

Protected & conserved areas in Africa— making sense of governance diversity, quality and vitality



...across the world, “conservation” has been changing... a movement has been building up for years among local communities, indigenous peoples, conservation professionals, policy makers, government staff and protected areas officials...



... and has become enshrined, in the last decades, **in new international policy agreements**: WPC Durban 2003... CBD PoWPA (2004)... IUCN Resolutions (2004, 2008, 2012, 2014, 2016)... UN Declaration on the Rights of Indigenous Peoples (2007)... CBD decisions in Germany (2008), Japan (2010), India (2012), South Korea (2014) & Mexico (2016)... Aichi Biodiversity Targets for 2020... **WPC Sydney 2014**... new PA & CA listing at UNEP WCMC...





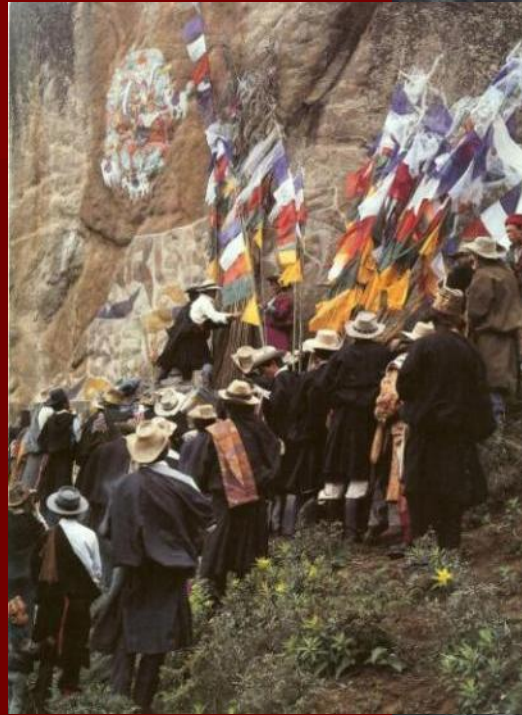
key messages

- Conservation needs the capacities, concerns & engagement of society as a whole, not of expert professionals or government officials only...

key messages

- Conservation needs to pay more attention to the crucial ties between biological and cultural diversity

...the conditions that allow local communities and indigenous peoples to be empowered for conservation



key messages

- Conservation needs **equity**—a **fair sharing** of the **costs** and **benefits** of conserving biodiversity and managing natural resources in a sustainable way



key messages

- Conservation needs to respect human rights and indigenous peoples' rights:

...do all that is possible to “do no harm” and, rather, have a positive impact on livelihoods...





2003 Durban WPC – crucial role of governance in conservation... Durban Action Plan Outcome 8: “improved forms of governance are in place”...

- recognise the value of innovative, traditional/customary and other types of governance in protected area systems
- promote good governance principles (rule of law, participatory decision-making, accountability and equity...)
- make available participatory governance evaluation tools
- UNEP WCMC to acquire and maintain data on a plurality of PA governance types (particularly ICCAs)
- update IUCN PA guidance on governance models

...incorporation of Element 2 on governance, participation, equity and benefit sharing in the CBD Programme of Work on Protected Areas (PoWPA, 3004)... which calls to:

- support innovative types of governance for protected areas... to be acknowledged in national legislation or via other effective means...
- seek equity and effectiveness in conservation while expanding coverage, intensifying restoration and engaging indigenous & traditional knowledge, skills and institutions...





... in turn, this highlighted considerations of governance diversity and quality for achieving the **Aichi Biodiversity Targets**...

Aichi Target **11**: ...coverage of PAs and OECMs...

Aichi Target **14**: ...restore ecosystems for IPs and LCs...

Aichi Target **18**: ...integrate traditional knowledge, innovations & practices...

...most recent decisions at COP 13 (Cancun, Mexico, 2016):

- undertake or participate in **national protected area governance assessments** with a view to promoting, recognizing and improving **governance diversity... and equity** in PA systems...
- develop voluntary guidance and best practices on identifying and recognizing the **territories and areas conserved by indigenous peoples and local communities** (ICCAs), including in situations of **overlap with protected areas**

"a promising future"

...an immense unmet potential to strengthen conservation and support sustainable livelihoods by providing better recognition and support to diverse, good and vital modalities of governance in the landscape and seascape for protected and conserved areas and territories....

the conservation
community
should pursue 3
directions of work



1. Understanding governance

- Engage in **processes of governance assessment, evaluation and action** and develop **governance standards and guidance** at various levels. Besides enhancing partnerships with government agencies, there is compelling evidence to recognize and support the **voluntary preservation, sustainable use, restoration and enrichment practices** by indigenous peoples, local communities, landowners and other non-governmental actors for both **protected areas** and other effective area-based conservation measures (OECMs/ **conserved areas**).



