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**IUCN National Committee UK (NCUK)  
assessment of protected area management effectiveness (PAME) in the UK**

**a report to contribute to UK international reporting**

**2018**



**Putting Nature on the Map Project**

This review is a contribution to the IUCN National Committee UK's (IUCN NCUK) on-going 'Putting Nature on the Map' project and was developed to provide context to the call from the Secretariat of the Convention on Biological Diversity for all CBD National Focal Points and PoWPA Focal Points worldwide to: 1) review current national Protected Area Management Effectiveness (PAME) data on the Global Database-PAME (GD-PAME) and 2) collect new PAME information and submit it to the UN Environment World Conservation Monitoring Centre (UNEP-WCMC) (Ref.: SCBD/SPS/DC/SBG/ESE/86679). The data provided will be included in a Supplement to the UN List of Protected Areas which will be launched at the fourteenth CBD Conference of the Parties, to be held in Egypt in 2018.

The review of new PAME data available in the UK is made against IUCN's World Commission on Protected Areas (WCPA) *Framework for Assessing Management of Protected Areas* (or WCPA Framework for short – see figure 1) which defines PAME as '...the assessment of how well an area is being **managed** – primarily the extent to which it is protecting values and achieving goals and objectives' and provides guidance to protected area specialists on both the structure of, and process for, developing an evaluation together with a checklist of issues that need to be measured (Hockings et al., 2000 – and updated Hocking et al., 2006).

The WCPA Framework is made up of a range of elements and processes that can usefully form the basis of any PAME system. It is based on the idea that an evaluation should reflect three main assessment themes:

- i. protected area/s design and planning issues;
- ii. adequacy and appropriateness of management systems and processes; and
- iii. delivery of protected area objectives including conservation of values

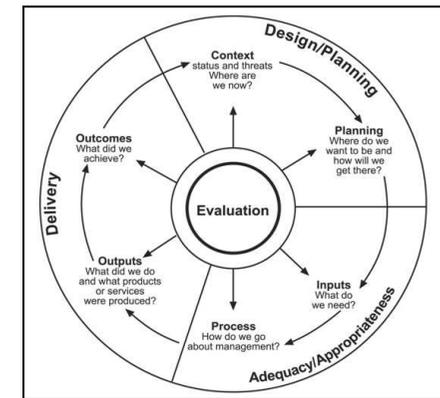


Figure 1: The WCPA Framework

From these three themes the WCPA Framework identifies six key elements of protected area management, which together provide the basis of a PAME assessment. These six elements reflect the way protected areas are established and managed, i.e. the management cycle. The WCPA Framework suggests that systems for PAME should include all six elements as they are complementary rather than alternative approaches to assessing management effectiveness (see table 1 overleaf). Thus the assessment needs to be made in the **context** of the protected area, so assessments first need to gather data on issues relating to the area's values, threats and opportunities, stakeholders, and the management and political context. Management starts with **planning** of strategies needed to fulfil the vision, goals and objectives of protection and to reduce threats. To put these plans in place and meet management objectives, managers need **inputs** (resources) of staff, money and equipment. Management activities are implemented according to accepted **processes** (i.e. best practices); which produce **outputs** by completing activities outlined in work plans. The end result of management is the achievement of **outcomes**, i.e. reaching the goals and objectives set for the biological conservation, economic development, social sustainability or cultural heritage of the protected area. More details of the Framework are given in Table 1 below.

This paper reviews the current PAME systems for the UK against the Framework using a simple traffic light system of compliance (see Table 2). Results are given in Table 3. Finally, table 4 reviews the existing data on the GD-PAME.

A background to this work is provided in the Briefing on Protected Area Management Effectiveness (PAME) prepared for DEFRA by the IUCN NCUK for CBD CoP13.

Table 1: Detailed elements of the WCPA Framework against which assessment of systems will be made

	DESIGN and CONTEXT		APPROPRIATENESS		DELIVERY	
Elements of management cycle	Context	Planning	Input	Process	Output	Outcome
Focus of evaluation	Assessment of importance, threats and policy environment	Assessment of PA design and planning	Assessment of resources needed to carry out management	Assessment of the way in which management is conducted	Assessment of the implementation of management programmes and actions; delivery of products and services	Assessment of the outcomes and the extent to which they achieved objectives
Criteria that are assessed	Significance/values Threats Vulnerability Stakeholders National context	Protected area legislation and policy Protected area system design Reserve design Management planning	Resourcing of agency Resourcing of protected area	Suitability of management processes and the extent to which established or accepted processes are being implemented	Results of management actions Services and products	Impacts: effects of management in relation to objectives

