



The IUCN Global Protected Areas Programme

Priorities and opportunities

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1. Background

IUCN's Programme on Protected Areas has a long heritage in the Union, with a headquarters-based core team and regional staff, and a closely coordinated programme of activities with the World Commission on Protected Areas. An IUCN-commissioned External Strategic Review of the IUCN Programme on Protected Areas was concluded in 2010, making far-reaching recommendations for the revised objectives and functions of a new Global Programme on Protected Areas (GPAP). These included the establishment of a separately managed, though tightly coordinated World Heritage Programme, the appointment of a new Director, and the strengthening of the programme through prioritized budget support.

The Global Programme acts as the focal point for the 1600 member IUCN World Commission on Protected Areas, which provides voluntary specialist expertise to the programme. It is also supported by the World Protected Areas Leadership Forum, which is enabling the secondment of two senior personnel to the GPAP.

The IUCN Council in November 2010 welcomed the appointment of the new Director, Trevor Sandwith, and noted further that the programme had a direct role to play in the implementation of the CBD COP10 decisions, implying the need for additional associated resources and a broader one programme approach that cooperates with other significant themes and regions of IUCN's programme. There remains a need for close integration of the World Heritage Programme.

2011 therefore marks a new beginning of the Global Programme on Protected Areas, with enhanced global coordination across IUCN's Secretariat, Regions, Commissions and Members, with a growing portfolio of programmatic and project funding, committed partnerships with key development cooperation partners, the CBD Secretariat and IUCN members for core support, and a 3 year programme to convene the 2014 6th IUCN World Parks Congress, the most prominent event on the global protected areas calendar.

2. The functional niche of the Global Protected Areas Programme

An important consequence of the Strategic Review was the positioning of the GPAP as a global thematic programme of IUCN. Based on this review and a consideration of constraints and opportunities, the functional niche of the global programme has its foundation in:

- IUCN's global leadership – IUCN is a recognised global leader in **protected area policy, science and management practice**;
- Global relevance and impact of the issues covered by the programme – **a large part of IUCN's global programme is dedicated to protected areas**, including World Heritage and Marine Protected Areas within and beyond national jurisdiction. A majority of IUCN membership, budget and projects are focused or indirectly in and for protected areas and protected area systems;
- International and regional convening power and ability to influence policy and effect behaviour change – IUCN and IUCN-WCPA are recognised as providers of **technical guidance for the CBD on protected areas**;
- The opportunity to determine and maintain international standards – IUCN has established the system of **PA categories and governance types**, and a system of determining the **management effectiveness of protected areas. Certification of protected area quality is a potential opportunity**;
- The opportunity to develop and communicate an international brand in best practice knowledge products – IUCN is the custodian of the **definitions of Protected Areas, the system of Protected Areas Categories and the UN List of Protected Areas**, pulled together as **Protected Planet** and there are other knowledge products in preparation;
- Opportunities for the IUCN Secretariat, Commissions, Members and Regions to work together to prove concepts in the field and mobilize the Union, that requires global leadership and co-ordination, e.g. the advancement of cutting edge guidance such as **Natural Solutions for Climate Change**;
- Funding and partnership opportunities that require a one programme value proposition (for scope, depth, reach and impact). In the light of the emerging new business model, the niche of the Global

Programme on Protected Areas is anchored in IUCN's knowledge products, exercised through project partnerships in regions, and intended to influence and support IUCN's wider membership for scaled up implementation.

But Protected Areas are essentially a delivery mechanism for many elements of IUCN's programmatic work, resulting in institutional and management capacity to give effect to many biodiversity conservation and natural resource management objectives in terrestrial, coastal and marine environments. Advocating that PAs are mainstreamed as a cross-cutting approach is a specific charge and opportunity for IUCN's leadership.

3. Priorities and opportunities

The Global Programme on Protected Areas is cross-cutting in IUCN's practice. Protected Area systems are both a MEANS (to enable many other thematic conservation objectives through in situ implementation, governance and equitable sharing) and an END (Protected Areas directly conserve genetic resources, species, ecosystems and ecosystems processes). The GPAP priorities will help deliver IUCN's 2013-2016 programme to be adopted at the World Conservation Congress in 2012.

We have identified **FIVE linked** major programmatic priorities as a foundation to pursue IUCN's mission, align with IUCN's new business plan and emerging 2013 – 2016 Programme:

- (i) Enhance the **capacity** to effectively manage protected areas systems to conserve biodiversity
- (ii) Mainstream protected areas as **natural solutions** to global challenges, including biodiversity loss and climate change
- (iii) Foster equitable **governance** of protected area systems
- (iv) Facilitate the economic role and **sustainable financing** of protected areas systems
- (v) **Communicate** and advocate the value of protected area systems

In each of these, there are opportunities to build on the scientific knowledge that enables IUCN to deliver essential standards and **knowledge products**, develop and test concepts in field situations for **results on the ground**, and to **mobilize the Union** to influence and leverage impact globally, nationally and locally.

Fortunately, the Global Programme on Protected Areas begins its new mission with significant support:

- A well aligned and supportive World Commission on Protected Areas;
- the recent approval of a grant of €9.589m from the EU to support capacity building on Biodiversity and Protected Areas Management in four of IUCN regions;
- a partnership contribution through full-time seconded staff from Parks Canada, the National Park Service of the USA, and Colombia National Parks;
- a committed partnership with UNEP-WCMC and Google Inc to develop and enhance a new web-based platform for protected areas called PROTECTED PLANET;
- a committed partnership with the Secretariat on Biological Diversity for a global programme to support implementation of the CBD's Programme of Work on Protected Areas
- a collaboration on PA and governance involving GiZ;
- invitations to develop new concepts for investing in biodiversity and protected areas priorities from several donor and development agencies;
- a strong bid to host the 2014 World Parks Congress.

The 2014 6th IUCN WORLD PARKS CONGRESS OFFERS AN OPPORTUNITY TO PULL TOGETHER ALL OF THE VARIOUS ELEMENTS OF IUCN'S EXTENDED ONE PROGRAMME INTO A POWERFUL AGENDA-SETTING EVENT.

