Michael Beresford
Adrian Phillips

Protected Landscapes:
A Conservation Model for the 21st Century

Despite humankind's continuing best efforts to destroy magnificent landscapes, devastate natural habitats, and extinguish our fellow species, the world is still full of many stunningly beautiful places, rich in biological and cultural diversity.

Many of these places are protected areas, a concept which dates back hundreds, possibly thousands of years, but which first found its modern expression in the late nineteenth century, beginning with the establishment of Yellowstone National Park in the USA. Since then, and particularly in the last 30 years, the number and range of protected areas (defined in IUCN 1994 as "an area of land/or sea especially dedicated to the protection and maintenance of biological diversity, and of natural and associated cultural resources, and managed through legal of other effective means") have expanded to the extent that there are now over 30,000 such areas covering almost one tenth of the Earth's land surface. That is a conservation estate equivalent to the combined areas of China and India.

This is the impressive legacy which the protected areas movement bestows upon the twenty-first century: a world-wide protected area network of national parks, nature reserves, conservation areas, and all the other names given to these special places. This network has been established and managed by farsighted individuals, responsible governments, and others who have acted on the belief that the richest natural assets on the planet should be protected from short-term exploitation by mining, logging, and poaching, from pollution, and from destructive infrastructure developments such as new highways, reservoirs, power stations, and electricity lines. Thus the establishment of protected areas challenges the prevailing mindset that sees progress in all development, even when it sweeps away the critical environmental capital of stunning landscapes and irreplaceable biodiversity.

A particularly powerful ideal in the protected areas movement has been represented by the model of the "Category II national park"; that is, the preservation of large areas of essentially pristine nature through government agency ownership and man-

agement. Land thus acquired is then defended against development pressures and made available for managed public use for recreation. This approach has been extraordinarily influential in countries around the world, but, as readers of THE GEORGE WRIGHT FORUM know only too well, it has encountered many difficulties.

Protected Areas at the End of the Century: Problems and Challenges

Though the gaps in the present coverage of protected areas are serious deficiencies in the global system, an even greater problem is the many threats to protected areas around the world. Volumes have been written about this topic and many conferences have addressed it, too. To summarise, we can say that protected areas face a number of challenges:

- Even when these areas exist in law, they often suffer from encroachment, poaching, unregulated tourism, deforestation, desertification, pollution, and so forth. The sheer number and extent of protected areas tells us nothing about how well they are managed. In some countries, indeed, many protected areas are really "paper parks"—there by law, but in reality largely a sham.
- Most protected areas lack management plans, yet such plans are essential if a national park or a nature reserve is to achieve its stated aims. No business enterprise, for example, can succeed without a business plan and an investment and marketing strategy—and in this respect protected areas are no different. Often countries have invested in setting up the parks, but have not followed this through with the necessary investment in management planning.
- The skills of protected area managers are often deficient. There may be competent biologists and foresters, but managing national parks and other protected areas at the end of the century calls more for the skills of working with people, and for business and financial skills. This has special relevance in countries where protected areas are being established in emergent market economies.
- Protected areas are often ignored in national and regional development planning, and in sectoral planning. For example, those charged with transport, agriculture, or energy development frequently overlook the needs of protected areas. And in some countries these problems are exacerbated by the lack of horizontal communication between different sectors of government, and of vertical

communication between different *tiers* of government.

- Most important of all, everywhere local communities tend to be alienated from protected areas nearby or in which they live. Yet without winning the "hearts and minds" of the people directly affected, conservation is at best a means of buying time.

Such are the problems—and there are many more—facing the world's protected areas at present. And threats will increase in the future: rising numbers of people, increased demands for resources of all kinds, pollution of many sorts (often novel and insidious), the prospects of accelerating climate change, the effects of globalisation—all these represent a new order of challenge to protected areas around the world.

