

HANDS ACROSS BORDERS

An International Workshop
on Transboundary Conservation



Edited by

Matthew McKinney & Charles Besancon

Hands Across Borders: An International Workshop on Transboundary Conservation

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About this Report

Many of the world's most important land, water, and other natural resources issues – including sacred landscapes, wildlife corridors, impacts from climate change, watershed management, community development, and so on – transcend the legal and geographic reach of existing jurisdictions and institutions. Since no single entity has the power or authority to address these types of cross-boundary issues, there is a gap in governance and a corresponding need to create informal and formal ways to work more effectively across boundaries. Building on this reality, 50 conservation leaders from throughout the world came together in Glacier National Park in September 2016 to learn from each other, identify best practices to promote and support transboundary conservation, and to shape a global agenda for the future of this work. This report highlights the findings, conclusions, and recommendations of the participants.

Acknowledgements

Several individuals and organizations contributed to the success of this report and the associated workshop. Thanks to the participants, sponsors, leadership team, and facilitation team for their collective commitment to fostering resilient communities and healthy landscapes by working across political, jurisdictional, cultural, disciplinary, and national boundaries.

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Hands Across Borders
For a full copy of this report and associated material, please go to:
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Executive Summary

Introduction

Fifty conservation leaders from six different continents came together in Glacier National Park in September 2016 to:

- Recognize the role of Waterton-Glacier International Peace Park as the world's first international peace park and as an inspiration for international peace parks and transboundary conservation (TBC) throughout the world;
- Celebrate Glacier National Park's unique contribution to the 100th anniversary of the U.S. National Park Service as a partner in the only international peace park in North America;
- Acknowledge the role of Rotary International and other local leaders in catalyzing, enabling, and supporting international peace parks and TBC initiatives;
- Emphasize the unique role of indigenous people in TBC initiatives;
- Exchange information, learn from each other, and chart a course for the future of TBC worldwide;
- Build the capacity of participants to catalyze, enable, and sustain TBC initiatives; and
- Inform and invigorate the global network of TBC practitioners.



The participants represented 28 different TBC initiatives across 70 countries. Through a mix of presentations, problem-solving clinics, and field trips, the participants shared their experiences in catalyzing, enabling, and sustaining TBC initiatives across different types of ecosystems; social, economic, and political systems; and cultures and languages.

The workshop was designed as a pilot project, the first of what the organizers hope will be a series of similar workshops throughout the world. It was catalyzed by *Transboundary Conservation: A Systematic and Integrated Approach*, a Best Practice Guideline published in 2015 by the International Union for the Conservation of Nature (IUCN) World Commission on Protected Areas (WCPA). A draft of this IUCN-WCPA Best Practice Guideline was presented at the World Parks Congress in 2014, during which several people challenged the authors to use the publication as a vehicle to build the capacity of TBC practitioners.

This practitioner's workshop was coordinated with the annual conference of the Waterton-Glacier International Peace Park Assembly, in part to recognize the essential role of Rotary Clubs and the private sector in catalyzing and facilitating peace parks and TBC throughout the world.

The Program Agenda, as well as additional information about the workshop -- including videos of guest speakers, PowerPoint presentations, and profiles of most of the participating TBC initiatives is available at <http://naturalresourcespolicy.org/projects/transboundary-conservation.php>.

Key Lessons

1. Cooperative Management

Cooperation across borders is a defining feature of transboundary conservation. However, many challenges exist in establishing and maintaining robust and resilient cooperation mechanisms across borders. Practitioners identified several

factors for success in this regard, including: the quality of leadership, the level of stakeholder engagement, how well aligned the initiative is with national, regional and global conservation goals and targets, the importance of good data and information to articulate the need to stakeholders and decision makers for transboundary engagement, and the importance of developing a shared vision. The presence or history of conflict between nations was noted as a significant barrier for building trust to achieve cooperative management, but transboundary environmental cooperation was identified as a tool to overcome this barrier. Finally, practitioners noted the importance of simultaneously utilizing top-down and bottom-up approaches to develop sustainable transboundary cooperative mechanisms.

2. Alternative Models of Governance

Traditional models of conservation where governments are the primary decision-makers are unlikely to unleash the full benefit of what transboundary conservation can offer. Practitioners noted the importance of a third party that can act as a convener, facilitator, and provide a long-term mechanism to coordinate between governments and other stakeholders. Non-Governmental Organizations (NGOs) can play this role very effectively, particularly when they have a physical presence in each country in a transboundary initiative and sustainable resourcing. Private sector partnerships were also noted as very important in certain contexts. Ensuring that stakeholders at all levels of governance are fully engaged can lead to more resilient initiatives that are able to withstand unplanned-for challenges, including changes in political engagement and climate change, among others.