(i) Enhance the capacity to effectively manage protected area systems

The establishment of protected areas and protected area systems does not guarantee that their objectives are achieved. To fulfil their purpose, protected areas must be managed effectively, requiring appropriate

institutional and governance arrangements and competent professionals providing a range of skills at site and system level. The global analysis of management effectiveness assessments yields the insight that a large proportion of designated protected areas are inadequately managed. Since its inception, IUCN has produced a large volume of highly regarded protected area standards, such as the IUCN Protected Area Categories and Governance Types, and many supporting capacity development resource materials and training programmes.

Yet, there remains a poor linkage between (i) the production of resource materials, (ii) the education and training of competent professionals and (iii) the achievement of certified high standards of PA management effectiveness. For national governments to meet targets and goals for effective management, a focus on all three of these elements is required.

Working in close association with IUCN WCPA, UN agencies, convention secretariats, including the CBD and World Heritage Convention, and partner organizations, the GPAP will develop a comprehensive capacity development program of activities involving IUCN regions, Commissions and Members. The core rationale for this would be to support capacity-building for the implementation of the CBD's Programme of Work on Protected Areas.

- IUCN WCPA has a strong tradition of developing **Best Practice Guidance**. It remains in high demand, but is increasingly dated, and has limited accessibility. Many activities of WCPA groups have as goals the development of guidance on newly emergent themes, e.g. climate change, ecological restoration. Recent CBD decisions specifically request IUCN to support the development of guidance on a range of themes. A goal is to revise the full suite of Best Practice Guidance and publish it in all of the UN languages.
- The Secretariat of the CBD is rolling out a programme of **regional workshops** on developing capacity (supported by a €1m grant from the EU), building on the Friends of PoWPA, and where IUCN GPAP is an implementation partner, involving technical experts, and regional PA staff in the delivery process, and a range of resource and learning materials.
- GPAP will contribute to the roll out of the CBD Strategic Plan, where PAs are relevant to many targets, but will focus on **Target 11** that deals with protected areas, for which IUCN's expert guidance and support will be required. IUCN WCPA and GPAP have already discussed how the SCBD can be supported with technical guidance on Target 11, and how national governments can be supported to apply this.
- GPAP and the **World Heritage Programme** will collaborate to ensure that training and capacity building for World Heritage Sites are seamless and integrated and that the exemplary status of WHS contributes to the setting of the highest standards.
- IUCN WCPA has initiated an investigation into the feasibility of putting in place a PA quality standard, based in the assessment of management effectiveness of PAs. This could be branded as the **IUCN Green List**, essentially recognizing the attainment of standards of management effectiveness across a range of criteria (e.g. biodiversity conservation, threat abatement, equitable governance, sustainable financing, visitor satisfaction, science and education). The study is being pilot tested in Brazil at present and will develop recommendations for further consideration.

A flagship initiative: The IUCN Global Partnership for Protected Areas Capacity Development

- ★ **BIOPAMA (the €9.589m EU funded project on Biodiversity and Protected Areas Management) managed by GPAP, will work with the EC Joint Research Centre, GiZ and UNEP-WCMC to develop information observatories and build capacity in Africa, Caribbean and Pacific regions. This project will be the core of an IUCN Global Partnership for PA Management Capacity Development.** There are opportunities to complement this in other regions, including South America, Eastern Europe and Asia, with regional training centres and other resources.
- The next IUCN World Parks Congress could signal the institutionalization of a full scale **IUCN Global Partnership for Protected Area Capacity Development programme**, including institutional development,

mentorship and training, resource development (including a new Global PA textbook), and virtual university. It would deliver a guaranteed technical support function, supported by non-governmental members, to national governments pursuing their PA commitments, for most prominently to achieve the goals and targets of the CBD Programme of Work on Protected Areas.

- The National Park Service, US Dept of the Interior, has seconded a Senior Programme Advisor to the Global Programme on Protected Areas from July 2011 until December 2014 to take responsibility for this GPAP Capacity Development Initiative.
- ★ **The CBD Secretariat and IUCN have agreed to jointly lead an initiative to support capacity development for implementation of the CBD Programme of Work on Protected Areas.**

IUCN GLOBAL KNOWLEDGE PRODUCTS

- **EXISTING: APPLICATION OF THE IUCN PA MANAGEMENT CATEGORIES**
There is increasing demand by national governments for interpreting the PA management categories in national contexts, and in both terrestrial and marine environments. There is a need to review assignments and to ensure that the appropriate categories are assigned to new and proposed PAs. This is a real opportunity to mobilize accredited reviewers drawn from the World Commission on Protected Areas.
- **EXISTING: APPLICATION OF MANAGEMENT EFFECTIVENESS ASSESSMENT**
Management effectiveness assessments are conducted in many countries and are now a commitment by Parties to the CBD. There is a need to build skills and competence to undertake these, and to review the systems that are in place. This is a real opportunity to mobilize the World Commission on Protected Areas in support of each country's targets.
- **NEW: A GLOBAL PROFESSIONAL QUALIFICATIONS FRAMEWORK for PA MANAGERS.** The standard would include the establishment of a curriculum adopted by education and training institutions worldwide and competence standards for PA professionals at site, system and sector levels, supported by accredited resource materials (including the IUCN Best Practice Guidance)
- **A GLOBAL PA QUALITY STANDARD: THE GREEN LIST.** IUCN WCPA has initiated an investigation into the feasibility of putting in place a voluntary PA quality standard, based on underlying assessments of management effectiveness of PAs performed by protected area agencies. This could be branded as the **IUCN Green List**, essentially recognizing the attainment of standards of management effectiveness (i.e. well-managed protected areas) across a range of criteria (e.g. biodiversity conservation, threat abatement, equitable governance, sustainable financing, visitor satisfaction, science and education). The study is being pilot tested in Brazil at present and will develop recommendations for further consideration.

