

# **The Road to Durban**

**REGIONAL PROTECTED AREAS WORKSHOP FOR WEST AND  
CENTRAL AFRICA  
January 27-31, 2003; Kribi, Cameroon**

## **Technical Report**

**Compiled by:**

**Lesi Nanyuoh**

*IUCN Regional Office for Central Africa*

*and*

**Mohamed I. Bakarr**

*Center for Applied Biodiversity Science at Conservation International, and  
IUCN World Commission on Protected Areas*

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## EXECUTIVE SUMMARY

In September 2003, the *V<sup>th</sup>* World Parks Congress will be held in Durban, South Africa, marking the first time the ten-yearly event has come to Africa. Over the last 50 years, the WPC has served as a global forum where crucial advances are made every decade on protected area management and policies around the world. The *V<sup>th</sup>* WPC, with the theme of “Benefits beyond boundaries”, promises to be no exception, and will offer a unique opportunity for delivering a new vision for protected areas in Africa. Efforts are already underway through the Africa Protected Areas Initiative (APAI), led by IUCN’s Regional Office for East Africa (EARO) in partnership with the IUCN’s World Commission on Protected Areas (WCPA), to develop a strategic agenda for Africa’s protected areas in the 21<sup>st</sup> Century. As part of this continent-wide initiative, a regional workshop was organized by the IUCN Regional Office for Central Africa (ROCA) and the WCPA to facilitate a more focused analysis of challenges and opportunities for West and Central Africa. The Regional Protected Areas Workshop was held in Kribi, Cameroon, from January 27-31, 2003, with the main aim of discussing major issues related to protected areas in the region and identifying priorities and needs for addressing them in the 21<sup>st</sup> Century. More specifically, the workshop had the following objectives:

- To examine and review PA coverage across West and Central Africa
- To assess the importance and contribution of World Heritage Site designation to the effectiveness of PAs across the region
- To discuss and establish consensus on priorities for management and financial sustainability of PAs and PA systems in the two regions
- To identify and establish mechanisms for promoting public support for and raising the profile of PAs in the two regions
- To discuss and agree on the development of a strategy on the future of protected areas in West and Central Africa
- To synthesize lessons and accomplishments at national and regional levels for a strong political message on PAs from West and Central Africa to be delivered in Durban
- To establish a forum for engaging country representatives to the CBD on PA issues in preparation for planned deliberations at SBSTTA 9 and COP 7 in 2004
- To promote networking among PA professionals and ensure that the IUCN/WCPA remains a permanent mechanisms for information sharing and engagement with other sectors

### **Workshop Format**

The Regional workshop brought together more than 50 professionals from government agencies (including park managers), local NGOs, development agencies, academic and research institutions. The following WCA countries were represented at the workshop: Benin, Burkina Faso, Cameroon, Congo, Cote d’Ivoire, Democratic Republic of Congo, Gambia, Guinea Conakry, Equatorial Guinea, Ghana, Liberia, Niger, Nigeria, Senegal, Sierra Leone. In addition, there were also representatives from international NGOs, including

BirdLife International, Conservation International, IUCN, UNESCO World Heritage Center, WCS, and WWF.

To facilitate adequate discussion and information sharing among the professionals, the workshop included a series of working groups over a four-day period centered on the following PAs issues: *Linking PAs and local communities, Applications of IUCN categories, Management effectiveness, Building comprehensive systems, Promoting the Landscape approach, Financial sustainability, Governance, promoting WHS, and Trans-boundary conservation*. Each of the working groups discussed accomplishments and challenges associated with the particular issue based on experiences from West and Central Africa, and generated recommendations to be incorporated into the new vision to be delivered at the WPC in Durban.

## **Major Recommendations**

Based on working group sessions and plenary discussions, the workshop resulted in three important outputs: the Kribi Declaration (including synthesis of major recommendations for Durban), a Workshop Communique, and framework for publication on West and Central Africa Protected Areas (see Appendices). The major workshop recommendations were as follows:

1. The creation of a Pan-African trust fund for conservation and management of PAs, with particular attention to West and Central African countries;
2. The sensitization of political leaders and other stake holders on the necessity for the creation and sustainable management of trans-boundary PAs and the integration of corridors into a holistic approach;
3. The development of an effective communication and public awareness system for PAs;
4. The involvement of women and other minority stake holders at all levels of the PAs management;
5. Capacity building of PA managers and improvement of training programmes with respect to PAs;
6. Creation of a network of professionals active in the conservation and development of PAs in the region under the auspices of WCPA;
7. The improvement in the representativeness of biodiversity by WHS in WCA;
8. Improvement in the operationalization and effectiveness of the WH convention at the level of PAs
9. Due consideration be given to the influence/weight on WHS of conflicts, instability and external threats;
10. Recognition of the concept of participative management as a facilitating tool for achieving sustainable management of PAs;
11. The necessity for WCPA to ensure the integration of traditional and sacred forests in the current IUCN categorization of PAs.

**PART I – OPENING PLENARY**

## Workshop Background And Objectives

### REGIONAL WORKSHOP ON PROTECTED AREAS IN WEST AND CENTRAL AFRICA

by

Mohamed I Bakarr

Vice President for Research, CABS at CI

Deputy Chair, IUCN/WCPA

#### Outline

1. Background and rationale for a Regional workshop on PAs
2. Objectives, Agenda and Target Outputs of the Regional workshop
3. Links to WCPA and the Africa PA initiative

### 1. Background and rationale for a Regional workshop on PAs

#### The World Parks Congress

- A major event of the IUCN and its World Commission on Protected Areas (IUCN/WCPA)
- Held once every ten years, since 1962
- Focus primarily on technical issues (science, policy, economics, and social) to help promote PAs as tools for conserving global biodiversity and the natural environment
- A major forum for influencing PA thinking, and a crucial influence on the evolution and management of protected areas; e.g.
  - 1962, Seattle – “Parks are of International Significance” -- *nomenclature, UN List*
  - 1972, Yellowstone – *World Heritage, Representation*
  - 1982, Bali – “Parks for Sustainable Development” – *PA monitoring, JM, ecosystem management*
  - 1992, Caracas – “Parks for Life” – *link to private sector, funding mechanisms, sustainable use, climate change, ecotourism*

#### The VthWPC, Durban – “Benefits Beyond Boundaries”

- 10 days of Congress, including
  - 2 days of Parallel Symposia
  - 5 days of technical workshops –
    - 7 Major Streams
      1. *VALUING PROTECTED AREAS - building awareness & support*
      2. *A COMPREHENSIVE SYSTEM FOR THE NEW CENTURY - gaps in the system*
      3. *FROM ISLANDS TO NETWORKS - linkages in the landscape*
      4. *PRACTICAL SOLUTIONS FOR NOW & THE FUTURE - management effectiveness*
      5. *BUILDING A SECURE FINANCIAL FUTURE - finance & resources*

- 6. *NEW WAYS OF WORKING TOGETHER - governance*
- 7. *NEW SKILLS FOR A NEW CENTURY - capacity building*
- 3 Cross-cutting Streams
  - 1. *Marine*
  - 2. *World Heritage*
  - 3. *People and Equity*
- Special Session on Africa

### **Vth WPC – Targeted Results**

- Tools for Managers and Decision-makers - ‘Managing PAs in the 21st Century’
- Strategic Alliances between PAs and other sectors – e.g. tourism, forestry, water resources
- Mechanisms for Financing Protected Areas in the 21<sup>st</sup> Century
- Specific Guidance to the CBD on PAs - focus on SBSTTA 9 in 2003 and COP7 in 2004
- A range of initiatives for PAs in Africa - aimed at increased support for their central role in people’s livelihoods

## **2. Objectives, Agenda and Target Outputs**

### **Why “The Road to Durban”?**

- Mobilizing regional interest and support for the Vth WPC and beyond
- Enable preparatory activities at the national level – PA agencies and local organizations
- Build consensus on regional priorities for PAs in the 21st century
- Networking PA experts to promote learning across borders and regions

### **How did we get to Kribi?**

- Preparatory meeting in May 2002 – hosted by IUCN-BRAC Office, Yaounde
- IUCN/WCPA members (M. Bakarr, E. Lisinge, B. Sinsin, J-M. Garreau, D. Koullagna and Roger Fotso.
- Identify priority issues for background papers
- Agree on strategy and lead experts for background papers
- Identify and recommend prospective participants – maximize representation
- Agree dates and venue
- Develop proposal for fundraising

### **Workshop Organization**

- IUCN-ROCA as host (Regional focal point for IUCN/WCPA) – Bihini Won Wa Musioti and Lesi Nayuh.
- Financial contributions were secured from the following:
  - BirdLife International and RSPB
  - Conservation International/CABS
  - Critical Ecosystem Partnership Fund (CEPF)
  - IUCN Program on Protected Areas
  - UNESCO World Heritage Center

- Wildlife Conservation Society
- World Wide Fund for Nature

### **Workshop Objectives**

- Discuss major PAs issues and agree on priorities for the West and Central Africa region to be delivered in Durban
- Discuss and agree on a strategy for the future of PAs in West and Central Africa
- Mainstreaming PAs in national and regional development
- Ensure consistency in national level preparatory efforts across the region
- Launch a forum for networking under the auspices of IUCN/WCPA

### **Format and Agenda**

- 10 Major issues to be addressed – linked to Vth WPC themes, and cut-across all biomes – terrestrial, marine, freshwater
  - PA coverage
  - IUCN Categories
  - Management effectiveness
  - Governance
  - Finance
  - Livelihoods
  - Landscape approach
  - Transboundary conservation
  - Capacity/Awareness
- Workshop Format includes:
  - Plenary sessions to introduce each issue and set the stage for working sessions
  - Working sessions to focus on sharing lessons and experience to highlight priorities
  - Plenary sessions to present key highlights and agree on recommendations for Final Communiqué and Declaration

### **Target Outputs**

- Communiqué on consensus priorities
- Kribi Declaration for Durban
- Consensus and strategy for target deliverables to Durban—
  - Publication synthesizing workshop issues
  - CDROM – interactive tool with updated database and information on PAs
- Strategy for networking under the auspices of IUCN/WCPA

## **3. Links to other IUCN/WCPA Initiatives**

### **The IUCN World Commission on Protected Areas (IUCN/WCPA)**

- What is the WCPA? -- A global volunteer membership organization linked to the IUCN's Protected Areas Program (PPA) based in Gland, Switzerland
- *Mission – to promote an effectively managed, representative system of marine and terrestrial protected areas through partnerships, provide leadership to governments,*

*NGOs and communities by bringing science, knowledge and experience to bear on future issues and opportunities*

- Structure – Chair, Deputy Chair, and Vice Chairs (Regional and Thematic) make up the Global Steering Committee; IUCN/PPA plays a crucial support role

### **WCPA Objectives**

- Strategic advice to governments and others on planning PAs and integrating them into all sectors
- Guidance, tools and information and vehicle for networking – to strengthen capacity and effectiveness of PA managers
- Increase investment in PAs by persuading public and corporate donors of their value

### **WCPA Strategic Plan (2001-2004)**

- WCPA as a “Protected Areas Learning Network”
- Response to Global Change
- Partnership with key groups and stakeholders
- Integral element of the IUCN Program (2001-2004)
- Delivery Mechanisms --
  - Convention du patrimoine mondiale – focus on sites of “outstanding universal value”; link through the IUCN
  - Convention de la Biological Diversity (CBD) – Contribution to Article 8, “protected areas as instruments for in situ biodiversity conservation”; input through COP and SBSTTA meetings
  - Congres Mondial de Parcs, Durban, 2003

### **The African Protected Areas Initiative (APAI)**

- To develop for all African countries a well-designed and well-managed system of protected areas that will meet the environmental and social needs of each country
- Strengthen IUCN/WCPA regions as major framework for networking PA experts across Africa
- Ensure that PAs are on high-level political agendas across the continent
- A deep commitment of the African Union (AU) will be crucial
- Having the revised African Convention as a protocol of the AU
- New Partnership for African Development (NEPAD)
- Regional economic bodies (CEDEAO, SADC, EAC, etc) and Processes (CEFDHAC, COMESA, etc.)
- New and innovative funding mechanisms for PAs
  - APAI provides an opportunity to engage the donor community in a strategic way for new financing mechanisms
  - A Trust Fund for Africa’s Protected Areas is a key target for this engagement
  - An initial target of \$250 million is envisaged
  - A formal launch of the fund is planned for the WPC 2003 in Durban

### **APAI -- Short-term Activities**

- Research on various topics to be commissioned

- Reports on status of protected areas in the different regions of sub-Saharan Africa (Western, Central, Eastern, and Southern)
- Engaging international partners to ensure their contribute to APAI
- An Experts meeting in Nairobi held in July 2002 and used to determine the possible role and modus operandi for APAI
- Preparation for Vth WPC – lead by Steering of African Experts; includes--
  - Support regional workshops to mobilize expert input into deliverables
  - The Durban Accord for Africa PAs
  - Launch of the African PA Trust Fund
  - Global inauguration of APAI
  - Launch of the revised African Convention

## Opening Remark

### THE IUCN AND REGIONAL INITIATIVES IN CENTRAL AFRICA

By

Daniel Ngantou

Director, IUCN Regional Office for Central Africa

#### A- PRESENTATION DE L'UICN

- Organisation internationale (créée en 1948) qui regroupe environ 955 membres dont :
  - 71 Etats
  - 107 Agences gouvernementales
  - 675 ONG nationales
  - 68 ONG internationales
  - 34 membres affiliés sans droit de vote
- L'UICN a trois piliers :
  - Les membres
  - Les commissions (6)
  - Le secrétariat à Gland et les Bureaux régionaux chargés de sa mise en œuvre du programme triennal de l'UICN
  - L'UICN organise statutairement un Congrès mondial chaque trois ans au cours duquel elle présente son programme validé par tous les membres.
- MISSION DE L'UICN
  - Influencer sur les sociétés du monde entier, les encourager et les aider à conserver l'intégrité de la nature et à veiller que toute utilisation des ressources soit équitable et écologiquement durable.

#### Implication de l'UICN (aux niveaux mondial et régional) dans le développement et la gestion des Aires Protégées

- La création d'une commission mondiale des Aires Protégées qui regroupe le plus grand nombre des membres parmi les 10.000 membres inscrits dans diverses commissions.
- Le développement des catégories d'Aires Protégées dont elle assume la paternité et qui, au niveau international, servent de référence.
- Le développement et le suivi du site du patrimoine mondial qu'elle suit attentivement, en collaboration avec l'UNESCO.
- Le développement de la Cogestion/collaborative/ conjointe/partagées des Aires Protégées (Etats/populations riveraines).

#### La facilitation des initiatives sous-régionales et nationales

- CEFDHAC où l'idée de constitution des commissions spécialisées (par ex. Aires Protégées).
- L'animation de l'Initiative Africaine des Aires Protégées (APAI) approuvée au congrès d'Amann en 2000.
- Le forum multiacteurs de la Réserve du Dja et sa périphérie.

- Le processus de Cogestion à Konkouati et à Waza.
- Les ateliers sur les aménagements durables (RIL, Forêts d'Excellence et Bushmeat, ...)
- La supervision des initiatives de Bushmeat de CITES, de MIKE de CITES et du Groupe de Spécialistes de l'Eléphant d'Afrique.

L'engagement de l'UICN dans le Congrès mondial des Aires Protégées à Durban en septembre 2003.

- Le Siège à Gland
- Les Bureaux Régionaux

#### ATTENTES DU BRAC

- Formulation d'une position commune et consensuelle pour Durban.
- Echanges d'expériences qui seront exploités et consignés dans un document publié.

#### CONCLUSION

- Nous offrons notre disponibilité et notre expertise pour garantir une participation honorable de l'Afrique de l'Ouest et centrale au Congrès de Durban où sera défini l'avenir des Aires protégées pour les dix prochaines années.

## Welcome Address

*by*

JEAN BAPTISTE BASKOUDA  
Secretary General, Ministry of Environment and Forest Cameroon

Monsieur Le Gouverneur de la province du Littoral,  
Monsieur Le Préfet du Département de l'Océan,  
Monsieur le Directeur Régional pour l'Afrique centrale de l'UICN,  
Messieurs les experts de la sous-région Afrique occidentale,  
Messieurs les experts de la sous-région Afrique centrale,  
Mesdames, Messieurs les Représentants des ONG nationales et internationales ;  
Distingués Invités ;  
Mesdames, Mesdemoiselles et Messieurs ;

C'est pour moi un réel plaisir et un agréable devoir d'être aujourd'hui dans cette belle salle de conférence de l'hôtel le Paradis de Kribi, à l'occasion de l'atelier régional sur les aires protégées en Afrique occidentale et centrale.

Permettez-moi tout d'abord de remercier au nom de la Commission Mondiale des Aires protégées (CMAP), de l'Union Mondiale pour la Nature bureau pour l'Afrique centrale (UICN-BRAC), et au nom du Ministère de l'Environnement et Forêt du Cameroun pour cette heureuse initiative qui rehausse la région toute entière dans sa détermination à mieux affronter le problème de la gestion des ses aires protégées. Cette initiative n'aurait pas eu lieu si les partenaires et donateurs n'avaient pas conjugué les efforts son organisation. Qu'ils trouvent ici un motif légitime de satisfaction. Permettez-moi aussi de remercier, tous les invités et experts des différentes pays des sous régions Afrique centrale et occidentale d'avoir secondarisé leurs autres grandes et contraignantes occupations pour honorer l'invitation que leur a faite le comité d'organisation de cet atelier.

Je ne voudrais pas me dérober d'une tradition qui veut qu'en pareil moment et en pareille circonstance, saisissant l'opportunité festive de la nouvelle année, on échange des vœux. Aussi transmettrai-je à chacun d'entre vous mes vœux les meilleurs pour cette nouvelle année qui est aussi l'année de définition de l'avenir des Aires protégées à travers le sommet de Durban prévu en septembre.

Votre présence dans cette ville de Kribi à l'occasion de cet atelier témoigne l'importance de la concertation pour la région Afrique Centrale et Occidentale en vue de la définition d'une stratégie commune et cohérent nécessaire pour la représentation de la problématique des aires protégées au sommet de Durban. En effet, de fortes similitudes et complémentarités existent entre les deux sous région en matière d'aires protégées et il ne sera pas exagéré de dire que l'Afrique Centrale et Occidentale regorge l'essentiel de la diversité biologique de l'Afrique avec des écosystèmes tout aussi représentatifs et une évolution du milieu tributaire d'une histoire géologique qui a forgé leur destin.

En terme d'identité de la région, on note qu'au cours des 50-60 dernières années, plus de 180 aires protégées ont été mises en place en Afrique Centrale et Occidentale (Catégorie I à V de l'UICN), couvrant près de 48.391.000 ha, soit à peu près 1/3 de la superficie totale des aires protégées en Afrique sub-saharienne. A peu près 20 aires protégées ont été érigées en Sites du Patrimoine Mondial, couvrant près de 21.126.000 ha (soit plus de 70% de la superficie totale érigée en site du Patrimoine Mondial en Afrique sub-saharienne). Quoique toujours existantes, plusieurs de ces aires protégées ne sont plus isolées et sont confrontées à des problèmes de gestion et d'aménagement. Les installations humaines sont en augmentation et les modes d'utilisation des terres dans la région ont créé des mosaïques de végétation y compris les plantations qui s'étendent jusqu'aux limites des aires protégées. Les activités de survie uniquement de subsistance au départ, sont devenues de plus en plus commerciales avec pour conséquence l'utilisation non contrôlée et la surexploitation des ressources biologiques.

L'atelier de travail régional marque une nouvelle ère dans l'approche de gestion de ce patrimoine biologique de l'Afrique dont nous rendrons compte devant l'histoire. Première initiative du genre dans la région, il affronte le défi de confrontation des différences et de la considération des ressemblances pour permettre aux experts que vous êtes d'harmoniser les points de vues pour faire une déclaration commune dont la région toute entière sera solidaire au sommet de Durban. L'objectif de ces assises est de nous permettre d'identifier les défis et les priorités des aires protégées en Afrique Centrale et Occidentale et de susciter l'intérêt et l'appui de toutes les agences gouvernementales, les ONG, les bailleurs de fonds et tous les autres secteurs de la région pour un message fort et clair sur les aires protégées du vingt et unième siècle qui sera communiqué au cinquième congrès sur les aires protégées prévu en septembre 2003 à Durban, Afrique du Sud.

A cet effet, l'atelier de Kribi sur la préparation de l'Afrique centrale et Occidentale pour le 5<sup>ième</sup> congrès mondial des Aires protégées, comme convient de le nommer désormais se propose d'établir une compréhension claire des problèmes cruciaux des besoins des aires protégées au cours du vingt et unième siècle et d'élaborer un consensus sur les stratégies et les approches pour la durabilité des aires protégées.

Les résultats de cet atelier sont déterminants au vue du contexte national, régional et international actuel. Il survient dans un contexte à la fois stratégique et d'actualité si on tient compte des initiatives régionales qui sont en cours en vue de donner un avenir à l'utilisation des ressources naturelles en Afrique centrale et occidentale. Un agenda stratégique pour les aires protégées en Afrique au cours du 21ème siècle est en préparation à travers l'Initiative africaine des Aires Protégées (APAI), pilotée par le Bureau Régional de l'UICN pour l'Afrique de l'Est en partenariat avec la Commission Mondiale des AP de l'UICN (CMAP).

En même temps, les gouvernements sont entrain de se préparer pour l'article 8 de la convention sur la biodiversité qui met un accent spécifique sur les aires protégées qui constitueront le principal sujet de la neuvième réunion du Corps subsidiaire sur les techniques scientifiques et le conseil technologique (SBSTTA) ainsi que de la septième conférence des parties en 2004. L'existence des priorités à long terme et la gestion des Aires Protégées (AP) seront évoquées au plus haut niveau possible grâce au renforcement de leur importance dans l'amélioration des conditions de vie de la population et du développement économique durable des aires protégées.

Par ailleurs, cet atelier régional est aussi un processus qui permettra de corriger l'image négative souvent collée à la région au niveau de la communauté de conservation mondiale du fait des menaces que causent sur les ressources et les écosystèmes les pratiques d'exploitation forestière illégale et non durable et la commercialisation du gibier, pratiques qui constituent un désastre pouvant causer la disparition de certaines espèces dans un avenir plus ou moins proche. Ceci a suscité des perceptions et la publicité négative qui ont généralement contribué à affaiblir l'appui des actions sur le terrain, ce qui s'avère contre productif pour les secteurs de conservation et de développement.

Il est temps de mettre l'accent sur les efforts positifs de conservation pour ce qui est de la biodiversité en Afrique de l'Ouest et Centrale (AOC) et de leur importance vitale pour le développement économique dans les 2 régions est arrivé. Les AP demeurent une part cruciale dans les stratégies de conservation dans les 2 régions. Et cet atelier sera l'occasion d'analyser et de proposer de manière efficace les défis et priorités des systèmes d'AP et les voies et moyens pour les résoudre et les mettre en œuvre. Il constitue une étape importante vers la mise en place d'un solide réseau d'experts et gestionnaires qui pourront fournir l'orientation et l'appui aux gouvernements, communautés locales, ONG et décideurs. Ce réseau de professionnels servira aussi de mécanisme en vue du suivi à long terme et de la gestion adaptative des aires protégées à l'échelle régionale.

Il est clair que le futur des aires protégées en Afrique Centrale et Occidentale a besoin d'une dimension nouvelle concordante avec les défis et les opportunités dans ces régions. Il y a un besoin d'innovation dans les institutions, chez les gestionnaires, dans les politiques et les stratégies de gestion afin de maximiser l'intégration avec les initiatives porteuses. Sur un tout autre plan, le défi d'actualité qui consiste à prendre en compte le besoin d'améliorer les conditions de vie des populations humaines (souvent qualifié de "lutte contre la pauvreté" par les agences de développement) implique la prise en compte des priorités et les intérêts de la population locale vivant dans l'ensemble du paysage dans la gestion des aires protégées. Les gouvernements, les agences de développement, et les communautés locales doivent comprendre l'importance des aires protégées qui n'est pas seulement de préserver l'héritage naturel unique, mais aussi de maintenir le processus écologique, vital pour les économies locales, nationale et régionale.

Au cours des 50 dernières années, les Congrès sur les Aires Protégées (CAP) ont été des fora mondiaux au cours desquels des progrès sont faits toutes les décennies sur la gestion des aires protégées et les politiques dans le monde. Le cinquième CAP qui se tiendra à Durban en Afrique du Sud en septembre 2003 promet d'être exceptionnel. Avec le thème de "Bénéfices sans frontières", le Congrès de Durban offre un excellent forum où la nouvelle vision pour les aires protégées en Afrique sera présentée.

Mesdames, Mesdemoiselles et Messieurs ;

L'agenda de cet atelier s'inscrit dans la logique de la mouvance stratégique de la gestion des aires protégées en plein essor et le programme de vos travaux est suffisamment étudié pour vous permettre de débattre sereinement et produire pour la région une position consensuelle qui projette dans l'avenir les perspectives de l'action régionale en matière d'aménagement des Aires protégées, identifie les besoins et les outils divers nécessaires pour assurer une action cohérente dans les 10 prochaines années.

Je souhaite vivement que tous ces rappels des enjeux et contextes vous motivent suffisamment dans les travaux. De la qualité des experts conviés à ces travaux, il est juste et

légitime d'être confiant que cet atelier ne sera pas un atelier en plus, mais un atelier de la différence qui centrera la problématique de la gestion des aires protégées dans la région au milieu des préoccupations de l'heure dans la communauté internationale

Vive la coopération internationale

Je vous remercie.

## Keynote Address

### PROTECTED AREAS IN NATIONAL AND REGIONAL DEVELOPMENT -- THE ROAD TO DURBAN

*by*

Alhaji Lawan Bukar Marguba  
Director General, Nigerian National Parks

#### Introduction

The launching of the World Conservation Strategy in 1981 brought the convergence of local communities' interests and those of the conservation movements in to sharp focus. Deforestation, desertification, depletion of fisheries, soil erosion, agricultural production based on mono-culture, pests and diseases are all matters of direct concern to local communities and national authorities. While these problems required decisive solutions, some of the old approaches were based on strict preservation of nature reserves and similar sites that tended to exclude local people and their interests. Even when socio-economic schemes such as those based on tourism and other non-consumptive strategies were embarked upon, local and national interests were not always adequately reflected or taken into consideration.

To most people, conservation and development are antithetical concepts. Perhaps this is due to ignorance or as a consequence of poor approaches to natural resources management, which emphasized importance of resources over people, or due to man's inexorable desire for uncontrolled exploitation and self-destruction. The very real resistance, revilement and near animosity that most protected area managements suffered has arisen mostly from the pernicious view that conservation and protection are anti-development and anti-people. This, of course, is not correct and is indeed the direct opposite of the real goals and objectives of Protected Area Management.

Taking a cue from the experiences of countries with long established traditions in Protected Area Management, Nigeria initiated a policy of National Park development that relates to local communities right from inception ten years ago. This policy is referred to as ***Support Zone Community Development Programme*** and is well entrenched in section 49 subsections (1) and (2) of the current National Park Legislation. The Law empowers the Board and its Managements to consult with and take into account the views of local communities in the development and administration of National Parks. The overall objective is to establish effective partnership with communities and to achieve sound protection and balanced development for the overall good of the nation. This approach therefore forms the essential basis for national and regional development efforts with potential for cross-border ramifications since clearly five out of eight national parks in Nigeria have direct bearing on protected areas across international boundaries in Cameroon, Niger, and Benin Republics.

#### **Support Zone Community Development Programme**

By conceiving this programme the Nigeria National Park Service believes that the well being of a Protected Area is intricately and inexplicably linked to those of its host communities. The well being of the host community is crucial to successful protection of park resources and development of tourism and other non-consumptive benefits. To quote one of the World Wide Fund for Nature's (WWF, UK) publications that says, "When a people's culture is sold by others in their tourist brochures, when a community's traditional land is built upon by others, when an ecologically fragile region is promoted as an unspoiled destination, whether it is in the North Pennines or the Hawaiian islands of Maui – there is a danger that the very resources that tourism depends upon will be damaged irrevocably" unless care is taken to protect and manage it well. This is why the local communities whose traditional way of life that preserved and sustained such protected areas in the first place, should be given certain special preferences.

### **Advent of the Protected Area System in Nigeria**

The idea of forest areas being subjects of formal legislation in Nigeria goes back to the 1880s in the Colony and Protectorate of Lagos under Governor Alfred Maloney. A Forestry Department was formed in 1897 and which eventually paved way for the creation of an Agriculture Department. After initial local opposition due to the question of land tenure, the first forest reserve was created in 1899.

From a modest figure of 97,125 hectares representing 0.01% of the total land area of Nigeria in 1900 to 7,332,031 hectares representing about 8% of the total land area by 1950 the country made a rapid progress in forest reservation. However, by 1980 this tempo had considerably slowed down to reach a mere 11% of the total land area of the country. These early efforts therefore formed the basis for the country's 1129 forest reserves, 30 game reserves, 5, game sanctuaries and 8 national parks.

### **Protected Areas in National and Regional Development – The Nigerian Experience**

The protection of habitats and species has long been part and parcel of the traditions and practices of various cultures in West Africa and indeed the whole continent of Africa. Communities had always set aside and protected forests near their settlements purposely for hunting, gathering of fruits and vegetables, medicine, etc, while others established sacred groves for the worship of their traditional deities. Sometimes certain plant or animal species valued for special purposes were preserved through taboos and other beliefs. Fish and other aquatic resources were also rationally harvested employing the same traditional systems.

However, with the advent of colonialism, changing lifestyles and dramatic increase in human population, a breakdown in the time-tested traditional system and authority began to upset everything. Changes in societal value systems and pressure on the natural ecosystem combined to not only upset the pattern and balance of nature forever but also altered the sense of responsibility and direction of human development.

#### *Contribution to National and Regional Development*

As systematically protected and managed areas, Nigeria's National Parks have made substantial contribution to national and regional developments in their brief existence of about ten years. These contributions are made possible by legal provisions built into Park legislation and by the conscious desire and commitment of Park administrators who are determined to catch up, as it were, with other successful national park managements elsewhere that have considerable headstart Park development. It also served as a challenge to a nation with a very high population that runs the risk of losing all its natural resources unless it wakes up. Thus significant developments have particularly been recorded in the area of rural infrastructure, water supply, education and training, agriculture, healthcare delivery, employment and income generation as well as other social developments.

The National Park Service in Nigeria embarked upon many activities that are of direct benefits to local and national interest as briefly summarized below:

- i. Employment Opportunity:* As a policy, priority of employment is reserved for able bodied and qualified young men and women from the immediate host communities of National Parks. In this respect, while qualified graduates from local communities are particularly encouraged to take up employment with the National Park Service, certain junior job positions such as Park Rangers, Trackers, Caterers, Driver/Mechanics, Clerks, etc are reserved for indigenes of the catchment communities and regions.

