area. Examples are Visitor Use Plans, Visitor Activity Management Processes (VAMP), Tourism Optimisation Management Models (TOMM), Limits of Acceptable Changes (LAC) or Visitor Impact Management Plans (VIM) (Eagles et al., 2002). Box 21 highlights concepts in two German parks, while Box 41 (page 176) addresses the issue of access from the perspective of visitors with special needs.

Participation of stakeholders in specific planning

Even though specific planning addresses "technical" issues, participation may play an important role, of course, depending on the topic and context of specific plans.

Regional development

Subsidiary planning should occur within, and acknowledge, the regional context of a particular protected area and should take into account the demands and provisions in nearby areas. Even if only "technical" issues are addressed in specific plans, regional development may be accounted for when drafting and designing these plans.

3.4 Management of established PAs

3.4.1 Personnel and organisational development[6]

Crucial resources of a PA are the motivation and competence of individual employees and the responsible bodies. To a high degree the internal structure of the PA's administration and management determines the performance of the PA. Personnel and organisational development is a dynamic and continuous process. Having a regard to national circumstances may necessitate considering different alternatives. The existence of other authorities, the degree of stakeholder involvement, aspects of fund raising, legal possibilities or constraints are the main factors influencing the choice and development of the organisational form. The main tasks performed by the PA agency include developing an identity, developing strategies, policies and objectives, together with competences, structures, processes, technical infrastructure and staff management. Whilst different types of organisation may be appropriate to run the PA (governmental, NGOs or private

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[6] This chapter is written by Roger Crofts largely from personal experience as Chief Executive of a government agency, Scottish Natural Heritage, for a decade, and from undertaking many IUCN World Commission on PA missions and advisory activities around Europe.

companies), the type of organisation should be carefully chosen and developed with a long-term perspective.

The challenges of organisational development

Most PA organisations are founded on a combination of one or more of the following – the conservation of biodiversity, geodiversity and landscape diversity, along with positive interaction with civil society as one of the beneficiaries. They frequently are organised with only an executive structure, with little or no non-executive involvement through a board or trustees, and occasionally with advisory committees to represent specific interests, most usually the scientific and conservation communities.

With the increasing and legitimate demand for engagement by and with stakeholders and for PAs to make a positive contribution to regional economic development, there are many challenges if these demands are to be met. The PA organisation will need to review its purpose and revise its strategy, it will need to evolve its organisational culture, it will need to adopt new operational approaches, it will need to employ new skills and competencies, it will need to re-examine and probably change its governance structure and it may need to change its organisational structure (see Phillips (2003) for an excellent summary of changes from older to newer approaches to PAs; see IUCN (2009) for an up to date statement).

All of these challenges are addressed in this section. They are treated in priority order. Beware practioners of doing the steps in the wrong order! It is all too easy, for example, to change the structure of the executive staff without knowing why the current structure is not fit for its future purpose, why improvements are needed and how they can be most effectively delivered. A logical and systematic approach is recommended.

The six challenges addressed are a prelude to the more specific contributions on particular aspects of management and development of PA organisations which are in the succeeding sections.

1. Strategic re-orientation

This step involves considering whether the purpose of the PA organisation can embrace stakeholder involvement, regional development and benefit sharing. It is most likely that these aspects have had limited consideration. However, documented experience (Borrini-Feyerband et al., 2004a and 2004b; Lockwood et al., 2006) and personal experience shows that for the PA organisation to operate effectively it does need to engage with a wide range of stakeholders and to produce

benefits regionally, as well as locally and nationally, and in some cases internationally.

Organisations are cautioned not to neglect or set aside the primary purpose of the PA, which will most likely be the conservation of natural and cultural assets. To do so would change the character of the organisation fundamentally and mean that it was not fulfilling its primary purpose. This may seem obvious, but cannot be overemphasised.

The question arises how the strategy should be re-orientated. The key points to be addressed are:

- Identifying the range of stakeholders: There is an in-built assumption that these are the local communities, but there are usually wider 'communities of interest', such as conservation bodies, user interest bodies, and economic development interests who have legitimacy and should be included. The practical advice is to draw the net widely at the outset.
- Identifying the public goods and services provided, such as ecosystem services.
- Defining the current benefits of the PA to stakeholders and to regional development.
- Identifying potentially new benefits which could be developed by the organisation working with stakeholders.
- Reviewing the geographical boundaries of operation of the agency to allow it to operate beyond the PA boundary.
- Identifying as a key objective partnership working to deliver public benefits locally, regionally, nationally and internationally.
- Considering whether a different PA model should be adopted or used as a benchmark for the re-orientation process. An obvious model is he UNESCO Biosphere Reserve (www.unesco.org) and another which could be adapted is the PANParks model (www.panparks.org).
- Developing an implementation programme for stakeholder engagement and public benefit at different geographical scales.
- Establishing key performance indicators as a means of monitoring and measuring achievement and allowing periodic review of the strategy.

