

## CONCEPT PAPER

### Support for the Global Task Force on Protected Areas, Equity and Livelihoods

#### Background

Around 12% of the land area of the planet lies within protected areas (PAs) that have been established to promote the conservation of biodiversity and other key environmental services such as water catchment. Many of the most important and valuable protected areas in terms of biodiversity and environmental services lie in developing countries. PAs are an essential tool for conservation, and will remain the cornerstone of national conservation strategies. The numbers of PAs continues to increase rapidly - a reflection not only of the large number of new PAs being established but also the expansion in the definition of PAs to include parks and reserves under community-based management and co-management.

There is growing awareness of the contribution of PAs to sustainable development from a national and global perspective but there remain widely diverging opinions on the impact of PAs on indigenous and local communities living in and around these areas. Whilst some believe that negative social impacts are overstated, a growing number of studies point to a widespread problem of the rural poor shouldering a disproportionate burden of the cost of conservation. Moreover in terms of social impact it is frequently poorer households, women, and other marginalized groups who lose most in relative terms.

There are also strong differences of opinion on what should be done to avoid or mitigate any negative social impacts, and where the responsibility lies for implementing such actions. Sadly this is not just an academic debate. This polarisation of opinion undermines efforts to resolve social and environmental problems that clearly exist and so perpetuates what is ultimately a "lose-lose" situation.

The World Parks Congress (WPC) in 2003 drew attention to this issue. A recommendation was approved proposing that areas protected for biodiversity conservation should under no circumstances exacerbate poverty ("do no harm"), and wherever possible should contribute to wider efforts to reduce and eliminate poverty. Building on this recommendation, the Convention of Biological Diversity (CBD) recently adopted a new Programme of Work (PoW) on PAs with an element on equity that includes specific commitments on equitable sharing of the costs and benefits of PA establishment and management. But few of the reports from signatory countries report any progress on this commitment. Indeed evidence from other sources suggests a worsening situation in some areas where access to resources has been reduced as a result of stronger protection measures with no attempt to mitigate the negative social impacts<sup>1</sup>.

At national level the picture is rather more encouraging in a number of countries where efforts to mainstream environment in poverty reduction strategies, and measures to promote greater participation of local communities in natural resource management, have significantly enhanced conservation efforts, and social equity in conservation. However, the "trickle up" of encouraging experience has not yet been sufficient to counter the polarisation of opinion that prevails at the international level. That said, although major differences of opinion remain on how to address equity in conservation, there appears to be growing political will to address this issue, as indicated by the discussions that took place at the last major CBD meeting in March 2006, a number of new studies on the socio-economic impacts of PA<sup>2</sup>, and growing prominence of this issue in the agendas of forthcoming international environment and conservation meetings.

Established in September 2006, the global task force on protected areas, equity and livelihoods is a direct response to this emerging opportunity. As an official task force of the World Commission on Protected Areas (WCPA) and the IUCN Commission on Environment, Economic and Social Policy (CEESP) with membership primarily drawn from Developing Countries, this Task Force is uniquely positioned to build consensus and promote action for greater social equity in the establishment and management of PAs. Focusing on the Developing World context, the Protected Areas, Equity and Livelihoods (PAEL) Task Force operates through three regional groups – Africa, Asia and Latin America – working to a common set of strategic objectives. The Task Force is a technical forum comprising people acting in a technical capacity as

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<sup>1</sup> The recent GEF Local Benefits Study reported that of 72 GEF projects that restricted access of local people to PA resources only 40% tried to address the negative social impacts, and only 20% reported success in doing so.

<sup>2</sup> including studies by conservation NGOs (TNC, WWF, CI), and four country study by a broad based partnership of CARE, IUCN, AWF and national research organisations funded by the Howard G. Buffett Foundation.

experts in the field of PA conservation, poverty and social equity. Task Force members therefore include opinion leaders from international NGOs, IUCN, and other multilateral agencies together with policy-makers, CBD delegates and practitioners from Developing Countries, including representatives of indigenous and local communities<sup>3</sup>.

## Project Goal, Outputs and Activities

The overall, long term goal of the Task Force and this supporting project is based on the recommendation on Protected Areas and Poverty endorsed at the World Parks Congress:

*To ensure equitable sharing of costs and benefits of protected areas at local, national and global levels so that protected areas do not exacerbate poverty and where possible contribute to poverty reduction*

To achieve this goal the Task Force has defined three long term objectives. Based on these objectives members participating in the initial planning meeting have defined three specific objectives/major themes for the next two years which serve as the three specific objectives of this support project:

- **Enhancing understanding:** To promote amongst decision makers at all levels a better and more widely shared understanding and awareness of the linkages between PAs, social equity and human well-being for sustainable development
- **Guidance and tools:** To provide practical guidance and tools to ensure equitable sharing of benefits and costs in the implementation of the CBD programme of work on PAs.
- **Advocacy:** To strengthen the provisions for equity and livelihoods within relevant aspects of the CBD and to promote these CBD provisions in related regional and global processes