(ii) Mainstream protected areas as natural solutions to global challenges including biodiversity loss and climate change

Humanity faces two immense and interrelated problems; the global extinction of species and human-caused climate change. We are in the middle of a global extinction crisis, with rates of biodiversity loss 100 times above pre-human levels. This existed before the confounding effects of human-caused climate change began to exacerbate the problem. These two problems profoundly impact human well-being and livelihoods as they undermine the natural capital and sustainability at a planetary as well as local scale. Maintenance of ecosystem resilience is an essential prerequisite for maintaining resilient socio-economic systems, and an expanded connected network of well managed conservation areas is the most robust proven solution to confront these problems. Simply put, large healthy protected ecosystems conserve biodiversity and address climate change impacts directly and indirectly.

Protected area systems are already contributing to the cost-effective conservation of intact, connected, and therefore resilient ecosystems. When well planned and justly governed, when the costs and benefits of protected area systems are shared equitably, and when mainstreamed into economic decision-making in all sectors, protected areas contribute markedly to national and local economies and are the foundation for sustainable and resilient livelihoods for many communities. Evidence of their value in many sectors is increasing in quality and substance, including for health promotion, food security, water provision, disaster and risk reduction, for poverty alleviation and for dealing with the causes and impacts of climate change on ecosystems and society. Despite the importance of the whole suite of ecosystem functions for society, there is ample justification in focussing on climate change as one of the factors aggravating the decline of ecosystem and societal resilience.

Resilient natural ecosystems are indispensable for sequestering and storing organic carbon for mitigation, and for maintaining biodiversity and the ecosystem services that are essential for societal adaptation to climate change. Based on this conviction, the conservation community has adopted wide-ranging decisions in both the CBD and UNFCCC negotiations that recognize and employ ecosystem-based approaches. This has been the policy position of IUCN's thematic programme on climate change that advocates nature-based solutions.

There are direct references to ecosystem-based approaches to climate change adaptation and mitigation in the targets and goals of the CBD's Strategic Plan for Biodiversity 2011-2020, in the Programme of Work on Protected Areas, and in many associated programmes of work (Inland Waters, Forests, Agriculture, Marine and Coastal). It has also been recognised in the climate change negotiations, where there has been agreement on the causal link between ecosystem resilience and societal resilience to climate change, and the need to develop ecosystem-based approaches to mitigation and adaptation.

- IUCN WCPA has made the case for Protected Areas as part of climate responses, and has advocated this in international biodiversity and climate change negotiations. The partnership includes the World Bank, UNDP, The Nature Conservancy, the Wildlife Conservation Society and WWF International, and has produced ***Natural Solutions: Protected Areas helping People Cope with Climate Change***, now translated into both French and Spanish (supported by GIZ and Parks Canada), and used effectively as an advocacy and capacity development tool.
- IUCN WCPA in conjunction with the German Federal Agency for Nature Conservation (BfN) has convened a workshop on developing Best Practice Guidance for Protected Area Managers, a project which is currently ongoing, and which will be strengthened with guidance on mainstreaming PAs into national and sectoral climate change strategies and action plans, with funding and support from the original partners and BfN to support a workshop in Germany on this topic in 2012. This offers a great opportunity for natural solutions approaches of "Protect, Connect and Restore" to be developed and applied in many settings.
- IUCN, with its country and regional offices and membership of national governments, is particularly well-placed to support national programmes, linked across IUCN regions, to develop the necessary capacity for implementation, and to support ongoing policy advocacy with practical solutions.
- The WPCA already has an established Task Force on Protected Areas and Climate Change.

A flagship initiative on Climate Change and Protected Areas

- Making the case for protected area systems as part of climate responses invokes the role of protected areas in generating ecosystem services in a wide variety of sectors, including health, disaster and risk reduction, food and water security, that affect the adaptive capacity of ecosystems, societies and institutions. A flagship programme on PAs and climate change responses can develop responses and deliver partnerships that transform the way in which governments and society view protected areas.
- While an international agreement on a post-2012 climate regime remains elusive, many national governments are willing to explore the piloting and demonstration of practical approaches for proof of concept, early implementation and fast-start funding. Several funding facilities are available for national governments to request support, to develop protocols and methods, tested under a variety of conditions that will generate lessons for implementation, and give funders confidence in their investment priorities.
- ★ **Natural solutions to biodiversity loss and climate change could be a prominent building block for the 2014 World Parks Congress, and for communicating the power of PAs to transform natural resource management practice in the face of global challenges, including but not restricted to climate change.**
- The GPAP should track the development of the Intergovernmental Panel on Biodiversity and Ecosystems services (IPBES) to position the understanding of the arguments for protected areas as natural solutions to climate change and biodiversity loss in both science and policy considerations.
- Parks Canada has seconded a Senior Programme Advisor to the Global Programme on Protected Areas from July 2011 until July 2013 to take responsibility for this GPAP Protected Areas and Climate Change Initiative.

IUCN GLOBAL KNOWLEDGE PRODUCTS

- ★ **PROTECTED AREAS AS CONTRIBUTING NATURAL SOLUTIONS TO GLOBAL CHALLENGES.** GPAP can build on the well-received “concept” of natural solutions as a positive conservation reinforcing method that can be applied across a spectrum of global challenges, including biodiversity loss. The new guidance on PAs and Climate Change will represent new products in this context. In addition, the GPAP can develop global guidance in the specific meaning of “connectivity” between protected areas through a well managed working landscape. This could be done through a series of workshops in specific ecoregions.
- ★ **MEETING TARGET 11 WHILE ADDRESSING CLIMATE CHANGE MITIGATION AND ADAPTATION.** GPAP can, in partnership with the CBD Secretariat and UNEP-WCMC, develop a global analysis of how well the world is doing with regard to the Nagoya Targets that involve PAs, especially Target 11 on protected areas and its relationship to climate change. The analysis could examine percentage in protected areas, the size distribution of the protected areas, and the opportunities for connectivity between protected areas for each global ecoregion. This analysis could be presented in the World Conservation Congress. Between the Conservation Congress and the World Parks Congress, further analysis could be conducted to look and the policy and social implications of meeting the Nagoya targets on a representative basis. This product could be presented in combination with the roll-out of PROTECTED PLANET as a principal means to monitor and communicate progress.