3. Securing Financial Sustainability

Because most nature conservation is funded and supported at national level, there is a particular challenge in securing financial sustainability for transboundary conservation initiatives. Governments may find it challenging to fund activities across their borders and the transaction costs of operating in a transboundary context are higher compared to national conservation because of the increased need for coordination, language translation, and longer time periods to organize such efforts and move from vision to action. To ensure financial sustainability, practitioners noted the importance of raising awareness of the benefits of transboundary conservation with policy-makers, decision-makers, and donors. Additionally, it was noted that it is most effective to consider funders not as donors, but to consider them and treat them as investors instead.

Challenges of funding disparities in many initiatives where countries are in different stages of development and a power discrepancy exists can be overcome in part by setting up transboundary environmental trust funds and/or establishing other third-party institutions that can raise needed resources and deliver them where they are needed the most. Aligning transboundary initiatives with national, regional and global goals such as those established through the Convention on Biological Diversity, the United Nations (UN) Sustainable Development Goals, and the Paris Climate Accord, was noted as a wise strategy to access funding streams from multi-lateral and bi-lateral donors who allocate funds specifically for this purpose. Mainstreaming biodiversity through other sectors was also noted as an important and emerging (but challenging) strategy to achieve nature conservation goals.

Participants also discussed the merits of using ecosystem goods and services as a way to generate funding to support transboundary conservation. Identifying the beneficiaries of the ecosystem goods and services produced by a particular transboundary region may generate broad-based support and buy-in from funders, governments, and other stakeholders. Tapping in to the stream of ecosystem goods and services may also provide more sustainable funding. Some participants, however, cautioned against placing a dollar value on nature conservation given that such an approach may lead to more development and less conservation depending on economic value of alternative scenarios.

4. Decision support tools

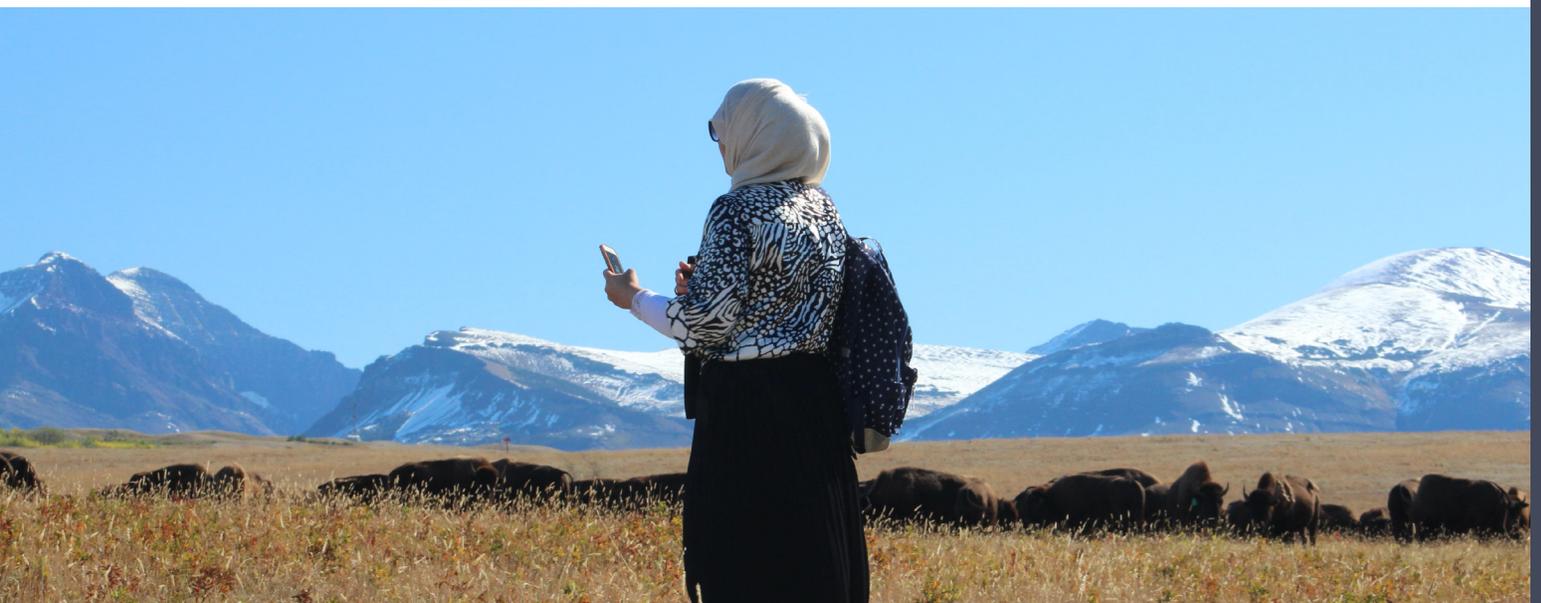
Though not listed as a key issue for the workshop, a cross-cutting issue identified by participants at several different times during the workshop is the need for additional tools to support decision making. The *IUCN WCPA Diagnostic Tool for Transboundary Conservation Planners* was noted as particularly helpful to determine the right level of engagement, capacity needs, risks and opportunities for transboundary initiatives. Practitioners also noted the great value of the *Transboundary Conservation: A Systematic and Integrated Approach Best Practice Guidelines*, particularly the charts, diagrams and processes which can be worked through to assess, analyze and organize detailed information, thus making it more accessible and relevant.