The planning meetings then identified a set of specific outputs and activities under each of these three objectives/major themes<sup>4</sup>. The attached planning matrix summarises the outputs rated as the highest priority which have been further classified under the following eight sub-themes:

| Major Themes                   | Sub-themes   |
|--------------------------------|--|
| <b>Enhancing understanding</b> | Clarifying concepts<br>Situation analysis<br>Awareness raising |
| <b>Guidance and tools</b>      | Principles & standards<br>Tools development<br>Best practice   |
| <b>Advocacy</b>                | Policy analysis & advocacy<br>Monitoring implementation        |

As shown in the planning matrix, the Task Force operates at three distinct levels. Some outputs are common to all regions (global level outputs), some are common to all countries in a region (regional level outputs) and some are focused on specific "focal countries" within the regions (national level outputs). These national level outputs will also have value at regional and global levels but are defined at national level because they require more intensive fieldwork which it would not be possible, or necessary, to support in every country in the region. Focal countries have therefore been chosen carefully as representative of a range of different contexts within the region, having influence in regional and global conservation fora, and having an enabling policy and operation environment for the proposed activities.

- **Africa:** Uganda, South Africa, Cameroon, Madagascar
- **Asia:** China, Nepal, Indonesia, Vietnam
- **Latin America:** (2-3 countries to be identified)

<sup>3</sup> Each regional group has 20-25 members. For more details of membership and objectives see the Terms of Reference

<sup>4</sup> Activities for each output are detailed in the regional workplans (available on request).

The activities to deliver these outputs will be implemented by smaller working groups of Task Force members rather than the regional group as a whole. In most cases these working groups will include other relevant experts who are not Task Force members<sup>5</sup> who, on a consultancy basis where necessary, may do much of the work (given that Task Force members are participating on a voluntary basis). For global level outputs the working groups will be inter-regional.

For outputs that relate closely to existing or planned initiatives of other organizations at regional or global levels every effort will be made to establish a partnership venture (which may indeed be led by the other organization). This is notably the case with assessment of the socio-economic impacts of PAs (partnership with the World Conservation Monitoring Centre - WCMC), and the development of principles and standards for equity in PA conservation (partnership with the German Federal Agency for Nature Conservation - BfN).

## Management, Coordination and Partnership

Coordination will be provided at two levels. Regional and national level activities will be coordinated by a regional coordinator based in an organisation within the region<sup>6</sup>:

- **Africa:** CARE International (based in Kenya)
- **Asia:** Regional Community Forestry Training Centre (based in Thailand)
- **Latin America:** (to be identified)

Global level activities will be coordinated by CARE International, or IUCN as most appropriate to the output. Overall Management of the project will be provided by CARE International.

Effective partnership is critical to the success of this project. Two degrees of partnership are defined:

- **Partners in the entire project:** CARE, IIED, RECOTFC, IUCN, TILCEPA + 1 for Latin America
- **Partners in specific outputs of the project;** as listed in the planning matrix

## Funding

This Task Force support project will be a two year initiative starting in January 2008. For reasons of cost-effectiveness and coherence we propose to package the project into three discrete modules and seek funding for an entire module<sup>7</sup>. In terms of the overall objectives of the Task Force we consider module A to be the core of the project without which the Task Force cannot function. Modules B and C can therefore be considered as add-ons but nonetheless critical to the success of the Task Force.

|   | Sub-theme                   | Activities     |                |                |                | Reg/Global Coordination | Total            |
|---|-----------------------------|----------------|----------------|----------------|----------------|-------------------------|------------------|
|   |                             | Africa         | Asia           | America        | Global         |                         |                  |
| A | Planning                    | 24,000         | 24,000         | 36,000         |                |                         | 84,000           |
| A | Situation analysis          | 30,000         | 30,000         | 30,000         | 12,000         |                         | 102,000          |
| A | Awareness raising           | 49,200         | 37,200         | 32,400         | 12,000         |                         | 130,800          |
| A | Principles & standards      |                |                |                | 60,000         |                         | 60,000           |
| A | Tool development - global   |                |                |                | 168,000        |                         | 168,000          |
|   | <b>Subtotal A</b>           | <b>103,200</b> | <b>91,200</b>  | <b>98,400</b>  | <b>252,000</b> | <b>115,200</b>          | <b>660,000</b>   |
| B | Tool development - regional | 24,000         | 48,000         | 24,000         |                |                         | 96,000           |
| B | Best practice               | 36,000         | 36,000         | 30,000         |                |                         | 102,000          |
|   | <b>Subtotal B</b>           | <b>60,000</b>  | <b>84,000</b>  | <b>54,000</b>  |                | <b>48,000</b>           | <b>246,000</b>   |
| C | Policy analysis & advocacy  | 12,000         |                |                | 72,000         |                         | 84,000           |
| C | Monitoring implementation   | 36,000         | 36,000         | 27,000         |                |                         | 99,000           |
|   | <b>Subtotal C</b>           | <b>48,000</b>  | <b>36,000</b>  | <b>27,000</b>  | <b>72,000</b>  | <b>57,600</b>           | <b>240,600</b>   |
|   | <b>TOTAL</b>                | <b>211,200</b> | <b>211,200</b> | <b>179,400</b> | <b>324,000</b> | <b>220,800</b>          | <b>1,146,600</b> |