(iii) Foster equitable governance of protected area systems

Through millennia, the main decision makers and “managers” of many natural resources have been human communities, including both settled and mobile communities. Management approaches have been based on an understanding of the relationship between natural resources and community livelihoods, on historical experience and knowledge of changing resource availability, as well as cultural beliefs and values. These management approaches often, but not always, permitted biodiversity to flourish. In the modern era population growth, technology change and conflict have altered many of these traditional management systems.

In the more recent past, governments have stepped into this conservation role, and while establishing many of the best examples of state-run conservation institutions, have in some cases supplanted other forms of governance. In the worst cases this has led to the displacement of people, displaced access to resources, but less evidently, to the lack of recognition of conservation efforts that continue to be undertaken by communities, in both traditional and more contemporary ways. Establishing legitimate and equitable governance arrangements for protected areas in the context of national laws and policies remains a high priority within national commitments to the CBD decisions.

At the 5th World Parks Congress, IUCN promoted a theme on governance that led to the articulation of Element 2 of the CBD’s Programme of Work on Protected Areas, that amongst other goals, calls for the use of a comprehensive suite of governance types for protected area systems, coupled with the recognition of rights, and the free, prior and informed consent of communities, when their protected areas are included into national systems of protected areas.

- The CBD’s Strategic Plan 2011-2020’s Target 11 that calls for at least 17% of terrestrial and 10% of marine area of the earth to be set aside as protected areas that are **equitably managed**, specifically implies and includes areas beyond those established and managed by governments, including all categories of protected areas and the full suite of governance types.
- Technical guidance and support for these activities is still largely lacking across the conservation community. With regard to Indigenous and Community Conserved Areas, the ICCA Consortium has taken the lead in exploring the existence and persistence of these forms of governance. IUCN WCPA Task Forces on the Cultural and Spiritual Values of PAs, and on Sacred Natural Sites have opened up discussions with relevant groups.
- GIZ, the SCBD and IUCN are finalizing the development of a resource kit for undertaking governance assessments for protected area systems, with the intention that these could become a standard for governments to take the initial steps to systematically assess and apply the CBD decisions.
- IUCN WCPA and CEESP working with partners, e.g. IIED and UNEP-WCMC has been examining methodologies for assessing the costs and benefits of protected area systems, and an indicative programme of work is developing in this area.

A flagship initiative on Protected Areas Governance

- Diverse and varied in its application, protected areas governance can serve as models for governance of a wide range of site based conservation measures, including for governance of natural resources in the wider landscape and seascape, watershed management, forest carbon conservation, coastal and marine fisheries, extensive rangeland management etc. This has relevance for a range of challenging natural resource management problems and their impacts, including climate change mitigation and adaptation, disaster risk reduction, food and water security and poverty alleviation.
- Abundant examples exist across IUCN’s thematic and regional practice that would enable the collation and dissemination of knowledge and guidance on this topic. The BIOPAMA project specifically includes the systematic documentation of governance arrangements based on assessment and description of what currently occurs, and could act as an immediate starting point in Africa, Caribbean and Pacific countries.

The BIOPAMA project also includes activities to address capacity-building for implementation of the Nagoya Protocol on Access and Benefit Sharing.

- The proposed new core programme area for IUCN includes a major focus on governance and equity, and a natural focus for IUCN GPAP's initiative on PA governance. It will enable stronger connections to be made with existing programmes such as the Landscapes and Livelihoods Programme, the Water and Nature Initiative, involving the Ecosystem Management Group, the Commission on Ecosystem Management (CEM) and the Commission on Economic, Environmental and Social Policy (CEESP)
- * **A flagship programme of the IUCN GPAP, IUCN Social Policy Unit, and Environmental Law Centre and partners could provide leadership and co-ordination for documenting and assessment governance arrangements, developing tools and guidance for implementation, and contributing to establishing PA governance as central to effective protected area system management.**
- * **There is interest from a number of foundations in discussing ways in which the renewed focus of IUCN's GPAP on governance, access and benefit sharing can be strengthened and supported.**

IUCN GLOBAL KNOWLEDGE PRODUCTS

- * **A PA GOVERNANCE ASSESSMENT STANDARD.** IUCN GPAP working with the IUCN Environmental Law Centre, IUCN's Social Policy Unit, IUCN regional programmes, CEESP and WCPA Commissions, and the ICCA Consortium could complete the development of a suite of PA governance assessment tools that are required by national governments to implement the CBD Programme of Work on Protected Areas and achieve Target 18 of the Strategic Plan for Biodiversity.
- * **A PA SOCIAL ASSESSMENT STANDARD.** IUCN GPAP working with IIED, GiZ, CEESP, UNEP and other partners could complete the development of a PA SOCIAL ASSESSMENT methodology for assessing the costs and benefits of PAs and of PA access and benefit-sharing arrangements, pilot and demonstrate this in key geographies, and develop appropriate guidance for its use at national and site levels for PA systems.

(iv) Facilitate the economic role and sustainable financing of protected area systems

One of the most often cited constraints to implementation is that of inadequate resources and capacity, with calls for increased investment by governments and the allocation of new and additional financing as part of development assistance. Whereas a lack of capacity can undermine the appropriate use of available finance, it remains true that investments in biodiversity conservation yield extraordinary returns. The Millennium Ecosystem Assessment and The Economics of Ecosystems and Biodiversity (TEEB) study, as well as national economic valuation studies have justified increased budgetary support for protected area systems. Less well-developed are methods for mainstreaming protected area systems as components of national and sectoral development strategies and plans.

Estimates of financial needs expressed at a global scale present politically and practically impossible targets. Yet, assessments of actual financial needs at country scale, e.g. the UNDP/TNC study on protected areas financing in Latin America, indicate that that needs are modest in comparison with other economic sectors, and can be achieved through a realistic and cumulative growth of investment and institutional capacity.

