

SPECIAL BULLETIN ON GLOBAL PROCESSES*

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FIFTH IUCN WORLD PARKS CONGRESS

8-17 September 2003; Durban, South Africa

BACKGROUND: *The World Parks Congress, organized by the World Conservation Union (IUCN), is held every ten years to appraise the state of protected areas (PAs) and set an agenda for PAs for the upcoming decade. The September 2003 meeting was the fifth gathering of the World Parks Congress (initially convened as the World Conference on National Parks in 1962). The previous Congress held in Caracas, Venezuela, 1992 set the stage for this meeting by highlighting existing gaps—the low level of community participation in decision making, the lack of attention paid to biodiversity and surrounding areas, and the inability of decision-makers to balance costs and benefits in a sound manner—and issuing a call for countries to identify additional areas of critical importance for sustaining biodiversity. Two key outcomes emerged from the 1992 meeting: an Action Plan that set the target of extending the protected area network to encompass, at minimum, ten percent of each major biome by 2000; and, the Caracas Accord, which gave birth to the IUCN Category System, recognizing areas of particular importance to conservation (Bishop, 2003).*

The 2003 Congress was charged with setting new commitments and generating policy recommendations for protected areas worldwide through the drafting of five key documents: The Durban Accord; The Durban Action Plan; Message to the Convention on Biological Diversity (CBD); Recommendations; and, Emerging Issues. The core issues of the Fifth World Parks Congress included: the rights of indigenous peoples in relation to protected areas; the rights and roles of industries such as mining and tourism; the transboundary nature of PAs; the under-representation of the marine environment in the PA network; and, the monetary, spiritual and other values of protected areas. The draft document distributed to Congress participants, A Guide to: Securing Protected Areas in the Face of Global Change—Options & Guidelines, outlines global change factors impacting protected area viability and sets forth options and guidelines for making protected area systems more equitable (WCPA, August 2003).

The Congress generated several successful outcomes: a greater recognition of indigenous peoples' rights; an acceptance of the complexity of issues surrounding global change; and, the establishment of new protected areas and concrete targets for parks based on ecosystems and geographic regions. Some of the successes—official and un-official—achieved or announced at the WPC, which will impact the next decade of protected areas conservation, include:

- *An increased role for indigenous peoples at the discussion table, shaping 'official' outputs;*
- *Balanced and open discussions with a variety of stakeholders;*

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- *An expanded concept of protected areas to include spiritual and sacred values and to span physical boundaries;*
- *The recognition that compliance with IP, mobile peoples and local community rights is necessary when establishing and managing existing and future PAs;*
- *The adoption of targets—development and implementation of participatory mechanisms for restitution of traditional lands; participation in the establishment and management of protected areas by indigenous and mobile peoples, local communities and other minorities; implementation of communication programmes that ensure their participation; and, establishment of mechanisms to guarantee their receipt of benefits establishment of mechanisms to guarantee their receipt of benefits—to be achieved by 2010;*
- *A collection of commitments from governments and NGOs to establish new protected areas, increase pa funding, and develop strategic partnerships and incentives with a variety of stakeholders; and,*
- *A vehicle to ensure continued representation of indigenous peoples at international processes through the on-going Indigenous Peoples Ad-Hoc Working Group on Protected Areas and Biodiversity Conservation.*

Yet, the true significance of the Parks Congress went beyond its outputs and the issues it covered. The meeting's importance came from its design, which allowed indigenous peoples to actively join the 'official' discussion process and shape the 'official' outputs, such as the WPC Recommendations. This level of participation served to balance the influence of the corporate interests that were involved in the discussions and highlighted the emerging trend of stakeholder inclusion that places significant importance on preparatory meetings and solutions that are integrative and collaborative.

REPORT:

"This congress theme means challenging ourselves to understand the many values and benefits that protected areas offer... It asks us to step outside of traditional thinking and mindsets to explore new approaches for establishing and managing protected areas... There is no longer the thinking that people must be moved in order to create parks... the new thinking is that parks must be managed around the places where people live."

—Kenton Miller, World Resources Institute & World Conservation Union
(Regarding the shift away from in-situ conservation and traditional boundaries)

This is a special bulletin on the World Conservation Union's (IUCN's) Fifth World Parks Congress. The Congress was held in Durban, South Africa from 8 – 17 September 2003. This special bulletin is intended to give a brief overview on the Congress and its results to funders and interested civil society organizations with an emphasis on the significance of the meeting to poor communities worldwide. The Congress was organized around the theme of "Benefits Beyond Boundaries", acknowledging that protected areas (PAs) do not exist in vacuums and, therefore, incorporated issues that looked outside of traditional boundaries (Siyabona Africa, 2 September 2003). Within the context of these overarching issues, Congress participants examined not only how external forces and global change affected PAs, but also how protected areas are relevant to the expansive economic, environmental and social agenda in the world today. The Congress, which was preceded by a set of regional preparatory meetings (See Box A), drew over 2,700 participants from academic and research institutes, community and

indigenous organizations, government, international and non-governmental organizations (NGOs), the private sector, and public agencies over the course of its nine days to participate in plenary and workshop sessions, as well as side events and field trips to South African national parks (IISD, 20 September 2003).

BOX A: Regional Meetings

In addition to a 1997 meeting held five years after the Fourth World Parks Congress (WPC), the following regional meetings were held in the year leading up to the Fifth WPC, to highlight issues of concern and prepare for effective participation:

Protected Areas in the 21st Century: From Islands to Networks (Albany, Australia, 24-29 November 1997)

The Symposium produced a set of outputs, including: a new set of directions for the IUCN World Commission on Protected Areas (WCPA); the Road to Durban 2003, recommendations for the next Parks Congress; and, Protected Areas and the Convention on Biological Diversity.

West and Central Africa Workshop (Kribi, Cameroon, 27-31 January 2003)

Participants examined the need for novel financing and poverty alleviation mechanisms, an effective communications strategy and the involvement of minority groups and women in decision making.

Fourth World Ranger Congress (Victoria, Australia, 21-28 March 2003)

The IUCN and International Ranger Federation used the meeting to launch an initiative, titled “Protecting the Protectors: Addressing the Increasing Threats Faced by Rangers.”

Mediterranean Meeting (Murcia, Spain, 26-30 March 2003)

This meeting concluded a series of four workshops that examined different experiences and defined issues specific to the Mediterranean.

Regional Forum on National Parks and Protected Areas (Buenos Aires, Argentina, 26-28 March 2003)

The Forum produced the *Buenos Aires Declaration*, stressing the protection and management of natural areas as a component of agendas for human development.

North American Workshop (San Diego, US, 14-18 April 2003)

This workshop on “Protecting our Diverse Heritage: The Role of Parks, Protected Areas and Cultural Sites” was held during a joint conference of the George Wright Society and the US National Park Service.

Central American Regional Forum (El Zamorano, Honduras, 27-31 July 2003)

This forum generated discussions on draft resolutions and recommendations for the Fifth World Parks Congress.