***Rural Infrastructure:*** Since its take-off in 1992, the National Park Service has continued to invest in rural infrastructure development of its own. These investments are from National Park resources and sometimes from the helping hands of its Non-Governmental friends such as the Worldwide Fund for Nature (WWF), UK, and the Nigerian Conservation Foundation (NCF). The major activities carried out under this programme include rehabilitation of rural roads for evacuation of agricultural produce, renovation of classrooms and town halls, building or rehabilitation of bridges and culverts, etc. The total value of these activities is about US\$4,842,105.30m. The EU/WWF Okwangwo Project of Cross River National Park between 1994 and 2001 invested out of this, about US\$3,431,579.00. The Park Service:

- Rehabilitated thousands of kilometres of roads linking rural communities which included the construction of culverts and bridges,
- Cleared and maintained over 150 footpaths to un-motorable rural communities, constructed 11 single-span concrete-decked bridges along, 7 double-span concrete-decked bridges along rural roads, 20 concrete-culverts and 10 concrete-drains,
- Built Town Halls and meeting facilities,
- Bulldozed and graded 300 km of community roads to enhance the evacuation of agricultural produce,
- Distributed assorted building materials such as roofing sheets, timber, nails, etc, in assistance of community based rural projects,
- Constructed Oil Palm Processing Mills and other small scale industry to encourage village industrialization

**ii. Education and Training:**

- Produced large quantities of customized primary school exercise books and distributed freely to Local Government schools of Borgu, Kai'ama, Baruten, and Mashegu in Kainji Lake National Park catchment to improve school enrolment standards
- Produced and distributed 10,000 school desks to selected primary and secondary schools around all National Parks
- Organized conservation clubs in schools and awarded prizes to best schools in conservation activities
- Constructed 9 new Blocks of classrooms and rehabilitated some existing one in Primary School around each of the 8 National Parks around the country
- Granted scholarships to 200 secondary and tertiary levels students and distributed assorted text books, stationeries, footballs, goal posts and goalpost nests to 20 schools in the Support Zone
- Introduced Prizes for Best Students in Biology and Chemistry in selected Science Secondary Schools to promote science education in schools

**iv. Water Supply:** The National Park Service drilled boreholes, sunk deep concrete wells, excavated earth dams, etc in many communities. Chad Basin, Kainji Lake, Yankari and Gashaka-Gumti National Parks are particularly those that concentrated in this activity in order to meet the yearnings of their local communities for water. These facilities are often strategically located for the mutual benefits of communities and the National Parks.

- Over 20 boreholes have been drilled in Park communities for mutual use and to relieve water problems in rural communities,
- Constructed over 30 concrete wells to provide clean potable water for support zone communities throughout the country,
- Rehabilitated several boreholes one of which a 50-year-old borehole for the Amchaka community,
- Provided small water schemes (boreholes) for the high forest zones at Akamkpa, ifumkpa and Butatong Communities

**v. Agriculture:**

- In collaboration with experts from Israel under a Technical Assistance scheme, the National Park Service organized two National Workshops on Apiculture. Participants were drawn from farmers associations, community leadership, Local and State Agriculture Departments and Ministries, etc. the objective was to train the trainers and promote Apiculture among Park Communities,
- Distributed model beehives to support zone communities in an effort to popularize beekeeping and its associated derivatives such as honey, wax, etc.,
- Procured and distributed 10,000 assorted tree-crop seedlings of bush mango, oil palms, rubber, cocoa and citrus, distributed assorted agro-chemicals to Farmers, improved yield varieties of cassava, coco yam, banana, and plantain,

145 pigs, 105 goats and 50 sheep under the small ruminant programme to Farmers, administered small Scale Revolving Loan Scheme aimed at reducing the financial drain of the rural economy and established two Community Forestry Plantations at the Obudu Ranch and Busi village to improve the environment and provide cheap renewable fuel,

- Acquired and installed a gari processing plant for the Iguowan community,
- Distributed 3 tons of fertilizer to Goron Dutse, Kakangi, Dagara and Kampanin Doka communities.

**vi. Health Care Delivery:** The National Park Service spent substantial amount in the procurement and distribution of essential drugs and equipment since the inception of the programme. The essential drugs include anti-malarial and anti-snake venom drugs, which are particularly valued and needed by rural people. This figure does not include funds expended by the EU/WWF Project in Okwangwo of Cross River and NCF/WWF Project in Gashaka-Gumti National Parks.

- Procured and distributed essential drugs to community clinics in surrounding communities throughout the Park system,
- Provided full ambulance services in three National Parks for childcare, maternity and general health care delivery,
- Constructed standard health centres at Orem and Old Ekuri villages, renovated existing centres in Ojor, Ifumkpa, and Gashaka villages,
- Introduced visiting Doctor Services to Community Health Centres and encouraged environmental sanitation activities in 29 communities through the construction of pit latrines,
- Donated 12 units of mattresses, pillows and pillow-cases, bed sheets, patient cards and file-jackets, etc, to the General Hospital in Birnin Gwari

**vii. Rural Electrification:** By far, the most important rural endeavour undertaken by the National Park Service to improve the quality of rural life and gain rural support for its National Parks is in the area of rural electrification. Vowing to popular demand from its visiting public as well as appreciating the enormous cost of relying on generating sets for electricity, the National Park Service initiated and obtained government support and funding to electrify Wikki Tourist Camp and Oli River Camp of Yankari and Kainji Lake National Parks respectively in 1997. These projects connected the Yankari National Park to the National Grid at Bauchi town, a distance of 112 km and Kainji Lake National Park to the National Grid at Wawa town, a distance of 73 km. The cost of the Yankari Project was US \$3,242,105.26 while the Kainji Lake Project was US\$2,168,421.053m.

- Constructed and linked the main tourist camp of Yankari National Park to the main National Grid Line at Bauchi, a distance of 112 km. This is a major rural development effort, which allowed hundreds of towns and villages to benefit from electricity,
- Provided transformers for Gar, Tudun Gambo, Fanti, Yashi, Gorkamu, and Mainamaji communities,

- The National Park Service generated and supplied electricity to the Ibbi Police Station and the Chief's palace for years before supply was obtained from the national grid,
- The National Park Service financed and linked the Oli River Camp to the National Grid from Wawa town, a distance of 73 km, thereby improving the quality of life for rural communities,
- Electrified Butatong Community including street lighting

**viii. *Social Development:***

- Refurbished an anti-crime patrol vehicle for the Borgu Divisional Police station to combat the nefarious activities of bandits and armed robbers,
- Provided financial assistance to 50 Cooperative Societies to obtain FEAP loans, organized a Workshop for women to gain awareness on Environmental Issues, retrained 20 practicing hunters for various apprenticeships in tailoring, masonry, plumbing and carpentry, mounted awareness campaigns through workshops to enlighten them on basic nutritional requirements and constructions of fuel efficient clay stoves, and formed Women Associations to actively participate in Community affairs,
- Procured ten units of Aluminum and two units of wooden boats and given to support zone communities for river crossings at Kam, Yum and Taraba Rivers,
- Organized and maintained Ex-hunters Association to foster understanding and encourage gainful employment away from poaching and other social vices,
- Donated and installed a DSTV satellite television near the Emir's Palace, Birnin Gwari for public conservation education and enlightenment

Natural ecosystems in general and protected areas in particular provide many benefits that are known as intangibles. Such benefits cannot be easily quantified in monetary terms. For example, Gashaka-Gumti, Kainji Lake, and Chad Basin National Parks are typical examples where the benefits they provide are largely unseen. Development planners as well as other well informed citizens are now recognizing their role in watershed protection so much that the views of Park Managers are now regularly being sought in national and regional planning. This is why the World Bank has initiated two pilot Micro-watershed Programmes at Yankari and Kainji Lake National Parks since 2000. Under this scheme, the bulk of the funding under the GEF is planned for improving local community skills and building local capacities in endeavours such as fish farming, cottage industry, bee keeping or apiculture, weaving, etc. These are designed to encourage local communities to improve their lifestyle and work together with Park authorities rather than work at cross-purposes.

**Conclusion**

Despite its recent creation of ten years, the National Park Service in Nigeria has begun a process of positive impact on the local and regional communities in development. It is contributing to development through employment (recruitment of Park officers, Rangers, Trackers, Motor Drivers and Casual labour), investment in social amenities such as water development (boreholes and concrete wells) electricity supply, education (renovation of school classrooms, school furniture, exercise books and extra curricula activity), primary

health care delivery (distribution of essential drugs, training of midwives, immunization campaigns, etc), improvement in agriculture (free distribution of improved tree crop seedlings, small livestock, distribution of pesticides, fertilizer, etc,) and construction of feeder roads or rehabilitation of existing roads to improve the evacuation of agricultural produce. These are matters very dear to all rural communities, which the National Park Service believes it should be strongly supported for its proactive activities and therefore encouraged by Government to continue with these efforts to the communities.

The sheer rate at which Nigeria is losing its natural ecosystems (protected and free hold areas) is an indication that the country is confronted with serious problems of environmental conservation. Just to give a broad picture, the nation has more than 50 species or groups of species of fauna on the endangered list, particularly in the primates (monkey), the felidae (cat), the bovidae (antelopes) and the bird families (Drolet 1990). This development is directly attributable to excessive hunting of wildlife by subsistence and commercial hunters, the irreversible transformation of forests and woodlands and the non-sustainable exploitation of the remaining areas throughout the country, causing continuing wildlife habitat loss. Other reasons include the growing threat to important wetlands used by migratory birds and other highly useful krill, lack of sufficient funding and personnel for government conservation agencies at the local, state and even federal levels do not help matters.

This novel idea in Support Zone Community Development Programme adopted by the Nigeria National Park Service is therefore recommended to other National Parks in Africa, because at the end of the day, in conservation and sound Protected Area Management, individuals and local communities count and not the rich industrial conglomerates or the powerful. After all, effective forest protection and management in Africa started with the local people, their relative demise is traceable to changing lifestyles and values of the local people and the solution too must be found by empowering the local communities. This can be achieved by giving Local Communities a sense of belonging.

### **Suggestion**

This keynote address would be incomplete without raising the issue of funding to Protected Areas. To say the least, the level of funding to Protected Areas particularly in Africa is not only precariously low but often uncertain. In fact without assistance from such international bodies as the WWF, Conservation International and the like, many Protected Areas would have long reverted to degraded farmlands and deserts. This matter therefore calls for a special session of this workshop dedicated to discussing the issue of funding.

In my candid opinion, I suggest that all Protected Areas classified under category I and II should automatically be considered global reserves, to be jointly managed and funded by their national governments and the United Nations. This way, the future and sustainability of such nature reserves would be assured.

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## **PART II – TECHNICAL PRESENTATIONS**

## **A. Building Comprehensive Protected Area Systems**

### **BUILDING COMPREHENSIVE PROTECTED AREA SYSTEMS IN WEST AND CENTRAL AFRICA**

by

Mohamed Imam Bakarr

Vice President for Research, CI/CABS and Deputy Chair, IUCN/WCPA

#### **Introduction**

Protected areas are the most effective way of preserving biodiversity and safeguarding crucial ecological processes. About 9% of the terrestrial and 1% of the marine systems fall under some form of protection. But this is insufficient to adequately protect most biodiversity. There are more areas protected in mountain and temperate ecosystems, and less in lowland and tropical ecosystems.

#### **Implications for West and Central Africa**

- Historical context – PAs in the regions primarily reflect a legacy of colonialism
- Establishment is largely based on opportunism, and often for priorities other than biodiversity
- Consequent – inherent bias in location and distribution of PAs with respect to ecosystems and biomes (forest, sahelian, coastal, marine)
- Crucial elements of biodiversity are poorly represented
- Threats to species and habitats remain a fundamental problem
- Intact natural habitats have become increasingly fragmented
- Existing PAs have suddenly become vital for building comprehensive systems

#### **Need for a Gap Analysis**

- Analyze the adequacy of the existing network of PAs in representing biodiversity (specifically, species diversity)
- Provide recommendations for where PAs would be needed in order to complete the coverage of all species within the subregion

#### **Goal of the Gap Analysis**

- Maximize representation of all species (in particular those threatened with extinction)
- Accommodate ecological processes (migration, etc.)
- Enhance adaptation to global scale changes (climate, etc.)
- Accommodate prevailing and future scenarios with respect to the social and economic context

#### **What is a Gap Analysis?**

Overlap species and protected area data

- Identifying the gaps: which species are not adequately represented?
- Filling the gaps: where should new PAs be located to ensure the adequate coverage of all species?

### **Major Challenges**

1. Data needs – PA polygons and biodiversity surrogates
  - the best available data on PAs across the subregion is based at UNEP-WCMC; it is largely out of date, and information is not consistent across all countries; also problem with PAs not recognized in UN List
  - Distribution maps of all known species -- Mammals, Birds and Amphibians have been mostly done for all of Africa, but point-locality data is lacking for most PAs
2. Methodological issues
  - focus on biodiversity-based targets – representation of species;
  - what to do about ecological processes?

### **Issues for discussion in Working Group Session:**

- How best to address data needs—
- Discuss “Gap Analysis” – positives and negatives -- as a mechanism for building comprehensive PA systems at the Regional and National Level
- Explore other complementary opportunities for achieving comprehensive PA systems, and generate recommendations for the workshop

# IMPORTANT BIRD AREAS IN AFRICA: RELEVANCE TO PAS, LIVELIHOODS AND CAPACITY DEVELOPMENT

by

Hazell Shokelu Thompson

Director for Africa Programs, Birdlife International

## **Definition of Important Bird Areas (IBAs)**

Important Bird areas (IBAs) are globally recognized as places of international significance for the conservation of birds and other biodiversity, which are identified using standardized, agreed criteria, and applied with common sense. They are distinct areas amenable to practical conservation and they form Part of a wider, integrated approach to conservation and sustainable use that embraces species, sites, habitats and people. IBAs are recognized as one of the systems for classifying sites that can be considered globally important. A site is considered as an Important Bird Area if it holds:

- globally threatened bird species,
- restricted-range species – those whose world range is less than 50,000 km<sup>2</sup>,
- biome-restricted species – found only within a particular biome, and/or
- congregations of significant numbers of birds.

Africa has a total of 1,230 IBAs distributed across 58 countries and territories, including the island states. These IBAs cover just over 2 million km<sup>2</sup>, equivalent to 70% of the regions land area. The smallest IBA is just 0.2 ha in size- a single kapok tree in the Cape Verde islands, which supports one of the two last remaining nest sites for the Cape Verde race of the purple Heron, while the largest IBA is the 8 million ha Parc National du Tassili N'Ajjer in Algeria. Some of the major threats of IBAs in Africa are agricultural encroachment/habitat clearance, over-exploitation, logging, over-grazing, mining and pollution.

## **IBAs and Protected Areas in Africa**

Some 44% of IBA sites (covering 403,839Km<sup>2</sup>, or 19% of the total IBA area) are not legally recognized or officially protected by the government concerned. Countries in Africa with more than 90% of their IBA area officially unprotected are Sao-Tome & Principe, the Federal Islamique Republic of Comoros, Djibouti, Eritrea, Lesotho and Somalia. Thirteen percent out of 161 IBAs overlap with one or more internationally designated conservation areas. IBAs contributes to the protected areas system by identifying high biodiversity sites, develops a local constituency for site conservation and PA management. IBAs can make major contribution to wider landscape or habitat protection. There are now more than 60 SSGs working with Birdlife partners in more than 10 African countries.

The Berga Wetlands SSG is a good example, and the objective of this group is to improve and sustain the use of local wetland resources. By working with other community members, including landless and jobless youths, in tree nursery development and vegetable growing, alternatives are being developed to eliminate unregulated grass and sedge cutting, which destroys the wetland. SSG members are able to secure a living from their local environment and are also protecting wetland resources for the benefit of the wider community.

IBAs therefore aim at promoting, developing and involving national organizations and contributors to the programme. The IBA process has resulted in the formulation of a network of skilled, grassroots conservationists across the continent. This development of indigenous capacity or national conservation action is a key component of Birdlife Africa's programme.

#### RECOMMENDATION

The governments and local authorities in West and Central Africa assess the status of unprotected IBAs and consider applying some form of official recognition, legal protection or effective community management.

## **B. Local Communities and Protected Areas**

### INTERESSEMENT DES POPULATIONS RIVERAINES DANS LA GESTION PARTICIPATIVE DES AIRES PROTEGEES

by

Brice Sinsin

Faculté des Sciences Agronomiques

Université d'Abomey-Calavi, 01 BP 526 Cotonou Bénin

#### **Introduction (problématique de la participation)**

Il n'y a plus de doute que les premiers objectifs de protection de la faune sauvage et de certains massifs forestiers en Afrique Centrale et Occidentale que sont l'accroissement continu des populations fauniques et le maintien de toutes les espèces de plantes dans des limites immuables ont été rarement atteints. Dans certains cas, même si la plupart des aires protégées sont des propriétés domaniales, les mesures strictes de protection non accompagnées de développement local ont engendré de graves hostilités vis-à-vis du personnel des aires protégées et/ou un fatalisme morbide de la part des populations locales contraintes par la force à la fuite ou aux actes sournois. Par ailleurs, la vie des populations riveraines des aires protégées a souvent été modifiée ou contingentée d'une certaine façon par la présence des aires protégées dans leur terroir.

Après les indépendances, les Etats africains ont hérité de peu d'opportunités de développement industriel pour libérer leurs populations de la dépendance des ressources naturelles et très souvent, ils n'avaient pas les moyens de leur politique. Les crises économiques qui ont marqué l'économie africaine ont eu pour conséquences des coupes sombres dans les budgets des secteurs jugés peu rentables ou peu susceptibles d'être sources de crise socio-politique ; et les aires protégées en ont souvent fait les frais aux dépens de la faune sauvage et du développement local.

Du point de vue des ressources naturelles disponibles, la richesse du continent africain en biodiversité est une certitude quoique trop peu faiblement valorisée. Les aires protégées, lorsqu'elles sont bien gérées devraient elles-aussi être sources de revenus substantiels pour les économies nationales et locales en Afrique. Exceptés les exemples de gestion fructueuse des aires protégées en Afrique Australe et Orientale (Murphree, 1993 ; Kamstra, 1994 ; Poffenberger & McGean, 1996), la plupart des aires protégées en Afrique Centrale et Occidentale sont plutôt des postes de dépenses budgétaires d'une année à l'autre. Ce n'est que vers la fin des années 1990 que la question de durabilité qui se pose à tous les secteurs d'activité a révélé la nécessité d'orienter la gestion des aires protégées vers l'autonomie financière et administrative (Barzetti, 1993). Toutefois, les entreprises d'Etat ont laissé partout en Afrique des bilans négatifs aux conséquences socio-économiques désastreuses. Les aires protégées, en tant qu'entité socio-économique, devraient tout aussi devenir désormais socio-économiquement rentables et durables d'où la recherche de nouveaux partenariats et la stratégie de la gestion participative (McNeely, 1991 ; Barrow & Fabricius, 2002 ; Borrini-Feyerabend, 2002 ; Worah, 2002).

Bien que les acteurs intervenant dans un système de gestion participative d'aire protégée proviennent de divers domaines et horizons, les populations locales constituent le groupe cible privilégié (Hulme & Murphree, 2001 ; MacKinnon, 2001). Cela est dû au fait qu'elles ont été pendant longtemps les seules à subir les conséquences de l'existence même des aires

protégées sur leur terroir et la force motrice principale de la dynamique des ressources naturelles protégées. Mais il reste posé un certain nombre de questions liées à l'issue de cette nouvelle forme de gestion des aires protégées. Quel est le bilan de la gestion antérieure ? Que peut-on attendre de ces nouveaux actionnaires que sont les communautés locales ? Que représente la valeur des mesures de conservation de la biodiversité face aux enjeux de développement local ? Autour de quels intérêts peut-on mobiliser le consentement des populations locales ? Le facteur "répondre aux besoins locaux" est-il crucial pour la garantie d'une gestion durable ? Quels sont les atouts de la décentralisation pour un système durable de gestion participative ? Existe-t-il des acquis extrapolables pour une gestion rentable au bénéfice de tous ? Les contextes sont-ils dépendants des biorégions ou peut-on y trouver des plates formes similaires ?

- **Expérience de méthode de gestion protectionniste des AP :** Most of the former PA were established as strictly protected areas where other land use form is not allowed i.e. land for agriculture, logging, hunting for bushmeat, honey harvesting in wild, grazing land utilization, etc. This method has some success as far as adequate means are available for protection and no democratic manner is observed as common rule at political level.
- **Echec de la gestion économique des Etats africains et ses conséquences sur les AP :** Economic crisis worsen PA budget so in many cases no more fund is available for management investment. It becomes difficult to control PA against surrounding population encroachment, and other access to protected resource inside them.
- **Pressions des populations sur les AP :** with health service improvement population growth is noticed with high increasing rate sometimes more than 3 percent in certain countries or localities in Africa. This increase in population imply more claim for land and basic resource for livelihood in rural areas in Africa. PA experienced in such a situation high pressure from surrounding populations and other pastoral groups, or market-oriented poaching.
- **Nouvelles visions de gestion participative des AP :** by the years 1980 more and more countries ask themselves if another vision could be given to PA management practice particularly local population participatory to PA concerns. Since the Earth Summit in Rio 1992 it is a worldwide agreement on the involvement of local population to PA management activities. More PA staff agree with co-management policy as a manner of achieving output and outcome goals. Even it is well documented that local population participation to PA management is the best way for a sustainable biodiversity conservation inside them, most of PA is still experiencing this new deal as no extrapolable standard exist to day.

Rappel des ressources convoitées dans les AP

- **Demande en terres agricoles :** one of the frequent claim of local population is land for cultivation. Rural economy is essentially based on subsistence or market-oriented crop production in a context of low or none input in soil restoration except for cash crop. With increase in growth rate, claim for land becomes a big pressure causing encroachment in PA. This kind of driving force destroys radically habitat and biodiversity as no former vegetation or soil condition for organisms is preserved after land clearing for agriculture.
- **Demande en bois d'œuvre et de service/chauffage :** fuel-wood still remains the main energy source for cooking in Africa. This king of domestic energy consumption is

gathered in the wild as forestry policy is rarely based on a long-term vision and goal or problem-oriented approach in sustainable manner in most african countries. In some case PA are used for collecting fuel-wood by local population or those who are involved in the channel of fuel-wood supply in towns. Fuel-wood gathering in PA could suppress tree used as resource by wildlife or contribute to soil erosion process in PA.

- **Demande en pâturages:** pastoral groups used to do transhumance in PA during the dry season when forage scarcity is observed in grasslands in their localities. Dry season is also a season during which wildlife also suffer of herbage resource shortage as in most case bushfire burns much of the remainining straw. Herdsmen used also to prune fodder trees and by doing so they compromise such species' phenology (flowering and fruiting); some birds of prey loose some nestling station when big trees are severely pruned. Settlement of herds is another habitat degrading factor as in such stations which are cleared vegetation recovers hardly.
- **Demande en eaux :** most of the time water cashments keeps water in ponds in the dry season where many localities suffer of water shortage. Herdsmens but also surroundings populations used to compete with wildlife at the remaining ponds in PA. Increasing frequentation to ponds by large cattle herds creates silty or muddy condition that pollute ponds. It is well documented that it is at the pond where large concentration of herds is noticed that diseases are transmitted among animals wild or domestic.
- **Demande en protéine animale :** surrounding people used to hunt in their localities for bushmeat consumption and more and more for incomes. They maintain this ancestral attitude against the gazetted status of PA creating by doing so a conflicting situation with the PA staff. More and more a huge amount of means is allotted to PA patrols increasing management cost. Illegal hunting or poaching could decrease drastically wildlife if no control is observed particularly when bushmeat is sold.
- **Demande en PFNL :** other natural products such honey, hay, fruits, mushrooms are collected by local people. Impacts of gathering these products depend on the intensity of the pressure imposed by local populations on the sites they gather these products in PA.

### Les aires protégées dans les savanes d'Afrique centrale et de l'ouest

- **Atouts**
  - **Tourisme de vision:** the goal of most PA opened to population recreation is tourism for wildlife watching. In savanna where it is somewhat easy to see animal, this activity could generates important income if well managed. Local market could benefit from eco-tourism in PA. Some jobs could be created through eco-tourism activity.
  - **Tourisme cynégétique:** sport game well controlled generates also important incomes to PA managers. Some seasonal jobs for local population are also created due to this activity.
  - **Retombées économiques évidentes:** when tourism and or sport game generate incomes PA are seen as important source of national or local revenue. This is more noticed in savanna PA.
  - **Expériences d'aménagement disponibles:** Wildlife management is well documented in savanna PA. Many case studies mainly in East or South Africa are available and could be used to set up management activities.

- **Interprétation du milieu facile:** as savanna landscape is easy to visit, such a good condition is an opportunity to explain easily ecological concerns. Many trophic relationships could be easily perceived in the field. Pattern concerns with plant species distribution could be easily acknowledged.
- **Résilience écosystémique élevée:** savannas are well known as areas where severe ecological factors occur such as drought, floods, cyclic bushfire, etc. After a period of disturbance progressive succession occur relatively easier than in lowland forest.

- **Contraintes**

- **Grands espaces ouverts à l'agriculture:** Savannas are open ecosystem where tree density is less than in forest. Such condition has permitted to residents even equipped with rudimentary tools to cultivate large space. Population surrounding PA practicing shifting cultivation encroaches on by so doing. The consequence of encroachment due to land occupation for cultivation is a reduction of effective PA surface and conflict between wildlife and farmers through crop destruction.
- **Grands espaces ouverts au pâturage d'animaux domestiques:** grasslands occur mainly in savannas but due to increasing herds number and their effective it becomes more frequent that grazing areas are reduced because of land occupation for cultivation and overgrazing impacts. PA are used by herdsmen when confronted to these problems in their localities. Risk of Diseases transmission between domestic and wild animals increases when pastoralists use PA as grazing area. No tourist would like to see unexpected herds of cattle in replacement of wildlife in a PA.
- **Braconnage intense :** wildlife is more easy to be seen in savanna than in forest and poachers also use these facilities for illegal activities in PA. Poaching is the major factor that causes risk of disappearance of wildlife in a PA.
- **Stress hydrique important :** savannas occur mainly in area where drought is a seasonal phenomena. In some PA water shortage could cause decrease in wildlife population.
- **Risque potentiel de désertification :** another bioecological practices with big impact on environment is the combination of land clearing and severe drought occurrence. Consequence of this situation is desertification that could cause lost of habitat and wildlife species.
- **Forte pression des riverains :** in most cases savannas are surrounded by farmers and pastoralists which are the two main driving forces that impede land cover and wildlife tranquillity in PA.

**Les aires protégées dans les forêts denses humides d'Afrique centrale et de l'ouest**

- **Atouts**

- **Disponibilité en ressources alimentaires élevée dans les habitats naturels :** forests ecosystems are known as area with full of resources for a large trophic network and guilds.
- **Difficulté de mise en valeur des terres :** because of the occurrence of big trees, it is almost difficult to practice shifting cultivation on large space in forest ecosystem so farmers used to clear only small patches for cultivation. But due to population density degraded areas even though small in size are scattered through the forests.

- **Présence des grands hominidés** : one of the most important species that forest ecosystem house is the big apes such as gorilla or chimpanzee. Forests that house these apes are attractive for tourists.
- **Grande diversité biologique** : There is no doubt that biodiversity is very high in humid forests. Many kind of organisms exist in forest contrasting with its monotonous vegetation.
- **Contraintes**
- **Faible retombée touristique** : tourism business is not well developed in forest ecosystem particularly in West and Central Africa. It is difficult to see terrestrial animals in forest as most of them move quietly instead of running as noticed in savannas. Income generation is subsequently low and that situation makes hard sustainable support to management costs.
- **Faible potentialité en chasse sportive** : as for watching tourism sport game is not well developed in forest ecosystem.
- **Expérience d'aménagement de faible importance** : PA management in forest ecosystem is not well documented compared to savannas cases. This lack of experience is a handicap for staff managers' training as visits to successful or other field experience could help them to stimulate ideas and action. This could also help staff managers and stakeholders to avoid costly and disheartening mistakes.
- **Forte pression des exploitants forestiers** : forest ecosystems are commonly used for logging by powerful enterprise. Incomes generated could jeopardize PA vegetation and wildlife habitats as politician would most of the time take party for direct incomes against conservation objectives. It is well documented that paths made for logging are used by poachers and by farmers to invade PA.
- **Résilience écosystémique faible** : forest ecosystems have low resilience particularly when pristine vegetation is concerned. Encroachment due to cultivation set down soil under secondary vegetation which couldn't be similar as habitat for many species occurring in more mature ecosystem.
- **Interprétation du milieu peu facile** : even though it is easy to notice some ecological factor impact in forest tourists or visitors always need moving organisms from which they understand easily ecological relationships. As most of the animals in forest use to hide themselves it is difficult to see them easily for the time of a visit, and pay attention to theory concerning them. Other components like plant species, litter, microorganism, etc. need some basic knowledge for a good and relevant interpretation.

**Que peuvent offrir les aires protégées aux populations locales ?** It is not easy to identify ways in which wildlife conservation can produce benefits and economic returns. PA are not panacea for rural development challenge, so for PA generating economic benefits to be shared among local stakeholders is the exception rather than the rule. In a other hand conservation that attempts to take precedence over local concerns could be hardly supported by international opinion; it would be risky to experience such a management way. Many seasonal or permanent jobs could be generated by well managed PA. Direct incomes for investment in common facilities could be available through a PA management. Local administration could also get part of their budget from PA economic returns. To be

successful PA management has to address in relevant manner local population needs or generates sufficient alternative incomes.

**Les aires protégées sont-elles moteur du développement ou moyen de diversification de revenus, ou les deux ?** As PA could hardly meet all the needs of all individual or local groups they can't be the basis of local development in all case. More often PA will generate complementary incomes in term of job opportunities, benefits and economic returns, new opportunities, financial source for common facilities building.

**Qui doit être le maître d'ouvrage du développement local ?** Local development concerns could be hardly based on PA managers' hand. Contracting authority is local representatives of the central government authority whose job is to coordinate all the other governmental sectors (e.g. agriculture, health, education, forestry, family planning service, infrastructures, etc.) and projects. To improve local livelihood all available means and resource are need to gain the maximum benefits from the services and systemic approach is required to meet local population's most important concerns (health, education, local economy) to achieve the common goal that is local livelihood improvement. PA managers have to contribute at the stage of designing local development strategy plan or policy in other to well integrate conservation in development policy.

**Qui doit être le maître d'œuvre du développement local ?** All local government services include PA' service have to be project manager for local livelihood improvement. Each service has to build its management plan with the common vision and as sub-objective of the global one. PA conservation and the needs of local people have to be addressed with a coupling approach. This approach could help local people to link economic returns and other incomes from PA accruing to them to conservation efforts and its costs.

**Les aires protégées pour les communautés locales ou le consensus local pour la conservation des aires protégées ?** It is risky to concede all PA management authority to local populations and expect relevant outcome at a stage where they lack of knowledge for modern wildlife management concerns and incomes distribution among conflicting interests in a sustainable way. A trade-offs as a co-management of PA could be a wise way to achieve PA management at this stage.

**Quel cadre de négociation autour des aires protégées ?** In a co-management contest it is important that some procedure of conflict management be set up together by stakeholders and PA managers. Local council for PA co-management could be trust for activity planning process and other business that intend to respond to local needs.

Sur base de quels intérêts peut-on mobiliser la conscience des populations locales pour la conservation des aires protégées ? et comment peut-on générer de tels intérêts ?

- **cas des aires protégées en savanes :** Involvement of local population in PA co-management has to be based on sharing of rights and responsibilities. In savanna,

local people could benefit from tourism business, local jobs (patrol, sport game manager, etc.)

- **cas des aires protégées en forêts** : In forest ecosystem jobs could be created from tree plantation initiated for income generation purpose.