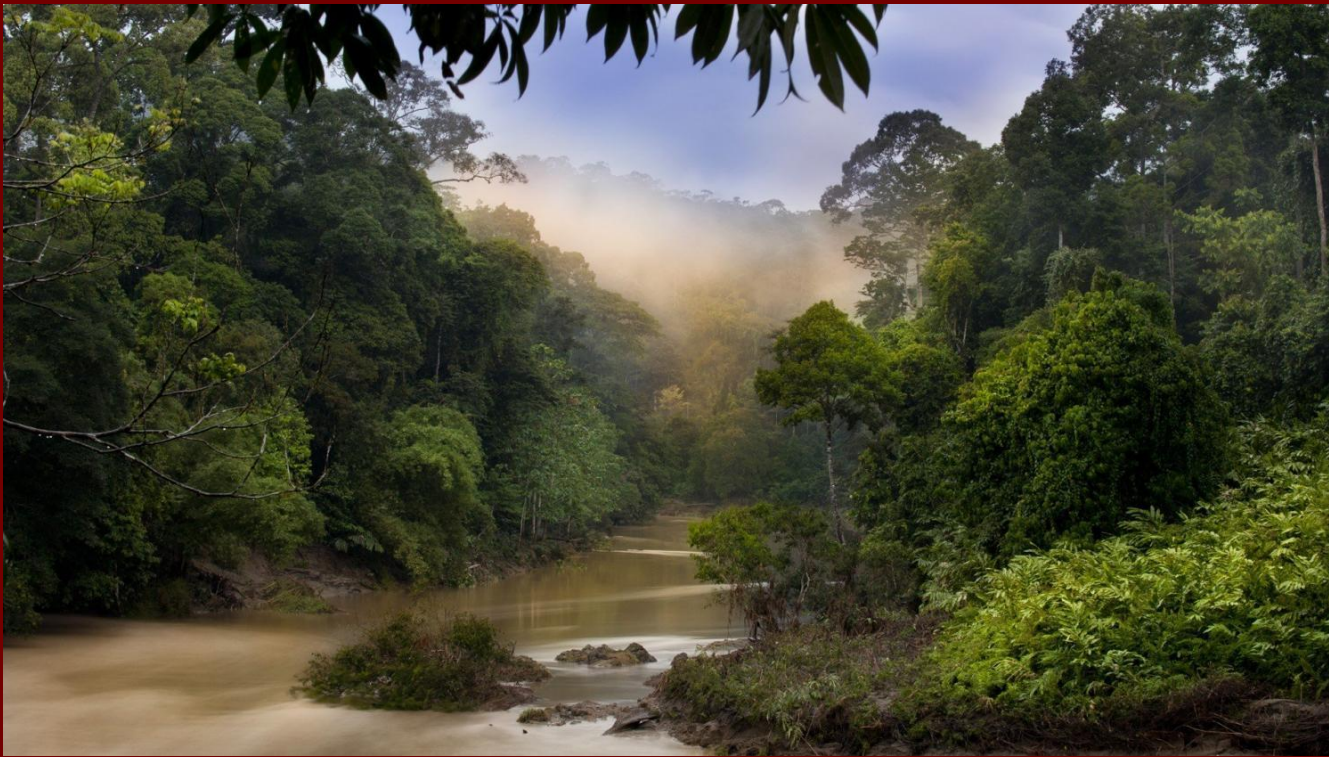
2. Strengthening implementation

- Strengthen the **implementation of existing governance-relevant policies and agreements**—such as National Programmes of Work on Protected Areas and Biodiversity Strategies and Action Plans following CBD Decisions, the United Nations Declaration on the Rights of Indigenous Peoples as well as broader procedural and substantive Human Rights.



3. Pushing the governance frontiers

- Pursue clarity on who can and should govern the conservation of nature, which will underpin humanity's most urgent agenda: **moving away from growth-based models towards more sustainable, equitable and satisfying societies** that, among others:
 - recognize collective land and resource rights, responsibilities and capacities of IPs and LCs
 - respect & and recognise a diversity of cultural and spiritual values
 - guarantee seed, food and water sovereignty



...But... is this all clear?



... what do we mean by

governance

of natural resources... and of protected and conserved areas...?



management and governance

Management -->

what do we do?