- The UNDP GEF project supporting early implementation of the PoWPA has enabled many national studies on sustainable financing of protected area systems. Many GEF investments in protected areas directly or indirectly address protected area financing, including the exploration of new and innovative sources of revenues, including climate and other offsets, set of trust and sinking funds, and the promotion of new activities such as ecotourism.
- Investment policy guidance emanating from the UNDP/TNC study in Latin America, characterizes both the financial needs and the existing and potential sources of funding, and also identifies the institutional and financial capacity constraints.
- The CBD Strategic Plan Target 20, as well as other decisions calls for increased emphasis on sustainable financing to achieve implementation, thereby providing a more analytical goal and imperative for achieving it. The revision of National Biodiversity Strategies and Action plans and available finance offers the possibility of piloting and demonstrating this approach in key geographies.
- The Conservation Finance Alliance, involving IUCN as a member organization, has a Working Group on PA financing, where experience and lessons learned can be shared and new guidance developed.
- The World Bank/UNDP GEF Project on Biodiversity Conservation and Sustainable Development in the Cape Floristic Region has pioneered the integration of biodiversity and protected areas information into land-planning and decision-making, and UNDP has published guidance for national governments to apply these best practices elsewhere.

A flagship initiative on Protected Areas Mainstreaming and Financing

- There remains no currently valid global picture, built up from national appraisals of the state of protected area financing, of the costs of managing PAs at national and regional scales, and of the means for addressing financing in a cumulative and systematic way to achieve stated targets.
- There are opportunities to extend the studies in Latin America and other countries to build a global, regional and national picture of PA financing, and to design investment strategies, that include not only financial needs, but an analysis of the eligibility to tap into other sources of financing, e.g. climate finance, development offsets, etc, and to build institutional capacity, enhance business planning for implementation, and analyse the cost-effectiveness of investments.
- ★ **IUCN's GPAP, working with IUCN's theme on Greening the Economy, and institutional partners, such as UNDP, could expand the global analysis of PA financing, provide indicators and assessment of progress**

for Target 20, and capture and disseminate key lessons and guidance for national governments regarding policy and targeted investment in PA systems.

A flagship initiative on Mainstreaming Protected Areas into Planning and Decision-making

The Economics of Ecosystems and Biodiversity Study (TEEB), to which IUCN has contributed, provides adequate evidence of the economic value of biodiversity, ecosystem services and protected areas and the positive return on investment in biodiversity conservation and restoration in many biomes. Many ecosystem management programmes in IUCN, including in the water, drylands, marine and coastal biomes have confronted the key issues of land-use decision-making that determines activities and uses of biodiversity in development.

IUCN's engagement with business and biodiversity has sought to establish best practice guidance for sectoral and business decision-making, but this focuses mostly on engagement with individual corporate business and less with the overall economic and development planning arena.

The CBD Strategic Plan for Biodiversity includes targets for the expansion of protected area systems, as well as the integration of biodiversity into decision-making for development, that has implications for tradeoffs among these goals. There is a need to guide national governments on how to reconcile these goals in the pursuit of targets for biodiversity conservation and for development.

IUCN is a partner in Healthy Parks, Healthy People Global, that seeks to work with the health sector in making the case for compatible progress in both biodiversity conservation and health promotion, and these approaches can be applied in other sectors also.

- * **There are opportunities to build projects in association with development institutions to guide development decision-making to take account of protected area priorities at national and regional scales.**
- * **IUCN, including the GPAP, has been invited to discuss common priorities and concerns with both GiZ and the German Development Bank (KfW) with a view to expanding investment and capacity development guidance.**
- * **IUCN could lead a process to collate existing methodologies for mainstreaming biodiversity and protected areas into land-use planning and development methodologies, thereby setting a standard by which this is accomplished and influencing downstream investment and development decisions.**
- * **The 6th IUCN World Parks Congress could address a major theme of integration of protected areas into decision-making for sectoral development, and develop recommendations for best practices, as well as for the revision of the Millennium Development Goals in 2015**

IUCN GLOBAL KNOWLEDGE PRODUCTS

- * **GLOBAL ASSESSMENT OF PA FINANCING.** IUCN GPAP working with the CBD, UNDP and IUCN members could expand the LAR financing study to produce a global appraisal of the State of PA Financing, as a component of addressing goals in the CBD Programme of Work on Protected Areas and to monitor achievement of Target 20 of the Strategic Plan for Biodiversity.
- * **A GLOBAL STANDARD FOR MAINSTREAMING PA SYSTEMS INTO LAND-USE AND DEVELOPMENT PLANNING.** IUCN GPAP, working with the CBD, GEF, UNDP, KfW, IUCN members and investment institutions, could complete a protocol for incorporating biodiversity and protected area systems into NBSAPs, investment policy, and land-use planning, and demonstrate its applicability in key economic and social development sectors, and decisions on development and biodiversity offsets.

(v) Communicate and advocate the value of protected area systems

Protected areas are widely regarded as one of the most successful measures implemented for the conservation of biodiversity, drawing upon traditional and community-based approaches, governance regimes, scientific and traditional knowledge and contemporary practices of governments and conservation agencies. This is reflected in the Global Biodiversity Outlook (CBD 2010), where protected areas are one of the few measures that can be rated as improving at the global scale, and indeed one of the few measures of conservation success at any scale. Funding for strengthening PA systems and supporting capacity development for their effective management is at an all-time high, reflecting both the need and the cost-effectiveness of protected areas as a primary conservation measure by governments and donors. Decisions on protected areas reached at CBD COP10 are widely considered to be the most far-reaching and important in decades.

Yet, protected areas also suffer from the perception that they are outmoded, or at worst, do not benefit, but cause negative impacts on people. While there may be instances where practice has been less than optimal, and these should be addressed, there is an increasing body of evidence of the significant contributions of protected areas to economy and society. Communicating this value of protected area systems is crucial for securing investment by governments, the avoidance of impacts through development and for raising and sustaining awareness and support by communities and the public at large. As many nature conservation agencies have attempted to communicate the relevance of nature conservation for human needs, they have failed to draw attention to protected areas as one of the few effective measures to achieve this. There remains a real niche and opportunity for IUCN to develop, assert and promote a 21st Century concept of protected areas as part of natural solutions to address some of the most complex problems the world faces.