Table 2: Assessment traffic lights: Only those sites' systems which are assessed as amber or green will be reported as PAME systems

Key	Details
	PAME system in place but very few elements of WCPA Framework are included in the assessment and there is little indication that the assessment results are used to inform effective management
	PAME system in place but not all the elements of the WCPA Framework are included in the assessment meaning a full assessment of effectiveness is not possible <b>OR</b> all elements of the WCPA Framework are included in the assessment but there is no evidence that the results are fully used to inform effective management
	All elements of the WCPA Framework are included in the assessment and there is clear evidence of how results are used to inform effective management

Table 3: UK data to be added to the UNEP WCMC GD-PAME database

The PAME systems listed below were identified through a call the protected area community across the UK made by the Joint Nature Conservation Committee (JNCC).

PAME system	Source docs	PAME methodology review	PAME notes
<b>OSPAR MPA management effectiveness assessment</b>	<p>OSPAR MPA management effectiveness assessment guidance  <a href="https://www.ospar.org/site/assets/files/1902/ospar_management_reporting_guidance.docx">https://www.ospar.org/site/assets/files/1902/ospar_management_reporting_guidance.docx</a></p> <p>Results for each site are summarised at:  <a href="https://www.ospar.org/work-areas/bdc/marine-protected-areas/mpa-webtool">https://www.ospar.org/work-areas/bdc/marine-protected-areas/mpa-webtool</a></p> <p>The 2016 assessment summary and the OSPAR MPA 2016 status report provided a collated overview of the exercise undertaken across the OSPAR Maritime Area.  <a href="https://www.ospar.org/site/assets/files/1879/mpa_status.pdf">https://www.ospar.org/site/assets/files/1879/mpa_status.pdf</a></p>	<p><b>Methodology:</b> A simple methodology with four multiple choice answers clearly explained to ensure equivalence across sites.</p> <p><b>Elements of WCPA PAME Framework</b></p> <p><b>Context:</b> management planning question include clarity of objectives, threats</p> <p><b>Planning:</b> covers management planning and area design</p> <p><b>Inputs:</b> not covered</p> <p><b>Process:</b> not covered</p> <p><b>Outputs:</b> questions re implementation and monitoring of management actions</p> <p><b>Outcomes:</b> questions re achievement of outcomes</p> <p><b>Assessment:</b> The assessment system is a good example of a simple entry level PAME, it does not include all the elements of the WCPA framework, e.g. nothing on stakeholders, impacts of legislation, resourcing, management processes. Overview report should ensure results are used.</p>	<p><b><u>226 sites were assessed in 2016 plus a further 44 SPAs in Scotland; this equals 270 sites in total.</u></b></p> <p>The system assesses sites under the Convention for the Protection of the Marine Environment of the North-East Atlantic or OSPAR.</p> <p>It should be noted there will be some SACs and SPAs in UK waters that as a majority by site area occur above Mean High Water Mark but are still considered to include marine features by the UK. As such, the management effectiveness reporting system undertaken through OSPAR will not cover these particular sites. In addition, there are MCZs in Northern Irish Waters currently being nominated to OSPAR that do include reporting against the OSPAR methodology, but this information is not yet available in the public domain (expected by December 2018). ASSIs/SSSIs/Ramsar sites considered to contain marine components by the UK have also not been assessed against the OSPAR MPA management effectiveness assessment methodology because of their geographic location (above Mean High Water Mark) they cannot be nominated to OSPAR under current procedure.</p> <p><b>Note re UK data submission: As OSPAR is an international system UNEP-WCMC who coordinate the GD-PAME will collect data on this system directly from OSPAR and thus the UK submission to UNEP-WCMC does not need to include OSPAR sites.</b></p>
<b>WH Periodic Reporting</b>	<p>Periodic Reporting (PR):  <a href="http://whc.unesco.org/en/activities/862/">http://whc.unesco.org/en/activities/862/</a></p>	<p><b>Methodology:</b> Periodic Reporting 2<sup>nd</sup> cycle (2012-2015)</p> <p><b>Elements of WCPA PAME Framework</b></p>	<p><b><u>3 sites in the UK (and 2 in the UK Overseas Territories) have been assessed by both systems</u></b></p>