Governance -->

who decides?

how?

...are decisions
implemented?



management

- traditional & 'scientific' understanding of relevant phenomena
- specific aims to reach
- available means (human, financial...)
- activities to carry out
- achieving or not the desired results

→ management effectiveness



governance

- power, authority & responsibility
- relationships among actors, respect of rules...
- formal & informal, open & hidden conflicts...
- how to go about decisions... and action?!...: citizen engagement, transparency, accountability, vision, learning, justice, wisdom...

→ governance diversity, quality, vitality

Diversity

4 main “**governance types**” distinguished on the basis of the answer to the question: **who** holds *de facto* the main **authority** and **responsibility** for the protected or conserved area?

- A. the **government** (and its agencies at various levels)
- B. **various parties** (together)
- C. the **owners** of the concerned land and natural resources (individuals, corporate actors...)
- D. the concerned **indigenous peoples** and **local communities**



all types are legitimate and important for conservation!
...we speak of “**governance diversity**” when diverse types are present in the same region or system...

IUCN Matrix of protected areas categories and governance types (IUCN Guidelines, 2008)

[illegible]

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

[illegible]

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[illegible]

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“ICCA” is an abbreviation for:
territories and areas conserved by
indigenous peoples and local communities



or the
“jewels”, the
“heart”, the
“seeds” ...



...of bio-cultural
diversity around
the world!

ICCAs are found in all world regions, span all types of ecosystems and cultures, have **thousands of local names** and are **extremely diverse...**



2

de facto capacity/power to take and
enforce decisions (functioning governance institution)

**... but they all have 3
characteristics**



a strong bond



1

decisions & practices lead to
conservation of nature

(...preservation, sustainable use, restoration, positive trends,
sustainable livelihoods, community well-being...)