- Significant advances were made in achieving protected area policy goals during 2010, including through the decisions of CBD COP10 and the other Rio Conventions. There remains a need to communicate and support implementation of key concepts and demonstrations within the GPAP focal area on communications and advocacy, working with other IUCN thematic programmes and employing demonstrations from regional practice.
- IUCN together with UNEP-WCMC jointly manages the World Database on Protected Areas, mandated by the UN, to report on and communicate the progress that the global community is making on establishing and managing protected areas. This is the authoritative source of information on protected areas, and can be used effectively to position IUCN and UNEP-WCMC as measuring progress against the CBD Strategic Plan on Biodiversity.
- There are also opportunities to rebrand and communicate existing premier knowledge products, address broader accessibility through translations and to communicate effective solutions in diverse sectors beyond traditional nature conservation.
- IUCN's Commission on Education and Communication is prepared to work with GPAP and the IUCN Communications Division to develop an overall communications strategy, define key messages and audiences, and to brand and develop appropriate products.

A flagship initiative on Communicating Protected Areas

- * Launched in Nagoya, www.ProtectedPlanet.net, incorporating Protect Planet Ocean, is a 21st Century communication tool, incorporating some of the best social media approaches, to generate new constituencies of interest and information for protected areas. But this opportunity goes deeper, for Protected Planet to become a premier brand for IUCN's protected area efforts, supported by sub-brands including the proposed Green List, Protected Planet report, Natural Solutions and rebranded and jointly branded knowledge products (e.g. a new set of Best Practice Guidelines).

- * Google Inc has agreed to host data on protected areas as part of Google Maps, that will give anyone who searches maps globally, access to information on protected areas. There remain opportunities to link to major markets and sectors e.g. tourism, health, sport and recreation with a value proposition for protected areas.
- * The 6th IUCN World Parks Congress will be convened in 2014 and the IUCN Council has ACCEPTED Australia's bid to host the Congress. This transformative event has the potential to be a major communication opportunity, falling midway through the implementation of the CBD Strategic Plan, and a year ahead of the review of the Millennium Development Goals, and with staging points in the IUCN World Conservation Congress and several other important PA focused events such as IMPAC3 and the Asia Parks Congress in 2013. A powerful communication strategy, incorporating the elements made above, will guide this approach.

IUCN GLOBAL KNOWLEDGE PRODUCTS

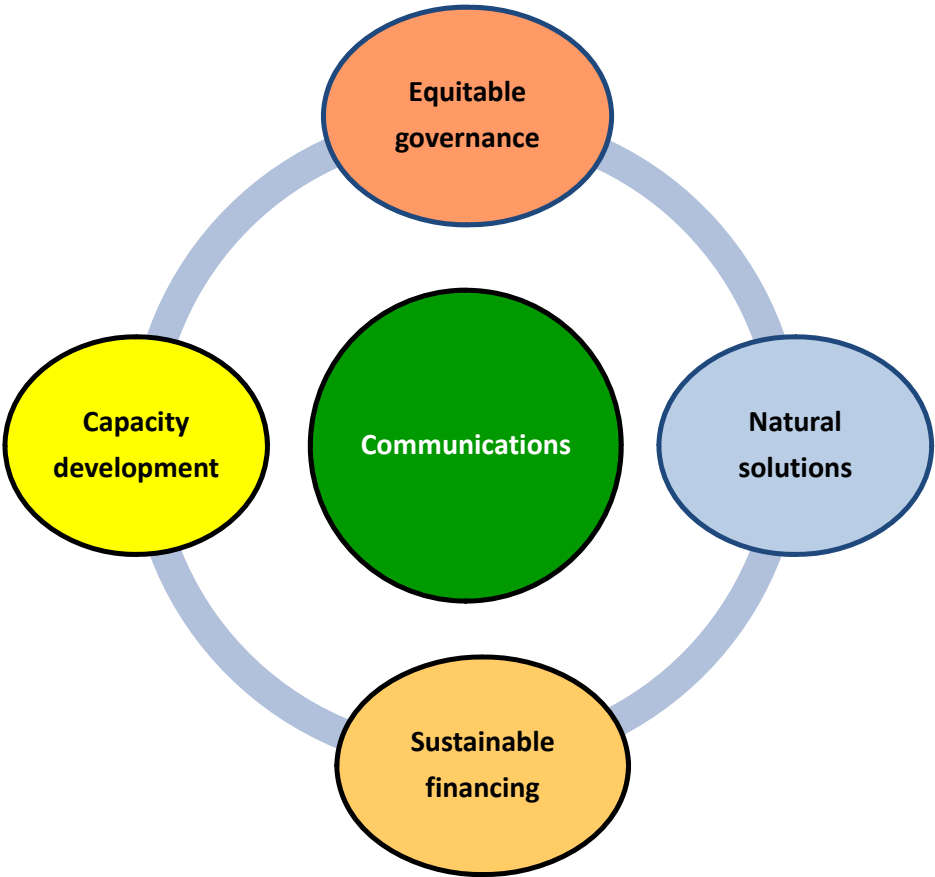
- * **PROTECTED PLANET AND PROTECTED PLANET REPORT.** IUCN and UNEP-WCMC have already initiated Protected Planet as a global knowledge product. It references the World Database on Protected Areas, and offers a unique social and communication platform regarding protected areas.
- * **ENHANCED ANALYTICAL CAPABILITY SUPPORTING PA DECISION-MAKING**

The World Database on Protected Areas could offer much more if it were linked with other key knowledge products of the GPA, including

- Measurement tools to assess the progress towards meeting Target 11 in respect of coverage, representativeness, and connectivity.
- A GREEN LIST certification attribute reflecting management effectiveness at site and system level.
- A governance assessment tool to reflect the TYPE and QUALITY of governance.
- A financial sustainability assessment tool to reflect the sustainability of site and system.
- A mainstreaming tool to incorporate PAs and PA systems into national land-use and economic planning.