### **Quelques outils de gestion participative des AP**

- Gestion locale des conflits : Since local populations perceive PA as a part of their land that is snatched from their control conflict raised. It is then important to build peaceful condition in order to expect locals' commitment in PA management. Formal conflict management system should be done after discussion with stakeholders and survey of existing mechanism (e.g. rituals or local council). New institution has to be built on what already exists, or with trust stakeholders.
- comportement des membres du staff administratif : Attitudinal change is sometimes needed for staff managers to promote local participation rather than imposing their authority. If staff managers deal well with people's concerns they could in turn respond in a helpful, and constructive way in PA conservation.
- bonne gouvernance dans la gestion des activités : budget must be opened to large discussion between those who are concerned and to scrutiny; policies must be transparent. Internal bureaucratic requirements must be reasonable so necessary changes could be made quickly.
- Responsabilisation : devolution of authority to local populations has to be done when it is appropriated particularly when relevant knowledge could be approved at their side. As it is hard for wildlife to experience resilience after drastically depletion, it is important to be careful with devolving responsibilities to local population even though many advantages could be expected from such experience.
- création de revenus et d'emplois liés ou alternatifs : local population involvement in co-management process is linked to the income that they could expect. Jobs created and linked to PA management is a good incentive. Complementary activities far from PA concerns that could generate job for surrounding residents are also good incentive as this could de-couple interest of local population from natural resource in PA.
- partage des revenus : income generated by PA management should be shared with stakeholders as they suffer somewhat of conservation measures. Benefits accruing to stakeholders because of PA management encourage them to support and contribute to conservation initiatives.
- mesures d'accompagnement : compensation programme must be developed as incentives to gain local population support. Such compensations could be health service, credit schemes, infrastructure construction for the whole community, access to services.
- Investissement pour la fertilité des sols : There is no custom of investment into soil fertility maintenance in Africa. The basic cause of shifting cultivation is soil fertility loss. Subsidies or particular oriented-credit have to be set up in sustainable manner to overcome the challenge of soil fertility depletion.
- durée d'assistance des populations locales : Co-management of PA need times and financial support. Only long-term assistance and training in co-management system could permit to achieve sustainable conservation initiative in PA.

- développement rural intégré : income generated by PA could hardly be sufficient to meet all development requirements. Integrated programmes from various sectors is more relevant to improve local livelihood.

## Conclusions

La rentabilisation des aires protégées laisse entrevoir des bénéfices d'abord pour l'économie locale et pour les nations. La recherche de tels bénéfices pour les populations locales est l'une des priorités des objectifs de gestion moderne des aires protégées. Pour ce faire, il s'avère nécessaire d'assigner un rôle de manager aux gestionnaires d'aire protégée avec pour but une autonomie financière et administrative à terme. Les déterminants pour la mise en œuvre pratique de cette forme de gestion résident dans la conception du zonage par objectif des différentes parties des aires protégées qui doivent désormais générer des revenus optimums dans un système transparent de bonne gouvernance.

En zone de savane, il est nécessaire de rentabiliser les activités cynégétiques et de tourisme de vision. Au besoin d'autres sources complémentaires de revenus compatibles avec l'objectif principal de l'aire protégée sont à rechercher à travers la pêche, la cueillette, etc.

En zone forestière le zonage doit prévoir une zone d'exploitation de bois provenant soit des plantations artificielles soit de stations de coupe aménagées à dessein. Tout comme en savane d'autres sources de revenus issus d'activités compatibles avec l'objectif principal de l'aire protégée doivent être recherchées.

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## CASE STUDY PRESENTATION

PROTECTED AREAS: LOCAL COMMUNITIES AND LIVELIHOODS; A CASE STUDY  
OF OKWANGWO/ TAKAMANDA FOREST COMPLEX OF NIGERIA AND  
CAMEROON

by

Clement O. Ebin

Executive Director, Cross River National Park , P.O.Box 149 Calabar, Nigeria.

## Background

Cross River National Park (created by decree no. 36 of 1991) consist of two non contiguous divisions: the Oban Division to the south, established around a more moist rainforest, mangrove swamp, and estuarine ecosystems and, the Okwangwo Division to the north characterized by a drier rainforest, montane forest and derived savannah ecosystems.

The Okwangwo Division, of the park lies between latitude  $6^{\circ}4' - 6^{\circ}29' N$  and longitude  $9^{\circ}00' - 9^{\circ}27' E$  and forms a continuous moist forest system of over  $920\text{km}^2$  and is contiguous with the Takamanda Forest Reserve located between latitude  $5^{\circ}55' - 6^{\circ}22' N$  and longitude  $9^{\circ}10' - 30' E$ , which covers an area of about  $676\text{sq km}$  in the Republic of Cameroon. Takamanda Forest Reserve was gazzeted as the Takamanda Native Administration Forest Reserve in 1934.

Both the Takamanda Forest Reserve and Okwangwo are home to rare and endangered species of plants and animals such as the cross river gorillas (*Gorilla gorilla diehli*), Drills (*Mandrillus leucophaeus leucophaeus*) Chimpanzees (*pan troglodytes*) forest elephants (*Loxodonta africana cyclotis*) Forest buffalos (*syncerus cafer*) etc, that migrate between the two protected areas across the international boundary.

In addition, quite a sizeable human population inhabits the area either as enclaves or on the immediate surroundings. For most of these people, hunting and gathering of forest resources have, traditionally, been of great importance both for subsistence and for income generation. As much as two thirds of household incomes are dependent on such activities. It is envisaged that if this corridor is properly protected and the animal population there- in left undisturbed, the numbers are likely to increase and spread into the rest of Cross River National Park, Takamanda Region, as well as the support zones.

Cross River National Park and Takamanda Forest Reserve fulfill nearly all the criteria which are considered to guarantee cross border protection arrangement. The long common boundary, the socio cultural affinity between communities living on both sides of the borders, and the evidence of trans- border migration of animals, etc, are important factors of successful trans- border collaboration.

## Vision Statement

- Creation of safe corridors for migratory species between Nigeria and Cameroon

- Trans-boundary cooperation in conservation between both countries
- *In-situ* protection of ecosystem and species
- Improvement and empowerment of rural communities
- Creating a harmony between Protected areas and host communities

#### Goal

- To effect the conservation of the Okwangwo/Takamanda forest complex that lies between S.E Nigeria and S.W Cameroon

#### Objectives

- Create acceptability of PAs management within the region and host communities.
- Undertake the protection of the cross- river gorilla and other endemic species
- Foster a harmonious relationship between host communities and the PAs
- Provide alternative income generating activities for host communities
- Undertake joint patrol and exchange of information between the two countries
- Determine appropriate strategies for the relocation of enclave communities

#### Current status

- Okwangwo section in Nigeria is currently protected under a national park system.
- Takamanda section in Cameroon is still a forest reserve
- Both sections constitute a vital habitat/home range to endangered and endemic species, especially the cross- river gorilla
- However, both sections play host to expanding rural border zone/enclave human communities that depend on the forest resources for their livelihoods
- Local communities see PAs management as an intrusion into their God-given, inexhaustible resources
- Most local communities exploit these resources unsustainably

#### **How Did We Get Here?**

Nigeria, realizing the importance of the Okwangwo forest elevated the protection status to a National Park in 1991. The forest reserve system allows for existence of enclave communities within the PAs and the utilization of resources, especially logging but the national park system does not. When the forest reserves were created long ago, human populations in and around the reserves were relatively small, with minimal environmental impacts. Currently, human populations in these areas have more than doubled. Economic and infrastructural development activities on the Nigerian side have further reduced the integrity of these PAs, resulting in island populations of especially of faunal species primates

#### Suggested strategies

1. Establish trans-boundary cooperation between both countries
2. Upgrade Takamanda to a national park status

3. Relocate all enclave communities to alternative sites outside the PA (advantages /disadvantages)
4. Adopt community-based conservation strategies that would encourage participation to enhance sustainability. e.g. conservation education, provision of alternatives to bush meat etc.
5. In the interim, package and provide alternative sources of income that are less dependent on the resources of the PAs.
6. Integrate land management programmes (planning, administration and management) for socio -, economic and ecological purposes
7. Recommendations -- Adopt 1, 2, 3,4 and 5 or 1,2 and 6 as an alternative

#### Expected outcome

- Enhanced protection of habitat and species
- Improvement of rural livelihood/income generation
- Enhanced cooperation between host communities and PAs management
- Better trans-boundary cooperation for increased benefits.

#### What to do next

- Conduct more researches to determine the current status of the area
- Map the distribution of key species
- Promote participatory conservation education.
- Publicize and communicate finding
- Fund raise and seek international collaborations

#### Conclusion

The adoption of these strategies, apart from boosting conservation in this forest complex in the long run, shall enhance the ecological and the socio-economic well-being of the PA and the local communities, respectively.

#### Acknowledgment

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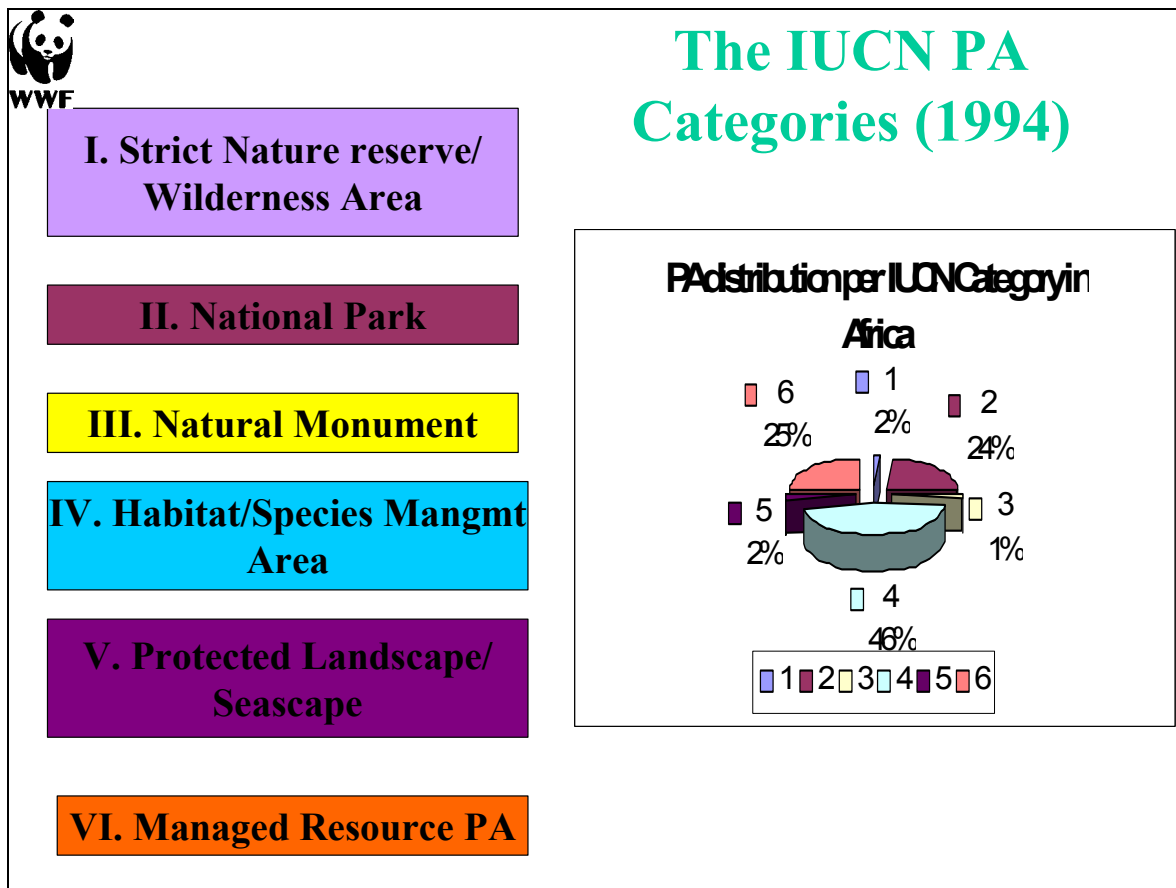
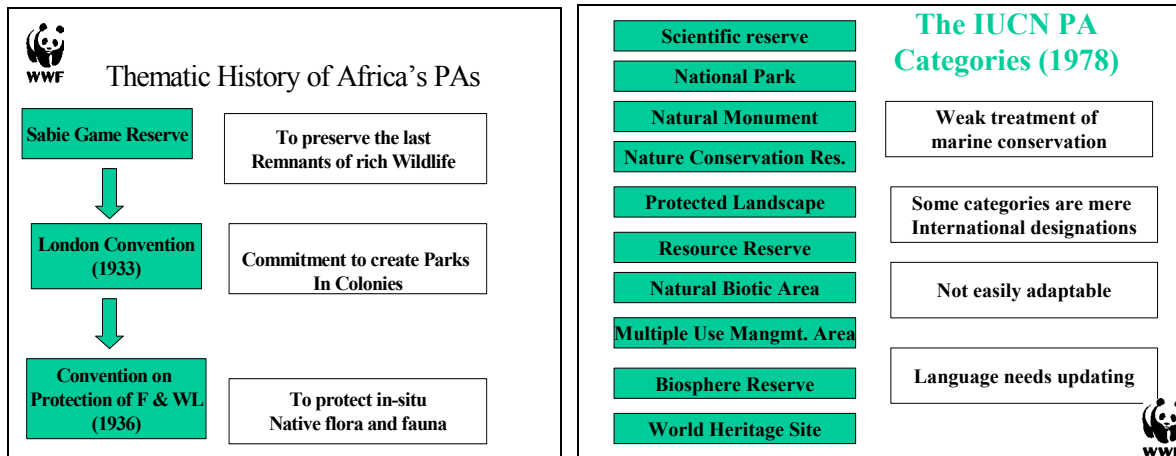
## C. Application of IUCN Categories

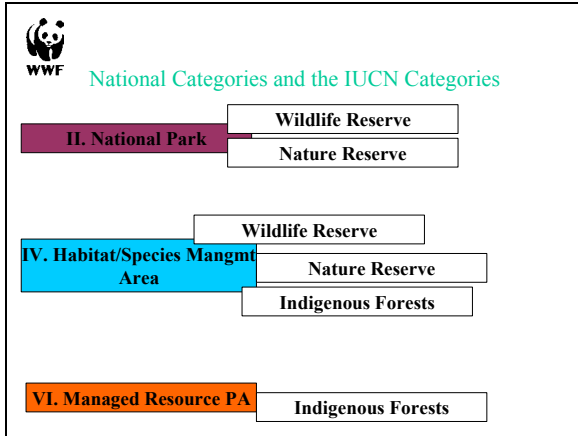
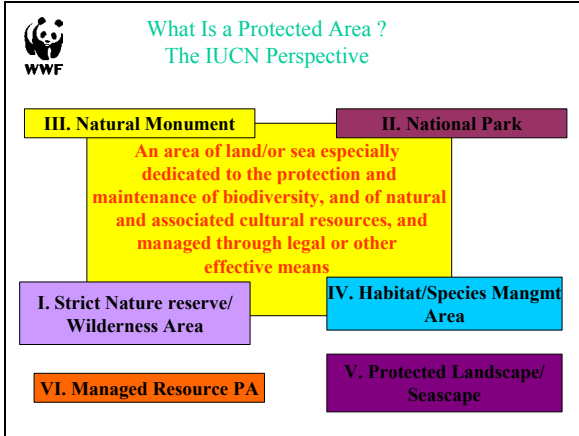
### AN APPRECIATION OF RELEVANCE OF THE IUCN MANAGEMENT CATEGORIES IN NATIONAL PROTECTED AREA PLANNING AND CLASSIFICATION

by

Estherine Lisinge Fotabong

Director of Policy Programs, WWF Cameroon





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- Key Benefits of the IUCN Categories**
- ✓ Emphasizes PA importance
  - ✓ Demonstrates purpose of PAs
  - ✓ Promotes idea of PA systems rather than islands
  - ✓ Reduces confusion in terminology
  - ✓ Provides agreed set of international standards
  - ✓ Makes for international comparison and accounting
  - ✓ Improves communication

- 
- Limitations**
- ✓ Categorization is reflective of designated land-use but silent on actual management
  - ✓ IUCN categories not reflective of a majority of national categories in use. (Gabon, Cameroon etc.)
  - ✓ Problems as to the definition of the term “protected areas”

# APPLICATION OF THE IUCN PROTECTED AREAS MANAGEMENT CATEGORIES IN WEST AFRICA" HOW RELEVANT ARE THEY IN GHANA?

by

David Guba Kpelle

Senior Conservation Biologist, CI Ghana

## 1.0 INTRODUCTION

Ghana, like other West African countries, has demonstrated her commitment to biodiversity conservation (especially to the African Convention of 1900 and the OAU Convention of 1962) by the establishment of a network of protected areas system based on the World Conservation Union (IUCN) categories of protected areas. However this commitment to conservation has not been accompanied by the development of the appropriate management capacity and allocation of resources to develop the desired infrastructure and manage them according to the designated IUCN classification for protected areas. Consequently, many of them exist on paper as protected areas without any effective management system. It has been established that the efforts made in establishing the existing protected areas, is only now being appreciated as they appear to be the only areas where justifiable conservation investment could be made (WD, 1994). This is because they still harbor viable and sustainable populations of various species of wildlife and their habitats.

Unfortunately, the management authorities of the protected areas system in Ghana, has woefully failed to accomplish the management objectives for which they were established. In Ghana, as is the case of most protected areas in West Africa, the management of one type of a protected area designated according to the IUCN classification, is not different from that of another designated under a different category. For example the management of Digya National Park (Category II) is not any different from that of Kogyae Strict Nature Reserve (Category I) or Kalakpa Resource Reserve (Category VI). This has led to the loss of benefits that should have been derived by the local communities and the major stakeholders and a lack of appreciation of the enormous potential of protected areas to contribute to the support of livelihoods and socio-economic development of the respective nations. Consequently, there is a lack of appreciation of the importance and relevance of the different categories of the IUCN protected areas guidelines in Ghana

The management of the protected areas in Ghana, faces enormous challenges in the new millennium. Virtually all the viable concentrations of biodiversity currently occur in only the forest reserves and protected areas, as those of the off-reserve areas are degraded. Therefore, as noted by Hawthorne and Abu-Juam (1995), at the dawn of the 21<sup>st</sup> Century, one could only assume that habitat destruction and the unfolding phenomenon of species extinction have only just arrived at the doorsteps of the protected areas. There is therefore the need for urgent global attention to curb this trend. Since most of these protected areas tend to harbor globally threatened species, there is the need to compliment the commitment to biodiversity conservation as demonstrated by the Government of Ghana and those of other West African nations, by providing urgently required external technical assistance for management capacity building and other resources, to ensure that these areas are appropriately managed to march the designated IUCN categories of protected areas.

This paper evaluates the application of the IUCN categories of protected areas system in Ghana and recommends urgent measures to ensure that they live up to the challenges of the new millennium. Areas of priority attention include the development of common standards for the various categories of protected areas, the technical assistance for the development of capacity for ecological research, ecotourism potential development and the appropriate infrastructure to enable the accomplishment of the objectives of the designated IUCN protected area categories.

## 2.0 THE PROTECTED AREAS SYSTEM OF GHANA

### 2.1 Background of Conservation in Ghana

The British colonial administration in Ghana initiated modern conservation by setting aside the Sene Game Reserve in 1906 as the first protected area. In addition to watershed protection the purpose was to afford protection to wild animals and their habitats in a sizeable area. These efforts were not intended to ensure tangible benefits to the local communities and other stakeholders, as it precluded entry and all other forms of resource use, by the surrounding communities.

Subsequent conservation efforts, undertaken since independence, have been to ensure the conservation of wild animals and their habitats in all the different ecosystems. The policy of the Government of Ghana, since independence, was therefore to ensure that representative samples of all the major ecosystems of the nation were conserved in perpetuity for the benefit of the current and future generations. For that matter efforts were made to establish protected areas in all the major vegetation themes of the country, using the World Conservation Union (IUCN) designated categories of protected areas. Table 1 below provides the type of protected area, the vegetation themes the size and the year of establishment.

Table 1: Protected Areas of Ghana, showing size, vegetation type, year of establishment and IUCN Classification

No	Protected Area	Year Established	Size Km <sup>2</sup>	Vegetation Type	IUCN Classif.
1.	Nini-Suhien Nat Park	1976	160	Wet Evergreen Forest	II
2.	Ankasa Resource Reserve	1976 as Game Res (IV)	349	Wet Evergreen Forest	VI
3	Bia Res Reserve (1995)	1974 as part of NP; 1978 as Game Res (IV)	228	Moist Evergreen	VI
4	Bia Nat Park	1974	78	Moist semi-deciduous Forest	II
5	Kakum Nat Park	1991	207	Moist Evergreen	II
6	Assin Attandanso Resource Res (1995)	1991 as Game Res (IV)	143	Moist semi-deciduous Forest	VI
7	Owabi Wildlife Sanctuary	1985	13	Moist semi-deciduous Forest	IV

8	Bomfobiri Wildlife Sanctuary		53.1	Forest-Savanna Transit	IV
9	Kogyae Strict Nature Res	1975	385.7	Forest/Savanna Transition	IA
10	Digya National Park	1971	3,478	Tall Grass Savanna	II
11	Bui National Park	1971	1,820.6	Tall Grass Savanna	II
12	Mole National Park	1971 (1958)	4,840	Tall/Short Grass Savanna	II
13	Gbele Resource Res	1975 as Game Res (IV)	565	Short Grass Savanna	VI
14	Kalakpa Resource Res	1975 as Game Re (IV)	320	Short Grass Savanna	VI
15	Shai Hills Resource Res	1976	49	Coastal Savanna	VI
16	Kyabobo NP (proposed)		360	Mountainous Savanna	II

The only vegetation type that is not represented is the Upland Wet Evergreen Type of forest.

## 2.2 Application of the IUCN Categories of Protected Areas

The IUCN defines a protected area as “*An area of land and/or sea especially dedicated to the protection and maintenance of biological diversity, and of natural and associated cultural resources, and managed through legal or other effective means*” (IUCN, 1994)

The globally accepted protected areas categories of the IUCN have evolved to become tools for assisting in the classification or designation of natural areas where a particular legal regime can be imposed to protect and/or maintain the biological diversity and other associated natural and cultural features. For Ghana and many other countries in West Africa, it is the global recognition of this legal regime that has enabled conservationist to appropriately defend and maintain many of the protected areas against other competing land-use practices.

Currently, the protected areas system of Ghana, involve 16 conservation areas, and covers about 13,852.5 km<sup>2</sup>, representing about 5.6% of the total land area of the country. They consist of the following:

TABLE 2 CATEGORIES OF PROTECTED AREAS IN GHANA

No.	IUCN CATEGORY	NUMBER IN THE CATEGORY PROTECTED AREAS
1	IA	1 Strict Nature Reserve
2	II	7 National Parks
3	IV	2 Wildlife Sanctuaries
4	VI	6 Resource Reserves

The details are provided as shown above in Table 1. It would be noticed from the list of protected areas that there was a down-grading of some protected areas from Category IV to VI. Six (6) of such areas, which used to be known as Game Production Reserves (IV), have

now been re-designated as Resource Reserves, signifying that they are of a lower status of protection. It is worth-noting that since their re-designation as such in 1995, they no longer appear in the IUCN list of protected areas as provided by the World Conservation Monitoring Centre (WCMC).

The wildlife estate of Ghana is managed by the Wildlife Division of the Forestry Commission (formerly Ghana Wildlife Department). They are also mandated to provide technical support for community owned Wildlife Protected Areas.

### **3.0 EVALUATION OF THE IUCN PA CATEGORIES AND MANAGEMENT OBJECTIVES OF THE PROTECTED AREAS IN GHANA**

The modern concept of conservation is based on the need to plan resource management on the basis of accurate inventory and taking protective measures to ensure that such resources do not become exhausted (IUCN, 1982). In Ghana, while the colonial administration placed emphasis on protection and excluded resource use by the surrounding communities, modern conservation measures, as stipulated by the IUCN categories of protected areas, were intended to offer major sustainable benefits to society (IUCN, 1982; IUCN 1995).

Unfortunately, in Ghana, the Wildlife Division (formerly Ghana Wildlife Department) of the Forestry Commission, the management authority mandated by the government to implement the designated IUCN categories of protected areas, appears to have inherited the British legacy of protectionist tendency, by super-imposing the colonial protection system of excluding all forms of resource use by local communities from the protected areas systems. They have therefore failed to manage the protected areas system of the nation as stipulated by the IUCN Guidelines on the management of protected areas to enable such stakeholders derive some tangible benefits from direct resource use. To a large extent, the non-availability of the appropriate management capacity within the Wildlife Division, to ensure the realization of the management objectives of the designated IUCN categories of protected areas, is a major contributory factor.

A brief evaluation of the management objectives of the IUCN categories of the respective designated protected areas in Ghana, is provided below:

#### 3. 1. STRICT NATURE RESERVE/SCIENTIFIC RESERVE (IUCN CATEGORY IA)

##### 3.1.1. Definition of Strict Nature Reserve

*Area of land and/or sea possessing some outstanding or representative ecosystems, geological or physiological features and/or species, available primarily for scientific research and/or environmental monitoring.*

##### 3.1.2 Example: Kogyae Strict Nature Reserve (360 km<sup>2</sup>)

##### 3.1.3 IUCN Management Objectives

The following are the management objectives for the designation of an area as a Strict Nature Reserve:

- To preserve habitats, ecosystems and species in as undisturbed state as possible
- To maintain genetic resources in a dynamic and evolutionary state;
- To maintain established ecological processes;
- To safeguard structural landscape features or rock exposures.
- To secure examples of the natural environment for scientific studies, environmental monitoring and education, including baseline areas from which all avoidable access is excluded;
- To minimize disturbance by careful planning and execution of research and other approved activities;
- To limit public access.

### 3. 1.4 National Objective

The national objective for the establishment of the reserve was *‘to retain the transitional vegetation and fauna for scientific research and monitoring the southwards drift of the savanna’*.

The realization of such an objective warrants restriction of public access and active promotion of research and monitoring programmes. This has however, not happened as a result of lack of capacity and the required resources to manage the area to meet these objectives.

### 3.1.5 The major problem

Serious agricultural encroachment, necessitating the de-gazettement of half of the reserve area as a special use zone, where destructive activities such as farming has been allowed.

In effect, even though this area is supposed to be accorded the highest priority in terms of protection to merit its designation as IUCN Category IA, nothing is being done to accomplish the management objectives for the designation of this area as a Strict Nature Reserve.

## 3. 2. NATIONAL PARKS (IUCN Category II)

### 3.2.1 Definition:

A national park is defined as follows:

*Natural area of land and/or sea, designated to (a) protect outstanding natural and scenic areas of national or international significance for (b) scientific, educational and recreational use (c) exclude exploitation or occupation inimical to the purposes of designation of the area.*

3.2.3 Examples : Kakum National Park (207 km<sup>2</sup>), Mole (4,840 km<sup>2</sup>), Digya (3,478 km<sup>2</sup>), Nini-Suhien (160 km<sup>2</sup>), Bia (780 km<sup>2</sup>), Bui (1,821 km<sup>2</sup>) and Kyabobo (360 km<sup>2</sup>) National Parks.

### 3.2.4 IUCN Management Objectives

The following are the management objectives:

- To protect natural and scenic areas of national and international significance for spiritual, scientific, educational, recreational or tourist purpose;
- To manage visitor-use for the inspirational, educational, cultural and recreational purposes at a level which will maintain the area in as natural or near natural state as possible;
- To perpetuate in as natural a state as possible representative samples of the physiographic regions, biotic communities, genetic resources, and species, to provide ecological stability and diversity
- To maintain respect for ecological, geomorphologic, sacred or aesthetic attributes which warranted designation;
- To take into account the needs of indigenous people, including subsistence resources use , in so far as these will not adversely affect the other objectives of the management

Apart from interventions to realize the first and second management objectives at the Kakum and Mole National Parks, not much has been done to accomplish the rest of the objectives of designating these areas as national parks. For example, there is no consideration for subsistence resource use by the surrounding local communities. Limited scientific research has also been undertaken in both areas with a monitoring programme on elephants operational at the former.

Incidentally, limited interventions in terms of the development of the ecotourism potential of these two areas have demonstrated that protected areas have enormous potential to contribute to the socio-economic development of the nation. For example at Kakum National Park, the period between 1990 and 1995, before the design and installation of the visitor-use facilities such as the canopy walkway and the visitor centre, less than 2000 people visited annually. However, with the commissioning of the canopy walkway, the number rose to 80,000, providing substantial income for national development. This development engendered a great deal of support from the major stakeholders for the conservation of the biological resources, including globally threatened species.

A graphic illustration is provided below.

The major limiting factor has been a lack of management capacity to realize the full potential of these areas, including the subsistence resource use of the local communities fringing the national parks. For example, due to the lack of capacity to develop the ecotourism potential of the other national parks, the current level of visitation at Kakum National Park, is over-stretching the staff strength and putting the limited infrastructure under undue pressure.

There is therefore the need for the redistribution of such unsustainable visitor numbers, by developing the potential of the other reserves and providing the appropriate management capacity to manage them as such. This would provide job opportunities to the local communities, generate urgently needed revenue to support government development projects, provide the socio-economic justification for the reservation of those areas as national parks as well as engender support for biodiversity conservation in general.

### 3.3 NATURE RESERVE/WILDLIFE SANCTUARY (IUCN CATEGORY IV)

#### 3.3.1 Definition

*Area of land and/or sea subject to active intervention for management purposes so as to ensure the maintenance of habitats and/or to meet the requirement of specific species.*

Two (2) areas, Owabi Wildlife Sanctuary (130 km<sup>2</sup>) near Kumasi and Bomfobiri Wildlife Sanctuary (530 km<sup>2</sup>) have been designated according to this category. Two other areas under community-based management, are Boabeng-Fiema and Agumatsa Wildlife Sanctuaries are not counted among the protected areas of Ghana.

#### 3.3.2 IUCN Management Objectives

The following are the management objectives:

- To secure and maintain habitat conditions necessary to protect significant species, groups of species, biotic communities or physical features of the environment where these require specific human manipulation for optimum management;
- To facilitate scientific research and environmental monitoring as primary activities associated with sustainable resource management;
- To develop limited areas for public education and appreciation of the characteristics of the habitats concerned and of the work of wildlife management
- To eliminate and thereafter prevent exploitation or occupation inimical to the purposes of designation;
- To deliver such benefits to people living within the designated areas as are consistent with the other objectives of management;

The major species of concern in these sanctuaries are primates, ungulates, butterflies, birds and their habitats.

Apart from the protection staff, there are no other categories of management personnel well placed to ensure that the other management objectives are accomplished. The major outcome is that where local communities are to derive benefits by being allowed or guided to engage in the sustainable exploitation of the resources of these areas, they are completely denied these opportunities. Consequently, the surrounding local communities and other major stakeholders put up a hostile attitude towards the conservation of such protected areas, since no apparent benefits accrue to them. As such incidence of poaching is common in some of

these areas resulting in the rapid decline of many wildlife populations and thus threatening them with extinction. This situation could have been averted if the appropriate management capacity is provided such that they are assisted to derive the necessary benefits through sustainable resource use.