Source: International Institute for Sustainable Development (IISD). *Sustainable Developments*. A Daily Report from the Vth IUCN World Parks Congress, Volume 89, Number 1. Durban, South Africa. 9 September 2003; International Institute for Sustainable Development. *Sustainable Developments*, A Daily Report from the Vth IUCN World Parks Congress, Volume 89, Number 9. Durban, South Africa. 20 September 2003.

The opening plenary of the World Parks Congress (WPC) was an opportunity to celebrate the success of creating “an outstanding legacy of 12% of our terrestrial surface under protected areas,” which was a goal emanating from the previous Congress in 1992, before tackling the slate of challenges facing protected areas today (IUCN, 8 September 2003). Those challenges to be tackled at the WPC included: climate change; sea level rise; habitat loss and fragmentation; invasive species; resource exploitation; intensified land and resource use; increasing population; ensuring political and public support; shifting priorities; globalization; democratization; decentralization; and, the growing commercialization of protected areas. The Congress, through a series of sessions designed to stimulate innovative and lively debates, set out to: examine these big, long-term issues to determine how PAs anticipate and adapt to global change; deliver a global report card on the current state of PAs and a toolbox for global action; provide the setting for new partnerships to be formed; and, highlight issues

of concern specific to the African continent. Further, although the outcomes of recent global environmental processes have indicated that action to achieve sustainable development is not solely the domain of official meeting outcomes—consider the importance of “Type II Partnerships” that were highlighted at the World Summit on Sustainable Development—the Fifth WPC was charged with catalyzing sustainable development through the creation of a protected areas agenda for the next decade. The Congress aimed to establish this road map by drafting a set of official outcomes, including: the Durban Accord; the Durban Action Plan; and, a set of Recommendations to the Convention on Biological Diversity.

CORE ISSUES:

“The discussions here were as rich as many of our National Parks. For South Africa, this is a very successful conference. It has translated many issues, such as sustainable livelihoods, sharing of benefits and the role of the private sector, that came out of the World Summit on Sustainable Development, into concrete goals and actions for the management of parks and reserves.”

-- Hon. Mohammed Valli Moosa, South African Minister of Environmental Affairs and Tourism
(See Annex A for some examples of these goals and actions)

The innovative design of the World Parks Congress centered around two parallel tracks: seven “Workshop Streams” and three “Cross-Cutting Themes”—Marine Protected Areas; World Heritage; and, Communities and Equity—which ensured that discussions on a wide range of issues would be open to the diverse group of Congress participants. The Streams were as follows:

1. Linkages in the Landscape and Seascape;
2. Building Broader Support for Protected Areas;
3. Protected Area Governance;
4. Developing the Capacity to Manage Protected Areas;
5. Evaluating Management Effectiveness;
6. Building a Secure Financial Future; and,
7. Building Comprehensive Protected Area Systems.

The Congress also conducted four symposia—Benefits to People; Managing with Change; Community and Protected Areas; and, Working at Scale—before breaking into a series of workshops, field trips and additional plenaries. Among the most prominent issues discussed at the Congress were those that dealt with the question of how to fund conservation work, such as through mining and extractive industries, financing mechanisms, and tourism. Other focal issues included site-specific concerns (transboundary areas, southern Africa issues, marine protected areas, the sacred value of PAs, etc.) and centers of control and collaboration (Indigenous Peoples, governance, etc.). South Africa served as the best practice model for some issues and provided a view of the importance of and challenges to conservation of protected areas (Chikova, 15 August 2003).

Indigenous Peoples Rights

One of the most impressive aspects of the World Parks Congress was the high level of representation from indigenous peoples (IPs)—well over 100 strong—such as Native Americans, the Masaai of Kenya and Tanzania, Maoris and Aborigines, and Saudi Arabian Bedouins (Nel, 29 September 2003).

These peoples were active—in part through issuing a bulletin titled “Our Voices”—in ensuring that their rights were a central point of discussion throughout the workshop sessions, making interventions in several sessions.

The focused message—around a few key issues that could be repeated in relevant sessions—enabled indigenous peoples to generate interest and influence that could be felt in the halls and meeting rooms at the Congress. Their message, as detailed in a thirteen-point Indigenous Peoples Declaration to the Congress, was that they are “*rights-holders*,” not simply *stakeholders* (AP, 11 September 2003). The Declaration drew attention to one of the IP’s prime concerns—the forced expulsion and systematic exclusion of indigenous peoples from their land to create protected areas (PAs) throughout the world—and warned that any Congress agreements contrary to the positions in the Declaration would be blocked (SAPA, 9 September 2003). They wanted to regain control, at least as co-managers, over their land, arguing that they had innate respect for the land and traditional collective management systems to properly care for it, given their dependence on its resources.

IPs looked to the Congress in hopes that clear decisions—that would provide them with a legal basis to assume their rights of control over their traditional lands—would be made (Xinhua News Agency, 11 September 2003 B). To ensure that the claims to their rights were taken seriously, they recommended a Global Truth and Reconciliation Commission to investigate and respond to historic crimes against IPs as a result of conservation efforts (Grobler, 17 September 2003 B). The Commission would be designed as a force for healing and reconciliation through the use of mechanisms for restitution and redress of grievances. They also pressed conservation groups to respect their rights to self-determination and advocated a better understanding of what the term IP entails. They stressed that indigenous peoples are not “tourist attractions,” nor a singular entity—drawing a distinction between indigenous and mobile peoples, such as nomadic groups living in deserts, and local communities.

Mining & Extractive Industries

Just as Indigenous Peoples made their presence felt and opinions known at the Parks Congress, extractive industries exerted their influence at the meeting, making two big announcements in the weeks leading up to the World Parks Congress (WPC). Shell and fifteen mining companies that make up the International Council on Mining and Metals (ICMM) announced their promise to treat World Heritage sites as “no-go” areas—a move expected to become a guidepost for the industry (Houlder, 18 September 2003). Further, a group of oil companies (BP Plc., ChevronTexaco Corp., Shell International Ltd., and Statoil ASA) collaborated with five conservation non-governmental organizations (NGOs: Conservation International, Smithsonian Institute, Flora & Fauna International, The Nature Conservancy, and IUCN), forming the Energy and Biodiversity Initiative (EBI), to establish the first set of guidelines for the energy industry that integrates biodiversity conservation into oil and gas development and upstream operations (Fletcher, 25 August 2003). Yet, despite, or perhaps because of these announcements, many participants, especially indigenous peoples who had hoped that the industry would agree to proposals acknowledging their rights to say “No,” felt the commitments did not go far enough and were actually “greenwash” (ICEJI, November 2003). These participants saw the WPC as an opportunity to increase extractive industries’ awareness of the negative impacts mining and exploration has on biodiversity and wildlife.