2. Evolving organisational culture

An organisation developed to deliver conservation will inevitably have a culture based on scientific research, evaluation and monitoring and practical management of the natural and cultural features and the people using the PA. However, greater engagement with stakeholder communities and regional development

can be thought to dilute the original purpose of the organisation and undermine the commitment of the staff and management to the primary propose.

Key issues which need to be addressed are:

- Are the current values appropriate for addressing the evolving organisation?
- Do they specifically encourage staff to engage positively with other stakeholders and regional development than their normal allies?
- How can the organisation best describe, in terms understandable to all, how it wishes to engage with stakeholders and regional development interests?
- What is the most appropriate way of describing the necessary positive 'can do' culture imbued with the patience and perseverance that will be necessary?
- Consider how will stakeholders react to the evolving culture, maybe ask a selection for their reaction!
- Active promotion of the values of the organisation and the evolving culture by the head of the organisation to all staff.
- Ensure that the staff appraisal systems include assessment of individual performance in delivering the revised culture and values.

This activity needs to be undertaken as a collaborative exercise involving all levels of staff and management, rather than being imposed from the top. This approach will ensure that sensitivities and concerns are recognised and effectively addressed, and that all staff can participate with their ideas and suggestions and therefore are likely to have a greater commitment to the outcome than if it is imposed upon them.

3. Developing new approaches to working

The challenge of working with stakeholders and delivering benefits beyond those traditionally considered by the PA agency means developing new approaches. This takes time, should not be rushed, but neither should it go at the pace of the slowest.

The key issues to developing new approaches to working are:

- Learning how to work in partnership with bodies and groups with different objectives and different ideals.
- Learning how to understand the perspectives, needs and approaches of partners.
- Learning how to relate the needs of partners, as expressed in their strategies and plans and in their approaches, to the objectives of the PA organisation: identifying points of synergy as well as points of difference.
- Learning how to communicate effectively with others rather than indulging in the organisation's own jargon.

- Thinking and acting creatively about partnerships that have never been part of the organisation's approach in the past.
- Engaging with stakeholders to share ideas and interactively develop new ways of working and new approaches to the resolution of problems.

Figure 35 illustrates the likely community of interests which the PA organisation should interact with. This should be on a bilateral basis and also by developing a network of all of the interests.
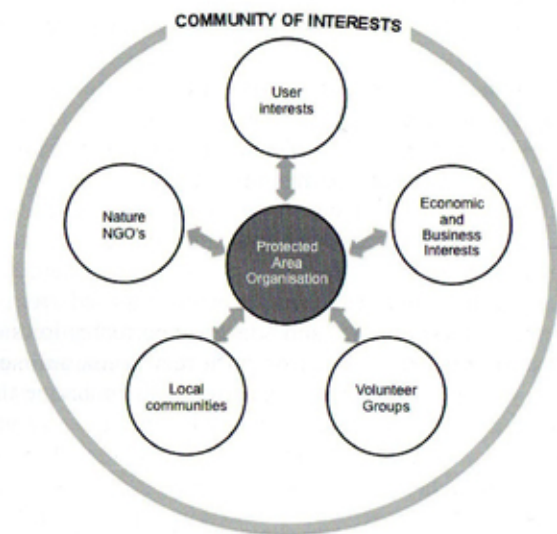

Figure 35: Community of interests interacting with a PA
Source: Authors' draft based on Croft (2010).

4. Engaging and developing new skills

PA organisations will have been traditionally staffed by those with expertise in conservation: biology, earth science, ecology and ecosystem management being the principle skills with a focus on scientific research, knowledge gathering, monitoring and data management. As organisations have developed, they have embraced other expertise and skills, such as education, communication, people management, law enforcement, monitoring, strategic planning and review, financial management, fund raising, and meeting international obligations.