### 3. 4. RESOURCE RESERVE (IUCN CATEGORY VI)

#### 3.4.1 Definition:

*Area containing predominantly unmodified natural systems, managed to ensure long-term protection and maintenance of biological diversity, while providing at the same time a sustainable flow of natural products and services to meet community needs.*

3.4.2 Examples : Gbele (565 km<sup>2</sup>). Bia (228 km<sup>2</sup>) Ankasa(349 km<sup>2</sup>) Assin Attandanso 143 km<sup>2</sup>) Shai Hills (49km<sup>2</sup>) and Kalakpa (320 km<sup>2</sup>) Resource Reserves.

#### 3.4.3 Management Objectives

The following are the management objectives:

- To protect and maintain the biological diversity and other natural values of the area in the long-term;
- To promote sound management practices for sustainable production purposes
- To protect the natural resource base from being alienated for other land-use purposes that would be detrimental to the area's biological diversity;
- To contribute to regional and national development.

Going by the stipulated management objectives, the emphasis here is placed on sustainable management that ensures sustainable production of goods and services, without damaging the natural values of the area. Again, the management of these areas were designed taking into consideration the resource use of the surrounding communities. Unfortunately, apart from efforts to ensure that these areas are adequately protected, no other efforts are being made to accomplish any of the IUCN management objectives. Capacity to assess the resources and determine the level of use that is sustainable is not available. This again denies the local communities and the major stakeholders the the right to resource use in these areas.

## **4.0 THE MAJOR LIMITING FACTORS TO THE EFFECTIVE APPLICATION OF THE GUIDELINES OF THE IUCN CATEGORIES OF PROTECTED AREAS IN GHANA**

### 4.1 CATEGORIES I (STRICT NATURE RESERVE),

Even though the IUCN Guidelines for the designation of protected areas, requires that priority management attention be given to scientific research and monitoring, there is virtually no human capacity and resources to undertake these tasks. For example, the Wildlife Division of Ghana is therefore not able to manage the Kogyae Strict Nature Reserve

to meet the management objectives according to the designated IUCN classification of protected areas. Since no scientific information is being generated to enable awareness creation and education and to project the importance of the reserve, decision-makers and other major stakeholders are not able to appreciate the purpose of setting aside such an area as a Strict Nature Reserve.

In the traditional sense land left to fallow is land unutilized. It is therefore not surprising that there has been agricultural expansion that has seriously encroached on the site where public access was supposed to be restricted and the area accorded the highest level of protection. There is therefore the need to take urgent and appropriate steps to curb this trend of affairs if the IUCN management objectives for the designation of the area, are to be realized.

#### 4.2 CATEGORY II (NATIONAL PARKS)

Apart from Mole and Kakum National Parks where some attempts have been made to realize the educational, scientific, recreational and tourism potential of these areas, not much has been done to develop the other five likewise. The available staff capacity has been focused on protection only. The result is the over-use of the facilities at Kakum National Park in particular, putting the limited facilities under undue pressure. Even though these areas could contribute enormously to the socio-economic development of the nation if the IUCN Guidelines on protected areas management are effectively applied, the lack of management capacity and the resources to develop the appropriate infrastructure to reap the desired benefits, have imposed a major limitation on the realization of the management objectives of these areas. The interventions in the Kakum National Park and the resultant economic returns is a clear indication that the potential exists but the major constraints are the lack of appropriate management capacity and availability of adequate resources.

#### 4.3 CATEGORIES IV & VI (WILDLIFE SANCTUARIES AND RESOURCE RESERVES)

Despite the fact that the IUCN management Guidelines requires active intervention to maintain the species and habitats of these *wildlife sanctuaries* and *resource reserves*, such management capacity is virtually none-existent. Consequently the management of a Wildlife Sanctuary is therefore not any different from that of the Strict Nature Reserve and the other Resource Reserves. Apart from protection staff, no other categories of staff are available to assist in the management of these three different categories of protected areas according to the IUCN management guidelines.

While the IUCN Guidelines makes provision for sustainable fisheries, selective timber harvesting, controlled grazing and some form of low impact mining, which do not alter or threaten the essential biological character of a Resource Reserve, it has not been possible to implement such guidelines due to the lack of capacity to effectively assess the status of the existing resources and to scientifically establish the level of exploitation that could be economically and ecologically sustainable. Other aspects that have not received desirable attention include sustainable ecotourism and commercial activities that could provide livelihoods to the local communities surrounding these areas.

All these limitations are denying the local communities and other stakeholders the desirable benefits that should have accrued to them if the appropriate management interventions were in place. For example, whilst royalties are paid to the chiefs and local communities for logging of timber in forest reserves, no such benefits are derived from the protected areas. Consequently, the local communities, politicians and other decision-makers tend not to appreciate the reasons why these areas were set aside as protected areas.

### 4.3 CONSERVATION OUTSIDE PROTECTED AREAS

#### 4.3.1 COMMUNITY-BASED MANAGEMENT OF PROTECTED AREAS

Much of Ghana's biological resources, especially the wild animals existed outside the protected areas system between 1960's and 1970's. Conservation should not have been limited to the protected areas alone, but should have expanded towards the vast expanse of biological resources in areas that were ecologically productive, but not occupied by humans (IUCN, 1982). Additionally, the local communities should have been assisted to enable sustainably utilize those wildlife resources around them. Unfortunately, this could not be done since the same problem of the lack of capacity to assess and establish the sustainable level of resource use in the protected areas, prevailed in the off-reserves areas. As such the surrounding communities have succeeded in over-exploiting the wildlife resources off-reserve and view those of the protected areas as the next legitimate place to extend their resource use to, despite their exclusion.

So far the current protected areas management system in Ghana, has not given due attention to the fostering of good relationships between the management authorities and the communities surrounding the respective protected areas. In order to engender community support for the protected areas system, it is necessary that the protected areas export appropriate management capacity to the surrounding communities to enable them assume responsibility for the sustainable management of the biological resources of the off-reserve areas. This will also enable them contain wildlife-human conflicts such as crop-raiding and the unsustainable bushmeat crisis.

It is only when all such concerns of the communities are catered for that the application of the designated IUCN categories of protected areas could be appreciated in the new millenium. It is therefore imperative for the appropriate capacity to be developed to assist the surrounding communities manage these issues effectively.

For other conservation initiatives outside the protected areas system, where do they fit in as far as the IUCN classification is concerned? Why are those areas that are managed by the local communities in Ghana, such as the Boabeng-Fiema and Agumatsa Wildlife Sanctuaries, not listed among the protected areas of Ghana?

#### 4.3.2 OTHER INNOVATIVE INITIATIVES

Recently in Ghana, the Forestry Commission re-designated about **twenty-nine (29)** forest reserves as Globally Significant Biodiversity Areas (GSBAs). This was as a result of the fact that they harbor fauna and flora of global concern. They are therefore to be managed with the primary objective of ensuring the effective conservation of these global biological resources, especially through community collaborative arrangements. At the same time some amount of resource use by the surrounding local communities are to be catered for. Conservationist and other decision-makers need answers to questions including the following:

- **Must they necessary be gazetted as protected areas?**
- **Should they be turned over to the Wildlife Division that is responsible for protected areas management in the country?**
- **Where do these areas fit in within the IUCN classification of protected areas?**

#### 4.3.3 OTHER ISSUES OF CONCERN

Other areas of concern are the lack of capacity to quantify the value of the wildlife estate, especially the goods and services derived through the management of the protected areas. For example, we need to provide answers to questions including the following:

- **“How can the ecological and socio-economic values of the protected area be reflected in the national accounting system?”**
- **Can the protected areas be used as collateral or some kind of security to assess or benefit from financial assistance?**

Should we provide answers to these issues under the application of the IUCN categories of protected areas, it would go a long way to provide the socio-economic justification for the setting aside and management of these areas as such.

Other major issues that need attention are the role of protected areas in biological corridors and trans-frontier conservation issues as well as civil conflicts such as the ever increasing refugee problems of West Africa.

## 5.0 MAJOR RECOMMENDATIONS

The following recommendations are suggested to assist the management authorities of protected areas in West Africa attain the objectives for which the areas have been designated according to the IUCN Categories of protected areas:

- There is the need for the provision of external technical assistance for the development of effective management, research and monitoring capacity and implementation of appropriate programmes in order to generate the desirable knowledge and benefits that would lead to the maintenance of the status quo of these areas.

- In order to ensure an effective means of evaluating the management performance of the protected areas of West Africa, there is the need for the development of common standards to guide the implementation of management measures aimed at achieving the management objectives for the establishment of the respective protected areas. This would ensure that the current situation where the management of a national park is the same as a resource reserve, is avoided.
- It is required that the management authorities of protected areas in West Africa be assisted to develop the appropriate capacity for the assessment and establishment of the sustainable levels of utilization of the existing resources in the Wildlife Sanctuaries, Resource Reserves and the National Parks. The target here could be non-timber forest products, such as mushrooms, snails, honey etc . This would not only enable the flow of benefits to local communities and other major stakeholders but also engender support for the conservation of the biodiversity of these areas. It will also ensure that these areas are effectively managed according to the Guidelines for the IUCN categories of protected areas.
- It has been demonstrated beyond doubt that the protected areas of Ghana, and most West African nations, especially the national parks, have enormous potential to contribute to the socio-economic development of the respective nations where they occur. This is however dependant upon the identification and development of the appropriate income generating enterprises. The national parks in particular are implicated. It is therefore required that assistance be provided to identify the appropriate income ventures that would enable such protected areas to assume their rightful places as ecologically and economically viable systems. This would enhance support from the local communities, decision-makers and other stakeholders and therefore secure the protection of threatened species and their habitats, and maintain ecological processes and integrity of these areas.
- Serious attention needs to be paid to building the management capacity of the surrounding communities to ensure sustainable use of biological resources off-reserve. This should include tackling problems like crop-raiding.
- Protected areas management systems under the IUCN management categories should take into consideration issues like accounting for their value in the national accounting system and their use as collateral or some form of security or insurance.
- Other initiative such as the GSBA concept and community conservation efforts must be made to fit in within the IUCN classification system

## **6.0 CONCLUSION**

It is apparent that Ghana, and for that matter, many West African nations have had to sacrifice the benefits of other land use practices for the establishment of protected areas. The survival of the existing protected areas in the new millennium is dependant upon the ability

of the respective management authorities to accomplish the management objectives as stipulated in the IUCN categories of protected areas. There is therefore the need for urgent assistance in the development of the appropriate management capacity the development of the desired infrastructure and provision of other needed resources to enable them do so. Failure to do so implies that the protected areas cannot stand up to the challenges of the new millennium. Other areas that need urgent attention include the development of common standards to monitor management performance in a bid to accomplish the management objectives, and the reflection of the value of protected areas in the national accounting system of the respective nations.

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## **D. Management Effectiveness of PAs**

### REPORT FROM WORKSHOP ON PROTECTED AREA MANAGEMENT EFFECTIVENESS IN WEST AND CENTRAL AFRICA

By

Wale Adeleke

WWF Forest Alliance Initiative, Cameroon

#### **Context**

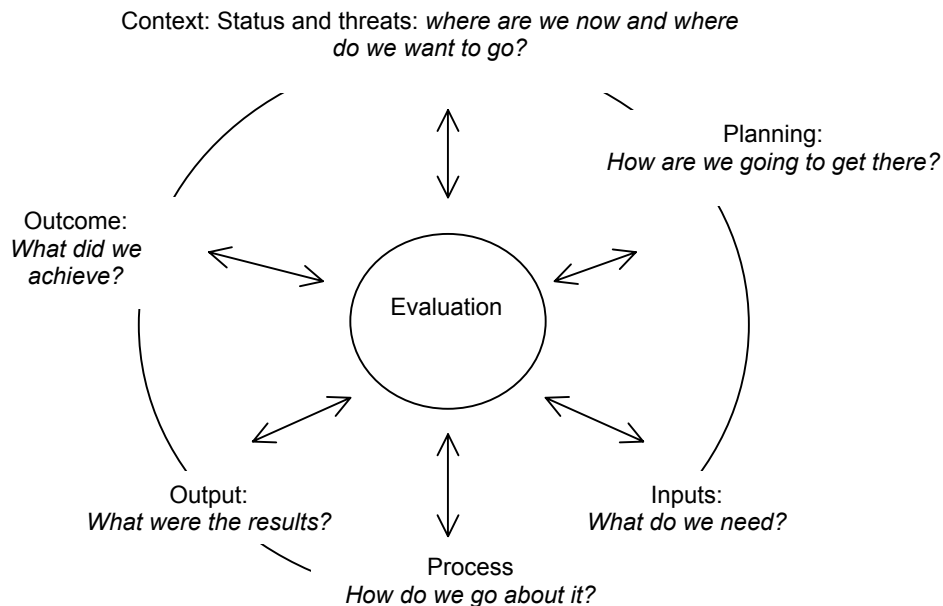
An ecologically representative network of effectively managed protected areas will make an essential contribution to the sustainable development of West and Central Africa, maintaining biodiversity, environmental services and the livelihoods of local communities. Well-managed protected areas are critical for the implementation of the Yaoundé Declaration and the objectives of the CEFDHAC process in Central Africa. The governments of West Africa have all also publicly acknowledged the importance of protected area networks. Global agreements such as the Convention on Biological Diversity and the Convention on Desertification both stress the importance of setting aside areas for ecological and environmental reasons. However, serious threats to Africa's protected areas have been highlighted in the last few years, including degradation, the uncontrolled bushmeat trade, illegal logging and mining and incursions. The forthcoming conference on African Forest Law Enforcement and Governance (AFLEG) will draw global attention to the challenges of forest management and specifically the role of illegal activities in degrading many of the continent's national parks and reserves. The need for more effective management of these existing protected areas, is therefore an urgent priority. The protected areas of Africa will be under a continual spotlight for the next year or so, at regional meetings in West and Central Africa, at the World Summit on Sustainable Development (WSSD) in Durban in September 2002 and at the World Parks Congress, in South Africa in 2003.

The Workshop on Protected Area Management Effectiveness in West and Central Africa, which drew together senior government and non-governmental representatives from ten countries in the region, was designed to look specifically at the issue of management effectiveness, and achieve 5 objectives:

- An exposure to the importance of effective management of protected areas, and discussion on the main issues.
- Recognition of the necessity to assess management effectiveness of protected areas and demonstrate the tools developed and tested to that effect.
- Define a management effectiveness vision for terrestrial protected areas of the West and Central African region.
- Disseminate information that could be used by country representatives to advance thinking and develop plans on addressing protected areas management effectiveness

#### **Options for monitoring and assessing management effectiveness**

Participants agreed that the countries of the region should develop assessment methodologies consistent with the framework agreed internationally by the World Commission on Protected Areas (WCPA). The framework aims to provide guidance to managers and others and to help harmonise assessment around the world; it suggests that assessments should include consideration of six elements as outlined in the diagram below.



**Case studies** were presented from Ghana, Côte d'Ivoire, Nigeria, Cameroon, Gabon and Congo. Various different assessment processes were discussed; different levels of assessment were compared; and ways of choosing adequate system were summarised. The tools used, and adapted, within Africa is aimed at a range of different conditions and levels of detail, and participants discussed the suitability of these in different situations. For example:

- The Rapid Assessment and Prioritisation Methodology looks at simple system-wide assessments
- The World Bank-WWF tracking tool looks at monitoring progress at individual sites
- A range of "level 2" assessment methodologies aim to provide more detailed assessments of conditions at certain sites
- Some detailed monitoring systems, such as those being developed for some World Heritage sites in Africa and by ECOFAC, aim at providing detailed information about the outcome of management

Participants also identified some **general questions** that need to be addressed in choosing the best methodology for a particular situation, e.g.

- Should assessment be carried out internally by managers or by external, independent assessors?
- Are qualitative or quantitative methods most suitable for Africa?
- What level of detail is required?

- Is assessment an expert-driven process or should local stakeholders also be given a voice?
- What is the cost of carrying out the assessment and who pays?

*Ten Strategies to Enhancing Protected Area Management Effectiveness in West and Central Africa*

Participants agreed the following ten broad action points were necessary to attain a vision of effectively managed forests in the region. These are presented below as a contribution to ongoing debates about protected areas in Africa.

1. Create a bold but realistic political vision for conservation at the sub-regional and national levels and establish / improve mechanisms for continuous stakeholder involvement in translating this vision into reality
2. Develop and harmonise policies, laws and management procedures relating to protected areas both within and between countries, with a particular emphasis on areas of transboundary conservation importance
3. Improve assessment, monitoring and information gathering within and around protected areas to increase understanding of the value of protected areas, management effectiveness, and to facilitate communication and education
4. Maintain and where necessary establish professional, semi-autonomous, institutions with responsibility for protected areas and ensure that relations with line ministries and local government are clearly defined and that enactment of policies such as gazettelement is streamlined
5. Build the skills of protected area staff, create an esprit d'corps, and establish a viable career path for conservation professionals within the civil service [Possibly link to point 3]
6. Integrate protected area design and management into comprehensive land-use planning processes
7. Develop a diversified source of long-term direct funding to support the protected area system, including continued support from the international community, and establish efficient and transparent financial management structures that ensures funding is used for effective management and support of local communities
8. Raise the political profile of the region's protected areas by identifying and promoting their direct and indirect contributions to the national and local economies and highlight this linkage in national and international decision-making processes (e.g. Poverty Reduction Strategies Papers, the Millennium Goals, the World Parks Congress, etc.)
9. Formulate effective and realistic approaches to community engagement and clarify roles, rights and responsibilities in terms of co-management, enclaves, involuntary resettlements and use rights with respect to the sustainable development of local communities
10. Widen the range of stakeholders actively involved in influencing, managing and funding protected areas to include all relevant government agencies, private sector companies and non-governmental organisations (e.g. local governments, banks, timber companies, oil and mining companies, agro-investments, NGOs, professional hunters and traditional hunting associations)

## **Vision for protected area in Africa**

An effectively managed and ecologically representative network of protected areas throughout Africa. Government agencies with the capacity for and commitment to good protected area management

### *Action plans*

Undertaking assessments of management effectiveness is a first and necessary step leading to the effective management of protected areas. Short-term assessments will target 7.5 million hectares of forest protected areas by 2005, and employ processes such as the simple site level tracking tool. Progress from the short to medium term will favour rapid, flexible and communicative protected area agencies capable of complying with the speed required for adaptive management in modern day protected areas. In the long term, protected areas shall be managed on an economic basis, and confirmed to an IUCN category following the results of management effectiveness scorecard assessments. Pursuit of this vision will be facilitated by experiences and partner support from within and out of the West and Central Africa region. An important output of the vision is an enhanced capacity of all parties involved in protected area management – a necessity for resource and institutional capacity.

Participants worked in country groups (or in some cases groups of two or three countries working together) to identify some draft proposals for how one particular element in improving management– establishing a baseline of effectiveness at the system and site level – could best be progressed in their own countries. A summary of these discussions is presented below

**Cote d'Ivoire:** start with a simple survey of all protected areas, followed by as many detailed assessments as resources allow: a minimum of 2 protected areas to illustrate different ecosystems

**Cameroon:** a system-wide assessment will focus on issues relating to status and possible status changes, ecological representation, possible gazettments and de-gazettments and the relevance of existing policies. The WWF-World Bank tracking tool will be used to identify the type of assessment needed

**Equatorial Guinea and CAR:** key issues to be assessed, system-wide, include the suitability of legislation, the effectiveness of boundaries and the impacts of protected areas on peoples' livelihoods

**Benin, DRC and Congo:** priorities include the institutional and legal framework, resource and financial issues, boundaries and stakeholders. Assessment will start with a simple system-wide study and ideally move to more detailed site level assessments as required

**Ghana:** primary aims of assessment include regazettment and realignment, self-assessment by protected area managers and accountability for lobbying for political and financial

support. In high forests a detailed assessment is needed whereas in Globally Significant Biodiversity Areas and savannah ecosystems a more simple assessment is needed at this stage

**Nigeria:** main aims of assessment are to realign existing protected areas boundaries to reflect national priorities, improve operational efficiency, upgrade the status of protected areas, harmonisation of policy and legislation, mechanisms for community development and management planning. Medium-level assessments are needed for now but in the longer term more detailed assessments will be needed

Over the next year, the eyes of the world will be trained on Africa, with the World Summit on Sustainable Development and the World Parks Congress both taking place in South Africa. A host of regional meetings are also focusing attention on the conservation and sustainable management of the region's forest resources. We therefore respectfully urge the governments of West and Central Africa to take this great opportunity to take positive steps forward in establishing and effectively managing an ecologically representative network of forest protected areas for the region. We commend to your attention the findings of the distinguished experts at this workshop

## **E. Promoting the Landscape Approach**

### **PROMOTING THE LANDSCAPE APPROACH TO MANAGEMENT OF PROTECTED AREAS – THE CASE OF WEST AFRICA’S FOREST ECOSYSTEM**

by

Mohamed I. Bakarr

Vice President for Research, CABS at CI

Deputy Chair, IUCN/WCPA

#### **Introduction – Why Landscape Approach?**

West Africa’s forest ecosystem – the Guinean Forests Hotspot extending from Guinea to Nigeria and southern Cameroon – is one of the world’s most fragmented ecosystems. More than 80% of the original vegetation has been lost (Myers et al. 2000). Existing forest fragments make up some form of nationally “protected area” systems, consisting primarily of forest reserves in Anglophone countries and “foret clasees” in francophone countries. Based on what we learnt about fragmented ecosystems, managing these protected areas in isolation of surrounding landscapes will not be viable in the long run.

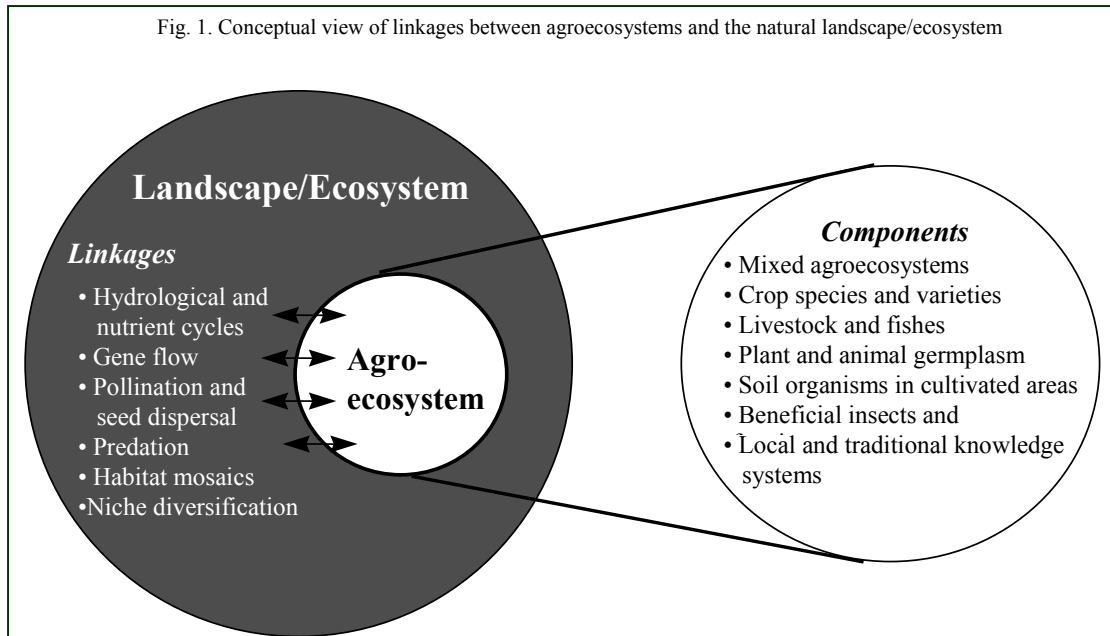
#### **Conservation in fragmented ecosystems**

- Fragmentation is deleterious -- loss of habitat results in wildlife population declines and species extirpations, particularly large mammals. These threats can be exacerbated by hunting and degradation of the forest fragments. In West Africa, at least one subspecies of the red colobus monkey, *Piliocolobus badius waldroni*, now faces imminent extinction due to increased encroachment and loss of habitat in its natural range on the southern cross-border area between Ghana and Cote d’Ivoire.
- Receding forest edges -- Edge effects can be pronounced by “harshness” of the matrix due to factors such as incidence of fires (changes in biotic and abiotic features) and alien invasive species. Receding edges lead to increased impoverishment of the habitat interior (Gascon et al. 2000)
- Forest fragments can serve as important “core areas” for conservation - size is no longer an issue --small fragments are just as important as large ones boundaries of designated protected area can hold-off encroachment landscape connectivity (corridors) is feasible compatible landuse practices do exist in the matrix
- Ecological links between agroecosystems and the natural landscape has cost-benefit implications for managing Pas at the landscape level (see Fig. 1)

#### **Benefits of a landscape approach**

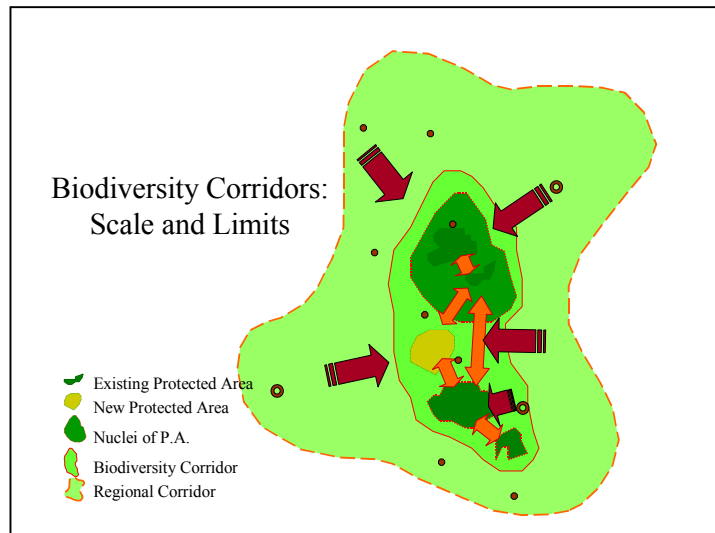
- Eliminate the polarization of agriculture and conservation – the “us” vs “them” mentality
- Conservation tools as business enterprises
- Regional Centers of Excellence to redefine the way solutions to environmental problems are conceived and implemented
- New conservationist = New Agriculturist

Fig. 1. Conceptual view of linkages between agroecosystems and the natural landscape/ecosystem



### Example of Landscape Approach -- Biodiversity Corridors

- A Biodiversity Corridor is a regional landscape where conservation and development activities are assessed, planned and managed as a unit.
- A biodiversity corridor should include one or more priority areas and areas that directly influence land use dynamics within it.
- The scale and limit of a biodiversity corridor is defined by management challenges and opportunities within the landscape



### A new paradigm for "Buffer Zones"?

- Buffer zones were originally conceived as "rings" of natural vegetation around protected areas to buffer human encroachment -- anthropocentric function
- The threat of "edge effects" on protected areas warrants a new paradigm -- to buffer internal habitat environments against physical elements -- ecological function

### Working Group Questions

- What are the prospects and limitations of a landscape approach in West and Central Africa?
- Are there compatible or “conservation-friendly” land uses in the matrix to make it work?
- Integrating large-scale ecological processes into conservation (including indicators)
- Management and monitoring of exotic and invasive species
- Establishing linkages between agriculture and biodiversity conservatio

## **F.Gouvernance des aires protégées : normes, modes locaux de régulation et faisabilité des réformes dans le Bassin du Congo**

Jean-Claude Nguingiri<sup>1</sup>

La gouvernance est aujourd'hui une notion très floue. Il y a donc lieu, avant de s'aventurer dans un tel champ, de se poser la question de savoir de « quoi parlons nous » ?. Dans le discours des « praticiens de la conservation », animés par des bons sentiments, la recherche de l'efficacité et de l'efficience dans la gestion des aires protégées, la notion de gouvernance renvoie à la définition normative donnée à ce concept par la Banque Mondiale vers la fin des années 1980 et repris par le système des Nations Unies. Abordé sous cet angle, la gouvernance correspond à une situation idéale d'une bonne administration. C'est la raison pour laquelle cette notion est assortie d'un adjectif qualificatif – bonne gouvernance. Cette perception de la gouvernance implique un changement allant dans le sens de la « gouvernance » telle qu'elle est, vers la « gouvernance » telle qu'elle devrait être. En raisonnant de cette manière, on suppose que les aires protégées sont aujourd'hui (tout comme les Etats Africains) dans une situation soit « d'ingouvernabilité » soit de « sous administration » qui ne favorise pas une gestion des ressources naturelles. Le problème qui se pose donc est celui de savoir comment parvenir à une bonne gouvernance des aires protégées.

Dans cette contribution, nous essayerons d'évaluer la faisabilité des interventions pour la bonne gouvernance à partir d'une analyse des comportements des gestionnaires des aires protégées. Nous emprunterons pour cela, le modèle exploratoire proposé par Olivier de Sardan (2001). Ce modèle tente d'interpréter les comportements des agents publics comme renvoyant à des normes pratiques et non comme un simple écart par rapport aux normes officielles. On esquissera d'abord, l'image d'une aire protégée supposée faire l'objet d'une bonne gouvernance. Ensuite, nous opposerons à cette image les mécanismes concrets par lesquels les aires protégées sont gérées au quotidien. Enfin, les normes pratiques révélées par cette lecture nous permettront de discuter de la faisabilité des principales pistes d'action privilégiées pour améliorer la gouvernance des aires protégées dans le Bassin du Congo.

### **1. Représentation normative de la gouvernance**

L'idéologie de la « bonne gouvernance » a été à l'origine centrée sur la bonne administration publique à l'échelle nationale. Elle évoque un régime politique qui respecte les droits civiques et les droits de l'homme, et qui peut compter sur une administration efficace, compétente, responsable et non corrompue. Les pays présumés « corrompus » devront désormais remplir des critères de bonne gouvernance pour prétendre obtenir des financements extérieurs. Les principaux critères sont les suivants<sup>2</sup> :

1. *L'Etat de droit* : Que la sécurité des citoyens soit assurée et que le respect de la loi soit garanti, notamment l'indépendance des magistrats ;
2. *La bonne administration* : Que les organismes publics gèrent de façon correcte et équitable les dépenses publiques ;
3. *La responsabilité ou l'imputabilité (accountability)* : Que les dirigeants politiques rendent compte de leurs actions devant la population ;

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<sup>1</sup> Coordonnateur du Groupe de Politiques Sociales, UICN-Bureau régional pour l'Afrique centrale, BP. 5506 Yaoundé Cameroun, Tel. 237 221 64 96, Email. jean.claude.nguingiri@iucn.org

<sup>2</sup> Cf. Smouts (1999) qui s'est appuyée sur les discours de la Banque mondiale.

4. *La transparence* : Que l'information soit disponible et facilement accessible à tous les citoyens.

Ces critères œuvrent pour diminuer les prérogatives de l'Etat centraliste et renforcer les acteurs de la « société civile » (*capacity building*).

La transposition de la problématique de la gouvernance se fait aisément du niveau national au niveau local, comme il en est le cas à propos de la gouvernance urbaine ou de la gouvernance d'une aire protégée. Elle peut aussi concerner un domaine particulier, comme le montrent certaines initiatives qui essaient de « verdifier la gouvernance »<sup>3</sup> (Veit, 1999). D'ailleurs, celles-ci ont conduit à une tentative de conceptualisation de la gouvernance appliquée à la conservation de la nature et à un cadre conceptuel de la gouvernance environnementale (Ribot, 1999).