The industry, meanwhile, in their side event, multiple workshops, panel discussion, and plenary session, attempted to convey two messages to the conservation community: the industry's need for a cleaner, more rigorous application of the IUCN PA Category System (Six Main Categories of Protected Areas, from Strict Nature Reserves to Natural Monuments to Managed Resource PAs); and, the opportunities and constraints inherent in the industry. EBI tried to defuse some of the criticism by noting that their findings have indicated the negative impact of settlers clearing paths and using slash and burn methods—as well as other factors such as climate change, invasive species and population increase—often surpass the impact of the oil and gas companies. They also pointed out that their industry is much more open to working with conservation groups than even a few years ago, thanks to dialogues through collaborations such as EBI. These collaborations, they noted, along with the prevailing view of government and individual investors—that the private sector, from extractive industries to tourism, is an important tool to protect biodiversity and protected areas—lent legitimacy to the private industry's participation at the Congress.

Tourism

Following a doubling of visitor numbers to developing country “hotspots”—areas rich in biodiversity—the industry once, and still, heralded by many as a conservation solution—a means of protecting biodiversity while generating economic benefits—showed its weakness. The industry's vulnerability was most evident in its inability to control its own growth—tourist arrivals worldwide now stand at 700 million (Xinhua News Agency, 12 September 2003). The balance between the benefits and potential harm of the tourism industry is particularly acute in South Africa, the world's fastest-growing tourist destination where the industry is the fastest-growing economic sector (Lunsche, 14 September 2003). Another point of criticism (beyond the fast-growth rates) was the issue of who controls and who benefits from tourism and ecotourism ventures. These questions were addressed in several Congress Workshop Streams and Cross-Cutting Themes coordinated by the World Commission on Protected Areas (WCPA) Task Force on Tourism & Protected Areas, as well as a plenary session (IUCN, 28 August 2003 A). These sessions gave local community representatives an opportunity to air their concerns regarding large concessions given to the private sector to operate lodges and other business operations in the PAs. Of note was the fact that the Makuleke community, which is the only southern African community that owns a lodge in a protected area, was granted their right to do so after a protracted month legal battle (Karikoga, 8 September 2003). However, tourism—if managed properly and by the right people—was recognized in Congress sessions, along with strategies like the development of transfrontier parks, as a means to both protect biodiversity and generate economic growth and benefits. The Stream on Building Broader Support for Protected Areas produced a Recommendation—*Recommendation 12: Tourism as a Vehicle for Conservation and Support of Protected Areas*—that encouraged the tourism sector, and its stakeholders, to work together to ensure communities share in the monetary and cultural benefits from tourism activities and support research and development of appropriate sustainable finance mechanisms through tourism (IUCN, 17 September 2003 A).

Transboundary Issues

Transboundary issues, such as how to govern and manage parks and protected areas across borders, were central to many of the discussions that took place at the WPC. Managers of these transboundary protected areas (TBPAs) expressed that they did not have the tools to deal with the issue of growing

demand—for information about and proper management of TBPA—effectively. Therefore, discussions at the Congress highlighted the need for networks and organizations to disseminate information regarding TBPA, serve as a contact for public questions, and establish a dialogue system for managers and audiences. The managers also expressed the need for more information, including: a comprehensive database of relevant publications; a list of TBPA worldwide; and listings of NGOs and individuals of note (IUCN, 28 August 2003 D). Building on these highlighted requests, TBPA managers and other Congress participants called for a balance between community needs and natural ecosystem protection, long-term public and political support for TBPA, increased levels of capacity-building and resources for managers, and a worldwide protected area system that is more representative of all ecosystems (Pegg, 19 August 2003).

Marine Issues

Although the Congress enjoyed the success of the past decade in achieving its goal of over ten percent of the earth's land surface designated as a protected area, one ecosystem was poorly—less than one percent—underrepresented: the marine environment. Thus, Marine Protected Areas were given special status as a Cross-Cutting Theme. A great deal of attention was given to the proposed target of increasing ocean protection to twelve percent within the next decade. The WCPA high seas working group and World Wide Fund for Nature/World Wildlife Fund International (WWFI) also proposed a draft ten-year strategy to establish a representative system of high-seas marine protected area (MPA) networks. The WCPA/WWFI coalition designated that its first action to stop imminent threats to biodiversity would be to build awareness and support, for urgent action, within civil society, governments, intergovernmental organizations, regional bodies, and scientists (Mantu, 16 September 2003). Another suggestion highlighted at the Congress was to establish MPAs, marine reserves, and no-take zones. The overall message conveyed regarding the marine environment was that it should be seen as a living system, just as vulnerable to extinction as terrestrial systems. These systems are in urgent need for improved management of marine species, which require their integration into wider coastal and ocean governance arrangements. The growing engagement of industry—the Marine Aquarium and Marine Stewardship Councils—was also highlighted at the Congress. Yet, much work is needed to build a truly collaborative approach. Keeping a ten-twelve percent goal for marine protected areas—to match the 12 percent of land that is currently under protection—in mind, more than twenty large marine ecosystems would need to be protected—at a cost of 9.3+ billion US dollars—to be successful. Further, the establishment of these ecosystems, along with the creation of more than 400 marine protected areas—increasing the 9.3 billion by at least 5.4 billion—over the next decade would only protect 5 percent of the ocean—merely halfway to the target (Xinhua News Agency, 10 September 2003). Finding enough funders that can dedicate the amount of resources necessary to make this goal a reality is a major challenge for the next decade that emerged from the Parks Congress.

Value of Protected Areas

As witnessed by the cost of protecting just five percent of the marine environment, financial constraints carry great importance for the protection of biodiversity. In order to operate an effective global protected areas system, US \$45 billion worldwide is needed (Xinhua News Agency, 11 September 2003 A). To make this matter worse, most developing countries do not have the financial resources to run these areas. Thus, just as how to resolve poverty became a central issue at the World

Summit on Sustainable Development (WSSD) a year prior, the question at the World Parks Congress became how the poor countries can fund protected areas? One major suggestion from the conservation side was to turn the PA from a cost- to a profit-center by using innovation and creativity to generate financial resources. Some of the proven mechanisms suggested were carbon investment projects, debt-for-nature swaps, and tourism user-fees (see previous section for tourism issues). Examples of these mechanisms can be found in the 2000 WCPA publication, “*Financing Protected Areas: Guidelines for Protected Area Managers*,” the 5th installation of the Best Practice Protected Areas Guidelines series edited by Adrian Phillips. Other mechanisms that are currently being developed and tested were discussed, such as carbon market transactions, ecological fines, green insurance products, and resource extraction fees. The importance of identifying and understanding linkages between these mechanisms and biodiversity conservation was a central theme to these discussions (IUCN, 16 September 2003 A).

The monetary amount a protected area costs or generates was not the only value of importance to many of the World Parks Congress participants. In fact, it was evident that to some indigenous peoples the sacred value of PAs trumped, or at least equaled, their financial value. The Congress focused on the sacred dimension of protected areas during a special ceremony on September 9th (IUCN, 28 August 2003 B). Preliminary guidelines on the management of sacred natural sites—discussed for the first time at a Congress—were presented in technical sessions and circulated post Congress (IUCN, 13 September 2003 B). Other presentations included technical session proceedings on building cultural support for PAs and a pre-feasibility study for the development of a protected areas network for the *Great Inca Highland Road* in the Andes.