With the demands placed on the organisation for engaging with stakeholders and delivering benefits, comes the requirement to engage staff with other skills sets and to provide the opportunity for existing staff to re-skill as part of the their personal career development. Critical amongst the skills required is the ability to develop partnerships, to be able to negotiate deals of benefit to all parties, to be able to resolve conflicts between different interests, and to be able to communicate with a variety of stakeholders. Whichever route is chosen: internal re-skilling or external recruitment, it places a demand on the management of the organisation to ensure that the skills are recognised as essential by all staff and to persuade existing staff to work effectively with their new colleagues or the old colleagues that have been re-skilled.

In addition, to become really effective in partnership working, delivering benefits and engaging with stakeholders requires the whole organisation to take on board these new approaches and styles of working. This will require all managers to encourage their staff to embrace not only the strategic re-orientation and evolved culture referred to above, but also to develop training programmes for all staff in recognition of the changing circumstances and changed operating environment of the organisation.

The changes in organisational culture and approaches to work, alongside engaging and developing new skills, all provide an opportunity for staff to develop their careers. This requires commitment by all levels of management, led by the chief executive, to stimulate appropriate mechanisms for personal development and allow staff to identify chosen routes which will benefit them and the organisation. A staff development programme should be instigated to allow staff to prepare their proposals and discuss them with line managers; for line managers to be sufficiently well informed of opportunities to advice and encourage their staff; and for senior management to devise means of stimulating take up of opportunities, on the job and off the job.

5. Changing the governance

Once the four proceeding stages have been put into practice, it will be necessary to review and if appropriate modify the governance structure at non-executive and executive levels and the staff structure (see Swiderska (2008) for a general treatment; see Dudley (2008) for definition of governance types).

Many PAs organisations do not have a non-executive tier and are entirely governed by the senior management or report directly to the government at regional or national level. Some organisations have adopted consultative arrangements with key stakeholder groups, such as the conservation science community and the wider stakeholder community, but as their name indicates, these are merely advi-

sory and do not have any formal role in the governance of the organisation. Some PA organisations have, since their establishment, had a governance structure at the non-executive level, for example the national parks of England and Wales, however, these are the exception rather than the rule.

Two forces are operating on many PA organisations to change their governance structures: the push to come out of isolation from a narrow scientific and conservation body, and the pull of engaging more effectively with the wide range of stakeholder interests. PA organisations should therefore consider very seriously developing a non-executive level of governance. It should have the responsibility for developing and overseeing the implementation of the organisation's strategy and for determining the level and disposition of resources, and for reviewing the overall performance of the organisation against key performance targets as part of the strategic action plan. There should be an appointment process which allows representatives of all of the 'communities of interest' to apply. This process should comprise of a transparent mechanism for appointment, for setting of lengths of appointment and for periodic review of individual and collective performance. This is a model well developed in the UK, for example, for charities, such as PAs, NGOs, as well as for governmental bodies, such as national park authorities.

It might also be appropriate to establish broader based consultative mechanisms, either on a bilateral basis between the PA organisation and individual partners, or on a more collective basis through establishment of an advisory body or a series of such bodies. Care should be taken that there are not too many such bodies and that their membership is not too large as these will create a cost for the organisation which, if not properly managed, will be greater than the benefit received.

At the executive level, most organisations have a top level management body, variously termed the executive management team, the executive board or other similar name. This body will consider itself as the control team of the organisation. That is why it is necessary to have a non-executive tier as a corrective to executive dominance, as a source of engagement by a wider groups of interests, and as a way of independently reviewing the performance of the organisation. It should be obvious, therefore, that the role of the top executive team is to ensure the delivery of the strategy and implement action plans of the organisation and to set out means of monitoring performance of the PA and the organisation itself. Care should be taken that the top executive level team is neither too large: not more than 8, or too small: not less than 3, and that its members collectively operate for the benefit of the whole organisation rather than for the particular part which they are personally line manage. In other words, it should embrace responsibility for ensuring stakeholder engagement, partnership working and delivering

societal benefits alongside the more traditional responsibilities of achieving effective conservation.

