PDR's Protected Areas system. This paper, with an eye towards practical, implementable policy choices, seeks to address this need for a shift by analyzing four different policy options. After careful consideration of the current development context and the emerging public discourse on forest and biodiversity protection, this paper finds that new pathways for Protected Areas can be forged through innovative solutions. Conservation practitioners and policy makers need to shift away from traditional solutions and move towards an emphasis on sustainable financing and protected area management categories. Used together, these two policy options create the momentum necessary to propel Lao PDR forward in securing biodiversity protection for generations to come.

10. Gateway to Payments for Ecosystem Services (PES)

Mr David Huberman, Junior Professional Associate, IUCN, Economics & Environment

This presentation will focus on the use of economic incentives as a means of achieving sustainable development in Protected Areas. Particular attention will be paid to the potential livelihood costs and benefits of Payments for Ecosystem Services (PES) as an ecosystem management tool. Acknowledging the lack of robust theoretical and practical models for PES, an approach to PES implementation in developing countries will be presented and discussed. This approach, called 'Gateway to PES', was originally prepared for IUCN's Livelihoods and Landscapes Strategy (LLS). It is meant to serve as an entry point for ecosystem managers interested in engaging with PES. It presents the concept of "bundling" and addresses the growing divide between urban and rural livelihoods, offering a multi-scale and multi-context approach to the use of economic incentives in sustainable development.

11. Why Protected Areas (PAs) Become 'Paper Parks' – Potential of Reward Mechanisms and Landscape Conservation for Working PAs in the Philippines

Ms Grace B. Villamor, Assistant Scientist, Conservation International (CI) & World Agroforestry Centre (ICRAF), Collaboration Project, ICRAF-Philippines

This presentation will include two main parts: 1) Revisiting the National Integrated Protected Areas System (NIPAS) Act as a prime national strategy for conservation of biodiversity and the recognition of indigenous people and their rights after more than a decade of its implementation; and 2) Showcasing the new technique and reward/incentive mechanism of the Conservation International (CI) and World Agroforestry Centre (ICRAF) projects in addressing the conservation of globally threatened species and poverty issues in the Philippines. The first part identifies reasons Protected Areas (PAs) become 'paper parks' while the second part presents options to effectively conserve PAs at the same time providing incentives to indigenous people. A new approach to integrate the contributions of the agroforestry/agricultural matrix to the conservation of globally threatened landscapes is explored. Identified strategies/options implemented in Mt. Kitanglad Range Natural Park are discussed as a case study to address the conservation of the endangered Philippine Eagle and its impacts on the Talaandig-Higanonon-Bukidnon tribe.

Sub-Session 4 – Recommended Actions

Wrap-Up

Dr Peter Walpole, PAEL Task Force Member & Executive Director, Asia Forest Network



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ORGANIZERS

IUCN, the International Union for Conservation of Nature, helps the world find pragmatic solutions to our most pressing environment and development challenges by supporting scientific research; managing field projects all over the world; and bringing governments, NGOs, the UN, international conventions and companies together to develop policy, laws and best practice. IUCN is a democratic union with more than 1,000 government and NGO member organizations, and some 10,000 volunteer scientists in more than 150 countries. IUCN's work is supported by 1,100 professional staff in 62 countries and hundreds of partners in public, NGO and private sectors around the world. As an active champion of resource rights and conservation approaches that include rural poverty reduction as a central component, IUCN is involved in a number of initiatives to make biodiversity conservation and PA management more equitable and "pro-poor." (<http://iucn.org>)

Asia Forest Network (AFN) is dedicated to supporting the role of communities in protection and sustainable use of Asia's forests. AFN is comprised of a coalition of planners, policy makers, government foresters, scientists, researchers, and NGOs. Five strategies serve as guidepost in its development approach: Regional Exchanges, Country Working Groups, Development of Field Methods, Cross-Visits, and the Documentation of Case Studies. AFN shares community practices and developments in forest management, facilitates exchanges on creative relationships and strategies for enhancing the quality of local governance and collaborative agreements, and creates national and regional awareness of what communities, support organizations, local governments, and working groups are achieving in natural resource management. (<http://www.asiaforestnetwork.org>)

Regional Community Forestry Training Center for Asia and the Pacific (RECOFTC) is an international not-for-profit organization based in Bangkok, Thailand, that supports community forestry and community-based natural resource management. RECOFTC receives core funding from the Swedish International Development Cooperation Agency (Sida), the Swiss Agency for Development and Cooperation (SDC), and the Norwegian Ministry of Foreign Affairs. Through strategic partnerships and collaboration with governmental and non-governmental institutions, programs, projects, and networks, RECOFTC aims to enhance capacity at all levels and promote constructive multi-stakeholder dialogues and interactions to ensure equitable and sustainable management of forest resources. (<http://www.recoftc.org>)

The Food and Agriculture Organization of the United Nations (FAO) leads international efforts to defeat hunger. Serving both developed and developing countries, FAO acts as a neutral forum where all nations meet as equals to negotiate agreements and debate policy. FAO is also a source of knowledge and information, and helps developing countries and countries in transition modernize and improve agriculture, forestry and fisheries practices and ensure good nutrition for all. Since its founding in 1945, it has focused special attention on developing rural areas, home to 70 percent of the world's poor and hungry people. FAO's activities comprise four main areas: putting information within reach; sharing policy expertise; providing a meeting place for nations; and bringing knowledge to the field. (<http://www.fao.org>)

The people who collaborated to make this session possible are: David Huberman and Allison Bleaney of IUCN, Pedro Walpole and Rowena Soriaga of AFN, Ron Triraganon and John Guernier of RECOFTC, and Patrick Durst and Ken Shono of FAO.