Au delà de ce schéma conceptuel, le *design* d'une d'aire protégée qui répondrait aux critères de bonne gouvernance présenterait les caractéristiques suivantes :

- 1- La gestion de l'aire protégée s'inscrit dans une politique de proximité qui insiste sur le mode de gouvernement par délégation. Dans cette perspective, la décentralisation de la gestion des ressources naturelles est de mise. Une loi (comme la GELOSE – gestion locale des ressources naturelles renouvelables à Madagascar) précise les règles du jeu, définit les obligations et les devoirs de chaque parties prenantes et veille à ce que la sécurisation de l'aire protégée n'entraîne pas l'insécurisation des populations locales, et vice versa. Un plan d'aménagement est élaboré et mis en exécution<sup>4</sup>.
- 2- Une autorité dans laquelle chaque partie prenante se reconnaît veille au respect du cadre légal. Elle est représentative de tous les groupes d'intérêts, de tous les modes de représentations, bref des partisans de la conservation et des défenseurs des objectifs du développement et de la sécurisation des moyens d'existence des populations locales. Elle est non seulement légitime mais elle est aussi légale. Elle respecte les lois en place et les font respecter, s'il le faut au moyen de la force publique. Les maux, comme la corruption ou les abus de pouvoir, qui caractérisent les relations de connivence entre les braconniers et les Conservateurs des aires protégées relèvent du passé dans la mesure où un code d'éthique est appliqué à la lettre.
- 3- La responsabilisation de toutes les parties prenantes est effective. Celles-ci participent à l'émergence d'une forme de citoyenneté locale en rapport avec un référent identitaire commun qui est l'aire protégée. Les rôles des parties prenantes sont bien répartis. Les populations locales et les autres groupes d'utilisateurs des ressources participent à la prise de décisions relatives à la gestion de l'aire protégée et à la répartition des coûts et des bénéfices de la conservation. Dorénavant, on sait dans une aire protégée qui fait quoi ? et avec qui ? En plus, chacun (y compris l'autorité de gestion de l'aire protégée) a l'obligation de rendre compte aux autres parties prenantes.
- 4- Toutes les parties prenantes ont accès à l'information disponible. Les lois sont vulgarisées, le plan d'aménagement est connu, bref les parties prenantes savent où vont-elles, comment

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<sup>3</sup> Expression empruntée à Peter Veit (1999), éditeur du n°2 du volume 6 de la revue Innovation (octobre 1999) qu'il a intitulé « Greening Governance ».

<sup>4</sup> On peut souligner ici la prépondérance du droit positif.

vont-elles procéder, à quel niveau sont-elles, quels résultats ont déjà été obtenus. En définitive, la transparence est totale.

Cette image « virtuelle » apparaît comme une vision ; elle oriente les réformes de la gouvernance des aires protégées.

## **2. La gouvernance des aires protégées au quotidien**

L'aire protégée est considérée dans son acceptation normative, c'est à dire un espace classé avec des objectifs spécifiques de conservation des ressources naturelles et de développement durable. Elle est administrée par une équipe qui comprend des fonctionnaires (le Conservateur, les gardes forestiers, les éco-gardes, etc.), des Conseillers techniques affectés dans le cadre des projets de conservation/développement et parfois des bénévoles (ONG, Comité de gestion multipartite, Comité consultatif, etc.). Les membres de cette équipe possèdent des compétences techniques acquises dans les écoles spécialisées et les universités. Son fonctionnement est régie par des normes officielles (lois et règlements, plan d'aménagement, document de projet, règlement intérieur de l'aire protégée, etc.). Celles-ci sont appliquées dans un contexte économique, social et politique instable. D'une manière générale, ce contexte est caractérisé par :

- la diversité d'acteurs : autour d'une aire protégée plusieurs acteurs et groupes d'acteurs entrent en confrontation, chacun défend des intérêts particuliers ;
- la pluralité des normes : normes officielles (étatiques) qui ne sont pas toujours claires, normes locales (dites traditionnelles), normes internationales (conventions), etc. ;
- un empilement des centres de pouvoirs et des centres de décisions : le Conservateur, mais aussi le Chef de lignage propriétaire d'un territoire clanique situé à l'intérieur de l'aire protégée, le Chef du village riverain dont le terroir est recouvert par une partie de l'aire protégée, le Commandant de Gendarmerie, le Sous-Préfet, etc.

Dans ce paysage, l'Equipe chargée de gérer l'aire protégée se situe à l'interface d'un certain nombre de « mondes » ou mieux de configurations de représentations. Il y a le « monde des populations locales », le « monde de l'Administration des eaux et forêts », le « monde des donateurs et des bailleurs de fonds », le « monde des ONG », le « monde des grands groupes industrielles » qui exploitent le bois d'œuvre en périphérie de l'aire protégée, etc.

Dans un tel contexte, l'application des normes officielles ne dépend pas seulement du recours à l'autorité publique dont le Conservateur et ses collègues sont dépositaires. Au contraire, elle renvoie aux enjeux de pouvoir, c'est-à-dire à la capacité d'influer sur la décision des acteurs qui font partie des « autres mondes ». Les résultats réels sont, dans ce cas, étroitement liés au « savoir faire » personnel de chaque membre de l'équipe de gestion, c'est-à-dire à l'art d'ajuster les éléments du modèle officiel au contexte local, bref aux normes pratiques, si l'on veut reprendre les termes de Olivier de Sardan (2001). Trois cas de figure vont nous permettre d'illustrer ces propos.

Le premier cas de figure se rapporte aux gestionnaires des aires protégées qui se sont distingués par une conduite que l'on peut qualifier de consciente. Ils sont agents des Services des eaux et forêts, Conseillers techniques ou membres du Comité multipartite de gestion de l'aire protégée ; ils ont eu le mérite de déployer des efforts particuliers pour faire appliquer les lois et règlements au pied de la lettre. Les observations menées au Congo et au Cameroun ont montré que ces individus finissent dans des conflits, d'abord avec leurs collègues qui les traitent de naïfs et ensuite avec les acteurs « des autres mondes ». Dans certains cas, ces conflits dégénèrent en complots parfois graves orchestrés

contre eux par les « autres « mondes » avec la complicité de leurs collègues. Humiliations et bien d'autres maux ont été affligés à ces gestionnaires « rigoureux ». La position de victime dans laquelle se retrouvent ces gestionnaires, contribue à accroître la vulnérabilité de l'aire protégée et compromet ainsi les objectifs de « bonne gouvernance ».

Le second cas de figure se situe à l'opposé du premier. Il correspond à une situation caractérisée par des pratiques illicites liées à la mise en négociation des normes officielles par le Conservateur ou les Eco-gardes. Les arrangements pratiques conclus ainsi entre braconniers et gestionnaires de l'aire protégée s'inscrivent dans le registre de la corruption. Ces comportements qui consistent à monnayer l'autorité publique dont les gestionnaires de l'aire protégée sont dépositaires vont à l'encontre des objectifs de « bonne gouvernance ».

Le dernier cas de figure est lié aussi à une situation de mise en négociation des normes officielles par l'Eco-garde ou le Conservateur, mais en veillant aux objectifs de la planification normative. En d'autres termes, ils essaient d'atteindre les objectifs poursuivis en manipulant les normes officielles et en consolidant leur pouvoir sur des nouvelles bases. Nous pouvons citer ici, l'exemple de ce Garde forestier qui au lieu de sanctionner le braconnier pris la main dans le sac, décide de fermer les yeux parce qu'il juge que la faute n'est pas aussi grave<sup>5</sup>. Il privilégie un règlement à l'amiable et selon le principe de l'oralité. Il ne fait pas prévaloir ses pouvoirs, mais au contraire les met en négociation. En procédant ainsi, le Garde forestier convertit le pouvoir qu'il détient des normes officielles, en capital relationnel (recrutement des clients dans les « autres mondes ») qu'il pourra ensuite mobiliser pour renforcer son pouvoir et donc pour atteindre les objectifs professionnels. Dans cette perspective, les cas d'humiliations cités précédemment sont la marque d'un déficit de capital relationnel.

Dans ce registre d'échange généralisé de biens donnés et de service rendus, on peut citer d'autres exemples, comme le bon de carburant offert de temps en temps au Sous-préfet ou au Commandant de brigade, les perdiem payés aux autorités locales pour leur présence à la cérémonie d'ouverture d'un séminaire de formation des éco-gardes, ou encore l'implication des chefs locaux dans la désignation des futurs éco-gardes. Ces normes pratiques contribuent à l'insertion du Conservateur dans les réseaux sociaux existants et donc lui permettent d'acquérir plus de pouvoir que celui conféré par les normes officielles.

Ces trois cas de figure introduisent l'idée d'un continuum dans la lecture de la gouvernance. Les extrémités sont occupées respectivement par les normes officielles et par les normes pratiques. Le premier cas de figure se situe à l'extrémité correspondante aux normes officielles. Le second cas est à l'autre extrémité, celle des normes pratiques. Nous avons vu que les résultats réels en terme de gouvernance au sens normatif laissent à désirer dans l'une ou l'autre extrémité. A l'inverse, il est apparu que la gouvernance des aires protégées est assez proche des résultats escomptés lorsque les normes pratiques sont produites en tenant compte des objectifs officiels mais aussi de la présence des autres « mondes ». Ces effets, ainsi que la manière dont ils sont produits, nous rappellent les observations antérieures sur le changement des formes économiques et dans le domaine politique ; le changement s'effectue par la capacité des acteurs à manipuler des systèmes différents de règles et à construire de nouvelles bases institutionnelles sans éliminer les anciennes (Chauveau et Jul-Larsen, 2000).

*Schéma 1 : La gouvernance des aires protégées. un continuum*

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<sup>5</sup> Il peut aussi décider de le sanctionner mais tout en s'arrangeant sur le montant de l'amende

Normes  
officielles

Normes  
pratiques

Loi et règlements appliqués  
au pied de la lettre en  
faisant usage du pouvoir/  
conflits / déficit relationnel/  
affaiblissement du pouvoir

Pouvoirs négociés /  
conversion du pouvoir en  
capital relationnel et  
renforcement du pouvoir

Pouvoirs monnayés /  
le backchich fait partie  
des règles pratiques/  
Corruption

Résultats loin  
des objectifs

Résultats souvent plus  
proche des objectifs

Résultats loin  
des objectifs

L'analyse qui vient d'être faite montre que la gouvernance est un processus en construction permanente. Elle adhère ainsi à la définition de la gouvernance telle qu'elle est utilisée en sociologie politique et notamment à ses quatre propriétés<sup>6</sup>.

1. la gouvernance n'est ni un système de règles ni une activité mais un processus ;
2. la gouvernance n'est pas fondée sur la domination mais sur l'accommodement ;
3. la gouvernance implique à la fois des acteurs privés et publics ;
4. la gouvernance n'est pas formalisée et repose sur des interactions continues.

La compréhension de ces normes pratiques est capitale pour la réflexion sur la gouvernance des ressources naturelles.

### 3. Implications pour les réformes sur la gouvernance des aires protégées

La gouvernance des aires protégées dans les pays du bassin du Congo est au centre de plusieurs initiatives nationales et régionales. A défaut de les énumérer, nous pouvons souligner qu'elles se proposent d'améliorer la gouvernance des aires protégées en faisant usage de la gestion participative<sup>7</sup>. En termes d'action, cela renvoie à la création d'une nouvelle institution de gestion multipartite de l'aire protégée qui s'ajoutent aux institutions préexistantes. Toutefois, toutes ces initiatives ne partagent pas la même approche. D'une manière générale, on peut distinguer celles qui procèdent par une offre d'innovation institutionnelle de celles qui privilégient l'émergence d'arrangements institutionnels à partir d'une logique de négociation.

L'offre d'innovation institutionnelle est la pratique la plus courante. Elle est facile d'utilisation et consomme peu de temps et de ressources. D'une façon caricaturale, elle consiste à plaquer un modèle d'organisation élaboré par une agence d'appui (projet, bureau d'étude, consultants, etc.) sur la base

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<sup>6</sup> cf. Smouts (1999)

<sup>7</sup> Aucune initiative se réclame aujourd'hui de non participative.

des résultats d'enquêtes socio-économiques<sup>8</sup>. L'application de ce modèle d'organisation se fait souvent en mettant en avant des incitations (promesses d'appuis multiformes) et parfois des menaces (conditionnalités). Des mécanismes de contrôle sont également mis en place. Contrairement au secteur forestier, on n'assiste pas encore dans les aires protégées, à la présence d'Observateurs indépendants imposés par les institutions internationales pour garantir la bonne gouvernance. Au Cameroun, notamment, le contrôle est assuré par une ONG (*Global Witness*) qui joue le rôle observateur indépendant dans les commissions d'attribution des titres d'exploitation forestière et dans le contrôle des opérations d'exploitation forestières.

Cette approche qui relève d'une logique technicienne de penser la gestion participative, prédispose les gestionnaires des aires protégées à appliquer les lois et les règlements de la même manière que dans le cas de figure 1, analysé précédemment. Cette approche a permis, certes, de faire avancer les réformes dans certaines aires protégées et dans la gestion forestière<sup>9</sup>, mais la question de l'appropriation (*ownership*) du processus de réformes par les parties prenantes n'est pas encore résolue (Karsenty, 2002). Le processus de réforme apparaît, aux yeux des parties prenantes, comme des mesures imposées de l'extérieur. Aussi, les résultats réels ne sont pas souvent proche des objectifs poursuivis.

La seconde approche privilégie une logique axée sur le renforcement des capacités des parties prenantes à construire leurs propres systèmes de gestion. Elle consiste à investir dans le processus de définition des règles par l'ensemble des parties prenantes et du renforcement des capacités de les faire appliquer, les modifier si cela s'avère nécessaire et de les adapter aux évolutions du contexte. En pratique, le cheminement suivi comprend trois phases<sup>10</sup> : organiser le partenariat, négocier les plans et accords, et apprendre par l'action. Ensuite, il se poursuit dans le cadre d'un cycle d'apprentissage qui s'organise autour des deux dernières phases.

Cette dernière approche a été privilégiée sur un certain nombre sites<sup>11</sup>. Il est apparu que les arrangements institutionnels (accords de gestion) ne sont appropriés par l'ensemble des parties prenantes que si le processus qui a permis de les générer a été « démocratique » et légitime. Cependant, l'efficacité de ces nouvelles institutions n'est pas garantie d'avance ; les résultats sont plus intéressants lorsque le leader<sup>12</sup> dispose des capacités personnelles de négociation d'une partie de ses pouvoirs auprès des institutions préexistantes. Cela sous-entend que le leader bénéficie de marge de manœuvre lui permettant d'exprimer sa créativité. Ces conditions renvoient à l'aménagement d'un « espace d'anarchie » dans les arrangements institutionnels, si l'on veut reprendre l'expression de Borrini Feyerabend (1998). Cette approche correspond à la situation décrite dans le cas de figure 3.

### *Conclusion*

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<sup>8</sup> On cherche à rendre participatif l'application d'un modèle « prescrit ».

<sup>9</sup> Voir Brunner et Ekoko (2000) en ce qui concerne le secteur forestier au Cameroun, par exemple.

<sup>10</sup> Voir Borrini Feyerabend G. et al. (2000).

<sup>11</sup> Conkouati et Lossi au Congo, Waza, Nta ali, Bomboko, etc. au Cameroun.

<sup>12</sup> Entendre par leader ici, le coordonnateur ou les membres de l'organisation de gestion (ou comité mixte de gestion).

Dans cette contribution, nous venons de montrer que les normes officielles, considérées isolément, ne peuvent pas garantir la gouvernance des aires protégées. A cet effet, la gouvernance ne se décrète pas. Au contraire, elle est la manifestation de l'usage syncrétique des règles officielles et des normes pratiques. Celles-ci ne peuvent être observées directement, mais sont reconstruites à partir de l'analyse des comportements qu'elles régissent. Ces comportements peuvent aller à l'encontre des objectifs attendus (cas de la corruption) tout comme ils peuvent produire des résultats proches de ces objectifs. Dans cette perspective, la connaissance de ces règles pratiques est indispensable pour la bonne gouvernance des aires protégées. Cet exercice permet de cibler les règles pratiques sur lesquelles l'action peut être organisée et celles qui sont à même d'annihiler l'effet de l'action.

Cette lecture a permis d'évaluer la faisabilité de la gestion participative des aires protégées, notamment des deux principaux chemins empruntés dans les initiatives en cours dans le bassin du Congo. Il est apparu que la gestion participative, perçue sous l'angle d'arrangements institutionnels façonnés<sup>13</sup> par les parties prenantes, présente une forte probabilité d'obtenir des bonnes performances. La mise en place des institutions de cogestion n'étant qu'une étape du processus, ces performances sont étroitement liées à la capacité personnelle des leaders à faire usage des règles pratiques dans un environnement incertain et fluctuant.

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## **G. Transboundary Conservation**

### IMPORTANCE OF TRANSBOUNDARY PROTECTED AREAS IN WEST AND CENTRAL AFRICA

by  
Jean-Marc Garreau  
IUCN-BRAO

#### **Introduction**

All inland countries in Central and West Africa have transboundary PAs with the exception of Liberia, Guinea Bissau and Mauritania. In Central Africa, they account for 53% of the total surface area of protected areas (Wilkie et al, 2001), 23 % in West Africa (personal estimate). In the Central African Republic and Benin, all protected areas are located at the borders. Some of these protected areas are not grouped into a complex and are therefore border rather than transboundary areas, but all are faced with factor control issues, which origin is partly very close and at the same time beyond administrative borders they cannot cross. Others like the Diawling and Djoudj in Mauritania and Senegal are not really border areas, but behave as such.

This phenomenon has existed long ago given that PAs like the « W » NP, the Mt Nimba Reserve, Virunga or Niokolo-Koba NPs were in place before the borders that limit or divide them were defined. It continued up to Guinea (Badiar NP), to the Gambia (Niumi NP), extending the surface area of protected zones into the bordering country, and even creating entire complexes like the area shared among the Central African Republic, Congo and Cameroon (Dzanga-Ndoki, Nouabale-Ndoki, Lake Lobeke). The proportion of protected areas located near borders will increase if, following the economic dynamics, zones with a

conservation vocation that are not yet fully exploited are today more than ever, far from big urban centres and communication tracks, at the borders of administrative territories of countries. Guinea Bissau is planning to create the Canthanez National Park at its border with Guinea.

The conservation of natural resources, while evolving towards an increasingly global approach to the landscape, ecosystem and eco-region, has led protected area managers to get an interest in geographical areas that extend beyond administrative borders that are neither known to, nor followed by animals, waters, plants and even humans. In the Congo basin, in the sudano-sahelian savannah zone just like in many other zones in West and Central Africa, counting elephants, antelopes in a park, does not represent more than a one-day picture that further counts could extensively dismiss. West African transhumant herders cross twice a year the borders of most Sahelian Africa countries, often going through the heart of protected areas. Traditional migration routes for Central Africa pygmies cross borders where they have not even been officially recognised.

Such phenomena and many others have led to locally developing consultation initiatives, scientific, technical and legislative actions across national (in a federal state like Nigeria) and international borders and raised increased interest in conservation approaches that are wider at the geographical level and in particular, in issues of transboundary management of natural resources including the specific case of protected areas.

### **Initiatives in West and Central Africa**

Of the 35 protected area complexes in Africa as a whole, fifteen are included in the region of our study : six are in West Africa, two are in Central Africa, two in West and Central Africa and five are located at the borders of Central and East Africa (Sandwith, 2001);

Such a division could seem exaggerated and yet within each region, almost all complexes are linked by partnership relations and a wide range of agreements, from the lowest technical field levels to the highest institutional levels. Conversely, to the best of our knowledge, the only complex located between two regions that have established collaboration, is that of Virunga, Bwindi among Rwanda, DRC and Uganda in East Africa. In particular, complexes located between West and Central Africa are not under any transboundary conservation experience. This situation, which is fairly encouraging, should not create an illusion, notably because of the fact that the discovery of the virtues of transboundary collaboration lies in extremely recent conversion. The oldest formal collaboration is probably that of the “W” Park created in 1954, which was put under an anti-poaching agreement among Benin, Burkina Faso and Niger, only in 1984.

In fact, transboundary management of protected areas, even those old protected areas is not necessarily seen as a need including in countries which have already made progress in this direction. Other countries, by lack of interest, perhaps even by reluctance, have undertaken no action of that kind in the field despite institutional agreements in principle.

To achieve the formalising of these transboundary collaborations, agreements take multiple forms : ranging from mere twining of the Diawling and Djoudj Parks between Senegal and

Mauritania, to the tri-national cooperation convention of the Sangha river between Cameroon, Congo and the Central African Republic made possible by the Yaounde Declaration of Heads of State, without which no concrete action could really be implemented in the field. Highly diverse approaches have enabled involving the States in a formal process, institutionalising the cooperation at a given point of the process.

### **The particular case of coastal and marine protected areas**

The islands hosting protected marine areas often draw the international borders of States, but such territories do not by essence, link up territories in neighbouring countries. They however share not only species which conservation justify the creation of the protected areas: marine tortoises in particular, but also the animals themselves which, when reproducing in a given country, stop by in the waters of another, to end their migration in a third country. While there is no territorial unity, there is indeed continuity in the ecological functions of these territories, which make them all indispensable to one another. Increased pressure on a site would hold risks to the whole of the population, ruining the efforts of neighbouring countries like in the case of migratory species in general.

That is what justifies the creation of a network of protected coastal and marine areas in West Africa, linking up riparian populations and managers of protected areas that are as far in space as the Banc d'Arguin NP in Mauritania and the archipelago of Bijagos in Guinea Bissau. These support all together the regional strategy for marine and coastal protected areas<sup>14</sup> which aim at promoting in all five countries of the CSRP, a marine version of the land transboundary approach designed for:

- *"facilitating the participatory approach and inter-institutional coordination at the local, national levels and in the region by creating or strengthening consultation frameworks " such as the CSRP<sup>15</sup> ;*
- *"harmonising legislations and planning relating to the development and management of shared species and habitats while envisaging fishing agreements among neighbouring countries providing for instance for legal prosecution rights "*
- *"facilitating regional reflection on the integrated management of species in the West African coastal zone".*

### **Lessons learned**

Although recent, experiences show common points that should be briefly mentioned here. The substance of the lessons learned come from numerous works undertaken between 1999 and 2001 by the Biodiversity Support Programme (BSP) the bibliography of which is found at the end of this paper.

- Transboundary conservation is not a goal but rather a process which is implemented to respond to specific conservation problems; In this sense, it is necessary to go

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<sup>14</sup> This approach is supported by a joint WWF, IUCN and FIBA (Fondation Internationale du Banc d'Arguin) action programme

<sup>15</sup> Sub-regional Commission bringing together Guinea, Guinea Bissau, Senegal, the Gambia, Mauritania and Cape Verde.

beyond the framework of mere alliances of a more or less opportunistic nature and move towards long term strategic partnership based on impacts rather than on coordination aspects;

- It is a slow and costly process which does not follow any stringent rule but is necessarily built up with flexibility, the only way to respond to constraints and seize opportunities in a always specific and unique context;
- Transboundary conservation should feed on a regional vision, even though common activities involve only certain resources or certain limited areas.
- Experiences like that of the mountain gorillas show that transboundary conservation gives concrete tools for peace (Kalpers, 2001);

#### *Stakeholders and actors*

- Differences in administrative and technical backgrounds, economic and cultural differences make the transboundary process even more complicated. The recognition of the actors, of their interests, the accurate definition of the roles of each and everyone, transparency and equity, prioritising stakes and interests as well as establishing good communication are the indispensable foundations for a transboundary process.
- International NGOs where projects are often facilitators of such a process because their mandate easily goes beyond country level considerations.

#### *Institutions*

- Transboundary management of PAs is not necessarily carried out through a single institution but rather through a shared will to coordinate (Djoudj-Diawling, Virunga-Bwindi). Different levels of coordination may be implemented in parallel by institutions and different levels of competency.
- Transboundary cooperation multiplies stakeholders and technical and administrative problems, which may lead to a further complicated baseline situation beyond the capacities of the stakeholders. The more you have structures are, the more difficult collaboration will be. In this sense, it is preferable to establish collaboration with a restricted number of levels;
- Given that structures are not often the same from one country to another, the choice of interlocutors is a priority issue.

#### *Agreements*

- A framework that would institutionalise the cooperation is not necessary at the beginning. Similarly, such a framework is not enough to produce effects by itself. On the contrary, actions in the field that give results may gradually lead the authorities to formalising advanced outcomes and processes.
- An agreement in principle at the government level is most often required to ensure the security of the actors in the field, and it is also indispensable to develop independence in the field, the only way to achieve concrete results, in relation to supervising

institutions; communication among the different levels of competency and authority is of utmost importance, including with the local populations whose participation is indispensable, just like in the case of simple protected areas.

- Scientific, technical, institutional agreements are required when either of the parties cannot achieve its objective without depending on the other.
- Agreements may take various forms, but are always costly in terms of time and resources.
- Regional agreements on the use of resources are recognised as being necessary if we are to avoid wide gaps from one area to the other, as conflict in a sector is likely to result into a more serious conflict elsewhere.

#### *Capacity to organise and individual capacity*

- Competencies are more important than the means that are used. Having adequate capacity in all stakeholders is a crucial factor for success.
- Competencies should preferably be balanced from all sides, even though it may happen that competencies are not in the same fields;
- While exchanges among institutions, scientific organisations, riparian populations, are often very enriching training strategies, the transboundary process may not serve as a gap filler in the institutions from country to country.

#### *Funding*

- Regional funding is a process that is long to put in place and difficult to implement. Funding partners see in a regional approach a token for enhanced coherence at the level of strategic orientations, increased stability and sustainability as well. They also see in it more complexity and further impediments to the implementation because of the difficulties to ensure smooth coordination among the various stakeholders.

#### *Impacts*

- Transboundary conservation, which is often based on the protection of clearly delimited zones like PAs, offers a rooting point for research and wider institutional undertakings to which it provides demonstration and trial sites, resource management areas and spaces.
  - o Marine protected areas serve as a rooting point for controlled fish resource management actions, protection of breeding sites for species that are exploited at a large scale. In the longer term, they should play a role in the evolution of traditional and industrial fishing agreements.
  - o Protected areas in the "W" complex are actively working towards the development of sustainable solutions to transhumance which could serve for wider regions.
- In this sense, transboundary conservation, by taking a genuinely regional scope offers conservation prospects that go beyond the mere framework of biological diversity conservation and of natural resource management to reach major economic stakes.

Mention is made of the role of the tourist activity in the mountain gorilla initiative which in turn, has enabled the States involved to sustain a minimum level of stability to keep the important role played by this activity in the economies of the region.

### **The way forward**

Because of its complexity, length in time and cost, transboundary conservation requires, in order to develop, specific efforts in the following fields:

- Capacity building in terms of organisation,
- Logistical and communication means,
- Long term funding.

While the security of field actions is being ensured through government agreements, a regional institutional framework could help to facilitate dialogue among States.

### *Regional structures*

International conventions referring to transnational aspects of natural resource management are many (see list in van der Linde, 2001) but case studies have shown that these have so far played but a limited role in transboundary management and that regional economic agreements could be more influential (van der Linde, 2001).

However, one should acknowledge here that "*sustainable tourism contributing to social, economic and infrastructural development* " is the sole specific point on which the action plan of the Johannesburg World Summit for Sustainable Development refers to the need to develop a transboundary approach to biological diversity conservation. The action plan further recalls the need to adopt a regional approach to the management of seas and coasts, hydrographical basins and forests.

Regional structures that may support initiatives in the area of transboundary conservation are not many in number but several types of them may be distinguished:

- Intergovernmental institutions of an economic and social nature like WAMU, ECOWAS, COMIFAC, basin agencies;
- Consultation bodies without any decision power like CEFDHAC;
- Government or non-government initiatives such as conservation strategies, e.g. those for the African Elephant in West Africa or skates and sharks, the move towards the certification of parks for peace.

### *Intergovernmental structures*

In West Africa, WAMU, the 1994 inception Treaty of which has made environmental improvement one of its priority areas for common actions, recognises "*the transboundary nature of most environmental problems and the limited means of the States, taken individually, to address these problems* ", and feels that "*a regional approach to natural resource management will enable building the intervention capacity of member States (...), if common objectives are set and strategies to achieve them defined together, in a concerted*

*framework* ". Therefore, the preparatory work does not stop at the doors of the Union, but rather involve neighbouring countries like Nigeria, Guinea and Ghana.

Thus, WAMU intends to introduce a proposal for an addendum to the Treaty, outlining the major orientations of the Common Environmental Improvement Policy in early 2004. This Act would constitute a powerful tool for harmonising sectoral approaches and policies, as was the case so far in other sectors. WAMU, as one would see it, is closely involved in the W Park experience as a member of the Orientation Committee of this initiative.

In central Africa, the COMIFAC<sup>16</sup> ministers, without specifically referring to transboundary PAs, have made the commitment to explore alternative funding mechanisms for the conversion of areas that were initially designated as forest concessions, but are considered to be exceptionally rich in biodiversity, into protected areas.

It is worth noting here the importance that basin agencies for the great rivers in the region (River Senegal, Niger, the Gambia, Congo) may have in defining conservation objectives and strategies among neighbouring countries, specifically in wetlands and forests adjacent to water courses, and even watershed protected areas.

### *Consultation bodies*

In Central Africa, CEFDHAC<sup>17</sup> brings together the whole range of actors and stakeholders in the region, from States to civil societies and the private sector, in a dialogue that enables outlining major orientations for the future of rain forest management in the Congo basin.

This transparent process is quite indispensable to make all countries in the sub-region get on the move at the same time. But this dimension is also a constraint as the process is so complicated to implement at the regional scale and the Conference has no decision power. CEFDHAC is judiciously moving towards support to concrete, geographically targeted recommendations such as the creation of a trinational Park for Peace in the Virunga region.

### *Regional and international strategies*

At a different level, the strategy for elephant management in West Africa launched by the IUCN African Elephant Specialist Group is supporting the development of national strategies and has set the objective of effectively delimiting and protecting 50% of elephant range area by five years. It also aims at developing understanding and cooperation at the regional level by signing by 5 years, two (bi and multilateral) agreements among States on the management of transboundary elephants. Regional strategies also exist for marine tortoises, skates and sharks.

### *Support from the international community*

The certification of parks is part of this approach which helps to promote a positive and unique image of protected areas. The UNESCO labels, be it for a Biosphere reserve<sup>18</sup>, or a

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<sup>16</sup> Conference of ministers in charge of forests in Central Africa

<sup>17</sup> Conference on dense and rain forest ecosystems in Central Africa

<sup>18</sup> The Biosphere reserve of the W has just been recognised. It is the first transboundary biosphere reserve in Africa.

world heritage site, are fully in line with this certification endeavour. The transboundary nature of a protected area, by widening the size of the sites and most often the biological diversity of ecosystems, also builds the capacity to sustain ecological processes in the longer term. Transboundary processes thereby increase chances for being listed, hence providing greater fame, which makes conservation funding partners sensitive to PAs for further consideration and leads to support in terms of monitoring of the state of conservation of listed areas.

In this category, it is worth mentioning the recent certification of the Park for Peace the label of which IUCN is trying to get recognised at the international level. This enterprise specifically concerns transboundary protected areas dedicated to transboundary conservation of the biological diversity and related cultural values as well as the promotion of cooperation and peace. Such a label will facilitate long term funding commitments by putting forward aspects of conservation and prevention of the dread conflict in the African continent.