IUCN, working in partnership with the EC's Joint Research Centre and UNEP-WCMC has the opportunity to develop, pilot and test some of these integrative tools through the BIOPAMA project.

**FIVE PRIORITIES FOR THE GLOBAL
PROTECTED AREA PROGRAMME**



Capacity development	Equitable governance	Natural solutions	Investment	Communications
Best practice guidance	Governance assessment	Climate change for PA managers	PA financing	Protected Planet
Professional competence standard	Social assessment	Mainstreaming PAs into strategies	PA land-use and marine decision-support	Natural solutions
IUCN Green List	Access and benefit sharing			Green List

4. Coordination, project development and financing of IUCN Global Programme on Protected Areas

To achieve its stated priorities, the programme must also:

- **Co-ordinate** the Global Programme on Protected Areas across IUCN themes, regions, Commissions and partners;
- Develop a comprehensive **programmatic and project portfolio**;
- Obtain **financial and technical support** for increased staffing and implementation.

(vi) Coordination

The Global Programme on Protected Areas encompasses some of IUCN's most cross-cutting and heartland activities. Protected area systems are involved and implicated in the implementation of just about every activity of IUCN's thematic and regional programmes, of IUCN's expert commissions, and of member organizations. GPAP is responsible for coordinating these efforts, and acting as focal point for the World Commission on Protected Areas.

A primary means for coordination is IUCN's Quadrennial Programme. Protected Areas form part of the current programme, but the full extent of integration of GPAP into the Quadrennial Programme will occur in the development and finalization of the 2013-2016 Programme that will be adopted at the 2012 IUCN World Conservation Congress. **A priority activity is therefore the preparation of a Global Programme on Protected Areas component of the 2013-2016 IUCN Quadrennial Programme in conjunction with the IUCN World Commission on Protected Areas, but that also details activities and commitments related to all of IUCN's programme components, regions and the activities of all Commissions.**

Coordination takes place at a number of levels, including a primary focus with the World Commission on Protected Areas (see below):

- **Biodiversity Conservation Group (BCG).** GPAP is part of the BCG, together with the Species Programme and World Heritage Programme, and is supported by a Network Coordinator, focused primarily on forging linkages with the Strategic Plan for Biodiversity, that has been identified by IUCN Council as a central organizing schema for the development of IUCN's future programme. GPAP has a specific responsibility to coordinate with the World Heritage Programme (a subset of PAs) as an exemplary focus on best practices for management effectiveness and capacity development.
- **Ecosystem Management Group.** While managed separately, many activities of the EMG are exemplified in practice by protected areas, including for water, drylands, governance, climate change, forests, and marine. Coordination at present is through liaison with thematic programme leads, and through the development of joint activities (there are no contractually bound joint activities at present). It is proposed to identify specific points of collaboration across all of GPAP programme priorities with the relevant groups, either at the level of communication and cooperation, or where a programmatic focus demands it, through collaboration in activities.
- **Global Programme on Protected Areas.** IUCN staff in regional and thematic programmes who are specifically engaged in activities involving protected areas are "mapped" to the GPAP, and it is the responsibility of GPAP to communicate and coordinate across this dimension of the IUCN programme. *The identification of key personnel as part of the GPAP is a current priority of the developing GPAP programme.*
- **Regional programmes.** GPAP liaises directly with Regional Directors and Regional Coordinators on cross-cutting PA issues globally. In practice, the closer engagement is with staff designated as PA focal points in each region, but the level of designation across IUCN's regions is quite variable, depending on the project and programmatic portfolio of each region. *A priority is to seek alignment and some common activities*

that are closely associated with GPAP priorities across IUCN's regional programme, and to deliver quality management and results.

- **Commissions.** GPAP liaises with the Chairs of Commissions on PA matters (both through the Commission Chairs meetings associated with the IUCN Council meetings, and through liaison with the Commission focal points in the Secretariat), and also with Regional Councillors. In practice, there is closer liaison with specific working groups within Commissions. For example, GPAP has contributed to the development of new Guidance on Protected Areas Legislation, working directly with a working group under the Commission on Environmental Law, and with the Environmental Law Centre in Bonn. *A priority is to coordinate support to the IUCN World Commission on Protected Areas (see below).*

Co-ordination with the IUCN World Commission on Protected Areas

GPAP serves as the focal point for the WCPA in the Secretariat, supported by the regional focal points for PAs who liaise directly with the WCPA Regional Vice Chairs. In terms of the IUCN Statutes, WCPA is established with a Chair and Mandate elected and approved at the IUCN World Conservation Congress, and is provided with reasonable support by the Secretariat. This support includes contributions to the Commission Operating Fund, and services provided by the Secretariat to the Commission. The services include:

- acting as Secretariat to the WCPA Steering Committee and WCPA EXCO;
- managing the Commission Operating Fund;
- coordinating technical and financial reporting;
- managing the Commission Membership process;
- providing guidance and support for WCPA Task Forces and Specialist Groups;
- managing publications and communications;
- developing joint projects and partnerships;
- conducting joint fundraising;
- joint policy development and advocacy
- contributing towards strategic planning for WCPA and the alignment and inclusion of its activities in the IUCN Programme.

The extent of the activities makes this a major function of the IUCN Secretariat. The GPAP unit is currently under-resourced to undertake all of these functions successfully.

A priority of the GPAP is to rationalize and streamline this support, define appropriate levels of service, and ensure that there is accountability on both sides for technical and financial matters. A further priority is to develop the full potential of the Commission's expert volunteer networks and support in the fulfillment of IUCN's vision.

(vii) Develop a comprehensive programmatic and project portfolio

The GPAP at the commencement of 2011 has a very small portfolio of projects. One project has been approved (BIOPAMA (the four year, €9.589m EU funded project on Biodiversity and Protected Areas Management) scheduled to commence in FY11 and that will be managed by GPAP, in close association with the IUCN European office and four of IUCN regional offices in Africa, Caribbean and Pacific regions).