PAME system	Source docs	PAME methodology review	PAME notes
and IUCN's Outlook	IUCN's WH Outlook: <a href="http://www.worldheritageoutlook.iucn.org/explore-sites?keys=United+Kingd">http://www.worldheritageoutlook.iucn.org/explore-sites?keys=United+Kingd</a>	<p><b>Context:</b> The values are laid out in WH statements of Outstanding Universal Value/ Statement of Significance which are assessed in the PR. Threats are assessed in the section Factors Affecting the Property</p> <p><b>Planning:</b> Multiple choice questions on boundary, management system and legal framework</p> <p><b>Inputs:</b> Multiple choice questions on financial and human resources,</p> <p><b>Process:</b> Multiple choice questions on stakeholder relations and working practices,</p> <p><b>Outputs:</b> Several multiple choice questions relate to output questions.</p> <p><b>Outcomes:</b> The electronic version of the PR collates information to provide a final report focusing on outcomes</p> <p><b>Assessment:</b> The PR was based on the PAME methodology the Management Effectiveness Tracking Tool (METT) which was itself based on the WCPA Framework. Although considerably adapted for the UNESCO all elements of the WCPA Framework. It is not however clear how the results are used in site management.</p> <p><b>Methodology:</b> IUCN's WH Outlook 2014 and 2017</p> <p><b>Elements of WCPA PAME Framework</b></p> <p><b>Context:</b> The first section of the Outlook identifies and describes values, the second section includes an assessment of threat. The assessment and management section looks at stakeholder relationships</p> <p><b>Planning:</b> The assessment and management section looks at legal frameworks, planning and management systems and boundaries.</p>	<p><b>Note re UK data submission: As World Heritage (WH) is an international system UNEP-WCMC who coordinate the GD-PAME will collect data on this system directly from the WH Centre and IUCN, thus the UK submission to UNEP-WCMC does not need include WH sites.</b></p>

PAME system	Source docs	PAME methodology review	PAME notes
		<p><b>Inputs:</b> The assessment and management section looks at finance and staffing</p> <p><b>Process:</b> The assessment and management section looks at PAME, education and interpretation, tourism management,</p> <p><b>Outputs:</b> The assessment and management section looks at monitoring and research results</p> <p><b>Outcomes:</b> The fourth section assesses the current state and trend of values and the fifth provides the conservation outlook for the site.</p> <p><b>Assessment:</b> The Outlook Methodology is based on a variety of sources including the WCPA Framework and UNESCOs Enhancing Our Heritage PAME methodology for WH sites which is also based on the WCPA Framework. It is not however clear how the results are used in site management.</p>	
<p><b>Common Standards Monitoring</b></p>	<p>For an introduction see: <a href="http://jncc.defra.gov.uk/page-2217">http://jncc.defra.gov.uk/page-2217</a></p> <p>Detailed guidance on the system and each type of feature in terms of habitat and species can be found at: <a href="http://jncc.defra.gov.uk/page-2201">http://jncc.defra.gov.uk/page-2201</a></p>	<p><b>Methodology:</b> A detailed methodology focussed on outcome assessments.</p> <p><b>Elements of WCPA PAME Framework</b></p> <p><b>Context:</b> Conservation objectives are identified for features on each site, with associated targets or target ranges which should be met if the feature is to be judged to be in favourable condition. No assessment of stakeholders, national context etc.</p> <p><b>Planning:</b></p> <p><b>Inputs:</b></p> <p><b>Process:</b> management measures resulting in improvements to the condition of features or maintain features in favourable condition are recorded</p> <p><b>Outputs:</b> Monitoring data for each individual interest feature is collected and reported every 1-3 years.</p>	<p><b>8,095 sites. Assessments are on-going so specific dates per site cannot be given.</b></p> <p>A breakdown of sites is as follows:</p> <ul style="list-style-type: none"> <li>• <b>6,625 SSSIs covering 2,774,329.848ha</b> (as per the UK's upload for the EEA's 'Common Database on Designated Areas' dataflow via the EEA's EIONET website (CDDA-2017-GBR.mdb on 11 Apr 2017);</li> <li>• <b>390 ASSIs covering 110,524.246ha</b> (as per the UK's upload for the EEA's 'Common Database on Designated Areas' dataflow via the EEA's EIONET website (CDDA-2017-GBR.mdb on 11 Apr 2017);</li> <li>• <b>658 SACs</b> (including full Special Areas of Conservation (SACs), Sites of Community Importance (SCIs), candidate Special Areas of Conservation (cSACs)) <b>covering 14,539,228ha</b> as per the UK submission to the European Commission on 14 November 2017;</li> </ul>