### *Interregional conservation*

Yet to be addressed is the crucial issue of transnational cooperation outside economic and/or cultural entities that provide multiple frameworks for dialogue to national institutions and facilitate the finalising of specific partnership agreements on natural resource and protected area management. In its Environmental Initiative, the NEPAD<sup>19</sup> refers to "*transboundary areas for environmental protection*" as being frameworks for priority intervention in order to protect the environment, enable tourism and create jobs or protect employment based on emerging partnership initiatives between countries. It is worth suggesting that the pan-African framework i.e. NEPAD plays a specific role in linking up countries which do not otherwise have any adequate frameworks for dialogue. IUCN is supporting a project to enhance the environmental dimension of NEPAD, which would indicate support in certain particular sites for which no other institutional frameworks exist.

It is indeed advisable to develop transnational initiatives enabling the protection of transboundary areas. Sometimes, major threats originate from a neighbouring country in which the absence of a transboundary area put the protected area in direct contact with pressure without any buffer zone capable of preventing or mitigating the effects so far. Reference can be made here of the Sudan encroachments upon the Central Africa Republic territory. As said earlier on, river basin agencies may establish dialogue among countries on environmental issues beyond existing language and institutional barriers.

### *Decentralisation*

We said above that though useful and even necessary at a certain level of development, an institutional framework is not sufficient because it does not lead to any results, any impact in itself. The role of the actors in the field remains essential. In this sense, the decentralisation processes undertaken by many States in the region, offer new opportunities in terms of organisational skills and local institutional rooting. Such structures are still young and do not often have the required competencies to undertake the whole range of management actions of

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<sup>19</sup> New Partnership for Africa's Development

their region as entrusted to them by the rules and regulations in force for the past decade. But, in a longer term perspective as that of concern to us, these local institutions which given important responsibilities are key actors of transboundary conservation among which new types of agreements could be envisioned such as intercommunal charters.

### *Funding partners*

Donors who are not limited to bilateral cooperation see in the transboundary approach, new opportunities for biological diversity conservation in the sub-region, support to the implementation of regional cooperation as well as guarantee for regional security. The European Union, based on its own experience in regional cooperation, is particularly engaged in this direction in West Africa (AGIR in Guinea – Mali – Senegal, ECOPAS in Benin – Burkina-Faso – Niger).

Other donors see in transboundary cooperation some value added as a result of coherence in a eco-regional vision or an ecosystem approach depending on cases, that every country may develop by itself. Seeking continuity beyond their intervention, funding partners also appreciate the fact that several technical partners join their skills and know-how in regional co-funded programmes.

### *Vision*

On the continent that hosts the biggest mammals on earth, demographic and economic prospects put cast doubt on the capacity of the States and populations to leave to the big mammals of the sudan-sahelian or of forests in the big forest bloc, the space required for their long term survival and for the ecosystems that sustain them. The eco-regional approach is certainly a fundamental framework for analysis in this approach of the farther future. It is however sensitive to implement in this part of Africa where eco-regions often extend from East to West across the whole width of the continent. In this context where countries share and tap the same resources, territorial unity of ecosystems that are protected for one reason or another will necessarily depend on protected areas and less affected, less coveted areas in the most difficult to access and most inhospitable regions, often close to borders.

While they involve today geographically limited spaces, the current land transboundary cooperation initiatives point to wider collaboration moves which:

- In a fairly near future, will make the WAPO<sup>20</sup> zone the largest protected area in the West African Sudan-Sahelian savannah,
- In the footsteps of the regional platforms established in Central Africa, of the ECOFAC<sup>21</sup> experience of protected areas networking around all over Central Africa, will implement the actions required to sustain in the longer term, the unity of forest territories in the major components of the Congo basin.

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<sup>20</sup> "W", Arli, Pendjari, Oti at the borders of Niger, Burkina Faso, Benin and Togo, and even in the longer term, of Ghana making up a total land area of more than five million hectares.

<sup>21</sup> Programme for the conservation and sustainable use of forest ecosystems in Central Africa: Cameroon, Central African Republic, Congo, Gabon, Equatorial Guinea, Sao Tome and Principe.

In coastal and marine settings, the transboundary approach already finds a dimension that goes beyond physical boundaries among neighbouring countries, linking up through waters, five countries to concrete actions of shared migratory species management. We wish to see in this work the first steps towards similar actions across the air for migratory bird species.

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<b>Border protected areas in West Africa</b>			
	<b>Total area of protected areas (km<sup>2</sup>)</b>	<b>Border protected areas (km<sup>2</sup>)</b>	<b>Border protected areas as a percentage of the total</b>
Benin	1 262 500	1 262 500	100 %
Burkina Faso	2 855 200	2 323 300	81 %
Cape Verde	-	-	-
Chad	11 494 000	138 000	1 %
Côte d'Ivoire	1 985 000	5 000	0 %
Gambia (The)	21 940	4 940	23 %
Guinea	163 500	163 500	100 %
Guinea Bissau	151 800	-	0 %
Liberia	129 220	-	0 %
Mali	4 531 989	2 950 000	65 %
Mauritania	1 746 000	-	0 %
Niger	9 694 100	220 000	2 %
Nigeria	3 020 469	986 000	33 %
Senegal	2 240 703	989 000	44 %
Sierra Leone	153 360	92 698	60 %
Togo	428 400	230 500	54 %
<b>Total</b>	<b>39 878 181</b>	<b>9 364 938</b>	<b>23 %</b>

Source ; 1997 United Nations List of Protected Areas ; data from IUCN-BRAO

## H. Promoting World Heritage

### WORLD HERITAGE CONVENTION -- OPPORTUNITY FOR BIODIVERSITY CONSERVATION IN WEST- AND CENTRAL AFRICA

by  
Kes Smith

#### The World Heritage Convention

- Established in 1972
- Protect natural and cultural heritage of outstanding universal value
- Site based convention
- More than 170 state parties
- About 150 natural world heritage sites around the world
- Convention managed by Committee of 21 member states elected by the general assembly
- Secretariat to the Convention: World Heritage Centre based at UNESCO, Paris
- Advisory bodies: IUCN and ICOMOS
- Sites nominated by state parties
- Evaluation performed by advisory bodies
- Decision to admit a site on the world heritage list by committee at yearly meeting
  
- Criteria for inclusion as “natural heritage”
  - Representing major stages of earth’s history
  - Representing on-going biological and ecological processes
  - Exceptional natural beauty
  - Contain most important and significant natural habitats for conservation of biodiversity
  
- Evaluation criteria:
  - Outstanding universal value
  - Legal protection of the site
  - Integrity of the site
  - Management of the site
  
- Some Tools of the Convention
  - Periodic reporting on state of conservation
  - Danger listing / De-listing
  - Financial Mechanism: World Heritage Fund
  - International cooperation
  - UN support and value adding
  
- World Heritage Fund
  - +/- 4 Million US\$ per year
  - Preparatory assistance

- Technical Assistance
- Training
- Emergency assistance
  
- Current « Trends »
  - Global strategy: aiming at higher representativity of the list (biodiversity: ecosystems)
  - New mechanisms: cluster sites, transboundary sites
  - Establishing new partnerships to make the convention more operational
  
- New Partnerships for Biodiversity Conservation
  - Promote the convention as a tool for biodiversity conservation
  - Joint projects with conservation NGO and UNFoundation
  - Partnership with CI and UNFoundation
  - Increased cooperation with other environmental conventions (CBD, Ramsar, CITES, CMS)
  
- WHC in West and Central Africa
  - State Parties: Benin, Burkina Faso, Cameroon, Congo, Ivory Coast, Gabon, Gambia, Ghana, Guinea, Mali, Mauritania, Niger, Nigeria, CAR, DRC, Senegal, Tchad, Togo
  - Natural WHS in West Africa
    - Mauritania: PN Banc d'Arguin
    - Senegal: PN Niokolo-Koba and PN Djoudj
    - Ivory Coast: PN Tai and PN Comoe
    - Guinea/Ivory Coast: RNI mount Nimba
    - Niger: PN 'W', RN Air et Ténéré
    - Mali: Falaises Bandiagara (mixed site)
    - Good number of sites in different habitats
    - Number of state parties without any natural sites
    - One transboundary site
  - Natural WHS in Central Africa
    - Cameroon: RN Dja
    - CAR: PN Manovo – Gounda St. Floris
    - DRC: PN Kahuzi Biega, PN Virunga, PN Garamba, PN Salonga, RF Okapi
  - Natural WHS in Central Africa
    - Several state parties without any sites
    - Congo Basin Forest under-represented compared to its importance for biodiversity
    - Sites concentrated in DRC; all 5 sites in DRC on danger list because of conflict in the region

### **WHC projects in Central Africa**

- CASE STUDY 1: Biodiversity in Regions of Armed Conflict. Protecting WHS in DRC (2000 – 2004)
- CASE STUDY 2: Central African World Heritage Forest Initiative (2003 – 2007)

*Projet pour la sauvegarde des S.P.M.s en RDC en regions de conflit armé*

- OBJECTIFS:
  - Appui direct au personnel de terrain
  - Appui diplomatique pour faciliter le travail en regions de conflit
  - Augmentation des capacités par Formation et Monitoring des gardes (MAL/LEM)
  - Bio-Monitoring des especes clés
  - Conservation communautaire
  - Communication et Mecanismes de financement long terme
  - Leçons tirées
- BUDGET UNF/UNESCO
  - Budget totale sur 4 ans           US\$ 4.300.000
  - Contribution UNF                   US\$ 2.900.000
  - Contribution Belgique           Eur 300.000
  - MATCHING FUNDS +/-           US\$ 1.000.000 (à identifier)
- PARTENARIAT
  - 8 ONGs et bilatéraux contribuent plus de US\$ 8,000.000
  - Et réalisation des activités sur terrain avec l'ICCN
- DEFIS
  - Insecurite, instabilite
  - Division du pays
  - Exploitation des ressources naturelles
  - Perte de moyen sur terrain
  - Manque de confiance de la part des bailleurs
  - à cause de la guerre
  - Logistiques de transférer l'aide au terrain
- REALISATIONS
  - Appui direct au personnel du terrain
    - Primes des 1 100 gardes en 5 SPMs pour 4 ans,
    - payées au moins 6/01-5/02
    - Réalisation sur terrain via partenaires
    - Cadres payés par partenaires
    - Résultats de Monitoring montrent une
    - augmentation des patrouilles et leur efficacité
  - Appui diplomatique pour faciliter le travail en regions de conflit
    - Appui Nations Unies
    - Convention de Patrimoine Mondial
    - Facilitation de l'unification du contrôle de l'ICCN
    - et renforcement de la neutralité de la conservation
    - Interventions ponctuelles aux niveaux des sites
    - 4 Missions diplomatiques

- 2 Reunions Tripartite
- Augmentation de capacite par Formation et Monitoring
  - 22 gardes et partenaires ont suivi un cours de 6 semaines
  - Pour la formation des formateurs en la renforcement
  - de la loi de conservation
  - Ils forment leurs colleagues in situ
  - Centre et cours de formation en developpement
  - Developpement du Monitoring de l'Application de la loi comme outil pour tous les sites MAL/LEM
  - Atelier de formation des formateurs Kenya 2001
  - Suivi et formation en situ
  - Augmentation de capacite des gestionnaires
  - Analyses et formation
  - Mesure de l'efficace d'appui aux gardes

<b>GARAMBA NATIONAL PARK</b> <b>DEMOCRATIC REPUBLIC OF CONGO</b> <b>Comparative population estimates of large mammals before and after the wars of 1996/7 and 1998 onwards</b> <i>Counts by systematic aerial sample surveys (SRF) in early wet season</i>								
SPECIES	1995 POP.EST	SE	1998 POP.EST	SE	2000 POP.EST	SE	2002 POP.EST.	
Elephant	11,175	3,679	5,874	1,339	6,022	1,046	5,983	1,184
Buffalo	25,242	8,299	7,772	2,063	13,115	3,066	13,281	3,930
Hippo	3,601	1,294	786	207	967	485	948	787
Giraffe	178	108	144	73	118	64	62	13
Waterbuck	1,680	669	1,362	433	1,058	363	797	316
Hartebeeste	2,819	590	1,685	398	1,065	218	1,139	232
Kob	6,601	1,495	6,505	1,558	3,902	984	3,587	991
Warthog	5,606	1,261	4,765	668	1,075	213	990	254
Roan	81	78	8	7				

- Bio-monitoring des especes cles
  - Etat de faune et flore prioritaire
  - Recensements savanne et foret
  - Ranger based monitoring
  - Developpement collaborative avec LEM des cartes de base et leur utilisation
  - Developpement collaborative d'une systeme de la gestion integre d'information
  - Formation
- Conservation communautaire
  - Appui de la Cooperation Belge
  - Atelier de planification, Beni Juillet 2002
  - Projets a chaque site cible le sur les effets de conflits

- armes sur relations communautaire et conservation
- Programme central pour communication et education
- Mecanismes d'Appui et de Financement long terme
  - Augmentation de communication entre sites et DG
  - Communication international
  - Amelioration de confiance de la part des bailleurs
  - Document de concept pour un Trust prepare
- Lecons tires
- Conservation est possible pendant conflit et instabilite
- Renforce par appui NU via SPM
- Engagement et experience et realisme sur terrain
- Structure de Collaboration et Partenariat

#### *Central African World Heritage Forest Initiative CAWHFI*

- Improve the conservation in 3 transboundary protected area clusters representing some of the best forest ecosystems in Congo Basin
- Look at their potential as WHS
- Gabon, Cameroon, CAR, Congo
- UNF with WWF, WCS, CI, JGI, ECOFAC
- 3 transboundary clusters
  - Sangha Tri-National (Lobeke, Djangha-Sangha, Nouabalé Ndoki)
  - Gamba – Mayumba – Concouati
  - Boumba Bek – Dja – Minkebe - Odzala

#### WHC in West and Central Africa: the way forward

- Gap analysis: what is missing on the list? Ex. Congo Basin transboundary clusters
- Possibility to enlarge existing WH sites to include other protected areas to better protect ecosystems eg PN W and bordering PAs
- Rehabilitation of existing sites damaged by conflict (DRC, Nimba)
- Review state of conservation of sites to evaluate if they retain their universal value
- Partnerships for field support

#### Summary of Key Points

- WH is a conservation tool – consider full range of sites
- Clusters and transboundary groups – eg forest groups, Albertine Rift
- Legal status first step – need to assure realistic conservation
- Partnerships for funding and implementation
- Monitoring as a management tool
- Conservation in an after armed conflict – neutrality of WHSs

# I. Financial Sustainability for PAs

## FINANCING BIODIVERSITY CONSERVATION

By  
Brigitte Carr-Dirrick  
Consultant, WWF Cameroon

### Categories of Funding Sources

- Government budgetary allocations
- Earmarked revenues from e.g.: “user fees” (including park entry fees),
- levies on natural resource extraction
- pollution levies and fines
- Grants and donations from individuals, corporations, foundations and international donor agencies

### Government Budget Allocation

- Integration as a priority into national general budget - need to demonstrate that biodiversity conservation can generate economic benefits
- Heavily Indebted Poor Countries Initiative (HIPC) – need for better integration of environment in Poverty Reduction Strategy Papers (PRSP)

### Fees, taxes and other charges

- Different categories:
  - Tourism-based (entry fees, concession fees, hotel room surcharges, etc.)
  - Sport hunting
  - Extraction of natural resources (mining, logging)
  - Research / Bioprospecting
- Advantages:
  - “User Payeur Principle” viewed as being inherently fair
  - may generate large revenues from previously untapped sources
- Constraints:
  - may be politically difficult to charge fees for what was previously viewed as a free public resource or right
  - can suddenly dry up because of political crises, or economic events
  - only help finance protected areas if the fees are actually “earmarked” for conservation
- Special account or « Forestry Funds »
  - Funded by percentage of forestry taxes, tourism and sport hunting revenues, etc
  - Complementary to budget allocation
  - Need to ensure:
  - Good rate of collection

- Transparency in management
- Clear definition of objectives and respect thereof
- Checklist to propose new tax or fee:
  - Decide on purposes of the proposed tax or user fee
  - Identify currently untapped revenue sources, by comparing with other countries
  - Determine ability and willingness to pay (using visitor surveys, economic analyses, and consulting with the affected industry or consumers)
  - Determine how and where to collect, based on cost and enforceability, in particular
  - Decide on the formula for charging the fee or tax : whether to differentiate between foreigners and locals; whether to charge fees per person, or based on use; whether to base taxes and levies on physical quantities, gross receipts, or profits
  - Need to have wide consultations and public awareness at each stage

### Conservation Trust Funds

- Definition: money or other property that can only be used for specifically designated purposes kept separate from other sources of money, such as a government regular budget managed by an independent Board of Directors composed of public and private stakeholders
- Established in more than 40 countries in the world
- Channeled more than \$500 million
- Can be used to finance :
  - costs of running a single protected area, or a country's entire protected area system
  - capacity building, including training
  - research, data collection, monitoring
  - specific conservation activities
  - small grants to local communities & NGOs for conservation and development projects
- Types:
  - Endowment funds: the “capital” is intended to last “in perpetuity”, and only the interest or investment income is spent
  - Sinking funds: spends the income that is earned each year by investing the fund's capital + spends part of the capital, until it gradually “sinks” to zero, over a pre-determined period (usually 10 to 20 years)
  - Revolving funds: continually generates new revenues through user fees, earmarked taxes
- Advantages:
  - Can provide sustained, long-term funding for protected areas and biodiversity conservation
  - Can be used as a mechanism for parceling out large international donor grants into many small local grants, and extending them over a longer period of time
  - Can be used to strengthen civil society and achieve decentralization

- Provide opportunity for private sector involvement
- Disadvantages:
  - May have high administrative expenses, especially if:
    - the fund's capital is relatively small, or
    - the fund provides grantees with a lot of technical assistance to develop and implement proposals
  - May generate low or unpredictable investment returns, especially in the short-term, if there is not a well-conceived investment strategy
  - May lack a clear focus, or clear criteria for making grants, if these are not clearly set forth at the outset in the trust fund's legal documents
- Checklist to establish a trust fund:
  - Form an Organizing Committee that will be responsible for setting up the fund
  - Identify potential sources of money
  - Design the trust fund's legal structure, including the composition, structure and powers of the Board of Directors
  - Develop criteria and procedures for grant-making
  - Develop fundraising strategy and investment policy
- Constraints noted in the establishment process:
  - Lack of interest and follow-up, after the feasibility report has been prepared or an initial workshop has been held
  - Lack of funding or lack of interest by donors
  - Limited local capacity to develop the trust fund idea
  - Trust Fund should not be identified too closely with the Government or a particular NGO
  - Lack of strong, high-level government commitment
  - Political instability

Existing or initiated trust funds:

- In West Africa: Mauritania, Benin, Ivory Coast, Ghana (Ghana Heritage Conservation Trust), West Africa Rural Foundation
- In Central Africa: Cameroon (CAMCOF, FEDEC), Sangha Tri-National, Congo, DRC

Working Group questions:

- What purposes could a regional, national or local trust fund be used for?
- What could be sources of money for such a fund ? (Donors? Government? Private business sector ? New fees or taxes?)
- Which stakeholders should be involved (which government agencies, NGOs, donors, local communities or others)?
- What other specific issues need to be considered in order to know whether or not to try to set up a trust fund?
- Donor giving the largest amounts to support protected areas
  - Multilateral
    - Global Environmental Facility (GEF)\*
    - World Bank\*

- UN Development Program (UNDP)\*
- European Union (EU)
- Bilateral
  - US Agency for International Development (USAID)\*\*
  - German Technical Cooperation Agency (GTZ)\*\*
  - Dutch International Cooperation Agency (DGIS)\*\*
  - Swiss aid agencies\*\*
  - Danish, Norwegian and Finnish aid agencies (DANIDA, NORAD, FINNIDA)\*
  - Fonds Français pour l'Environnement Mondial (FFEM)
  - UK Department for International Development (DFID)
  - Canadian International Development Agency (CIDA)\*\*
  - Large private foundations\* such as Ford, MacArthur, Packard, Rockefeller, UN Foundation
- Private sector
  - Partnerships with logging concessions (e.g. control of illegal hunting)
  - Conversion of forestry concessions
  - Private sector investment funds (e.g. IFC / Kijani)
  - Contribution / sponsorship by private sector companies

CASE STUDY PRESENTATION: Cameroon Mountains Conservation Foundation  
(CAMCOF)

by  
Hanson L. Njiforti  
CAMCOF Board Member

Expected Outputs

- Biodiversity Conservation
- Participatory Conservation and Management
- Capacity building and increased awareness
- Ecological Monitoring and Evaluation

History and Board

- Ad Hoc Committee (10) ended up in a 7 member board made up of:
- Experts in various field.
- International NGOs
- A Government Representative.

Operational Structure

- National Director (expatriate)
- Assistant Director
- 1 driver
- 1 secretary
- 2 security guards

## Expected Funding Sources

- USD 12 Million to be raised from:
  - Government of Cameroon - HIPC initiative
  - Private Sector:
    - Power generation utility companies
    - Multi-national Companies operation in Cameroon
  - Foundations: Mac Arthur Foundation "sinking"
  - Bilateral and multi-laterals: GTZ/BMZ, EU.

## Constraints

- The first initiatives in Cameroon
- Donor conditionality
- Administrative bottlenecks

## Financial Sustainability

- Offshore investment and only the net income of the endowment may be used to finance operations, such that the value of the investments after inflation must remain stable or increase.

## **J. Capacity Development and Public Awareness**

### CAPACITY BUILDING & PUBLIC AWARENESS FOR CONSERVATION

by

Hazell Shokellu Thompson

Director of Africa Programs, BirdLife International

#### **Capacity Building – Definition**

- Capacity is defined as the ability to set and realize goals (UNDP - 2001); ie. the ability to decide what the job is and get it done
- Capacity “Development”
  - Capacity is “developed” not “built”; ie. capacity development is an internal process

#### Levels of Capacity development

- Individual Level -
- Organization or entity level – Institutional Capacity
- Systemic Level – National, Regional or Global Capacity

#### Examples of levels of Capacity development

- Individual capacity - Paul Matiku, NatureKenya
  - Fresh graduate recruited in 1997, developed individual capacity by doing conservation, National/regional input recognised; now Executive Director
- Organisation capacity - Cameroon Biodiversity Conservation Society
  - Group of birdwatchers converted to credible conservation allies: SSGs, National NGOs
- Regional capacity: Africa BirdLife Partnership,
  - Network of 17 African NGOs
  - +300 staff, 30,000 members
  - 5000 Wildlife clubs
  - 60 Site Support Groups

#### Indicators of Capacity development

- Success of capacity development should be measured by impacts not activities
- Ability to do the job not: numbers of people trained, workshops attended, courses undertaken, degrees gained etc
- Training and skill development is only one small part of capacity development because:
  - While individuals need skills, skilled individuals must be effectively deployed, managed, motivated, equipped, and arranged into appropriate organizations and institutions

- organizations and institutions must have clear missions or mandates, efficient organizational structures, and effective management
- individuals and institutions must work in a systemic context of appropriate policies, legal instruments and regulatory frameworks, as well as public support and free information flow
- Capacity development should address all of these

#### Lessons Learned

- Capacity for what? Know why you are developing capacity (what is the objective?)
- The most effective capacity development occurs where individuals or entities share common problems, conditions and experiences (lateral experience-exchange)
- Partnerships greatly facilitates capacity development
- Partnerships may combine complementary abilities eg. NGOs and governments
- Developing capacity takes time and resources
- Capacity development is a continuous process
- “Mentoring” can often be important to developing capacity
- “Retaining” capacity is often a challenge but this is only a problem if capacity is being developed at the wrong level
- Monitoring, documentation and feedback are essential components of capacity development
- Always demonstrate impact

#### Public Awareness

- “People know of and understand key issues concerning a particular entity”

#### The need for public awareness

- Change in attitudes
- Receptive policy environment
- Change in behaviour
- Do we have a problem with Public Awareness?

#### The perception of conservation terminology

- Conservation
- Biodiversity
- Participation
- Sustainability

#### Lessons Learned

- Need to change/Influence the direction of information flow
- Realise the importance of cultural differences in working collaboratively
- Modify targets as well as vehicles of communication

- Harness modern IT – web, GIS, remote sensing.
- Lessons Learned
- There is a clear need for African conservationists to have effective and wide-ranging media relations expertise. In 21st Century biodiversity conservation, the “Communications Officer” may well be just as important as the “Site Conservation Officer”.

## **PART III – WORKSHOP SYNTHESIS AND RECOMMENDATIONS**

## Highlights from Working Group Sessions

### Working Group Issue: Building Comprehensive PA Systems

#### QUESTIONS TO BE ASKED

- How much Protected Areas? For what?
- Recognition of current accomplishment.
- How to go about it?

#### DISCUSSION ISSUES – OPPORTUNITIES AND CONSTRAINTS

- Legal framework and policy crucial, administrative structure and site level management. Management principles, plans recognition of other values and sectors.
- Need to build upon regional process using biodiversity data.
- Need to accommodate a local “support groups” E.G. IBA process.
- Special case of endemic and threatened species. Data needs on species requirements for habitat link to defining corridors.
- Local communities key players in designating a new Protected Areas.
- Governments: To request IUCN recognition of non-conventional Protected Area for UN list.
- Capacity development at national level – individual and institutions.
- Internal process to influence local level initiatives such as state Protected Areas in Nigeria District Protected Areas elsewhere.
- Continuous data: Collection from biological surveys on species and habitats.
- Commitment to up-date Protected Area information and make available for management.
- Recognition and application of ecosystem approach to link and manage the Protected Areas.
- Opportunity costs to local; conservation easements in the context livelihoods.
- Partnerships across sectors.
- Need access to historical data and records in museum and herbaria; - repatriation.
- Mobilise governments to pursue base/core priority sites for protection.
- Encourage national level processes of coverage and representation – using IBA’s then add other issues (e.g. Birdlife prepared to provide technical support if funds are available)
- Transboundary priorities to be addressed. Advocate for peace parks.
- Call on the AU to take lead on advancing the category issue.
- Issues of cost- who’s going to pay it?
- Area-based vs Biodiversity based targets; and other targets
- Implications for global targets across institutions and conventions that continue to focus on area based – need to ===== language in convention documents.
- Need to harmonise methods and standards across the region.

## RECOMMENDATIONS

- Building a comprehensive PA system should be based on biodiversity, area coverage and other targets (e.g. ecosystem services, watersheds, etc)
- Adequate legal framework and policy formulations are essential for building comprehensive PA system
- Trans-boundary priorities should be addressed (also advocate for peace parks)
- Local communities should be properly involved in the establishment and management of PAs which should contribute to their livelihoods (e.g. IBA Site Support Groups)
- Governments in the sub-region should be mobilized to pursue base/core priority sites for protection and request IUCN for recognition of non-conventional PAs for UN list
- There is a need to harmonize methods and standards across the region (e.g. data collection on biodiversity, etc)
- There is a need for continuous data collection from biological surveys on species (e.g. threatened, endangered, endemic, etc), habitats (e.g. defining corridors) and databases (e.g. those held in herbaria, museums, etc.)
- Recognition and applications of ecosystem/landscape approach to link and manage the PAs
- Call on the African Union (AU) to take lead on advancing the category issue (e.g. areas not currently recognized by IUCN)
- Partnerships should be built across all sectors (e.g. private/public, etc)
- Capacity development at national level for individuals and institutions
- Adequate funding is required for building comprehensive PA system

### Working Group Issue: Linking PAs and local communities (Draft)

- Gestion locale des conflits : Since local populations perceive PA as a part of their land that is snatched from their control conflict raised. It is then important to build peaceful condition in order to expect locals' commitment in PA management. Formal conflict management system should be done after discussion with stakeholders and survey of existing mechanism (e.g. rituals or local council). New institution has to be built on what already exists, or with trust stakeholders.
- comportement des membres du staff administratif : Attitudinal change is sometimes needed for staff managers to promote local participation rather than imposing their authority. If staff managers deal well with people's concerns they could in turn respond in a helpful, and constructive way in PA conservation.
- bonne gouvernance dans la gestion des activités : budget must be opened to large discussion between those who are concerned and to scrutiny; policies must be transparent. Internal bureaucratic requirements must be reasonable so necessary changes could be made quickly.
- Responsabilisation : devolution of authority to local populations has to be done when it is appropriated particularly when relevant knowledge could be approved at the their side. As it is hard for wildlife to experience resilience after drastically depletion, it is important to be careful with devolving responsibilities to local population even though many advantages could be expected from such experience.
- création de revenus et d'emplois liés ou alternatifs : local population involvement in co-management process is linked to the income that they could expect. Jobs created

and linked to PA management is a good incentive. Complementary activities far from PA concerns that could generate job for surrounding residents are also good incentive as this could de-couple interest of local population from natural resource in PA.

- partage des revenus : income generated by PA management should be shared with stakeholders as they suffer somewhat of conservation measures. Benefits accruing to stakeholders because of PA management encourage them to support and contribute to conservation initiatives.
- mesures d'accompagnement : compensation programme must be developed as incentives to gain local population support. Such compensations could be health service, credit schemes, infrastructure construction for the whole community, access to services.
- Investissement pour la fertilité des sols : There is no custom of investment into soil fertility maintenance in Africa. The basic cause of shifting cultivation is soil fertility loss. Subsidies or particular oriented-credit have to be set up in sustainable manner to overcome the challenge of soil fertility depletion.
- durée d'assistance des populations locales : Co-management of PA need times and financial support. Only long-term assistance and training in co-management system could permit to achieve sustainable conservation initiative in PA.
- développement rural intégré : income generated by PA could hardly be sufficient to meet all development requirements. Integrated programmes from various sectors is more relevant to improve local livelihood.

### Working Group Issue: Application of IUCN Categories

#### LIMITATIONS IN APPLICATION OF THE IUCN PROTECTED AREA CATEGORIES

- 1) Lack of Management capacity to accomplish management objectives
- 2) The National designations do not reflect IUCN categories
- 3) IUCN categories do not cover all biologically sensitive Areas e.g. community Conservation Areas.
- 4) The IUCN categories are reflective of the designated land use but silent on the actual management.
- 5) The standards are too broad without consistent criteria to guide designation.

#### OPPORTUNITIES

- 1) Political will expressed at various regional fora e.g. COMIFAC, NEPAD
- 2) Fifth World Parks Congress in Durban September 2003
- 3) 9<sup>th</sup> SBSTTA of CBD coming up.
- 4) 8<sup>th</sup> Conference of Parties of the CBD
- 5) Networking opportunities among PA specialists

#### RECOMMENDATIONS

- There is a need for a regional IUCN framework for enhancing the accomplishment of the management objectives of Protected Areas.
- National legislations should promote the accomplishment of the management objectives
- Community conservation practices based on traditional beliefs should be recognised within the IUCN categories of PAs e.g. Sacred Forests.
- The concept of collaborative management should be recognised as a means of facilitating the accomplishment of the management objectives.
- WCPA should develop further guidelines in developing specific and widely recognised criteria for assignment PAs in the various categories
- WCPA should review the current IUCN categories of Protected Areas taking into consideration the wide range of national categories.