<sup>5</sup> Notably members of the Theme on Indigenous and Local Communities, Equity and Protected Area (TILCEPA) which is a joint initiative of WCPA and CEESP commissions that has been instrumental in establishing the Task Force.

<sup>6</sup> For focal countries they will be assisted by Task Force members designated as national "Focal Points"

<sup>7</sup> This strategy applies only to this core support project. Task Force members are strongly encouraged to self-initiate activities and seek funding for this. In such cases the role of the support project will be facilitating coordination.

## WCPA/CEESP Global Task Force on Protected Areas, Equity and Livelihoods

|                         | Sub-theme                  | Level                                     | Specific outputs  |  |               | Implementation  |        |
|-------------------------|----------------------------|---|---|--|---------------|---|--------|
|                         |                            |   | Africa  | Asia   | Latin America | Key partners  | Module |
| Enhancing Understanding | Clarifying Concepts        | Global                                    | Agreed definitions for key concepts: equity, poverty, livelihoods, quality of life, and benefit/cost sharing  |  |               | TILCEPA, IIED, RECOFTC, CARE, IUCN, WWF, WCMC                                   | A      |
|                         | Situation analysis         | Regional                                  | A situation analysis of current problems and opportunities, collection and synthesis of existing information, documentation of unwritten evidence   | Information on local impacts of PA establishment/management, and associated displacement (economic and physical) compiled, & knowledge gaps identified and addressed   | ??            | TILCEPA, IIED, RECOFTC, CARE, IUCN, WCMC, Grahamstown University (South Africa) | A      |
|                         | Awareness raising          | Regional: materials<br>National: roll-out | An awareness-raising toolkit with different tools for different audiences-problems, including a guide for indigenous/local communities on equity provisions in the CBD                          | Communication strategy for promoting equity in PA Management developed and implemented, including an awareness raising toolkit (building on that from Africa)  | ??            | Resource Africa, CARE RECOFTC, TILCEPA  | A      |
| Guidance and tools      | Principles & standards     | Global                                    | Principles and minimum standards for equity and "do no harm" in PA establishment/management developed, against which PA managers and affected communities can assess PA performance             |  |               | TILCEPA, CARE, IIED, WWF, BfN?  | A      |
|                         | Tools development          | Global                                    | Tools for, and lessons learnt in, assessing economic and socio-cultural costs and benefits produced (building on on-going work of CARE, IUCN and AWF funded by the Howard G Buffett Foundation) |  |               | TILCEPA, IIED RECOFTC, CARE, IUCN, WCMC   | A      |
|                         |                            | Regional (prioritising focal countries)   |   | Tools identified, assessed, and where necessary developed for <ul style="list-style-type: none"> <li>promoting equity in sustainable financing of PAs</li> <li>promoting equity through good governance in PA management</li> </ul>          | ??            | TILCEPA, RECOFTC, WWF   | B      |
|                         | Best practice              | Regional (prioritising focal countries)   | Inventory and lessons learnt on mechanisms for equitable sharing of benefits and costs and governance types, & best practice disseminated   | Lessons learnt, key gaps addressed, and best practice disseminated on: <ul style="list-style-type: none"> <li>promoting equity in sustainable financing of PAs</li> <li>promoting equity through good governance in PA management</li> </ul> | ??            | TILCEPA, RECOFTC, CARE, IUCN, WWF   | B      |
| Advocacy                | Policy analysis & advocacy | Global                                    | Strengthened provisions for equity and livelihoods in the Convention on Biological Diversity  |  |               | TILCEPA, RECOFTC, CARE, IUCN, Resource Africa, IIED                             | C      |
|                         |                            | Regional                                  | Integration of equity & livelihoods provisions of the CBD in relevant regional processes  |  | ??            | TILCEPA, IUCN Resource Africa, IIED   | C      |
|                         | Monitoring Implement'n     | National (prioritising focal countries)   | An assessment of compliance with CBD and other policies and principles relating to benefit sharing and participation of indigenous and local communities in PA planning                         | An independent assessment of implementation of CBD PoW on PAs with emphasis on target 2.1, identifying barriers, opportunities, & recommendations for progress   | ??            | TILCEPA, RECOFTC, CARE, IUCN, IIED, TNC   | C      |