PAME system	Source docs	PAME methodology review	PAME notes
		<p><b>Outcomes:</b> A seven point scale is used to describe the condition of interest features, and in guiding future management actions.</p> <p><b>Assessment:</b> The common monitoring standards is an extremely detailed assessment system based on developing, monitoring, reporting and adapting management in response to conservation objectives of site features. The system does not however look at overall site management in terms of stakeholders, planning, inputs and any wider outputs/outcomes (e.g. social, cultural, economic etc). England and Wales have both had programmes (IPENS and LIFE N2K – see notes) to develop site based action plans for conservation of site features based on CSM results.</p>	<ul style="list-style-type: none"> <li>• <b>273 SPAs covering 3,427,386ha</b> as per the UK submission to the European Commission on 14 November 2017; and</li> <li>• <b>149 Ramsar sites covering 787 439ha</b> as of 4 August 2017.</li> </ul> <p>The Joint Nature Conservation Committee (JNCC) is the public body that advises the UK Government and devolved administrations on UK-wide and international nature conservation. The Common Standards Monitoring system, adopted by the five Statutory Nature Conservation Bodies in the UK, has been in operation since 1999, and is used in sites covered by national legislation (Sites of Special Scientific Interest (SSSIs) in Britain and Areas of Special Scientific Interest (ASSIs) in Northern Ireland), European Directives (Special Areas of Conservation (SACs) and Special Protection Areas (SPAs)), and in international sites under international Conventions (Ramsar sites).</p> <p>The assessment is focussed on the site features for which each protected area is designated (e.g. habitat, species, or earth science feature) rather than the site itself. Sites may have one, two, or several interest features on them. Key attributes of the feature (e.g. extent, quality, supporting processes) are identified and targets set for each. Each attribute is then measured and compared against the target value set. If all the targets are met, the feature is in favourable condition. Human activities and other factors which are likely to be affecting the site adversely, and the conservation measures taken to maintain or restore the site, are also recorded.</p> <p>In <b>England</b> the CSM system is supplemented by the Improvement programme for England’s Natura 2000 sites (IPENS) between 2013 and 2015. IPENS developed Site Improvement Plans for each Natura 2000 site (i.e. SPAs and SACs) in England (these are available at:</p>

PAME system	Source docs	PAME methodology review	PAME notes
			<p><a href="http://publications.naturalengland.org.uk/category/5458594975711232">http://publications.naturalengland.org.uk/category/5458594975711232</a>) as well as Theme Plans to address issues that are common across many sites (e.g. invasive species); Evidence reports that help fill gaps in our knowledge about Natura 2000 sites and Implementation Plan which outlines the future management of England's Natura 2000 sites.</p> <p>A similar programme in <b>Wales</b>, LIFE Natura 2000 Programme (LIFE N2K) <a href="https://naturalresources.wales/about-us/our-projects/life-n2k-wales/?lang=en">https://naturalresources.wales/about-us/our-projects/life-n2k-wales/?lang=en</a>, ran between 2012 and 2015. The programme developed Prioritised Improvement Plans (PIPs) for all Welsh Natura 2000 sites. The PIPs are prioritised, costed plans which summarise the proposed actions needed by 2020 to help improve the condition of the designated habitat and species features of the site.</p>
SNH NNR PAME	[details of methodology not seen]	<p><b>Methodology:</b></p> <p><b>Elements of WCPA PAME Framework</b></p> <p><b>Context:</b></p> <p><b>Planning:</b></p> <p><b>Inputs:</b></p> <p><b>Process:</b></p> <p><b>Outputs:</b></p> <p><b>Outcomes:</b></p> <p><b>Assessment:</b> Based on WCPA Framework for assessing management effectiveness of protected areas (Hocking et al 2000 &amp; 2006).</p>	<p>SNH have been developing an approach to the management of their 30 National Nature Reserves (NNRs) in line with the WCPA Framework. They have built on, and sought to unify their existing arrangements. In 2016 they collated the available measures and descriptions relating to the management cycle sectors – Context, Planning, Inputs, Process, Outputs and Outcomes. SNH is currently evaluating the collated measures and proposing improvements to our NNR management.</p> <p><b>Note: As full details of this methodology are not easily available for review, IUCN NCUK have suggested that SNH provide information on PAME directly to UNEP-WCMC.</b></p>

Table 4: Review of current UK data held on GD-PAME (August 2017)

The basis of this list is the data currently held on the GD-PAME and forwarded by UNEP WCMC. Only the name of the system and date applied were given, so the IUCN NCUK undertook additional research to try and identify the sources of the data. As the majority of the data came from the original PAME study (Leverington et al., 2010a and b), which were used to develop the GD-PAME (Leverington et al., 2010a), these systems clearly qualify to be reported in the GD-PAME; but as most are no longer in use a more detailed assessment was not made.