OUTCOMES OF THE CONGRESS:

“This is the decade of quality.”

—Kenton Miller, World Resources Institute

(Regarding the shift from quantitative measures of conservation success, such as the number of parks created, to a more benefits-oriented view)

Like the WSSD held in South Africa a year prior, the World Parks Congress (WPC) produced a set of non-legally binding documents—The Durban Accord, The Durban Action Plan, WPC Recommendations, Message to the Convention on Biological Diversity (CBD), and Emerging Issues—as described below, and facilitated the formation of partnerships between interested parties. The Congress built upon the global agenda of the WSSD process over the course of its 200+ sessions, and shifted the outlook from quantity—the number of decisions, commitments, and agreements—to quality—commitments and agreements that can legitimately be implemented—in preparation for approval at the World Conservation Congress, the only formally mandated assembly for IUCN members, in 2004 (Naidoo, 18 September 2003). The qualitative distinction of the WPC came from its less crowded nature, which allowed the voices of each group of stakeholders (and rights-holders) to be heard more clearly than in previous international processes. The official outcomes, as a result of this sharing of voices, did not subscribe to an extreme—ecosystems completely open to anyone or any organization in the name of economic pursuit versus protected areas closed to everyone, whether for business or leisure, in the name of biodiversity conservation—opting for compromise amongst the stakeholders to accommodate the main goals of each group wherever possible. The presence of considerable numbers of Indigenous Peoples, Park Managers, Conservationists and even Extractive

Industries balanced the power of each group's voices, thus preventing the outcomes to be driven solely by one value, whether that value was financial/economic or biological or spiritual.

The Durban Accord

This document, adopted by the Congress, calls on world bodies to: recognize the importance of protected areas (PAs); ensure trade agreements enable protected areas to achieve their purpose; insist on accountable, transparent legal and institutional frameworks; and, to appeal for mobilization of resources to implement initiatives (Nel, 17 September 2003). This umbrella document is intended to challenge paradigms and serve as a reference document for the next decade, guiding the conservation community to consider the needs of communities, and find solutions to gaps in protected ecosystems and ineffective funding methods, among other issues. The Accord highlights the need to involve those living within the protected areas and develop new funding mechanisms as keys to success and recommended the establishment of a global system of marine and coastal protected areas over the next decade.

The Durban Action Plan

The Action Plan, intended to accompany the Durban Accord, includes a high-level vision statement for protected areas and an outline of implementation mechanisms. The Action Plan highlights the progress made since the IVth World Parks Congress in Caracas and the challenges that lie ahead. It establishes a checklist of actions at the local, national, regional, and international levels, as well as protected area authority actions needed to increase the benefits of protected areas and improve their management and organizes them under ten outcomes (See Box B). The Durban Action Plan also provides policy-makers with timetables and key targets, such as the conservation, *in-situ*, of:

- Critically endangered and endangered species *globally confined to single sites* by 2006;
- All *other* globally critically endangered and endangered species by 2008; and,
- All other globally *threatened* species by 2010 (Xinhua News Agency, 17 September 2003 B).

Box B: Durban Action Plan Outcomes

The World Parks Congress established a set of ten key outcomes that served as the outline for the actions suggested in the Durban Action Plan. A series of targets are listed under these objectives. The outcomes are as follows:

1. Protected Areas' Critical Role in Global Biodiversity Conservation Fulfilled.
2. Protected Areas' Fundamental Role in sustainable Development Implemented.
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, Recognizing 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.
10. Improved Communication and Education on the Role and Benefits of Protected Areas.

Source: IUCN. *Durban Action Plan*. Vth IUCN World Parks Congress. Durban, South Africa. 17 September 2003. 38 pps.

WPC Recommendations

Congress participants attended a series of technical workshops to discuss issues such as mobilizing people and NGOs and conservation from local to international levels. As a result, two recommendations were added to those proposed at the start of the World Parks Congress, resulting in the adoption of 32 recommendations (See Annex 1) on the final day. Some of the key recommendations were to: enhance communication and education efforts; empower youth to become involved in conservation; establish a global system of protected areas that link landscapes and seascapes; improve management effectiveness and governance of PAs; recognize indigenous peoples, mobile peoples and local community rights as related to biodiversity conservation; and, utilize partnerships to generate support for protected areas (Agence France-Presse, 17 September 2003).

Message to the Convention on Biological Diversity

This brief, action-oriented document, which draws from the other outputs of the Congress to provide recommendations specific to the Convention on Biological Diversity (CBD, See Box C), will be delivered in the 9th Meeting of the Subsidiary Body on Scientific, Technical and Technological Advice (SBSTTA 9). In addition to the SBSTTA Meeting in Montreal in November 2003, the document will be presented to the 7th CBD Conference of the Parties (COP 7) in February 2004 (IUCN, 13 September 2003 A). The Message proposes three main needs: to identify gaps in the global protected area system and fill them using sound science; to build the appropriate institutional and human capacity, policy, and legal frameworks and to identify the financial support to enable the proper management of protected areas; and, implement mechanisms to ensure participation and equity of benefits related to protected areas, especially concerning indigenous peoples, local communities, and mobile peoples (IUCN, 17 September 2003 B).

Box C: Convention on Biological Diversity

The Convention on Biological Diversity was ratified by 187 countries and represents the first unified government effort to address the rate of destruction of the world's biodiversity. It is the only convention that recognizes protected areas as a key element and addresses them in a comprehensive manner. The agenda for the 2004 CBD meeting in Malaysia will be influenced by the outcomes of the World Parks Congress. Its output is expected to be a programme of work on PAs that will guide national action, as well as provisions to enable the action at an international level. Among the issues that conservation groups want to get from the CBD are commitments from governments to create new PAs and the implementation of commitments made at other global processes, like the WSSD and the WPC.

Sources: Jenvey, Nicola. "Congress Seeks Development Gain." Business Day South Africa. Chamber World Network International Ltd. 10 September 2003; Ming, Chen. "Roundup – World Parks Congress Opens in S. Africa." Xinhua News Agency. Durban, South Africa. 8 September 2003; IUCN. *An Important Input for the Convention on Biological Diversity*. Session Report. Durban, South Africa. 13 September 2003.