### Working Group Issue: Governance of PAs

#### Current Situation

- Institutional Status
  - PAs managed by the Protected Areas Departments which is an arm of the Government through the Conservator and the officers.
  - Decision making process is not very clear.
  - System that permit all the stakeholder groups to manage PAs
  - Are there autonomous structures for the management of PAs – e.g. ICCN in DRC
  - Decentralisation and the effect on management of PAs.
  - Different position and expectation of partners
  - Policy decisions on PAs vested on politicians rather than PA managers e.g. discussion and decision on the support from donors - solution: provision of opportunity to have direct contact with donors and work directly with NGOs for example
  - Donors preference for working directly with NGOs which have an impact on the support for Governments.
  - Application of rules and regulations for all stakeholder groups – civil society, local communities, government, NGOs, etc.
  - Need for coordination of activities between NGOs and government.
- Legal Status
  - Problem of land-tenure = adaptation of law to national reality
  - Rights of people in PA management, and on the use of resources
  - Conflicts between national authorities and traditional authorities on PA management
  - Most of the created PAs do not take into consideration the need of the people and their development.
  - Harmonisation of legislation

- Regulation recognising and valourising traditional PAs e.g. sacred forests.
- Stakeholder Groups
  - Non involvement of local communities in the management of PAs
  - Un-equal sharing of benefits
  - Utilization of the fund generated by PAs for the management of the parks and the local communities.
  - Understanding of the different opinion and expectation of the different stakeholder groups.
  - Inadequate investment into the development of PAs
  - Promotion of training and exchange of information between PAs.

### Opportunities

- The existence of traditional practices favourable for conservation and PA
- The experience of projects on co-management and participative management
- Better knowledge of the resources and their potentials.
- The existence of regional and local initiatives
- Interest of the international community on the conservation and good governance of PAs.

### Recommendation

- Encourage the government to create a semi-autonomous agency for the management of PAs with a board of director that is representative of all stakeholder groups.
- Put in place a decentralize system of management to enhance decision making at the national and site levels.
- Encourage all the countries to develop national strategies for PAs which is integrated into sustainable development plans.
- Harmonization of adequate laws and adaptation to national realities.
- Government to play a leadership role in the coordination of financing PA management – through the orientation of the conservation fund to management activities.
- Encourage the training and sensitisation of good governance for all principal actors in institutions.
- Provide legislation for the recognition and valorisation of traditional PA systems e.g. sacred forests

### Working Group Issue: Transboundary Conservation

#### *I. ETUDE DE CAS.*

- 1) Cas du Parc W: Burkina Faso, Niger et Benin.

- Objectif: Conservation de la biodiversité, motivée par la dégradation des ressources biologiques , la fragmentation de l’habitat , insuffisance des ressources financière nécessaires à la gestion du Parc .
- Les Etats ont décidé de conjuguer les effort et gérer ensemble le Parc W.
- La démarche suivi se présente comme suit:
  - Concertations au niveau des Gouvernements (Chefs d’Etats et Ministres ). Profitant de certains cadre de concertation comme l’UMOA
  - Concertations au niveau des Administrations ( Cadres techniques en charge de la gestion des aires protégées:Administration Centrale et techniciens de terrain)
  - Concertation à la base :Administrations locales, communautés villageoises et techniciens de terrain (Conservateurs )
- Cette démarche du sommet vers la base est très longue et très lente.
- Plus de 10 ans pour mettre en place un projet commun avec l’appui financier et supervision de l’Union Européenne.

Organigramme du Projet W :

UMOA

EU

CO

CTS

CN Burkina

CN Niger

CN Bénin

2) AUTRES CAS:

A. Guinée- Sénégal: Niokolo-Badiar (UE)

B. Tri-nationale de la Sangha ( Lobéké- Cameroun, Dzanga Sangha –RCA , Nouabalé Ndoki – Congo)

- Ici le processus démarre à la base pour remonter vers le sommet.
- Les animateurs des projets de terrain, les communautés villageoises et les administrations locales sont les initiateurs et les promoteurs du processus.
- Mise à profit des cadres de concertation sous- régionaux pour la formalisation du processus : Déclaration de Yaoundé, COMIFAC, CEFDHAC. Accord de coopération portant création de la Tri-nationale de la Sangha.
- Objectif : Conservation des écosystèmes forestiers ( concessions d’exploitation forestière).

Beaucoup de contraintes (difficultés) dans la mise en place des initiatives trans-frontalières :

- Les législations diffèrent d’un pays à un autre ( pas d’harmonie)
- Instabilités des institutions politico- administratives
- Coordination problématique ( leadership)

- Divergence d'intérêt économique ...

## II. IMPORTANCE DES AIRES PROTEGEES TRANSFRONTALIERES:

- Nécessaires
  - Protection et conservation de grandes superficies d'écosystèmes naturels et meilleure gestion des ressources
  - Assurer une gestion effective et efficiente de la biodiversité sur de grande superficies naturelles
  - Garantir la viabilité des aires protégées
  - Il existe plusieurs initiatives trans-frontalières en Afrique de l'Ouest et en Afrique centrale
  - Toutes les approches peuvent aboutir à des résultats positifs (Sommet-Base ou Base-Sommet ou la combinaison des deux)

## III. OPPORTUNITES QUE OFFRENT LES INITIATIVES TRANS-FRONTALIERE :

- Echange d'expérience et développement de nouvelles dynamiques de gestion des aires protégées
- Gestion plus efficace et plus efficiente des ressources
- Développement de la coopération sous-régionale
- Un cadre pour l'harmonisation des politiques et des législations en matière de conservation
- Approche plus facile à financer par les donateurs et bailleurs de fonds
- Partage des coûts et allègements des charges financières des parties
- Flexibilité sur la contiguïté des aires (aires protégées marines), libre circulation des acteurs
- Enrichissement sur les plans social et culturel
- Intégration économique
- Permet de bâtir des outils pour la paix
- Favorise la gestion commune des espèces phares (clés)

## IV. LIENS AVEC D'AUTRES THEMES:

- Landscape approach (approche paysage)
- Financement des aires protégées
- Sites du Patrimoine Mondial (UNESCO)
- Développement des capacités (Capacity building)
- Catégorisation UICN des aires protégées (IUCN PA categories)

## V. OPPORTUNITES POUR DEVELOPPER LES TRANSFRONTALIERES :

- Sensibilité des bailleurs de fonds à la dimension transfrontalière
- Présence d'institutions régionales (cadres de concertation)
- Les conventions internationales facilitent le dialogue entre les parties ( exemple Ramsar ...)
- Processus de décentralisation en cours

## VI. SOLUTIONS POUR DEVELOPPER LES INITIATIVES TRANSFRONTALIERES

- Développer des opportunités de rencontre pour arriver à une meilleure communication et une collaboration régulière (réunions et publications)
- Développer la communication avec les leaders d'opinion
- Sensibiliser les politiques sur les opportunités de collaboration transfrontalière
- Financement : création d'un fond pour les transfrontalières
- Formation des cadres sur l'approche transfrontalière
- Développer des échanges entre décideurs des pays limitrophes
- Provoquer des rencontres entre gestionnaires de zone géographique limitée
- Harmoniser les plans de gestion des aires protégées contigües
- Harmoniser les stratégies de lutte anti-braconnage

### Working Group Issue: Landscape Approach

- The concept of landscape approach is a useful one for PAs, but must be clearly defined for common understanding among stakeholders.
- The landscape approach must have an effectively protected core area, both legal designation and physical demarcation.
- A shared vision and clear objectives are required for each landscape.
- Views and expectations of all stakeholders should be recognized.
- Sufficient value should be placed on utilization of non-timber forest products as part of the landscape activities.
- Need to focus on ecological processes such as the movement of large animals.
- Extractive industries included within the area must be legally and economically compelled to function compatibly within the landscape context.
- Promote sustainable hunting at the subsistence level.
- Effective monitoring required - both ecological and socio-economic.
- Regulate use of exotic species by local communities to help control their spread across landscapes.
- Share experience of PA managers.
- Legal framework

### Working Group Issue: Management effectiveness

- Create a bold but realistic political vision for conservation at the sub-regional and national levels and establish / improve mechanisms for continuous stakeholder involvement in translating this vision into reality:
- Develop and harmonise policies, laws and management procedures relating to protected areas both within and between countries, with a particular emphasis on areas of transboundary conservation importance
- Improve assessment, monitoring and information gathering within and around protected areas to increase understanding of the value of protected areas, management effectiveness, and to facilitate communication and education

- Maintain and where necessary establish professional, semi-autonomous, institutions with responsibility for protected areas and ensure that relations with line ministries and local government are clearly defined and that enactment of policies such as gazettment is streamlined
- Build the skills of protected area staff, create an esprit d'corps, and establish a viable career path for conservation professionals within the civil service
- Integrate protected area design and management into comprehensive land-use planning processes
- Develop a diversified source of long-term direct funding to support the protected area system, including continued support from the international community, and establish efficient and transparent financial management structures that ensure funding is used for effective management and support of local communities.
- Raise the political profile of the region's protected areas by identifying and promoting their direct and indirect contributions to the national and local economies and highlight this linkage in national and international decision-making processes (e.g. Poverty Reduction Strategies Papers, the Millennium Goals, the World Parks Congress, etc.).
- Formulate effective and realistic approaches to community engagement and clarify roles, rights and responsibilities in terms of co-management, enclaves, involuntary resettlements and use rights with respect to the sustainable development of local communities. Widen the range of stakeholders actively involved in influencing, managing and funding protected areas to include all relevant government agencies, private sector companies and non-governmental organisations (e.g. local governments, banks, timber companies, oil and mining companies, agro-investments, NGOs, professional hunters and traditional hunting associations).

### Working Group Issue: Promoting World Heritage

Representation of Biodiversity protected by World Heritage Sites

#### 1.1 ACTUAL STATUS AND OPPORTUNITIES

No	Pays	Number	SPM	Designation	Observation
1.	Benin	0	-		
2.	Burkina Faso	0	-		
3.	Cameroun	1	Dja	Forest	
4.	Congo	0	-		
5.	Ivory coast	2	Tai Comoe	Forest Savane	
6.	Gabon	0	-		
7.	Gambia	0	-		
8.	Guinea	1	Mt Nimba	Montagne forest	
9.	Mali	1	F. Bandingara	Sahel	
10.	Mauritanie	1	B d'Arguin	Marine & Sahel	
11.	Niger	3	W	Savane	

			Air Tenéré	Sahel Sahel	
12.	Nigeria	?	Obudu plateau Mbema ?	Sahel	
13.	Car	1	PN M- G SiF	Foret Mixte Savane Foret Foret	
14.	DRC	5	PNKB PNVI PNG PNS RFO	Foret Foret, savane,mont Savane, foret Foret Foret	en peril en peril en peril en peril
15.	Senegal	3	NK Djoum Delta Delta de saloum	Savane  Mangroves	Réserve de Biosphère
16.	Tchad	0	-		
17.	Togo	0	-		
		18			

- Protection of sites often not adequate
- World Heritage Fund exists but not well known, v. limited amount
- How to use WH status not well known or applied at state or site level
- No automatic funding from UNESCO, but can apply for small amounts with justification
- UNF + NGO partnerships developed, need more and need to be better communication
- Major bottlenecks at all levels in relation to UNESCO, especially in project management and finance
- Insufficient coverage of forest + marine + freshwater

## 1.2 OPPORTUNITIES

- Transboundary & Cluster sites e.g. Central Africa World Heritage Forest Initiative (CAWHFI), Albertine Rift,
- Yaounde Declaration
- Existence of intact marine, freshwater, forest habitat
- Existence of a network of PAs

## 1.3 CONSTRAINTS

- Insufficient communication from UNESCO
- Insufficient information and follow up from states
- Insufficient communication states + Pas
- Insufficient of means to collect information

## RECOMMENDATIONS

### **IMPROVE THE REPRESENTATION OF BIODIVERSITY PROTECTED BY WORLD HERITAGE SITES**

- Gap analysis at national and international level
- Explore possibilities of clusters + transfrontaliers sites
- Improve communication at all levels: UNESCO + states + PAs and between interested parties.
- Applications and adequate follow up for relevant sites from states parties
- UNESCO + UICN + states to speed process of evaluation + approval

#### **2. Improve Operational Effectiveness of WH Convention at P.A level**

- Preparation + dissemination of practical guidelines on how to use WH status+ to apply for funding.
- Development of partnerships UNF/UNESCO/NGOs etc + private sector for support to WH sites.
- Development of sustainable funding mechanism
- Capacity building for WH staff, Training, development of Law Enforcement Monitoring and Management Effectiveness evaluation using guidelines from UNF/UNESCO projects (Hockings & DRC)
- Promotion of awareness of value of WH at all levels
- Promote research + monitoring of natural resources of sites
- Promotion of collaborative conservation + sustainable use of natural resources.
- Develop alternate mechanisms for effective management of project funds via UNESCO.

#### **3. Address effects of Conflict + External Threats on W.H.Sites**

- Promote use of UN status in addressing conflict related and other external threats to WHSs.
- Develop rapid response initiative mechanism (NB : FFI/UNF)
- Use Lessons Learned from UNESCO/UNF/DRC Project

### Working Group Issue: Sustainable Funding for PAs

#### **Situation Analysis**

- Government allocations

Situation	Recommendations
Insufficient to cover minimum costs of ensuring basic protection	Government revenues should (effectively) cover basic management costs of (a representative) national PA system to meet international (IUCN) standards

- User’s fees, taxes and other charges

Situation	Recommendations
Fees and taxes at the PA level and others <ol style="list-style-type: none"> <li>1. No legal framework</li> <li>2. Legal framework is not diversified</li> <li>3. Collection of taxes</li> <li>4. Transparency of management</li> <li>5. No earmarking</li> </ol>	All revenues raised at PA level should benefit national PA system, in addition to government allocation  “Ecological” tax system

Regulatory framework for (access and benefit sharing) contribution by international research institutions

- Debt-relief mechanisms

Situation	Recommendations
	- Countries benefiting from HIPC should set aside 5% of savings to the environment protection - 20% of savings allocated to the environment should be set aside for activities linked to PAs

- Conservation Trust Funds

Situation	Recommendations
	The African Union, African Governments and donor community endorse the establishment of a PA trust fund at the African level
	Western and Central African governments commit to ensure that all (institutional and regulatory) enabling conditions to set up trust funds are in place

Creation of PA should be “pre”-financed .... (David’s point to discuss)

Exclude environmental agencies from limitations linked to structural adjustment / ensure that structural adjustment programs do not have negative impact of the environment + Nigeria

- Private sector

Situation	Recommendations
	Policy

	Privatization / concession of some activities to NGOs which are more effective
	Conservation Concessions

Nigeria point

- International donors Responsibility for Categories I and II (keynote address)
  - aid agencies.
  - private donors.

Situation	Recommendations
	Money  Policies: consistency of donor’s conservation and development  Sustainability should be addressed from the outset  Funding should be long-term and holistic
	Conservation concessions

Make sure that all funding ensure management effectiveness

### Synthesis of Recommendations

- **INSTITUTIONAL FRAMEWORK**
  - Ensure that national protected area service has the authority, flexibility and institutional tools to develop and implement a “business-like” financial strategy.
  - Create and support “National Commissions for Sustainable Financing of Protected Areas”.
  - Support capacity development in financing mechanisms and financial planning.
- **BUDGET ALLOCATIONS**
  - Government revenues should effectively cover basic management costs of a representative national protected area system to meet international (IUCN) standards.
- **USER’S FEES**
  - All revenues raised at the protected area level should benefit the national protected area system, in addition to government allocation.
  - Improve the legal and institutional basis to ensure the effective collection of a set of “ecological” taxes and fees (e.g. on tourism, watershed services, pollution, agro-industrial activities, natural resources extraction) and their transparent allocation to protected area management.
  - Ensure that research activities and their spin-offs directly benefit protected area management.

- DEBT RELIEF MECHANISMS
  - Countries benefiting from HIPC should set aside 5% of savings to environment protection, 20% of which to be set aside for activities linked to protected area management.
  - Promote negotiations of debt-for-nature swaps to benefit protected area management.
- CONSERVATION TRUST FUNDS
  - The African Union, African Governments and donor community endorse the establishment of a protected area trust fund at the African level (with the objective to cover a range of immediate needs on a small-scale basis and without prejudice to other conservation trust funds initiatives at the national and site-specific levels).
  - Western and Central African governments should ensure that all institutional, legal and tax enabling conditions to set up conservation trust funds are in place.
- PRIVATE SECTOR
  - Create and ensure effectiveness of economic and tax incentives to promote private-sector investment.
  - Promote agreements with private sector to sub-contract some protected area management activities (e.g., lodges, maintenance of tracks).
- INTERNATIONAL DONORS
  - Promote strong commitment of international community to support protected areas.
  - Ensure that structural adjustment programs do not have negative impact on the effectiveness of the environmental sector.
  - Ensure any program / project / funding initiative addresses from the outset the issues of sustainability in a holistic manner.
  - Explore ways to set up conservation concessions.

### Working Group Issue: Capacity Development and Public Awareness

#### A. Current situation

- Capacity Development
  - Political interference in Staff designation/development/management
  - Lack of trained staff
  - Poor logistics for experience sharing
  - Poor gender balance: few women involved
  - Poor management, too much bureaucracy; suppression of initiative
  - Professional training often lacking
  - Out-dated inadequate literature (textbook etc.)
  - Volunteerism/Amateurs not encouraged
  - Inadequate/limited number of training institutions for Protected area management (biome coverage inadequate)
  - Poor integration of conservation education in school curriculum

- Lack of sponsorship for working PA personnel
- In service training available
- Some exchange of experience ongoing
- Public awareness
  - Outreach to women
  - Emphasize Communication
  - Authorities (law enforcement officers, traditional leaders and other stakeholders not always aware of PA regulations)
  - Poor/unclear interpretive material
  - High cost of media communication

## B. Opportunities

- Basic condition exist in many universities for establishing PA/Conservation courses
- Training for trainers courses in other regions (Kruger/AFRICAN Field Rangers Service)
- Strengthening existing institutions for PA management
- Opportunities for bursaries exist e.g. world Heritage Fund (Make information available: database of opportunities)
- Create community-base local training centers experience exchange Protected Area personnel
- APAI/WCPA
- Conservators of selected sites assist in promoting conservation awareness
- Protected area personnel and scientist benefit from indigenous knowledge of conservation.
- Availability of various conservation oriented website (Iterative technology)
- Opportunities for exchange of knowledge between local population and academia/PA managers
- Corps of newly trained managers available to promote effective protected area management, although in limited number

## C. Recommendations

- Need to promote specific outreach workshops for law enforcement personnel, administration, traditional authorities and other stakeholders
- PA management /staff should be freed of political influence
- Ensure that training programme in specialized institution includes all aspect of management (PA management, administration, communication etc.)
- Promote the inclusion of topic of conservation in school and other institution curricular
- Provide adequate logistics for PA management
- Facilitate the involvement of women at all level of PA management
- Develop adequate communication strategy with relevant tools for outreach and public awareness

- Promote and facilitate formal practical courses in relevant training institutions
- Promote the production and facilitate access to relevant documentation
- Encourage non-specialist to engage in activities relevant to conservation
- Consider establishing new training institutions keeping in mind the need of adequate biome coverage and strengthening of existing institutions for making them more effective

## Closing Plenary

### CLOSING REMARK

by

Denis Koulagna Koutou  
Director of Wildlife and Protected Areas  
Ministry of Environment and Forest, Cameroon.

Monsieur le Directeur Général Des Parcs Nationaux de la République Fédérale du Nigéria,

- Monsieur le Directeur Régional de l'Union Mondiale pour la nature
  - Monsieur le Vice Président du WCPA
  - Messieurs les experts de la sous région Afrique occidentale et Centrale,
  - Mesdames, Messieurs les Représentants des ONG nationales et internationales ;
- Chers participants

C'est un honneur pour moi de prendre la parole en cette circonstance solennelle de clôture des travaux de l'atelier régional sur les aires protégées en Afrique Centrale et de l'Ouest organisé dans le cadre de la préparation du Congrès Mondial de la Commission des Aires Protégées.

Je voudrais ici vous transmettre les excuses de Monsieur le Ministre de l'Environnement et des Forêts qui aurait voulu présider personnellement cette cérémonie de clôture mais pour des raisons indépendantes de sa volonté n'a pas pu faire le déplacement de kribi. Aussi m'a-t-il m'a chargé de vous transmettre ses salutations et son soutien aux recommandations pertinentes de vos travaux.

Chers participants, Mesdames et Messieurs,

Permettez moi de saluer de manière solennelle au nom de nos gouvernements respectifs l'initiative prise par l'UICN à travers la Commission Mondiale des Aires Protégées d'organiser et de convier à cet atelier les ressortissants de nos pays respectifs afin de nous permettre d'harmoniser nos positions pour le congrès prévu en septembre 2003 à Durban en Afrique du Sud .

Mes remerciements vont particulièrement au Vice président du WCPA Monsieur Mohamed Bakkar et au Directeur Régional de l'UICN et bien entendu à tous ceux ayant consenti d'importants sacrifices pour rendre effectif le présent atelier.

Mes remerciements vont également à tous les experts ici présents pour tous les efforts consentis au cours de cet atelier pour parvenir à des propositions consensuelles et pertinentes  
Mesdames et Messieurs, Chers participants,

- Pendant trois jours, vous avez identifié les défis majeurs auxquels font face les aires protégées en Afrique Centrale et de l'Ouest;

Pendant trois jours, vous avez identifié et vous êtes accordés sur les actions prioritaires nécessaires pour relever les défis que connaissent les aires protégées ;

Pendant trois jours vous avez identifié les opportunités et mécanismes de financement des aires protégées;

A l'issue de trois jours de travaux, vous avez formulé des recommandations en vue de susciter l'intérêt et l'appui des Agences gouvernementales, des ONG, des bailleurs de fonds et les opérateurs économiques pour le développement du secteur.

La déclaration de Kribi dont la lecture vient d'être donnée constitue à n'en point douter le message fort et clair que notre région toute entière entend porter à nos partenaires au cinquième Congrès des Aires Protégées à Durban en Septembre prochain. Je saisis cette occasion pour recommander vivement que d'ici à septembre 2003, les différents fora et instances, je pense à la rencontre de l'OIBT à Bangkok du 27 au 28 Avril, WCPA, COMIFAC soient mis à profit pour informer, sensibiliser les différents partenaires sur la position commune de notre sous région.

L'atelier de Kribi nous aura permis en plus de la préparation de Durban, d'échanger nos expériences, de capitaliser les acquis et surtout de consolider les rapports professionnels, fraternels et amicaux qui doivent régner entre nous et surtout de repenser nos stratégies d'action au plan national et régional.

Il est apparu clair au regard des résultats de vos travaux que le futur des aires protégées en Afrique Centrale et Occidentale a besoin de nouvelles orientations j'allais dire d'innovations en rapport avec les défis et les opportunités dans ces régions. Innovation dans les institutions, innovation dans la gestion, innovations dans les politiques .

Mesdames et Messieurs, Chers participants

Au plan des financements qui constituent le nerf de la gestion durable des aires protégées, tout en reconnaissant la nécessité pour nos Etats de consentir plus d'effort, Durban pour nous pays du tiers monde en général et pour l'Afrique Centrale et de l'Ouest en particulier berceau de la biodiversité, est une opportunité particulière pour les dix ans à venir de sensibiliser, persuadé au besoin convaincre les pays industriels à soutenir de manière durable nos efforts de protection de la source de vie que constituent nos aires protégées.

Permettez moi Mesdames et Messieurs, de saluer et encourager tous les rapprochements qui ont pu se développer au cours de cet atelier entre les délégations, entre associations et organisations et entre les experts que vous ete et souhaite vivement que ces contacts se renforcent et constituent un catalyseur pour le développement d'un Réseau régional et assurent un meilleur futur à la gestion des aires protégées. Je voudrais ici lancer un appel de cœur à nos partenaires UICN, WWF, CI à faciliter davantage ces rencontres entres les experts en conservation de notre région.

Mesdames et Messieurs, Chers participants

Après trois jours d'intenses activités intellectuelles, je vous invite tous à saisir l'occasion ce soir et de demain pour découvrir et jouir des merveilles de la belle ville balnéaire de Kribi.

C'est sur ce que je souhaite un séjour agréable et un bon retour dans vos familles respectives et déclare clos les travaux de l'atelier régional sur les aires protégées en Afrique Centrale et de l'Ouest tenu à Kribi en République du Cameroun du 27 au 31 Janvier 2003.

Vive la Gestion durable des Aires Protégées

Vive la République du Cameroun

Vive la Coopération Internationale

MOT DE CLÔTURE DU  
DIRECTEUR RÉGIONAL DE L'UNION MONDIALE POUR LA NATURE,  
BUREAU RÉGIONAL POUR L'AFRIQUE CENTRALE

Ngantou Daniel

Nous voici au terme de nos travaux. J'ai pu noter la participation active de chacun de nous. Je ne saurais continuer sans faire un clin d'œil de respect pour la forte délégation nigériane.

Les débats étaient animés et constructifs. La quantité et la qualité de nos recommandations sont des exemples vivants.

Nous devons nous interroger sur la suite de cet atelier, notamment pour ce qui concern;

La meilleure gestion et l'exploitation des recommandations au niveau national;

La contribution à l'enrichissement de la position africaine ;

L'assurance de la participation massive des représentants de l'Afrique centrale et l'Afrique de l'Ouest.

Nous venons de jeter les bases d'un réseau de gestionnaires et des sympathisants des Aires Protégées d'Afrique centrale et de l'Ouest.

Laissons lui le temps de se structurer

Demandons aux responsables de la commission Mondiale des Aires Protégées de faciliter la communication et l'échange d'expériences et d'étudier les possibilités de systématiser nos rencontres.

L'UICN BRAC et BRAO sont disponibles à jouer le rôle de facilitateur et d'assistance conseil aux membres de la commission dans nos deux sous-région.

Je travaille à ne pas vous perdre et vous perd à regret. Que chacun d'entre vous rentre en toute sécurité dans sa famille et que désormais, votre livre de chevet soit le recueil de recommandations du présent atelier.

Je vous remercie.

## Workshop Declaration

### DECLARATION DE KRIBI

- Accueillant favorablement la décision du sommet de Johannesburg sur le développement durable de septembre 2002 en faveur de la protection de la biodiversité,
- Considérant que la région de l'Afrique centrale et occidentale abrite les écosystèmes parmi les plus riches et diversifiés,
- Considérant les dispositions de l'article 8 de la convention sur la diversité biologique qui insiste sur la conservation in situ et l'approche paysage (Landscape)
- Accueillant favorablement les initiatives politiques continentales, régionales et sous-régionales en faveur des aires protégées,
- Reconnaissant le rôle des Aires Protégées dans la conservation des espèces et de leurs habitats,
- Considérant la contribution directe des Aires Protégées au développement durable des communautés riveraines,
- Reconnaissant la contribution des Aires Protégées à l'environnement global,
- Accueillant favorablement l'initiative panafricaine sur les aires protégées (APAI)
- Convaincus de la nécessité de créer un réseau de professionnels des Aires Protégées dans la région d'Afrique centrale et occidentale,
- Convaincus du lien évident entre l'aménagement des Aires Protégées de la région, la pauvreté et les moyens d'existence des communautés,
- Convaincus de la nécessité de développer un mécanisme de financements durable pour les Aires Protégées,
- Conscients que le 5<sup>ième</sup> congrès mondial de Durban examinera et décidera des orientations futures des Aires Protégées,

Nous, Participants à l'atelier régional sur les Aires Protégées en Afrique Centrale et Occidentale tenue du 27 au 31 janvier 2003 dans la ville balnéaire de Kribi (Cameroun) en préparation à la 5<sup>ième</sup> conférence mondiale sur les Aires Protégées prévue à Durban (Afrique du Sud) en septembre 2003,

### DECLARONS :

- Notre soutien à la mise en place d'un système cohérent et effectif d'aires protégées bien gérées qui garantissent l'intégrité de la biodiversité ;
- Notre intérêt aux processus participatifs de création des aires protégées transfrontalières gage de la préservation des ressources communes et partagées ;
- Notre souhait de la prise en compte de tout le système d'utilisation des terres et des pratiques traditionnelles au travers d'une description des critères de classification de chaque type d'aires protégées dans les catégories de l'UICN ;

- Notre soutien à la valorisation des structures de formation existantes et à l'actualisation des programmes de formation ;
- Notre soutien à la création d'un mécanisme financier d'intervention rapide en cas de conflits armés ou toute autres menaces externes nuisibles aux aires protégées ;
- Notre encouragement à l'approche paysage qui favorise l'aménagement global et intégré de l'espace et garantit le développement durable ;
- Notre conviction sur la nécessité d'une approche participative qui favorise la conservation et l'amélioration des conditions de vie des populations riveraines des aires protégées ;
- Notre faveur aux principes de la bonne gouvernance, gage de transparence, d'équité et de responsabilité et de la bonne gestion ;
- Notre appel au développement d'un fond fiduciaire panafricain d'appui aux aires protégées et des fonds spécifiques de même nature dans les différents pays d'Afrique Centrale et Occidentale ;
- Notre soutien au renforcement des capacités techniques et au développement d'experts en mobilisation des financements durables ;
- Notre appel à la création des commissions nationales chargées de conduire une réflexion profonde sur les stratégies de financement durable.

Fait à Kribi, le 30 janvier 2003

LES PARTICIPANTS :

## KRIBI DECLARATION

- Welcoming the decision of the WSSD held in September 2002 in Johannesburg in favour of the protection of biodiversity,
- Considering that the West and Central African region host some of the world's richest and most diversified ecosystems,
- Considering the provisions of Article 8 of the Convention on Biological Diversity which lays emphasis on in situ conservation and the landscape approach,
- Noting with satisfaction the emphasis on the importance of Protected Areas in the continental, regional and sub-regional political initiatives (NEPAD, COMIFAC, CEFDHAC, APAI),
- Considering the role of Protected Areas in conserving species and their habitats,
- Considering the contribution of Protected Areas in the sustainable development of the local communities,
- Considering the contribution of Protected Areas in the global environment,
- Welcoming the African Protected Areas Initiative (APAI),
- Acknowledging the need to establish a network of PAs professionals in west and central Africa,
- Acknowledging the link between PAs management, poverty and livelihoods in west and central Africa region,
- Considering the need to establish a sustainable funding mechanisms for Protected Areas,
- Aware that the 5<sup>th</sup> World Parks Congress in Durban will study and decide on the future trends of Protected Areas,

We, participants at the Regional Workshop on Protected Areas in Central and West Africa, held from 27th to 31st January 2003 in Kribi (Cameroon) in preparation for the 5<sup>th</sup> World Congress on Protected Areas to be held in Durban (South Africa) in September 2003,

- Reaffirm our commitment for the establishment of comprehensive PAs systems and their effective management in order to guarantee the integrity of the biodiversity;
- Reaffirm our interest in using participatory tools for the creation of transboundary PAs to guarantee the conservation of shared resources;
- Call upon the governments to recognize traditional land used practices in the IUCN categories;
- Support the valorisation of existing training institutions and the update of training programs;
- Support the establishment of an emergency financial mechanism in case of armed conflicts or other external threat to PAs;
- Encourage the landscape approach which enhance global and integrated land management that guarantee sustainable development;
- Emphasise on the importance of using participatory approach tools which guarantee conservation and livelihoods of communities living around PAs;
- Encourage the application of good governance principles to guarantee transparency, equity, responsibility and effective management;
- Support the establishment of a pan-Africa trust fund to support PAs and specific funds for PAs in west and central Africa;
- Encourage capacity building of experts regarding technical and sustainable fund raising aspects;
- Appeal our governments to establish national commissions in charged of brainstorming on sustainable financing strategies.