PAME system	PA designation	Source	PAME information	Details	Action
Birdlife IBA (Important Bird Area Monitoring)	Varied assumedly	Birdlife International: <a href="http://datazone.birdlife.org/userfiles/file/IBAs/MonitoringPDFs/IBA_Monitoring_Framework.pdf">http://datazone.birdlife.org/userfiles/file/IBAs/MonitoringPDFs/IBA_Monitoring_Framework.pdf</a>	339 sites; all assessed in 2007	The IBA monitoring framework fits the overall PAME definition and data was included in the original PAME study which developed the GD-PAME (Leverington et al., 2010a). The system includes a threat analysis (context), condition monitoring (outcomes) and activities (outputs), along with limited conservation actions (planning and process). It does not have information on inputs.	Birdlife updating data.
European diploma	Varied	A detailed verification system: <a href="https://rm.coe.int/1680479ec1">https://rm.coe.int/1680479ec1</a>	5 sites; assessed on variable dates (1966, 1979, 1983, 1984, 1985)	The diploma was included in the original PAME study which developed the GD-PAME (Leverington et al., 2010a). We have not been able to find the actual methodology but this is a well established system which aims to: "recognises natural and semi-natural areas and landscapes of exceptional European importance for the preservation of biological, geological and landscape diversity and which are <b>managed</b> in an exemplary way." (our emphasis: <a href="http://www.coe.int/en/web/bern-convention/european-diploma-for-protected-areas">http://www.coe.int/en/web/bern-convention/european-diploma-for-protected-areas</a> ).	Information is up to date by UNEP-WCMC.
GOBI survey	Biosphere reserves	Governance of Biodiversity Survey Greifswald	3 sites; assessed in 2006	A global research survey on biosphere reserve management, data from which was included in the original PAME study which developed the GD-PAME (Leverington et al., 2010a). Minimal information is available in the Leverington et al report (2010a).	OK to keep as "historical study".
Marine tracking tool and Marine MEE	Marine Nature Reserves and Special Areas of Conservation	WWF-UK	3 sites; assessed in 2005	The methodology was a hybrid of several PAME systems developed for MPAs and was included in the original PAME study which developed the GD-PAME (Leverington et al., 2010a). The methodological approach, being based on several existing PAME systems, fits the WCPA framework.	OK to keep as "historical study" <b>NOTE:</b> the same sites are listed twice in the GD-PAME for the Marine tracking tool and Marine MEE; this is probably an error.

PAME system	PA designation	Source	PAME information	Details	Action
NPAPA England	English National Parks	The National Park Authority Performance Assessment (NPAPA)	7 sites; assessed in 2006	A self assessment and peer review process with three main components to the assessment, which looked primarily at management context, planning, processes and outputs. The system was included in the PAME study which developed the GD-PAME (Leverington et al., 2010a) and reviewed in a European PAME study linked to this study (Leverington et al., 2010b).	Since 2005 assessments have continued to be made (e.g. in the New Forest in 2012) and data needs updating but no response from the National Park Authority to the data call.
Scotland LNR	Local Nature Reserves	Land Use Consultants commissioned by Scottish Natural Heritage to undertake an evaluation of Local Nature Reserves (LNRs) in Scotland (Land Use Consultants, 2006).	16 sites, assessed in 2005	The study had two components: Desk review of existing research relating to LNRs as well as a review of development plan policies and a number of LNR Management Plans; and Stakeholder questionnaire, which was sent to all LNR site managers, local authority policy officers, SNH officers and user groups. The questionnaires were primarily narrative with a few yes/no questions. Issues covered context, planning, inputs, and processes.	SNH has done further work on PAME and will be able to update data.
Stockholm BR Survey	Biosphere reserves	Stockholm Biosphere Reserves Survey	3 sites, assessed in 2008	A global research survey on biosphere reserve management, data from which was included in the original PAME study which developed the GD-PAME (Leverington et al., 2010a). Minimal information is available in the Leverington et al report (2010a).	OK to keep as "historical study".
WHA Outlook Report	World Heritage sites	IUCN WH outlook: <a href="http://www.worldheritageoutlook.iucn.org/">http://www.worldheritageoutlook.iucn.org/</a>	5 sites, assessed in 2014	System developed by IUCN for all Natural World Heritage sites.	No action required, WH outlook assessments are being updated but this is ongoing and updates will not be available during this round of PAME data collection.

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Natural England

Northern Ireland Environment Agency

Scottish Natural Heritage

Galloway and Southern Ayrshire UNESCO Biosphere

National Trust for Scotland

The Wildfowl and Wetlands Trust

AONB Partnership

Isle of Wight AONB

National Trust for Scotland

Royal Society for the Protection of Birds

National Trust

British Trust for Ornithology

Scottish Wildlife Trust

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