Emerging Issues

Although not an official outcome in the traditional sense, the Vth WPC released a document to accompany the Accord, Action Plan, Message to the CBD, and Recommendations entitled *Emerging Issues* (IUCN, 2003 A). This document drew out the key messages that emerged from the Congress—

extracting them from some of the Workshop Streams and Cross-Cutting Themes, as well as from Africa Day, as follows:

- **Stream 1 – Linkages in the Landscape /Seascape :** Ecological restoration offers a variety of approaches to address the problems, such as the threatened integrity of ecosystems and loss of community resources, brought about by the inclusion of degraded areas within the boundaries of protected areas.
- **Stream 2 – Building Broader Support for Protected Areas:** Benefit-sharing, awareness of community aspirations by external groups, stronger legislation, and enforcement of environmental impact assessment procedures are necessary to combat destructive industrial practices. Alien invasive pathogens, the role of disease in PAs, and animal and human health-based indicators should all be studied and addressed to deal with disease and PA management. As well, best practice examples of sustainable wildlife uses (i.e. hunting and fishing) that provide financial benefits should be considered when developing future work programmes.
- **Stream 3 – Governance (New Ways of Working Together):** More needs to be learned about private protected areas as they are increasingly important to national conservation strategies. A Private Protected Area Action Plan (Annex I to *Emerging Issues*) recommends that governments and civil society take the following actions for private land conservation: strengthen the legal framework, economic incentives and institutional capacity; improve and expand education and training opportunities; increase public-private management collaboration; promote sustainable development and community involvement; and, create information networks.
- **Stream 5 – Maintaining Protected Areas Now and in the Future:** Increased access to protected areas and inadequate management capacity has led to an increase in hunting and the commercial trade in wildlife. Therefore, to keep these wildlife uses at sustainable levels, actions such as setting hunting restrictions and providing communities with alternative incentives for income (i.e. ecotourism) and capacity building for PA managers should be undertaken. Solutions to the problem of invasive alien species should also be developed and promoted.
- **Cross-Cutting Theme – Communities and Equity:** The achievement of gender equity should be incorporated into future conservation efforts, built upon analysis (resource tenure and use, access and control of resources, etc.) and consistent with good governance and democratic principles.
- **Cross-Cutting Theme – Marine:** The exclusion of coastal and intertidal sites (in the existing IUCN definition) should be considered in order to redefine marine protected areas. An immediate moratorium on deep sea trawling in high seas areas should also be considered, especially when it affects seamounts (submarine volcanic mountains rising high above the deep-sea floor) and cold water coral reef communities.
- **Africa Day:** Conservation efforts need to acknowledge the problem of HIV/AIDS and how it affects conservation success in order to mitigate its impacts in affected countries.

The issues document also includes an action plan for private protected areas—areas owned or leased by private organizations or individuals in which conservation is a principal activity to be undertaken by the owner—that lays out a simple background and explanation of their importance. This document also makes recommendations for private lands conservation, including: strengthen the legal framework, economic incentives, and institutional capacity; improve and expand education and training opportunities; increase public-private collaboration in management; promote community involvement and sustainable development; and, create information networks.

Non-Official Outcomes

In addition to the official outcomes of the World Parks Congress, progress was made in the protected areas movement through various non-official outcomes. Many stakeholders—governments, civil society, private industry—used the Congress to make key announcements and launch new initiatives (See Box D), to network amongst peers, or to offer up new tools for protected areas management.

PalNet—an interactive knowledge management system that enables protected area managers and other stakeholders to exchange resources (maps, case studies, publications, software, etc.), conduct on-line discussions with experts and research PA-related issues by topic or region—was one such tool launched at the WPC. A set of computers loaded with the program were set aside in the Community Park across from the main Congress venue to give participants an opportunity to discover how the program helps stakeholders adapt strategies, policies, and practices to predict threats and identify opportunities. The tool—currently at the end of its first stage (development)—is also used to promote an exchange of experience across North/South and South/South borders and encourage on-site testing of adaptation options (IUCN, 28 August 2003 C).

Box D: Announcements

The World Parks Congress was not just an opportunity to contribute to the official outcomes of the meeting. The attendance of individuals such as Nelson Mandela and Queen Noor, as well as the gathering of a vast array of conservation organizations gave attendees an opportunity to reach a wider audience than they would normally have. It also lent a larger meaning to their announcements, as they could be related to other sustainable development and protected area issues being discussed at the Parks Congress. Some of the strategic announcements made at the Congress include:

Financial Commitments:

- The World Bank announced its intention to increase environmental lending to US \$2.1 billion in fiscal year 2004 (up from US \$1.1 billion in FY2003) at the launch of its flagship publication “Environment Matters,” thanks in large part to their 2001 Corporate Environment Strategy, indicating a renewed focus in reducing or preventing environmental health risks, improving livelihoods, and diminishing vulnerability to environmental hazards.
- Countries along the west coast of Africa—Cape Verde, Gambia, Guinea, Guinea-Bissau, Mauritania, and Senegal—along with over fifty civil society organizations, announced their intent to create an integrated network of marine protected areas, made up of existing and new protected areas, to combat rapidly declining fish stocks. The MAVA Foundation pledged EUR 5 million for this effort.

Documents Launched:

- The publication, “Guidelines for Management Planning of Protected Areas” was launched at the Congress. The book—which assembles case studies, models, and lessons learned—sets new guidelines for protected areas by encompassing each phase of the planning process from data collection to reviewing the management plan’s effectiveness.
- The United Nations (UN) launched its report, “UN List and State of World’s Protected Areas” in Durban. The report announced a slate of new protected areas (Madagascar, Senegal, Brazil, etc.) covering over 200,000 square kilometers. The UN also used the Congress to launch the Africa Protected Areas Initiative, which is an intricate system of protected areas aimed at meeting Africa’s social and environmental needs.

Protected Areas Created/Expanded:

- In keeping with these new PAs listed in the UN report, the state government of Amazonas, Brazil announced the creation of six new protected areas covering 3.8 million hectares. Also in Brazil, the state of Amapa announced its new 10 million hectare Biodiversity Corridor, covering 71% of the state.
- The President of Madagascar announced his commitment to increase the total coverage of protected areas in his country from 1.7 to 6 million hectares over the next five years.
- Senegal announced the creation of the country’s first (four) marine protected areas, to sustain fisheries and protect biodiversity, covering over 7,500 square kilometers.
- Environment Ministers from Nigeria and Cameroon announced their agreement to protect the Cross River gorilla, which is threatened by habitat fragmentation and loss, by establishing the Takamanda-Okwangwo Complex, a transboundary protected area.
- The Agulhas Biodiversity Initiative, an effort to establish a mosaic of protected areas on both public and private land throughout the Cape Floristic region, was launched on September 9th. The Global Environment Facility (GEF) funded Initiative will promote innovative financing mechanisms and partnerships between project officers and local communities to promote sustainable harvests and implement a responsible tourism strategy.

Box D: Announcements

Partnerships:

- Six Latin American countries, along with conservation organizations, local partners and the Ford Foundation announced their partnership to protect the Great Inca Trail.
- IUCN – The World Conservation Union, The Nature Conservancy and WWF International joined efforts to establish a Global Fire Partnership that aims to prevent the kind of destructive forest fires that raged throughout North America, Europe and other parts of the world last summer.
- Three conservation groups—World Conservation Union, The Nature Conservancy, and World Wildlife Fund—launched their global fire partnership, which aims to prevent destructive forest fires around the world.
- The World Conservation Union and the Ramsar Convention Bureau signed, on 13 September 2003, a new Memorandum of Cooperation to improve programmatic collaboration at the global level and jointly manage wetland sites.