A New Paradigm for Protected Areas

The paradox is that the world's protected areas face ever-greater threats to their continued existence just when their values are growing in importance to humankind. It has been a paradox which has been at the core of the last two World Parks Congresses, in Bali, Indonesia, in 1982 and Caracas, Venezuela, in 1992.

Both of these events were marked by a growing appreciation of the many important roles that protected areas play in society and their potential to do so even more in future. With the Convention on Biological Diversity (CBD) now enshrined in international law, we can point up these with increasing confidence. Table 1 shows how those values affect different sectors of government.

- *Biodiversity conservation:* nature conservation, health, agriculture, industry, foreign affairs
- *Watershed protection:* natural resources management, water supply
- *Storm protection:* disaster prevention
- *Tourism:* economic development, transport
- *Local amenity:* local government, recreation, public health
- *Forest and other products:* forestry, economic development, community affairs
- *Soil conservation:* agriculture, natural resources management
- *Carbon sequestration:* energy policy, foreign affairs
- *Research and education:* research, science, education (all levels)
- *Cultural values:* community affairs, local government

Table 1. Values of protected areas and principal sectoral policy implications

If protected areas indeed have a growing value to society, and yet they are increasingly at risk, it would appear that there is something badly wrong in the way in which we plan and manage them. Not all the answers, of course, are available to protected areas managers themselves. Issues such as the global patterns of trade, war and civil strife, and climate change are matters for national governments, often working together, to address. Unless present trends in these and other matters can be rectified, much local effort for conservation is doomed.

However, there are real areas in which those who plan and manage protected areas can make a difference. Over the past twenty years or so, many of the traditional views about running protected areas have been turned on their heads. A wholly new set of ideas has appeared—a virtual revolution in the way in which we manage these areas. While the global community emphasises the conservation of biodiversity, notably through the CBD, it is now widely recognised that:

- The relationship between people and the rest of nature is complex and interdependent, and that therefore the pursuit of nature conservation and natural resource management has to take many forms and involve many stakeholders;
- Cultural and natural perspectives are often intertwined, and nature conservation and the safeguarding of traditional values etc. are therefore mutually interdependent—and instruments which can achieve both aims, and encourage a sense of stewardship towards place, are especially valuable;
- Conservation will only succeed where it is pursued as a partnership involving local people and is seen to be relevant to meeting their social and economic needs;
- Traditional top-down approaches to nature conservation focused exclusively on natural and near-natural environments, though essential, are not sufficient: alone they cannot do the job of conserving biodiversity, they are not suited to all situations, and indeed have sometimes failed;
- Many landscapes previously thought of as "pristine" are in fact the product of interaction with people over long periods of time; and
- There is a need to identify places where people live in some kind of harmony with nature and use its resources more or less sustainably, since these are valuable in themselves and can serve as "greenprints" for other places as well.

As a result, thinking on protected areas is undergoing a fundamental shift. Whereas protected areas were once planned *against* people, now it is recognised that they need to be planned *with* local people, and often for and by them as well. Where once the emphasis was on setting places aside, we now look to develop linkages between strictly protected core areas and the areas around: economic links which bring benefits to local people, and physical links, via ecological corridors, to provide more space for species and natural processes.

Earlier language justified the creation of parks on aesthetic grounds; we now advance scientific, economic, and cultural rationales as well. Park visitors, engaged in recreation and tourism, were once seen as the protected area's principal customers; increasingly, the local community is most often recognised as the key stakeholder. Formerly, each protected area was seen as a unique investment in conservation; we now seek to develop networks and systems of protected areas so that the conservation of biodiversity and ecosystem functions can be secured at the bioregional scale. Fifty years ago protected areas were almost entirely a national responsibility; now many are seen, at least partly, as an international concern. The result can be fairly termed a new paradigm, as summarised in Table 2.