3

3 characteristics of ICCAs

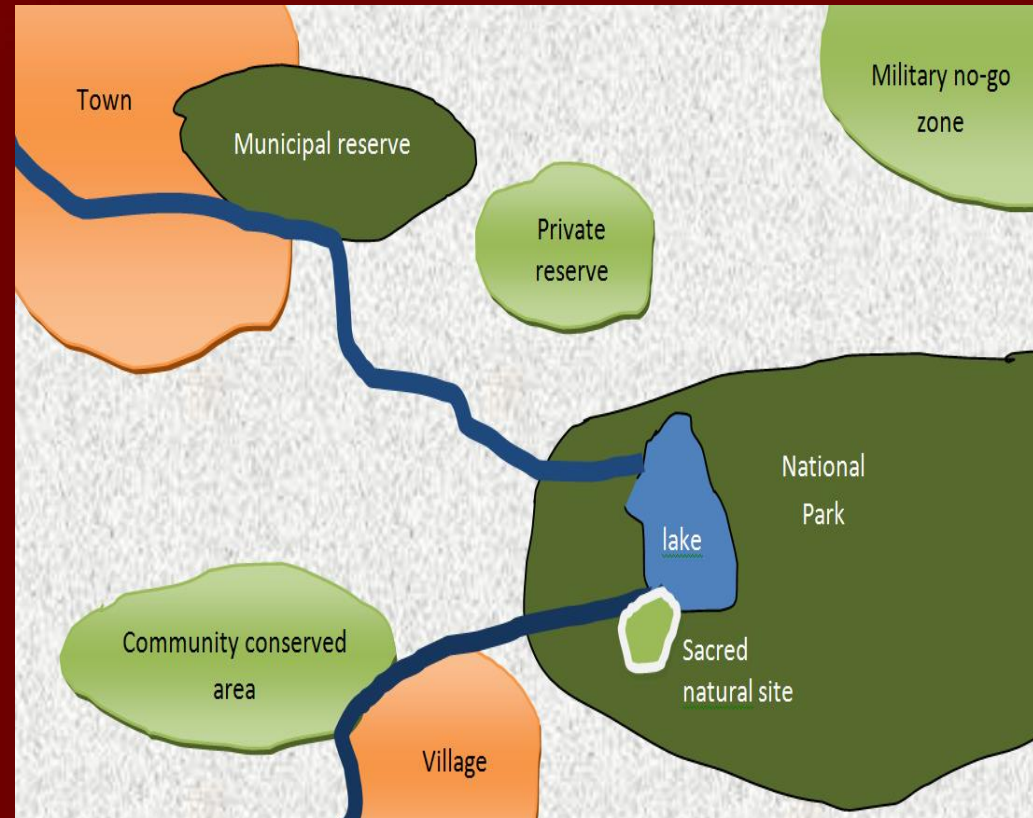


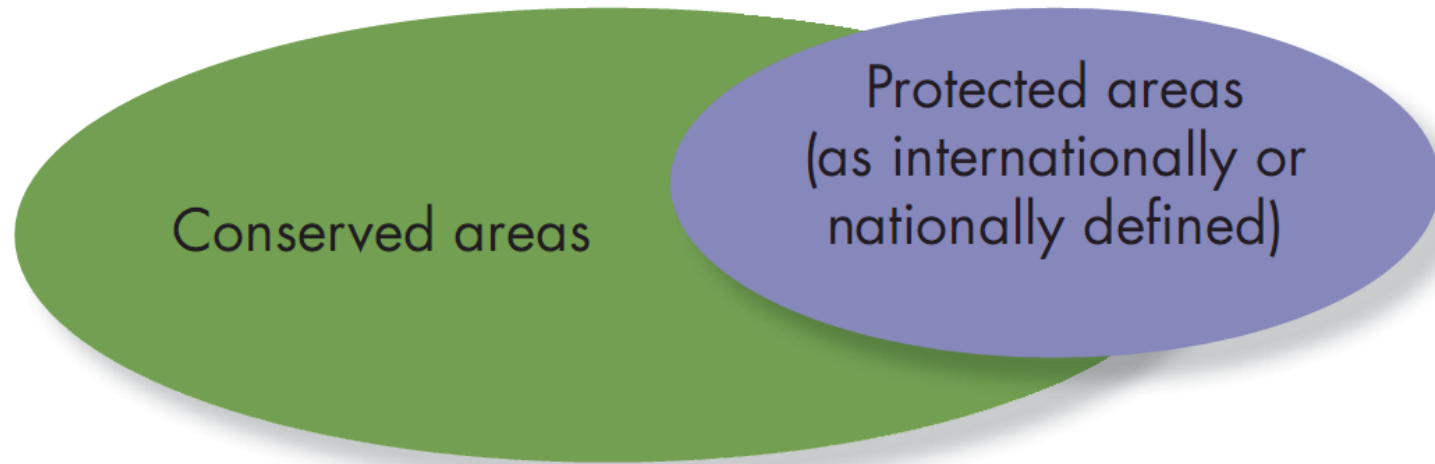
1. A really strong bond between a community and its territory (terrestrial or marine)
2. The community is able to take and enforce decisions/ rules on its territory
3. These rules maintain the territory in good conditions for nature and for the community

Conservation in the landscape/ seascape:

...from individual sites to systems of protected areas & conserved areas under a diversity of governance types

Governance diversity of formal **protected areas**, but also of **conserved areas** (other effective area-based conservation measures) when **appropriately recognised, supported and connected**, renders conservation more secure, more equitable and more resilient...