Miscellaneous Initiatives:

- The South African government announced a new bill (on property rates) that exempts all formally protected areas from land taxes (“rates”) and an initiative to partner with land-owners to bring land that is privately conserved under government protection.
- Another South African announcement concerned the opening—in 2004—of the Water Law Centre of Excellence, which will host certificate and Masters level courses in water law.

Sources: Unknown. “Environmental Lending Expected to Increase to \$2.1 Billion According to World Bank Flagship Publication ‘Environment Matters.’” Presswire. M2 Communications, Ltd. Durban, South Africa. 10 September 2003; IUCN. New Guidelines Set Vision for Protected Areas Worldwide. Media Release <<http://www.iucn.org/bookstore/pro-areas-1.htm>> September 2003; IUCN. *Vth IUCN World Parks Congress Sets Agenda for Next Decade, Spurs Conservation Initiatives for Africa*. Media Release. Durban, South Africa. <<http://www.iucn.org/themes/wcpa/wpc2003/pdfs/newsevents/day10/finalwpcpr170903.pdf>> 17 September 2003; Unknown. “Nigeria, Cameroon to Protect World’s Rarest Gorilla.” Environment News Service. Durban, South Africa. 17 September 2003; Ming, Chen. Global Fire Partnership Launched to Combat Escalating Forest Fires. Xinhua News Agency. Durban, South Africa. 10 September 2003; Global Environment Facility (GEF). “Funds Support Use of Protected Areas to Conserve Nature and Promote Sustainable Livelihoods.” All Africa Global Media. 8 September 2003; Unknown. “West African Nations Create Marine Protection Project.” Agence France-Presse. 16 September 2003; IUCN. “Closer Collaboration to Save the World’s Wetlands. IUCN and Ramsar Convention Bureau Sign New Cooperation Agreement.” Media Release. Durban, South Africa. <<http://www.iucn.org/wpc2003>> 13 September 2003.

Overall, the WPC outcomes—official and un-official—were generally well-received; especially those that recognized indigenous peoples’ rights or added new protected areas to the existing portfolio of conservation sites (Grobler, 17 September 2003 A). Moving forward, one of the key challenges for implementation of these recommendations and actions will be to turn paper parks into real parks before the next Parks Congress in Mexico in 2013 (Mdzungairi, 7 October 2003). In order to achieve real parks, all stakeholders, especially indigenous peoples, will need to be involved. The coordination for this involvement will need to be undertaken at several levels. David Sheppard, Secretary-General 2003 World Parks Congress, in a note to friends and colleagues of the WCPA, highlighted ten steps to carry forward the successes achieved at the Congress (Sheppard, 2003). He encouraged stakeholders to communicate the WPC outcomes to their organizations and networks, build Congress elements into training and development initiatives and financial strategies, organize national meetings—such as those already planned in Europe and Latin America—and remain in touch with relevant contacts such as WPC Workshop Stream and Output leaders and WCPA Regional Vice Chairs. IUCN Secretariat and WCPA experts have also carried the outcomes forward in a meeting to establish a priority list and implementation strategy and discuss the IUCN Programme on Protected Areas and WCPA 2005-2008 Quadrennial Programme (IUCN, 26 November 2003). Discussions on how to achieve ten outcomes of the Congress, specifically addressed by 14 key targets, will also be conducted by the participants at the Seventh Meeting of the Conference of the Parties (COP7) of the Convention on Biological Diversity (CBD) in Kuala Lumpur, Malaysia in February 2004 (See Box E).

Box E: Desired Outcomes to be Discussed at COP7

- Outcome 1: Protected areas' critical role in global biodiversity conservation fulfilled.
- Outcome 2: Protected areas' fundamental role in sustainable development implemented
- Outcome 3: A global system of protected areas linked to the surrounding landscapes and seascapes achieved
- Outcome 4: Improved quality, effectiveness and reporting of protected area management in place
- Outcome 5: The rights of indigenous peoples, mobile peoples and local communities recognized and guaranteed in relation to natural resources and biodiversity conservation
- Outcome 6: Empowerment of younger generations achieved
- Outcome 7: Significantly greater support for protected areas from other constituencies achieved
- Outcome 8: Improved forms of governance, recognizing both traditional forms and innovative approaches of great potential value for conservation, implemented
- Outcome 9: Greatly increased resources for protected areas, commensurate with their values and needs, secured
- Outcome 10: Improved communication and education on the role and benefits of protected areas.

Source: Mulongoy, Kalemani Jo and Stuart Chape (Eds.). *Protected Areas and Biodiversity: An Overview of Key Issues*. CBD Secretariat, Montreal, Canada and UNEP-WCMC, Cambridge, UK. February 2004.

STAKEHOLDER PARTICIPATION: INDIGENOUS PEOPLES

"Many speakers have mentioned the ... 'footprint' that indigenous peoples will have on this Congress, and that is as it should be, and we welcome it"

-- Achim Steiner, IUCN Director-General
(Taken from his speech as MC of the Opening Ceremony)

One aspect that became evident over the course of the WPC was that the strength of the Congress' outcomes was due in good part to the participatory process that preceded and continued through its concluding remarks. The World Trade Organization Ministerial Meeting in Cancun, which ran parallel to the Congress, highlighted this accomplishment ever more—showing how, when stakeholders are given an opportunity to influence the outcomes of a process, they are more likely to work together to correct its faults rather than launching efforts to halt the process completely. The WPC was designed by IUCN to encourage stakeholders to enter and participate in the process, especially regarding the official WPC outputs. These outputs were produced through an open process that encouraged comments in workshops and drop-in sessions and involved the participation of interest groups in sessions on specific issues (IUCN, 14 September 2003). Workshop participants were also invited to address the Workshop Stream issues directly in break-out groups. The governance stream, in particular, noted the importance of involving all stakeholders in decisions to support conservation (IUCN, 16 September 2003 B).

The participatory process, however, involved much more than just efforts directly within the Workshop Streams. As the outcomes of the WPC are intended to feed into other processes, such as the 7th meeting of the Conference of the Parties (COP7) to the Convention on Biological Diversity (CBD), the participatory process was comprehensive, allowing stakeholders to discuss substantive issues in the main documents and provide specific recommendations for their revision. A procedure—distribution of the draft at the Congress and posting on-line, opening of a special CBD room at the Congress, convening of a meeting on the CBD process and Action Plan, development of an on-line avenue for comments, establishment of a drafting group, and presentation of the final document for approval at

the closing plenary—was established to ensure stakeholder participation in revising the documents (IUCN, 2003 B).