As it was: protected areas were…	***As it is: protected areas are…***
• Planned and managed against people	• Run with, for, and—in some cases—by them
• Run by central government	• Run by many partners
• Set aside for conservation	• Run also with social and economic objectives
• Developed separately	• Planned as part of a national or international system
• Managed as "islands"	• Developed as networks (strictly protected areas buffered and linked by green corridors)
• Established mainly for scenic preservation	• Often set up for scientific, economic, and cultural reasons
• Managed for visitors and tourists	• Managed with local people more in mind
• About protection	• Also about restoration
• Viewed exclusively as a national concern	• Viewed as an international concern, too

Table 2. A New paradigm for the world's protected areas

The Protected Landscape Approach

It is against this background, and the emergence of fundamentally new ideas about how protected areas should be managed, that there is increasing interest from all parts of the world in protecting places where people live and work, places whose future depends on a collaborative approach to management, with local communities playing a full, and often leading, role. The concept of "landscape" provides a framework for this, as the term is used here to describe the meeting place between humans and the environment, and product of the inter-relationship between nature and community.

Since 1978, IUCN–The World Conservation Union has specifically recognised the value and potential of lived-in working landscapes as protected areas. It calls such protected areas "protected landscapes" (Category V; see Table 3). At a time of unparalleled pressures on our protected area network, the protected landscape model could be a key to safeguarding the living diversity of significant parts of the planet, and an essential element in the process of sustainable living.

Protected landscapes are landscapes whose exceptional natural and cultural values have led to measures for this protection. They are natural landscapes that have been transformed by human action, but also places where the natural setting has shaped the way that people live their types of settlement and their way of life (Figure 1). Protected landscapes—and seascapes—provide an important key to the realisation of sustainable living. They are usually areas of outstanding visual quality, rich in biological diversity and cultural value *because of the presence of people*. Importantly, they represent a realistic way of achieving conservation objectives on private working lands.

The landscape we see is the iceberg tip supported by complex but unseen interactions based on a series of past and ongoing decisions. If we are to prepare plans and policies for the future management of landscapes, we need to understand the nature and extent of these interactions. This is the central management challenge of protected landscapes: it needs to take account of the pattern of land use and ownership, the social structures of the area, the current state of the economy, the cultural and political organisation, and the history, the language, and religion of the area. Two factors are central to the success of a protected landscape: effective conservation of the natural and cultural environment, and continued viability of the local economy.

Interest in protected landscapes grew in the 1980s (Lucas 1992). In 1988, an IUCN General Assembly resolution recognised protected landscapes as "living models of sus-

Figure 1. Traditional Corsican landscape—conservation through cultural survival.
Photo courtesy of International Centre for Protected Landscapes.

tainable use." Following a critical review of the IUCN protected area management categories at the 1992 Fourth World Congress on National Parks and Protected Areas (Caracas, Venezuela), IUCN acknowledged the need to give more attention to protected area models based upon people living alongside nature. Thus in its new *Guidelines for Protected Areas Management Categories* (IUCN 1994), IUCN recognised the reality of human populations living in many so-called strictly protected areas (people live in 86% of all national parks in South America), i.e., Categories I-IV (see Table 3). Moreover, it gave more attention to Categories V and VI. Category VI, the resource management protected area, recognises places that are kept in essentially their natural state as a basis for sustainable livelihoods for local people (rubber tappers' reserves in the Amazon, for example). Category V, the protected landscape or seascape, however, represents the most altered environment of all types of protected areas—see Figure 2 below.

Protected Landscapes (Category V): A New Paradigm

Thus, new thinking on conservation generally, and on protected areas in particular, is driving the growing interest in Category V pro-

	Areas managed mainly for:
Category I	Strict protection (e.g., strict nature reserve/wilderness area)
Category II	Ecosystem conservation and recreation (e.g., national park)
Category III	Conservation of natural features (e.g., natural monument)
Category IV	Conservation through active management (e.g., habitat/species management area)
Category V	Landscape/seascape conservation and recreation (e.g., protected landscape/seascape)
Category VI	Sustainable use of natural ecosystems (e.g., managed resource protected area)

Table 3. Protected area management categories (1994 system). Source: IUCN 1994.