6. Re-considering the organisational structure

Finally, there will be a need to reconsider the organisational structure, not necessarily with a view to changing for its own sake, but to determine whether it is fit for delivering the strategic re-orientation and the engagement of staff with a range of skills to cope with partnership working, stakeholder engagement and delivering societal benefit. There is no one solution to this. The guiding principle should be that the new skills and new approaches are effectively positioned in the structure, and neither given too great a prominence over other responsibilities, or side-lined as if they were of little significance.
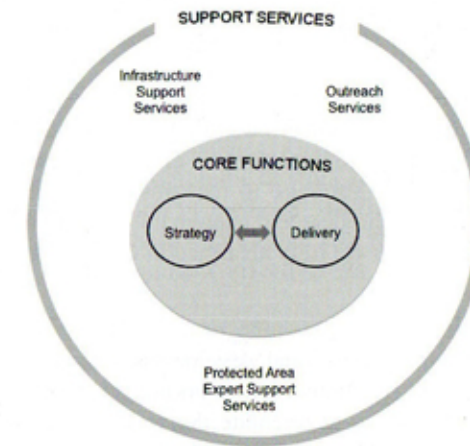

Figure 36: Ideal structural model of a PA
Source: Authors' draft based on Croft (2010).

The ideal structural model is shown in Figure 36. It is not a structural diagram as there is no ideal structure. Managers should ensure that the key functions perform by the organisation distinguish between the 'core functions' and 'support services'. The former are those that directly achieve the mission by developing the strategy and ensuring the ability to review performance, and delivering the strategy on the ground within the PA and in cooperation with the 'communities of

interest'. Support services are those that ensure the organisation is operated as efficiently as possible:

- PA Expert Support Services are natural and social scientific expertise on all aspects of knowledge gathering, analysis, information provision for management of the PA and for dissemination to the public and community of interests;
- Infrastructure Support Services include information technology, information management, human resources, and financial management; and
- Outreach Services include partnership working, education and communication, commerce and business development, and fund raising.

Stakeholder involvement

From the discussion and advice above, the key points for ensuring that a PA organisation is capable of ensuring engagement of and with stakeholders are:

(1) Change the strategy to recognise this additional dimension of the organisation's work,
(2) Review the culture and ensure that changes in approach are developed with full staff involvement and ensure that they are articulated to all in the organisation and that they are implemented effectively, and
(3) Change the governance structure to recognise the legitimacy of direct involvement of key stakeholders and change the executive structure to ensure that the new approaches are fully absorbed in the organisation's operation.

Regional development

For effective contribution to regional development, the organisation will also need to review its strategy, its approach to working, its skill set, and its governance. It will most of all need to re-orientate the way it does its business from a largely internal concentration on conservation to an approach embracing the ability to understand the needs of regional development, to be able to analyse the regional development plans and financial instruments, and to develop means for delivering greater benefits to the region beyond the boundaries of the PA.

3.4.2   Evaluating management effectiveness

Aims of evaluations of management effectiveness

Protected area management effectiveness is the degree to which protected area management protects biological and cultural resources, and achieves the goals and

objectives for which the protected area was established. Both researches and practitioners alike have documented numerous problems with regards to management effectiveness in protected areas (Ervin, 2007). Some examples documented are that; 70 percent of tropical parks are affected by poaching, encroachment, logging, and a host of lesser threats (van Schaik et al. 1997); more than 90 percent of Russia's national parks have serious gaps in infrastructure, management planning, and staffing (Tyrlyshkin et al., 2003); and most of the 110 parks in South Africa's KwaZulu-Natal Province have major gaps in data collection, park layout and design, field equipment, and research (Goodman, 2003).

For anyone working in (and serious about) protected area management this is cause for much concern and needs to be addressed before the situation deteriorates any further. The assessment and evaluation of management effectiveness of a protected area is a very important step that goes a long way to achieving the goals of the protected area. As it is widely recognised that there is a need to improve the effectiveness of management of protected areas, this in turn has lead to an increased interest in the development and application of monitoring and evaluation systems that address the broad issues of protected area management.

This concern for effective management in protected areas has been recognised by the CBD (Conservation on Biological Diversity) and in response to this, 188 countries signed (in 2004) a programme of work for protected areas aiming at the

- development and adoption of methods, standards, criteria and indicators for evaluating the effectiveness of protected area management and governance;
- establishment of management effectiveness databases to track status and trends;
- implementation of management effectiveness evaluations in at least 30 percent of protected areas within each country; and
- integration of the results of management effectiveness assessments into management planning and practice

The assessment of management effectiveness is also an important step in developing a protected area system master plan. Such assessments not only reveal management gaps in the protected area system but also guide protected area strategy and capacity development, enable adaptive management, guide effective resource allocation, reveal the scope, severity, prevalence, and distribution of an array of threats and pressures to the protected area, as well as the promotion of accountability and transparency among key stakeholders, and build support for the protected area management.

By carrying out protected area assessments such approach enables policymakers to refine their conservation strategies, re-allocate budget expenditures, and