The World Parks Congress provided many opportunities and avenues for substantive input from stakeholders, setting the stage for Indigenous Peoples to impact the outcomes. More than one hundred indigenous peoples' delegates came together for a Conference—hosted by the National Khoi San Coordinating Committee of South Africa and the Indigenous Peoples of Africa Coordinating Committee—in Durban on the 6th and 7th of September 2003 to prepare for the Congress (IPC, 8 September 2003). The Indigenous Peoples Preparatory Conference (IPPC) was organized by the 'Indigenous Peoples Ad-Hoc Working Group for the World Parks Congress,' which was formed in January 2003, is housed at an UK-based NGO—Forest Peoples Programme (FPP)—and supported by NGOs (Dutch and Spanish), NCIV and ALMACIGA (FPP, September 2003). The virtual (email/internet) organization, whose decisions are made by a Steering Committee of the most active members, held regular teleconferences to consult on administrative (fundraising, budgeting and logistics) and substantive (strategy and activities) issues to prepare for the WPC. The goal of the Ad-Hoc group was to ensure indigenous peoples were given the opportunity to participate as plenary speakers, case study presenters and panellists so that they could raise the exposure of their cause. Only North American and Pacific-based IPs were somewhat underrepresented due to weak networks and funding constraints.

Several regional—Mesoamerica, East Africa, Central Africa, and Southeast Asia—and national—Peru, Democratic Republic of Congo, and Russia—preparatory meetings were held, some of which produced Declarations in anticipation of the IPPC. The first day of the Indigenous Peoples Preparatory Conference included a summary of key outputs expected from the Congress, a discussion on the impact and importance of the Congress, and the development of input items, such as an Indigenous Peoples' Declaration, consolidated regional working groups, organized press conferences, an agenda for next steps, and revised text for the Accord and Action Plan, among other items. The second day was used to refine the IP's Declaration, meet with the IUCN Secretariat to explain modalities of the WPC, and split into regional caucuses. The indigenous peoples spoke with IUCN officials later in the second day to suggest methods of ensuring the effective participation of IPs in the Congress (IPC, 8 September 2003). On the morning after the IPPC, the indigenous peoples' delegation met with the mobile peoples' delegation in the Community Park—a venue across from the main Congress building that played host to stakeholder displays, side events, local crafts, and a central meeting space for a variety of stakeholder groups—to share results from their parallel conferences and coordinate efforts aimed at the Parks Congress (IPC, 9 September 2003). The IPs also met on a regular basis during the Congress to plan their actions and coordinate with the Congress Secretariat.

Another meeting of note that occurred at the Community Park was a discussion between IP representatives and three large, international conservation groups (Conservation International, The Nature Conservancy, Royal Society for the Protection of Birds) that took place on September 11th. The meeting focused on the gulf between the intentions of conservation groups and the actual experiences encountered by indigenous communities, the identification of which groups had policies on indigenous peoples and which groups or individuals would support the Commission on Truth and Reconciliation. The indigenous peoples also used the Park for a meeting to establish new ways for global and local leaders to work together.

Due to their extensive mobilization, IPs managed to get their message across in three press conferences, a bulletin entitled ‘Our Voices’, and news leading up to and throughout the Congress. They were also successful in securing either all or some of the funds to support sending 110 indigenous peoples to the conference, while another forty joined as individuals or members of other delegations. Many of their requests were agreed to, such as for speaking slots in the opening and closing plenaries and the opportunity to place one indigenous representative on the drafting committee for the Durban Accord and Action Plan. Other successes included commitments to a suspension of involuntary resettlement and the reallocation of rights to ancestral lands and waters in the official outputs (Grobler, 17 September 2003 B).

Although they felt the Accord contained vague language, their success in conducting open and balanced discussions with government representatives and influencing the Action Plan, Message to the CBD, and Recommendations was more evident. A four page section of the Action Plan recognized and guaranteed the rights of indigenous peoples and incorporated the following major targets: existing and future PAs shall be established and managed in compliance with IP, mobile peoples and local community rights; representatives, chosen for protected areas by indigenous peoples and local communities, should be proportionate to their rights and interests; and, participatory mechanisms for restitution of traditional lands should be established and implemented by 2010 (FPP, September 2003). The Indigenous Peoples’ Caucus drafted the majority of a recommendation on ‘Indigenous Peoples and Protected Areas’ that complemented the recommendation on ‘Mobile Indigenous Peoples and Conservation’, both of which ended up in the final *WPC Recommendations* document. Further, the Ad-Hoc group managed to ensure the inclusion of the 2010 targets of: participation in the establishment and management of protected areas by indigenous and mobile peoples, local communities and other minorities; implementation of communication programmes that ensure their participation; and, establishment of mechanisms to guarantee their receipt of benefits establishment of mechanisms to guarantee their receipt of benefits.

Because of their success, it was agreed in a closing session that the Ad-Hoc process—to be known in the interim as the *Indigenous Peoples Ad-Hoc Working Group on Protected Areas and Biodiversity Conservation*—should continue. The Working Group will now be responsible for promoting the implementation of aspects related to indigenous peoples, developing the concept of a Truth and Reconciliation Commission and getting the UN to endorse it, and creating a working group to deal with the issue of establishing a formal resolution to call for an IUCN Commission on Indigenous Peoples and Protected Areas at the 2004 World Conservation Congress (WCC). Other issues for consideration moving forward include the development of mechanisms for the Theme on Indigenous & Local Communities, Equity & Protected Areas (TILCEPA)—a joint theme/working group of the World Commission on Protected Areas and the IUCN Commission on Environmental, Economic, and Social Policy—to work with indigenous peoples, the inclusion of the group into the IUCN to secure their decision-making rights at the WCC, and a means for coordination between the group and the newly established Global Alliance of Mobile Indigenous Peoples. Finally, taking the difficulties of implementing initiatives from past international sustainable development conferences (i.e. the Rio Earth Summit) as an example, it is evident that indigenous peoples will need to ensure that they keep the momentum going in order to take the Congress results back to help their local communities.

CONCLUSION:

“Conclusions are extremely important b/c they provide us with benchmarks and guideposts for how we move forward.”

-- William Eichbaum, WWF VP for Endangered Species

Although the Fifth World Parks Congress was not designed to produce legally-binding documents, it did achieve some notable results. In keeping with the goal of the First Parks Congress—to gain a better understanding of national parks worldwide—the Vth WPC was a success, broadening the concept of what constitutes a park or protected area to incorporate spiritual and sacred values, as well as expanding the idea of their reach to span national and physical boundaries. Stakeholders were also encouraged to see parks as living systems, such as in the marine environment, instead of just plots of land to house wildlife and biodiversity. Further, the outputs that emerged from the Congress provide protected area managers with a new vision of how to combat the ever-increasing loss of biodiversity throughout the world. The guiding vision—to preserve biodiversity—did raise one major question, however, that will have to be dealt with in future meetings—that is, should conservation efforts (and funding) be focused primarily or solely on ‘hotspots’ (areas with high concentrations of biodiversity) and, if so, what happens to those natural areas that have a limited scope of biodiversity?