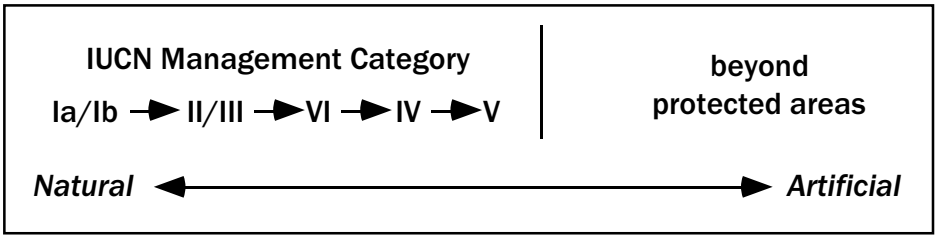

Figure 2. Protected area management categories and degree of environmental alteration

tected landscapes. Historically, pro-areas were solely about protection; now there is also a need to focus on ecological restoration. And, most relevant to Category V, whereas previously most protected areas were strictly protected as national parks or nature reserves, now park planners argue that they should be complemented by other kinds of protected areas in which people live, where biodiversity thrives, and where natural and cultural resources are used sustainably.

Protected Landscapes (Category V) are central in this new paradigm. They can:

- Demonstrate durable resource use;
- Buffer or link more strictly protected areas;
- Conserve not only wild biodiversity but also agrobiodiversity,
- Conserve human history in structures etc.;
- Support sound local economies in rural areas;

- Support and reward the stewardship of natural and cultural resources;
- Help generate tourism revenue;
- Provide scope for restoration ecology; and
- Be used to set standards, and develop management skills, for application elsewhere.

At present the distribution of protected landscapes is skewed towards Europe, but a significant number of such areas have been established elsewhere and there is a great *potential* to apply the approach, especially in the developing regions of the world. For example, protected landscapes are being created or are under debate in small island states in the Pacific and Caribbean, the mountains of the Andes, traditional coffee-growing areas of Central America, the landscapes of New England, and the rice terraces of the Philippines.

What is emerging is a new kind of protected area, in which people live and work—a model well-suited to the new protected area paradigm. IUCN sees great potential in the wider adoption of the protected landscape approach, alongside other more strict categories of protected area. Through its World Commission on Protected Areas (WCPA), it plans to promote it vigorously in the years leading up to and through the next World Parks Congress in Durban, South Africa, September 2002.

New Management Challenges

Protected landscapes then, are lived-in, working landscapes, subject to a particular conservation regime. Their management calls for skills needed by protected area managers generally, but the emphasis must be even more upon working with, through, and for local people as the means to achieve conservation aims. Key concepts are inclusion, partnership, co-management, stewardship, and a business approach.

In protected landscapes an inclusive approach is essential, where local communities are treated as central to the future of the area, and its management is directed at enabling them to share in the responsibility and benefits of designation. Although many valuable initiatives are in place, this *challenge of inclusion* represents a substantial change in direction and a re-ordering of priorities for many protected area managers, requiring the acquisition of a range of new skills and knowledge. In particular, there is a need to implement programmes on the ground that achieve conservation objectives *and* visibly improve the social and economic conditions for people living within these areas. Increasingly, the management challenge of these special areas will be focused on that difficult point where conservation requirements and community needs diverge. As the front-line conservation professionals, protected landscape managers will find themselves placed at the

centre of this challenge.

It follows that the planning and management of these areas must be carried out in *partnership* with the local community. Local economic initiatives and the promotion of the local economy will shape conservation objectives. Community participation should be legally secured and education and awareness-building about the objectives of the protected landscape within the community will be a priority. Without the support of the majority of the local community, the conservation objectives will not be realised. Therefore, building *co-management* capacity in which management is shared with the local community will become more and more important. Significantly, the point at which many of the key decisions about the management of these areas are made is moving to the community level where the protected landscape manager is centrally involved.