The priority for the GPAP is therefore to build a programmatic and project pipeline to complement the core income, and the programmatic support from the EU in the BIOPAMA project. Current activities include the preparation of project concepts for consideration by key partners and donors. The Global Programme Priorities set out the general direction and opportunities for this project development. Although it is not intended that funding be limited to one or other programme priority, since the five areas form an integrated whole, the focus of efforts to attract funding, partnerships and to jointly seek to strengthen the programme includes:

- Building on the commitment by the EU and by the US National Park Service, to work with the SCBD, UNDP, EU and others to develop a programme on capacity development, and to design and promote certification of PAs as a global standard for PA management;
- Working with UNEP-WCMC, Google and others to develop ProtectedPlanet and the ProtectedPlanet report as a major monitoring and communication tool;
- Building on the commitment by Parks Canada and PACT2020 partners to develop the scientific and economic rationale for investment in protected areas as natural solutions to global challenges, and a portfolio of projects involving IUCN regions to demonstrate implementation;
- Working with the CBD Secretariat, SADC, UNEP and the German Government on cooperation and funding further work on governance, social assessment of PAs and on Access and Benefit-sharing, at both global and regional levels;
- Working with UNDP, Kiwi and partners on developing sustainable financing as a major deliverable of the successive CBD COPs and of the World Parks Congress;
- Securing the financial and technical support of the Australian Government and Parks Victoria to host the 6th World Parks Congress in 2014, and developing proposals for other institutional and technical support for the Congress.

A GPAP priority is to work with IUCN WCPA, and thematic and regional programmes to identify projects that address the above opportunities, and to develop them into fully-fledged programmatic funding proposals for consideration by key foundations and partners. Priority requests will be for the MAVA Foundation, the GEF and funds that partners jointly identify over the coming months. A further priority is to appoint a skilled and experienced programme and project developer to design the projects, undertake the liaison with funders, regions and themes, and to progressively realize this portfolio.

(viii) Obtain financial and technical support for increased staffing and implementation.

An integrated programme for delivery

This indicative programme of GPAP Priorities has to be grounded in reality, given the initial technical and financial constraints evident not only in the core team, but across IUCN's functional areas, financial means and the degree of commitment within existing partnerships. To be complete, the whole suite of activities must form an integral part of the IUCN 2013 – 2016 Quadrennial Programme to be adopted at the forthcoming IUCN World Conservation Congress being convened in Jeju, Republic of Korea in 2012, and that will in all likelihood seek strong alignment with the CBD's Strategic Plan for Biodiversity 2011-2020 as directed by the IUCN Council.

The five goals and three cross-cutting activities of the Global Programme on Protected Areas are not mutually exclusive, but form a complementary set of strategic directions that must be achieved together. Concomitant with this concept of an integrated programme is that the staff roles, responsibilities and activities should be jointly managed, while ensuring a critical mass of leadership to drive each element of the programme forward.

Current staffing

At present the HQ based GPAP team is very small, consisting of a Director, Senior Programme Officer, Communications and Membership Officer, Senior Administrative Assistant and Administrative Assistant (vacant). Until May 2011, it was supported by a secondment from Parks Victoria (Australia) assisting with preparations for the World Parks Congress. Currently secured are two seconded senior staff, from Parks Canada and US National Parks Service, and further support has been promised by the host country for the preparation of the World Parks Congress in 2014.

To match the contributions by Parks Canada and the US National Park Service, provision is made in the 2011 budget for the appointment of a Programme Development and Funding Specialist (based in HQ) and a Regional Network and Communication Specialist (based in one of the regions).

There remains an opportunity to secure further in-kind staffing support in the run-up to the 2014 World Parks Congress, and key positions envisaged here are full-time support by the host country, and further secondments (a WPC Executive Officer and a Fundraiser) based in Switzerland.

The GPAP has been successful in obtaining professional intern through support from the Carlo Schmidt Foundation for 2011/2012, and hopes to maintain this support through further assignments in subsequent years. Furthermore, there are opportunities for technical support from some of the development agencies, including GiZ's Centre for Migration, for outposted staff in the regions, with the ideal of having a PA focal point in each of IUCN's regional offices, and offering expertise that can be applied globally.

Budgetary and project financing support

Apart from the core budgetary support for the HQ-based staff, including some cross-charges to project funds in the World Heritage Programme, most of the other staff are funded via project funding. The most prominent of these projects, just approved by the European Commission, is the €9.589m EU funded project on Biodiversity and Protected Areas Management (BIOPAMA), managed by GPAP, which is working with the EC's Joint Research Centre, GIZ and UNEP-WCMC to develop information observatories and build capacity in Africa, Caribbean and Pacific regions. This project is the core of a global IUCN PA Management Capacity Programme. The project will fund the appointment of a full-time co-ordinator in GPAP in Gland, as well as 50% FTEs for each of the four project regions for 3.5 years each. There will be resources in the project for financial management in GPAP (50% of one FTE) as well as in the Global Finance Unit, and significant resources that will contribute to the further development of ProtectedPlanet, the governance assessment tools, best practice guidance, capacity development, publications and communication. BIOPAMA will therefore make a significant impact on the ability of the GPAP to deliver across its portfolio of priorities.

Project pipeline

The proposed project development pipeline is referred to in (vii) above and represents potential for securing additional financial resources for GPAP's functions. The proposed duration of this forecast is for 5 years, including the period leading up to, during and post the 2014 World Parks Congress, and the review of the Millennium Development Goals in 2015. This should lay the institutional and financial foundation to maintain the momentum generated by the World Parks Congress and to systematically, through funded partnerships and programmes, to roll out its recommendations through 2020 and beyond. Key to this roll-out is the institutional stability of the IUCN GPAP core staff, the regional PA-focused staff, the alignment and voluntary contributions being made by the IUCN-WCPA and the committed institutional and funding partnerships that are forged to anchor and support this ongoing role.