Yet, the true significance of the WPC does not deal with its physical outputs (documents) or the larger questions it raised. Rather, the Congress was significant because of its design. The trend in these global processes over the past few years has been to bring a fresh set of stakeholders to the discussions to provide new methods for conservation, beyond those mentioned in the typical ‘official’ documents. The WSSD, a year prior, saw the emergence of both civil society and the business community as powerful forces offering their own solutions intended to complement, and sometimes go beyond, the ‘official’ outputs of the Summit. One year later, instead of just working parallel to the ‘official’ process, indigenous peoples pushed their way to the discussion table at the WPC, shaping the ‘official’ outputs and balancing the influence of the corporate interests that were also brought into the process. This trend of stakeholder inclusion represents a new way of solving the problems facing conservation—one that requires stakeholders to be forward-looking, prepared well in advance of policy and agenda-setting events—and places a much higher importance on preparatory meetings and solutions that are integrative and collaborative. The question that remains is whether outputs designed by a diverse set of stakeholders will actually lead to a more comprehensive implementation effort than in the past. The answer should become apparent over the next decade.

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Annex 1: World Parks Congress Recommendations

The participants of the Vth World Parks Congress developed a set of 32 Recommendations (5.01 – 5.32) on key technical issues discussed in Workshop Streams throughout the gathering. The recommendations, some of which are summarized below, are intended to be tailored for use by different audiences such as governments, NGOs, civil society, local communities and international organizations (IUCN, WCPA, etc.).

Qualitative Targets

Recognize/Demonstrate:

- How international law can contribute towards building site-specific, mutually beneficial relationships between biodiversity conservation, protected area management and sustainable development (5.09).
- 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 (5.28).
- That many people in the conservation community are strongly opposed to this dialogue (mining and energy) because they believe it has the potential to undermine conservation efforts by the broader conservation community (5.28).
- That communication must be research-based, monitored for effectiveness, evaluated for impact and linked to PA (protected area) objectives (5.32).

Ensure that:

- 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 (5.01).
- The IUCN Quadrennial Programme Framework for 2005-2008: fosters cooperation with relevant partners for the purpose of undertaking a work programme on management effectiveness evaluation (5.18); 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 (5.19).
- 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... and that their customary law is respected and recognized in national law (5.27).

Review:

- The 1994 Protected Area Category Guidelines with the aim of including these (cultural and spiritual) values as additional potential management objectives in categories where they are currently excluded (5.13).
- (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 (5.15).

Adopt:

- 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 (5.13).
- Laws and policies with the full and effective participation and consent of peoples and communities concerned, which protect the integrity of sacred places (5.13).
- The new proposed programme of work on inland water ecosystems under the CBD (as endorsed by the SBSTTA), and vigorously pursue the goal of this new programme of work (5.31).

Incorporate/Integrate:

- Conservation objectives into land/sea use and regional and sectoral planning at all levels and protected area planning and management into the wider land and seascape (5.01).
- The urban dimensions of conservation into the 2005-08 intersessional programme to be considered at the 3rd World Conservation Congress (Bangkok, 2004) (5.14).

- A governance dimension (in the IUCN WCPA Protected Area Categorization System) that recognizes the legitimacy and diversity of approaches to protected area establishment and management... and at least four broad governance types (government managed, co-managed, privately managed, and community managed) (5.17).
- CCAs (community conservation areas) 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 (5.26).
- The use of traditional knowledge, institutions and customary laws and resource management practices of Mobile Indigenous Peoples alongside mainstream science on a complementary basis (5.27).

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 (5.01).
- An action plan for (the Task Force On Capacity Building of World Commission on Protected Areas) the next 10 years based on the work and conclusions of the Vth World Parks Congress (5.02).
- (And Support institutionally) The Protected Areas Learning Network (5.03).
- A task force on conservation planning to guide countries in the achievement of the targets outlined in this recommendation (5.04).
- 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 (5.06).
- Trust and endowment funds for the conservation of biodiversity, as well as support other sustainable financing mechanisms, such as debt swaps (5.07).
- Business guidelines and standards for businesses that promote good governance and transparency and enhance the objectives of the protected areas (5.08).
- 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 (5.11).
- An international enabling framework and internationally recognized 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 (5.11).
- A task force to identify and report on the forms of international instruments available to enable the capacity for international response 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 (5.15).
- An international forum that will act as a global network for addressing human-wildlife conflict issues where... stakeholders can collaborate to share lessons, resources and expertise and continue the development of appropriate approaches and strategies (5.20).
- A high level, independent Commission on Truth and Reconciliation on Indigenous Peoples and Protected Areas (5.24).
- (Or Strengthen) Enabling legal and policy frameworks for co-management in protected areas (5.25).
- 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 (5.29).

Implement/Apply:

- Policies (including the ratification of the Kyoto Protocol) that will lead to reductions in greenhouse gas emissions within their borders and globally (5.05).
- In coordination with indigenous peoples, the IUCN-WWF *Principles and Guidelines on Indigenous and Traditional Peoples and Protected Areas*, as well as principles that build on IUCN Resolution WCC 1.53 and which fully respect the rights, interests, and aspirations of indigenous peoples (5.24).

Agree upon generic global competency standards for protected area staff, which can be adapted at local, regional and national levels (5.02).

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 (5.10).

Redesign 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 (5.19).

Endorse the decision of the African Ministers Conference on Environment (AMCEN) meeting... 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 (5.30).

Quantitative Targets

By 2005

- Adopt and institutionalize periodic system wide protected area management effectiveness assessments, where the results of such assessments should be integrated into the reporting requirements of the Parties reporting to the Conference of the Parties, and based on the credible assessment systems (5.18).

By 2006

- Protected area systems are established that adequately cover all large intact ecosystems that hold globally significant assemblages of species and/or provide ecosystem services and processes (5.04)
- A common global framework for classifying and assessing the status of ecosystems established (5.04).

By 2008

- Quantitative targets for each ecosystem type identified (5.04).
- Utilize available mechanisms and authorities to establish and effectively manage at least five ecologically significant and globally representative HSMPAs (hotspot marine protected areas) incorporating strictly protected areas consistent with international law and based on sound science (5.23).

By 2010

- Sites that support internationally important populations of congregatory and/or restricted-range species are adequately conserved (5.04)
- Viable representations of every threatened or under-protected ecosystem conserved (5.04).
- (Give priority to achieving the Ramsar Convention’s vision “*To develop and maintain an international network of wetlands 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) Reach 250 million hectares and 2000 Ramsar sites (5.31).
- IRBM (integrated river basin management) operating within at least 50 international lake and river basins (5.31).

By 2012

- Maximize representation and persistence of biodiversity in comprehensive protected area networks in all ecoregions (5.04).
- Create a representative network of marine protected areas, as stated in the WSSD Plan of Implementation (5.04).
- Identify and designate protected areas that increase representation of species and ecosystems, the persistence of which is found to be jeopardized due to climate change, including all *threatened* species (5.05).

By 2015

- Identify and designate protected areas that increase representation of species and ecosystems, the persistence of which is found to be jeopardized due to climate change, including all species and ecosystems (5.05).
- Establish a global system of effectively managed, representative networks of marine and coastal protected areas, consistent with international law and based on scientific information (5.22).

Source: IUCN. *Recommendations*. Vth IUCN World Parks Congress. Durban, South Africa. WPC Rec 5.01 Approved. 17 September 2003.