The concept of *stewardship* is also fundamental to this approach. Stewardship means managing privately owned land on behalf of society as a whole, with future generations in mind. At the heart of the stewardship process lies the need to enter into agreements with landowners to secure and manage the land in the best interests of long-term environmental conservation. This interaction between people and the land in an environmentally, economically, and culturally sustainable relationship is beyond the reach of government alone. Stewardship programmes will involve land-owners, local communities, commercial operators, nongovernmental organisations, and government agencies. There is no one model to be followed in designing stewardship programmes. Rather, they must take account of the pattern of land use and ownership, the social structure of the area, the current state of the economy, the cultural and political organisation, and the history and religion of the region.

Perhaps even more so than is the case for other protected areas, protected landscape managers are akin to managers of a *business enterprise*, responsible for some of the most value natural assets on the planet and having a major influence over the livelihoods of many individuals living in the area. Increasingly, protected landscape agencies are looking to industry and commerce to provide the necessary skills. Protected landscape managers need to build on traditional experience and knowledge and bring new skills to their work. Such skills are required to:

- Prepare and present management plans based on principles of partnership where local community interests are central;
- Prepare corporate financial plans containing detailed costings and budgeting proposals to achieve specific conservation, cultural, and economic objectives; and

- Develop efficient and effective management systems and structures.

More specifically, such skills are likely to include:

- Communication, presentation, negotiation, and mediation techniques;
- Conflict management and resolution—the ability to prepare an assessment of a conflict situation and develop a strategy to manage or resolve the conflict;
- Consensus-building—developing participatory decision making techniques, understanding the dynamics of group decision making, reaching inclusive solutions;
- Collaborative management—understanding and investing in co-management activities, developing processes and facilitating agreements;
- Organising, directing, and managing participation programmes, defining key principles of good practice, engaging interest groups and stakeholders;
- Incorporating social concerns into management plans—organising community appraisals and participatory action research;
- Integrating conservation and development programmes—designing environmental strategies and action plans, running integrated conservation and development projects, and understanding environmental impact assessments, strategic environmental assessments (SEAs), environmental audits, policy appraisal, and policy evaluation techniques,
- Directing environmental education, information, and interpretation programmes—raising awareness, building support, organising campaigns and marketing, seeking partners in providing services, and understanding different models, concepts, and contexts; and
- Organising information management—gaining access to, prioritising, managing, and disseminating information, geographic information systems, and information technology techniques.

Conclusion

For the past 125 years, the prevailing protected areas model has been that of nature protected against people. Such areas are needed as much as ever, and nothing in this article should be read as detracting from their huge importance. But they are not enough, and the opportunities to create many more such areas are fast diminishing.

The time has therefore come to move the idea of protected areas into a new setting—to places where people live and work, into working landscapes. IUCN's protected area management category V provides the model for this. Such areas are about achieving conservation objectives in

working landscapes, based principally on working agreements with land-owners to secure and manage the land in the best interests of long-term environmental conservation. It is a model that fits with the new paradigm for protected areas generally and is well-suited to the needs of the coming century. The management challenge will be focused on that difficult point where conservation requirements and community needs diverge. New skills are needed in protected area management generally, but the need is especially urgent in the context of protected landscape management.

Ed. note: A book on "The Protected Landscape Approach" will be published before the Fifth World Parks Congress in 2002.

References

IUCN. 1994. *Guidelines for Protected Area Management Categories.* Gland, Switzerland, and Cambridge, U.K.: IUCN.

Lucas, P.H.C. 1992. *Protected Landscapes—A Guide for Policy-makers and Planners.* London: Chapman and Hall.

Michael Beresford, International Centre for Protected Landscapes, University College of Wales, Science Park, Aberystwyth, Dyfed SY23 3AH Wales, United Kingdom; cf.sh@virgin.net

Adrian Phillips, IUCN World Commission on Protected Areas, 2 The Old Rectory, Dumbleton near Evesham WR11 6TG United Kingdom; adrianp@wcpa.demon.co.uk