*Declared in Kribi, Cameroon on 30<sup>th</sup> January 2003*

## Workshop Communique

### THE ROAD TO DURBAN 2003-- REGIONAL WORKSHOP ON PROTECTED AREAS IN WEST AND CENTRAL AFRICA

*Hôtel le Paradis, Kribi, 28-31 January 2003*

#### FINAL COMMUNIQUE

The regional workshop on protected areas in west and central Africa was held in Kribi, Cameroon from 28<sup>th</sup> to 31st January 2003, with experts coming from west and central African states (Benin, Burkina Faso, Cameroon, Congo, Ivory Coast, Gambia, Ghana, Guinea Conakry, Equatorial Guinea, Liberia, Nigeria, Niger, Democratic Republic of Congo, Sierra Leone, Senegal), International NGOs (IUCN, Conservation International/WCPA, WWF, UNESCO, WCS, Birdlife International) attended the workshop.

The workshop **objectives** were:

- To discuss and establish a consensus on priorities of the west and central Africa region to be presented in Durban;
- To promote networking among Protected Area professionals and ensure that the IUCN/WCPA remains a permanent mechanism, for information sharing and bringing benefits to the PA managers;
- To identify financing mechanisms for Protected Areas in west and central Africa for the 21<sup>st</sup> century;
- To discuss a strategy to ensure the contribution of Protected Areas to human livelihoods and poverty reduction

The expected **outputs** of the workshop were:

- A common and consensus agreement of west and central Africa countries for the 5<sup>th</sup> World Parks congress on Protected Areas in Durban is formulated (cf Kribi declaration);
- A networking among experts and Protected Area professionals of west and central Africa is put in place an functional;
- A strategy to ensure the contribution of Protected Areas to livelihoods of local communities living around PAs and to poverty reduction is proposed;
- Possibilities of establishing strategic alliances amongst PAs in west and central Africa and other sectors (tourism, forestry, water, etc.) are examined;
- Sustainable funding mechanisms for Protected Areas in west and central Africa for the 21<sup>st</sup> century are identified.

The workshop organization was as follows:

#### I -- THE OPENING SESSION

During the opening session, a welcome address, a paper presentations and a keynote address were delivered:

- The welcome address by M. Daniel NGANTOU, Regional Director of IUCN Regional Office for Central Africa,
- A paper presentation on the workshop objectives by M. Mohamed BAKARR, Conservation International and Deputy Chair of the World Commission on Protected Areas,
- A keynote address on "Protected Areas in National and Regional Development" by Ahladji Lawan MARGUBA, Conservator General of Nigeria National Parks.

These talks were followed by the opening speech by M. Jean Baptiste BASKOUDA, Secretary General of the Ministry of Environment and Forestry of Cameroon, on the behalf of the Minister.

## II – WORKSHOP SESSIONS

There were both plenary and working group sessions

### **a) Plenary sessions**

The plenary presentations introduced the issues including review of the Protected Areas network in west and central Africa, capacity building of Pas managers, sustainable financing of PAs, as well as governance and involvement of local communities in PAs management. The issues of landscape and transboundary conservation were presented.

Also, links between these themes and global issues such as poverty and sustainable livelihoods of local communities were examined.

For this purpose, the following themes were presented:

- Building a comprehensive PA system by Mohamed BAKARR of Conservation International and Deputy Chair of the World Commission on Protected Areas;
- Important Birds Areas (IBA) relevance to PAs, livelihoods and capacity development by Hazell Thompson of BirdLife International;
- World Heritage Sites in west and central Africa by Kes SMITH of UNESCO
- Application of IUCN categories by Esterine Lisinge Fotabong of WWF-CARPO and Regional Vice-chair of the World Commission on Protected Areas;
- Management effectiveness of PAs in west and central Africa by WWF;
- Capacity building and public awareness by Hazell Thompson of BirdLife International;
- Financing biodiversity conservation by Brigitte CARR and Hanson NJIFORTI of WWF-CARPO ;
- Transboundary Conservation by Jean Marc GARREAU of IUCN, Regional Office for West Africa;
- Governance of PAs by Jean Claude NGUINGUIRI of IUCN Regional Office for Central Africa;

- Landscape conservation by Mohamed BAKARR of Conservation International and Deputy Chair of the World Commission on Protected Areas;
- PAs, local communities and livelihoods by Brice SINSIN of University of Benin.

## **b) Working Group Sessions**

Working group sessions followed plenary presentations. Some group sessions started with a short presentation of case studies to highlight specific issues for consideration by the group. The issues discussed in the working groups were:

- Building comprehensive PA systems;
- Application of IUCN categories;
- Management effectiveness of PAs;
- Promoting World Heritage Sites;
- Capacity building and public awareness;
- Sustainable funding for PAs;
- Transboundary Conservation;
- Landscape Conservation;
- Governance of PAs;
- PAs, local communities and livelihoods.

A member of each working group did the restitution of their findings in plenary sessions followed by discussions and improvement of other participants. The following action points were highlighted:

- Involvement and capacity building of all the stakeholders in the creation and sustainable management of PAs (States, local communities, other partners);
- Need to harmonize and standardize methodologies of collection and analyzing data on biodiversity in the region;
- Need to seek and secure funds globally and distribute in prorata of PAs needs;
- Develop collaboration mechanisms between Africa training institutions;
- Consider the land tenure issue to seek the symbiotic collaboration in other to ensure an integrated sustainable development;
- Promote the contribution of international NGOs in the development of transboundary PAs;
- Adapt the national laws to transboundary accords;
- Adopt a consensus strategy in other to develop a negotiated governance system taking in account interest of local communities, NGOs, Administration and Funding agencies;
- Develop mechanisms to generate revenues from PAs to satisfy local communities and conservation needs;
- Promote landscape approach in the elaboration of conventions with logging and mining companies;
- Protect migration corridors of large mammals;
- Regulate and control the use of exotics species by local communities living around PAs.

#### IV- RECOMMENDATIONS

The participants adopted the following recommendations:

1. Establish a pan-African PAs trust fund as well as a specific PAs trust fund for west and central Africa;
2. Sensitize and build capacity of politicians and other stakeholders on the importance of creating and sustainably manage transboundary PAs as well as integrating corridors within an holistic approach;
3. Develop an efficient communication system for PAs;
4. Facilitate the involvement of women and other "minorities" stakeholders at all levels of PA management;
5. Promote the capacity building of PAs managers, improve curricula of specialized training institutions;
6. Establish a network of PAs professionals in west and central Africa;
7. Improve the biodiversity representation in World Heritage Sites (WHS) in west and central Africa;
8. Improve the functionality and effectiveness of the World Heritage Convention on PAs in west and central Africa;
9. Consider conflicts, instability and external threats on WHS;
10. Recognize the concept of collaborative/participatory management as tool for sustainable management of PAs;
11. Advocate the WCPA to recognize all sacred forest in the IUCN categories of PAs

#### **PARTICIPANTS,**

*Made in Kribi, Cameroon on 30th January 2003*

## Appendix 1 -- List Of Participants

### BENIN

Brice SINSIN  
Faculté des sciences agronomiques  
Université d'Abomey-calavi  
01 BP 526 Cotonou Benin  
Tel : +229 360126/360122  
Fax : +229 30 3084  
[bsinsin@bj.refer.org](mailto:bsinsin@bj.refer.org)

### BURKINA-FASO

Jean-Marc Garreau  
UICN-BRAO  
BP : 1618 Ouagadougou 01 Burkina-faso  
Tel +226 307047  
[jean-marc.garreau@iucn.org](mailto:jean-marc.garreau@iucn.org)

### CAMEROUN

Roger FOTSO  
WCS  
[wscam@aol.com](mailto:wscam@aol.com)  
B.P. 3055 Messa Yaoundé

David HOYLE  
Co-Directeur WCS  
B.P. 3055 Messa-Yaoundé  
[davidhoylewcs@aol.com](mailto:davidhoylewcs@aol.com)  
CAMEROUN

Daniel NGANTOU  
UICN  
Tel: +237 221 64 96,  
Fax: +237 221 64 97,  
[daniel.ngantou@iucn.org](mailto:daniel.ngantou@iucn.org)  
B.P. 5506 Yaoundé-Cameroun

NOUPA Paul  
UICN  
Tel: +237 221 64 96/ 964 16 46  
Fax: +237 221 64 97,  
[paul.noupa@iucn.org](mailto:paul.noupa@iucn.org)  
B.P. 5506 Yaoundé-Cameroun

Lesi NAYUOH  
UICN  
BP 5506 Yaoundé  
Tel: +237 221 64 96  
Fax +237 221 64 96  
[Lesi.nayuoh@iucn.org](mailto:Lesi.nayuoh@iucn.org)

ANGU ANGU Kenneth  
UICN  
BP 5506 Yaoundé  
Tel: +237 221 64 96  
Fax +237 221 64 96  
[Kenneth.angu@iucn.org](mailto:Kenneth.angu@iucn.org)

Felicité MANGANG  
UICN  
BP 5506 Yaoundé  
Tel: +237 221 64 96  
Fax +237 221 64 96  
[Felicite.mangang@iucn.org](mailto:Felicite.mangang@iucn.org)

Jean claude NGUINGUIRI  
UICN  
BP 5506 Yaoundé  
Tel: +237 221 64 96  
Fax +237 221 64 96  
[Jean.claude.nguinguiri@iucn.org](mailto:Jean.claude.nguinguiri@iucn.org)

Marcellin AGNAGNA  
UICN  
BP 5506 Yaoundé  
Tel: +237 221 64 96  
Fax +237 221 64 96  
[Marcelinagnagna@yahoo.fr](mailto:Marcelinagnagna@yahoo.fr)

KOULAGNA KOUTOU Denis  
Director  
DFAP/MINEF  
Tel/Fax: +237 223 92 28/223 92 36  
[dfap.minef@camnet.cm](mailto:dfap.minef@camnet.cm)  
Yaoundé-CAMEROUN

Mme Estherine LISINGE FOTABON

WWF/Regional V.Chair WCPA  
B.P 6776 Yaoundé-Cameroun  
Tel: +237 221 62 67  
[elisinge@wwf.cm](mailto:elisinge@wwf.cm)

DJOGO TOUMOUKSALA  
DFAP/MINEF  
Tel: +237 223 92 28 /995 01 03  
[Djogo2@yahoo.fr](mailto:Djogo2@yahoo.fr)

KEMBOU Albert  
MINEF/KORUP  
[korup@wwf.cm](mailto:korup@wwf.cm)  
BP 36 Mundemfa

FOSSO Bernard  
MINEF/DFAP  
[bfosso@mailandnews.com](mailto:bfosso@mailandnews.com)  
Tel: +237 223 92 28 / 9997676  
Yaoundé-Cameroun

MEYEME ZO'O Daniel  
MINEF  
Chef de Section Départementale de la  
Faune et  
des Aires protégées de l'Océan  
Assistant Technique Projet Campo-Ma'an  
Tel : +237 953 47 29/9957151  
BP : 14276 yaoundé-Cameroun

NGANDJUI Germain  
Chair CASUSG  
Tel : +237 985 69 79  
[Ngandjui.germain@caramail.com](mailto:Ngandjui.germain@caramail.com)

ENO NKU M.  
WCS  
Biodiversity Programme  
BP 3055 Messa-Yaoundé  
Tel +237 982 58 44

NAMBU Mercy  
WCS  
Biodiversity Programme  
BP 20 NGUTI S.W.P  
Tel +237 788 10 20

Brigitte CARR-DIRICK  
C/O WWF Cameroon Country  
Programme Office  
Tel: +237 950 57 61  
[carrbrigitte@hotmail.com](mailto:carrbrigitte@hotmail.com)  
BP 6776 Yaoundé-Cameroun

Andrew DUNN  
WWF-KORUP  
PO BOX 36 Mundemba  
[adunn@wwf.cm](mailto:adunn@wwf.cm)/ [andydunn3@aol.com](mailto:andydunn3@aol.com)

Dr Hanson NJIFORTI  
WWF-KORUP  
BP 2417 Douala-Cameroun  
[hnjiforti@wwf.cm](mailto:hnjiforti@wwf.cm)

Wale ADELEKE  
C/O WWF Cameroun  
BP 6776  
Yaoundé –Cameroun tel: +237 221 58 95  
[aadeleke@wwf.cm](mailto:aadeleke@wwf.cm)

#### COTE D'IVOIRE

TONDOS SAMA ADAMA  
Direction de la Protection de la Nature  
(DPN)  
BP 178 Abidjan  
Tel : +225 20 22 53 66 / 07 61 75 26  
[atondossama@yahoo.fr](mailto:atondossama@yahoo.fr)

Martin NGANJE  
WWF  
BP 1776 08 Abidjan  
Tel +225 22 44 87 86  
[Warpo@wwfwafrica.org](mailto:Warpo@wwfwafrica.org)/[mnganje@wwfw africa.org](mailto:mnganje@wwfw africa.org)

#### CONGO

DJONI BOURGES  
MEFE-WCS /PNNN  
[ddbourges@yahoo.fr](mailto:ddbourges@yahoo.fr)  
B.P.14537 Brazzaville-CONGO

GUINEE CONAKRY

Mme Christine SAGNO  
Direction Nationale des Eaux Forêts  
Tel : +224 43 10 99/11 25 24 02  
Fax : +224 41 48 73  
csagno@yahoo.fr

GAMBIA

Alpha Omar JALLOW  
Dept. of parks & wildlife Management  
Abuko Nature Reserve  
Banjul, the Gambia  
Tel +220 375888/376973  
Fax +220 392199  
wildlife@gamtel.gm

GUINNEE EQUATORIALE

Crisantos OBAMA  
CUREF/ INDEFOR  
Tel : +240 83471  
crisantosobama@hotmail.com  
BP: 207 BATA  
GUINNEE EQUATORIALE

GHANA

David KPELLE  
Conservation International  
P.O BOX KA 30426 Accra  
Tel +233 21 78 0906/762009  
cioaa@ghana.com

KENYA

HILLMAN SMITH KES  
UNESCO  
Coordinator UNESCO/UNF/DRC  
P.O.BOX 15024, Nairobi -KENYA

NIGER

MOUSSA ALOU

DFPP  
Tel : + 73 40 69  
BP 721 Niamey  
République du Niger

NIGERIA

OKEYOYIN O AGBOOLA  
Nigeria National Parks Board  
OKOMU National Park, P.M.B 1329  
Benin CITY EDO State  
052/450938 - NIGERIA

ABULSALAM S.O  
GENERAL MENAGER  
KAINJI LAKE NATIONAL PARK  
P.M.B 1372 Newbussa  
Niger state –Nigeria  
Tel. : +234 31 67 0035  
+234 31 670315

LAWAN BUKAR MARGUBA  
Conservator-General  
Nigeria national parks board  
National Park service HQTRS,  
P.M.B 0258, Garki – Abuja-Nigeria

JARAFU ULAM MAMZA  
Nigeria National Parks Board  
Gashaka-Gumti National Park  
PMB 071 SERTI  
Liaison Office Yola  
Tel : 075-626069

MODU Sheriff  
Chad Basin National Park  
P.M.B 1026 Maiduguri  
Borno State, Nigeria

\* EBIN Clement  
General Manager  
Cross River National Park  
[coebin@yahoo.ca](mailto:coebin@yahoo.ca)  
tel.: + 234 8033173595

MUSA WARI  
Nigeria National Park Service  
P.M.B 0258  
ABUJA Nigeria

Ibrahim M.GONI  
Nigeria National Park  
KAMUKU National Park  
Birnin –Gwari P.M.B 002  
KIDUNA- Nigeria

J.S. IBEUN  
Nigeria National Parks service (Old oyo  
national park)  
P.M.B 1033, iseyin road  
Oyo-oyo state  
Nigeria

AARON Nicholas  
NCF/WWF Gashara Gumti National Park  
Project  
P.O BOX 80 Serti Taraba State Nigeria  
ncf@nyperia.com  
Tel: 01 2642497-8  
Direct:+ 8821646685551(Sat/Phone)

#### SIERRA LEONE

Aiah LEBBIE  
Njala University College  
Department of biological Sciences  
PMB, FREETOWN  
Tel +232 76 647779-Sierra leone

#### RDC

Chantal SHALUKOMA  
ICCN Projet PNKB/GTZ  
BP 86 Cyangugu  
[shalukchantal@yahoo.fr](mailto:shalukchantal@yahoo.fr)  
Bukavu-RDC

MENA WA MENA  
institut Congolais pour la Conservation de  
la nature  
(ICCN)  
Tel : +243 0815044838  
[pdg.iccn@ic.cd](mailto:pdg.iccn@ic.cd)

#### SENEGAL

MAMADOU BALDE  
Direction des Parcs Nationaux  
[dpn@sentoo.sn](mailto:dpn@sentoo.sn)  
tel : +221 832 23 09  
Dakar –SENEGAL

#### UNITED KINGDOM

Hazell THOMPSON  
Birdlife International  
Tel: +44 1223 277 318  
[Hazel.Thompson@birdlife.org.uk](mailto:Hazel.Thompson@birdlife.org.uk)

#### USA

Mohamed BAKARR  
Center for Applied Biodiversity Science  
Conservation International  
M treet, NW  
Washington, DC 20036  
USA  
Tel: +12029121435 / Fax : +12029120772  
[m.bakarr@conservation.org](mailto:m.bakarr@conservation.org)

#### LIBERIA

James E COLEMAN  
Society for the Conservation of Nature in  
Liberia (SCNL)  
P.O. BOX 2628  
MONROVIA ZOO  
LAKPAZEE, SINKOR  
MONROVIA LIBERIA  
[scnlib2001@yahoo.com](mailto:scnlib2001@yahoo.com);  
[jecoleman2@yahoo.com](mailto:jecoleman2@yahoo.com)

## Appendix 2 – Workshop Agenda

### **The Road to Durban 2003** **Regional Workshop on Protected Areas in West and Central Africa** *January 27-31, 2003; Kribi, Cameroon*

#### **Monday, January 27**

2:00 – 5:00pm      **Arrivals and Registration**

7:00 – 9:00pm      **Welcome Reception**

#### **Tuesday, January 28**

#### **Opening Session -- Chair: Estherine Lisinge Fotabong, WWF and IUCN/WCPA**

8:30 – 9:00am      Participant Introductions

9:00 – 9:15am      Welcome – Daniel Ngantou, *IUCN-ROCA*

9:15 – 9:45am      Workshop Objectives/Agenda – *M. Bakarr, CI-CABS and IUCN/WCPA*

9:45 – 10:00am      Keynote – “*Protected Areas in National and Regional Development*”  
Alhaji Lawan Marguba, *Nigeria National Parks*

10:00 – 10:15am      Opening Speech – *Secretary General, Ministry of Environment and Forestry, Cameroon*

10:30 – 11:00am      COFFEE BREAK

11:00 – 1:00pm      **Plenary Presentations (Chair: Roger Fotso, WCS)** (20 minutes each to introduce the following issues for Breakout Sessions)  
-- *Building Comprehensive PA systems – M.I. Bakarr*  
-- *IBAs: Relevance to PAs, Livelihoods and Capacity Development – H. Thompson*  
-- *World Heritage in West and Central Africa – K. Smith*  
-- *Application of IUCN Categories -- E. Lisinge*  
-- *Management Effectiveness – W. Adeleke*

1:00 – 2:00pm      LUNCH

2:00 – 3:00pm      **Plenary Discussion (Chair: Christine Sagno, DFPN)**  
(Discuss issues from presentation, develop Terms of Reference for breakout sessions, and identify Working Groups)

3:00 – 6:00pm      **Working Group Session** (Some sessions may start off with a few short presentations of case studies to highlight specific issues for consideration by the group)  
*Working Group 1: Building Comprehensive PA Systems*  
*Working Group 2: Application of IUCN Categories*  
*Working Group 3: Management Effectiveness of PAs*  
*Working Group 4: Promoting World Heritage Sites*

### **Wednesday, January 29**

9:00 -- 10:30am      **Plenary Session (Chair: David Hoyle, WCS)**  
*Working Group Reports* (15 minutes summary from each working group and synthesis of core recommendations)

10:30 – 11:00am      BREAK

11:00 – 1:00pm      **Plenary Session (Chair: Kes Smith, UNESCO)**  
(20 minutes each to introduce the following issues for Breakout Sessions)  
-- *Transboundary Conservation -- J-M. Garreau*  
-- *Capacity Building and Public Awareness – H. Thompson*  
-- *Financing biodiversity conservation -- B. Carr Dirick*

1:00 – 2:00pm      LUNCH

2:00 – 3:00pm      **Plenary Discussion (Chair: Alpha Djallow, DWNP, Gambia)**  
(Discuss issues from presentation, develop Terms of Reference for breakout sessions, and identify Working Groups)

3:00 – 6:00pm      **Working Group Sessions**  
(Some sessions may start off with a few short presentations of case studies to highlight specific issues for consideration by the group)  
*Working Group 5: Transboundary Conservation*  
*Working Group 6: Capacity Building and Public Awareness*  
*Working Group 7: Financing PAs*

### **Thursday, January 30**

9:00 – 10:30am      **Plenary Session (Chair: Daniel Ngatou, IUCN)**  
*Working Group Reports* (15 minutes summary from each working group and synthesis of core recommendations)

10:30 – 11:00am      BREAK

11:00 – 1:00pm      **Plenary Session (Chair: Chantal Shakuloma, KBPN, DRC)**

(20 minutes each to introduce the following issues followed by Plenary Discussions)

-- *Landscape conservation* -- M. I. Bakarr

-- *Governance of PAs* – J. C. Guinguiri

-- *PAs, local communities and livelihoods* -- B. Sinsin

1:00 – 2:00pm

LUNCH

2:00 – 4:00pm

**Working Group Sessions**

(Some sessions may start off with a few short presentations of case studies to highlight specific issues for consideration by the group)

*Working Group 8: Promoting the Landscape Approach*

*Working Group 9: Governance of PAs*

*Working Group 10: PAs and Poverty Reduction*

4:00 – 5:00pm

**Plenary Discussion (Chair: Denis Koulagna Kotou, MINEF)**

(Discuss issues from presentation, develop Terms of Reference for breakout sessions, and identify Working Groups)

5:00 - 5:30pm

BREAK

5:30 – 6:30pm

**Closing Session (Chair: Alhaji Lawan Bukar Marguba, NNP)**

Workshop Declaration – C. Shakuloma

Workshop Communiqué – P. Noupa

WCPA Membership and Network – M. Bakarr

Closing Remarks – D. Koulagna Kotou and Daniel Ngatou

Friday, January 31

Optional Field Trip

Departures

## Appendix 3 – Publication Outline

Title: Biodiversity Conservation and Protected Areas in West and Central Africa:  
Lessons and Visions for the 21<sup>st</sup> Century

Chapter 1. Introduction, *M. Imam Bakarr, E. Lisinge Fotabong, B. won wa Musiti*

The West and Central Africa geographical regions are home to one of the world's biologically richest ecosystems, the Guinea-Congolian lowland rain forest, which forms a belt along the coast from Guinea to Nigeria (with a slight break in Benin known as the "Dahomey Gap") and expands into vast the Congo Basin wilderness. Biogeographically, these forests constitute distinct vegetation patterns that reflect a gradient in the distribution of flora and fauna, with pockets of endemism among all the major taxa. The coastal forest belt extending from Guinea to the Sanaga River in southwestern Cameroon forms one such unit, which constitutes one of the world's biologically richest and most threatened ecosystems. The Congo Basin and associated forests in Central Africa constitute the second unit, which is not only biologically rich, but also relatively intact. In addition to the forest ecosystems, West and Central Africa regions are also endowed with a rich natural heritage on mountains (Mont Nimba and Mont Cameroon), and unique coral reefs and mangrove habitats along the Gulf of Guinea coastline. The northern savanna woodlands are also known for supporting large populations of wildlife, including elephants and a number of terrestrial herbivore species.

The biological richness in West and Central Africa is rivaled by the regions' vast cultural heritage. More than 289 million people are found in the two regions combined (about 45% of the total for sub-Saharan Africa), with the highest concentrations in Nigeria, Democratic Republic of Congo and parts of West Africa. From nomads of the Sahel to Pygmies in the Congo Basin, the people of West and Central Africa have a long history of dependence on biological resources from the myriad of ecosystems that exist across the region. Wildlife hunting for bushmeat, collection of medicinal plants, and harvesting of products for food and shelter are commonplace throughout the region. In addition, habitat clearance for growing crops is also widely practiced, particularly in the West African forest region where slash-and-burn farming is the dominant form of land use. Though the exploitation of resources by people has been sustainable in the past, current patterns suggest that the rich natural heritage is facing increasing degradation.

Conservation efforts in both West and Central Africa date back to the early 1920s when much emphasis was placed on setting aside blocks of natural areas to secure wildlife populations and forest resources. In those early years, such protected areas (e.g. Virunga in DRC, Odzala in Congo, Comoe in Cote d'Ivoire, and Park "W" in Niger) tended to be located in remote areas and often accessible to only small isolated human settlements. Over the last 50-60 years, over 180 PAs have been established in West and Central Africa (IUCN Categories I-V), covering about 48,391,000 hectares, which is about one third of the total land area of PAs in sub-Saharan Africa. Close to 20 different PAs have been designated as World Heritage Site, covering about 21,126,000 hectares (more than 70% of the total land area for WHSs in sub-Saharan Africa). Though still existing today, many of these protected areas are

no longer very isolated, and are faced with a myriad of management challenges. Human settlements have expanded and land use practices across the regions have created a mosaics of derived vegetation (include active farmlands) that extend right up to PA boundaries. Livelihood activities that were once restricted to a subsistence practices have become increasingly commercialized, resulting in uncontrolled and over-exploitation of biological resources. The resulting degradation and loss of biodiversity is in turn causing gradual marginalization of local communities and threatening subsistence livelihoods of millions of people.

It is against this backdrop of rich natural heritage, overexploitation and ecosystem degradation that conservation in West and Africa must now take place. It has become clear that the future of PAs in West and Central requires a new dimension that can accommodate emergent challenges and opportunities across the region. Innovation is needed in the institutions, the managers, policies and management strategies to maximize integration with mainstream initiatives in other sectors. The growing challenge of addressing human livelihood needs (often couched as “poverty alleviation” by the development community) implies that PA management must accommodate the priorities and interests of local people living across the broader landscape. Governments, development agencies, and local communities need to understand the significance of PAs for not just preserving the unique natural heritage, but also for maintaining ecosystem processes that are vital to local, national and regional economies. Protected areas also play a crucial role in sustaining healthy ecosystems, which mitigate risks associated with epidemiology of infectious diseases.

Over the last 50 years, the World Parks Congress has served as a global forum where crucial advances are made every decade on PA management and policies around the world. The V<sup>th</sup> WPC, which will take place in September 2003, in Durban, South Africa, promises to be no exception. With the theme of “Benefits beyond boundaries”, the Congress in Durban offers an excellent forum where a new vision for PAs in Africa can be delivered. Efforts are already underway to develop a strategic agenda for Africa’s PAs in the 21<sup>st</sup> Century, as part of the Africa Protected Areas Initiative (APAI), which is being led by IUCN’s Regional Office for East Africa (EARO) and in partnership with the IUCN’s World Commission on Protected Areas (WCPA).

Chapter 2. Protected Areas in National and Regional Development, *Alhaji Bukar Marguba*  
-- Note: Paper will be based on Alhaji's Keynote address, but contributions will be needed from Central Africa, and I'll suggest Daniel Ngantou and Denis Koulagna to work on this with Alhaji.

Chapter 3. Toward Comprehensive PA Systems in West and Central Africa, *M. Imam Bakarr, R. Kormos, and H. Thompson*

-- Note: This paper will include a section on IBAs (to be contributed by Hazell Thompson), and examples of analyses of species representation in PA systems (to be contributed by Germain Gandjui for Cameroon, Lee White for Gabon, Fiona Maisels for Congo, and Rebecca Kormos for Guinean Forests and Congo Basin).

- Build upon on-going WCPA global gap analysis initiative being lead by Conservation International’s Center for Applied Biodiversity Science (CI-CABS) to:

- Assess representation of threatened and endemic species in the existing PA networks
- Identify gaps in the PA coverage across the regions
- Recommend biodiversity-based targets for building an adequately representative regional system

Chapter 5. Application of IUCN Categories: Implications for future of PAs in West and Central Africa, *Estherine Lisinge Fotabong*

-- One or two national level case studies to be included (David Kpelle for Ghana)

- Application of IUCN categories at the national levels -- what are the implications re policy debate? How do they differ from other regions?
- Summary of the various national-level categories used for PA systems, and explain how they are related to the IUCN categories
- Implications for institutional issues across the regions

Chapter 6. Management of Effectives of Protected Areas, *Wale Adeleke and Martin Nganje*

-- Note -- DRAFT Paper was available at Workshop, and only now needs to include recommendations.

Chapter 7. Role and Importance of World Heritage Sites, *Kes Smith, Guy Debonnet, Rebecca Kormos and M. Imam Bakarr*

-- Specific case studies will be included from Cameroon, DRC, and Mauritania

Chapter 8. Conservation across borders: Transboundary Protected Areas -- Experience in West and Central Africa, *Jean-Marc Garreau*

-- Note: DRAFT paper was available in Kribi, but contribution needed for Central Africa (please contact Jean-Marc directly)

Chapter 9. Protected Area Governance, *Bihini won Wa Musiti and Jean-Claude Nguinguiri*

-- Note: Draft paper available, but contributions from West Africa needed and should be sent directly to Bihini and/or Jean-Claude

Chapter 10. Importance of PAs to Local Communities and Livelihoods, *Brice Sinsin*

-- Draft paper was available at workshop, but case studies and contribution needed from across the regions to include the following:

- How can protected areas contribute to social and human development as a means of alleviating poverty? How can people fulfill their own basic needs?
- Human needs should be considered in the context of safeguarding biodiversity, and PAs can play a critical role toward addressing those needs if considered as part of the larger landscape
- Need for PA experts and agencies to engage in dialogue with local communities about the value of PAs to seek ways of balancing with their livelihood priorities
- Issues of empowerment; local communities have their own sense of pride that needs to be taken into consideration when planning for “poverty alleviation” initiatives in the context of PAs

Chapter 11. Capacity Development and Public Awareness for Protected Areas, *Hazell S. Thompson and Roger Fotso*

-- Note: Paper will use BirdLife's experience with IBA Support Groups, but inputs welcome from others (please contact Hazell and Roger directly)

Chapter 12. Financing Protected Areas – Options and opportunities for West and Central Africa, *Brigitte Carr Dirrick and Hansen Njiforti*

-- with West Africa contributions from Tiekoure Kone

Chapter 13. Promoting the Landscape Approach to Management of Protected Areas, *M. Imam Bakarr*

-- Paper will focus on:

- Need to manage PAs as part of the landscape, which makes the “landscape approach” an important imperative for West and Central Africa
- Need to emphasize links between agriculture and biodiversity conservation, including the importance of natural areas for preserving watersheds and protecting agroecosystems
- Need to address issues of wildlife-human conflict
- Analysis of production practices that are compatible with the need to preserve and protect biodiversity