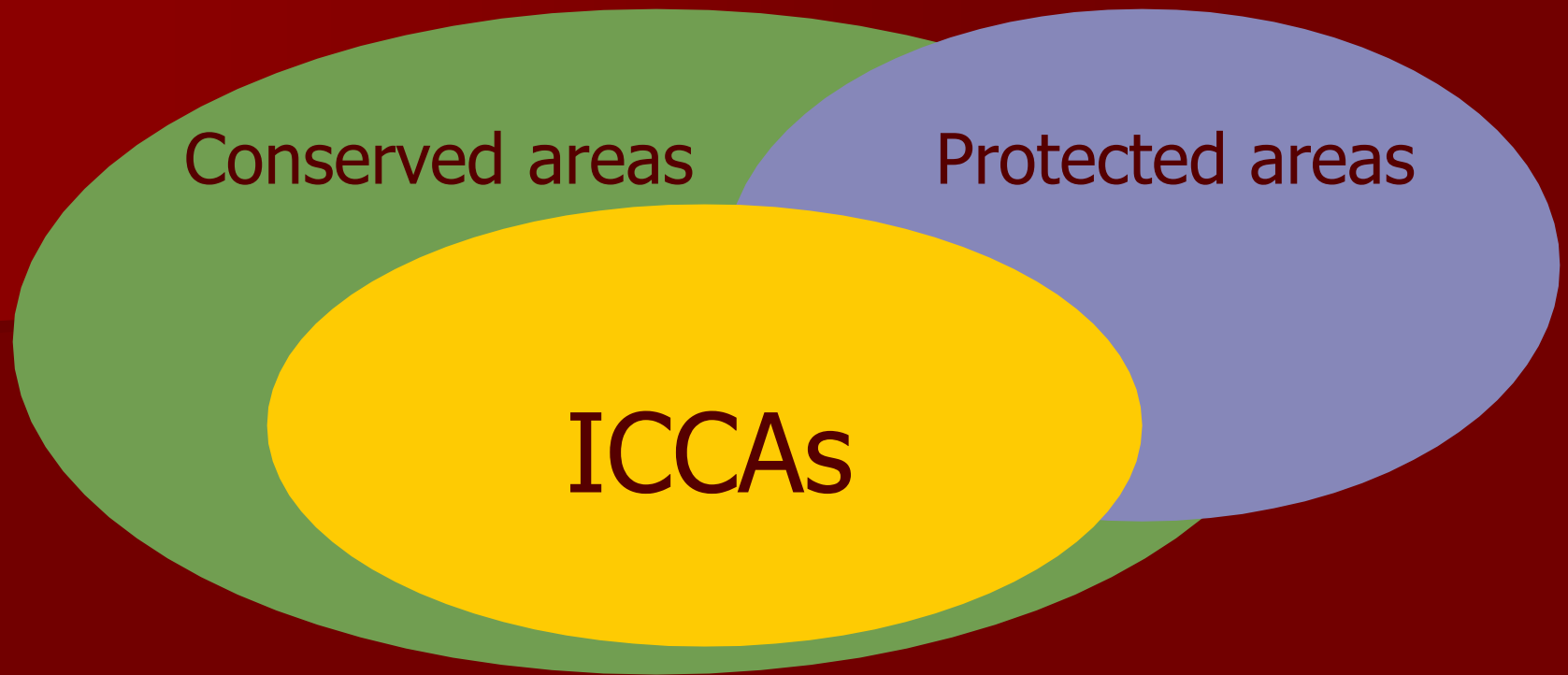




Incomplete overlap between conserved and protected area... clearly acknowledged by CBD in Aichi Target 11

- "Other effective area-based conservation measures" -- OECMs conserved (but not "protected") areas





- ICCAs can be recognized as “protected areas” *de jure* (according to each country definition and legislation)...
- ...but many may not receive, or may not wish to accept, that recognition...
- ICCAs would then simply be “conserved areas” *de facto*... (“other effective area-based conservation measures” according to CBD Aichi Target 11)



Key questions have changed:

Where is precious, well-conserved nature? Who governs and is capable of governing the conserved territories and areas? Are those areas “protected de jure” or voluntarily conserved de facto? Is governance appropriate, fair, sustainable?

How can conservation and livelihoods be secured and strengthened *within* but also *outside* protected areas?

Quality: principles of “good governance” drawing from the work of UN agencies...



...the IUCN recognises:

- Legitimacy and Voice
- Direction
- Performance
- Accountability
- Fairness and rights (justice)

Vitality

Beyond “quality”...
a measure of a governance
system “functioning
well”... being alive,
timely, appropriate,
empowered...

- Demonstrating the capacity of learning from history & experience...
- ...being well-integrated & connected...
- ... meeting roles and responsibilities in adaptive & creative ways...
- .. showing flexibility and wisdom...



- **Governance is a political phenomenon** that unfolds through history...
- the actors of governance are and have been the ones capable of exercising **power over nature** and other peoples, but also of deriving **power from nature**... often in self-reinforcing cycles



- Governance depends on the **physical power** to enforce policy (military might, police)...



- ...but not only!

■ Governance is also a cultural phenomenon

■ It is imbued with knowledge & spirituality...

■ It expresses the human sense of responsibility, attachment & care for nature...

■ It depends on human institutions and on what societies hold as valuable and true...

■ Ultimately, culture is more powerful than physical might!



questions for us all...

- ❑ Diverse types of **governance** of protected & conserved areas— how can they best be appreciated, “recognized” and supported in Africa?
- ❑ What **governance criteria** should be upheld?
- ❑ What would it mean to **enhance the vitality** of governing protected and conserved areas in Africa?





GROUP WORK

two or three groups – if possible ecosystem-based

- Dryland and semi-dryland areas, including mountains
- Tropical forests, including mangroves (likely 2 groups : one anglophone and one francophone)

ideas for questions:

- In your ecosystems, what “types” of ICCAs do you find?
- What key threats and opportunities do they face?
- What should be done to strengthen and secure them?
- If you would have to develop an action plan to make more secure the ICCAs of the types you have described, what would be your priority activities (e.g. “Who should do what, where, when with what resources?)