However, additional tools need to be developed to assist decision-makers and practitioners in: developing appropriate transboundary agreements based upon local circumstances, using legal frameworks, tools and guidance to empower local

community engagement and adaptive management feedback loops, and build capacity and ensure financial sustainability for the strengthening and enforcement of transboundary agreements.

Next Steps

- Convene periodic international workshops for a broad cross-section of practitioners. Address Common needs and interests, and adapt the format used in *Hands Across Borders* as appropriate.
- Convene regionally-based capacity building/training workshops based on the needs and interests of the region. Work with local transboundary conservation leaders to mobilize and engage participants, secure funding and offer resources, and to co-convene the workshop.
- Include indigenous leaders and practitioners in designing convening capacity building workshops and transboundary conservation initiatives more generally;
- Involve graduate students and other “future leaders” in facilitating these types of workshops;
- Limit participation to no more than 50 people to foster relationship building and in-depth conversations and peer learning;
- Build on the network of Rotary Clubs throughout the world, and encourage them to become more involved in transboundary conservation initiatives in their area, involve Rotary club leaders in transboundary conservation workshops as appropriate;
- Utilize IUCN’s Transboundary Conservation Specialist Group to expand the network of practitioners that participate in the workshops and to disseminate lessons learned from workshops to the global network;
- Develop additional decision-support tools for transboundary conservation, and share the tools via the global network and use them, as appropriate, in future workshops.





Chapter 1

Introduction

Fifty conservation leaders from six different continents came together in Glacier National Park in September 2016 to:

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facilitating peace parks and TBC throughout the world.

Leadership Team

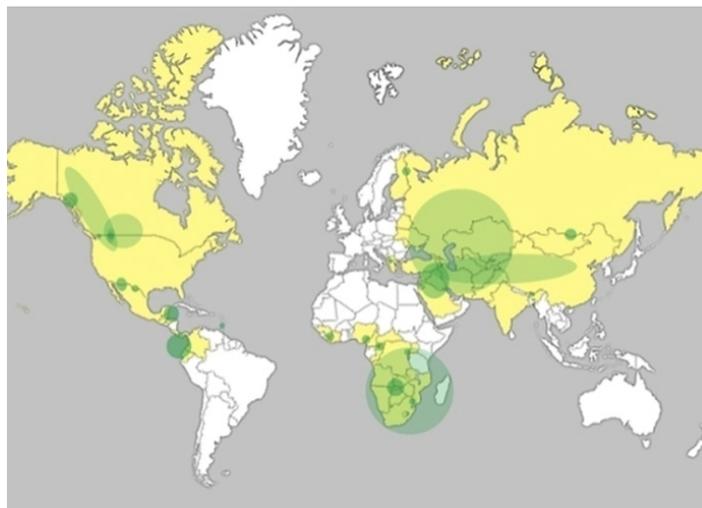
Jeff Mow, Matthew McKinney, Harvey Locke, Todd Walters, Mo Stein, Greg Olson, Libby Khumalo, and Wylie Carr served as the core leadership team that catalyzed, organized, convened, and facilitated the workshop. Maja Vasilijević, Kevan Zunckel, and Michael Schoon also served on a larger leadership team. They provided direction throughout the planning process, presented Best Practices Guidelines at the workshop, and acted as resources during the workshop clinics.

Practitioners

Thirty-two transboundary conservation practitioners participated from 28 initiatives. The practitioners represented 70 countries and 6 continents. In addition to this geographic and cultural diversity, the transboundary conservation initiatives ranged in maturity, from those in the design phase (e.g., Greater Big Bend Coalition) to long-established initiatives (e.g., Waterton-Glacier International Peace Park).

The initiatives also ranged in spatial scale, from representing two countries (e.g., Maloti-Drakensberg Transfrontier Conservation Programme) to representing multiple countries (e.g., MesoAmerican Reef). See map and Appendix 2 – Case Studies.

The practitioners themselves held a variety of positions, with some representing non-governmental organizations (e.g., International Gorilla Conservation Programme), others from government organizations (e.g., Department of



Environment of Iran), some from Native American tribes and First Nations groups (e.g., Blackfoot Nation) and others from academic institutions (e.g., University of Montana).

Facilitation Team

In addition to the leadership team and practitioners, Charles Besancon, Pedro Clemente, Peter Gurche, Shawn Johnson, Jennifer Thomsen, Todd Walters and Elena Nikolaeva facilitated the small group problem-solving discussions.

Hands Across Borders could not have taken place without the generous support of many organizations and individuals (see Appendix 3 - Sponsors). Their support allowed the conveners to provide travel, lodging, food, and miscellaneous expenses for most of the participants.

The Program Agenda, as well as additional information about the workshop -- including videos of guest speakers, PowerPoint presentations, and profiles of most of the participating transboundary conservation initiatives is available at <http://naturalresourcespolicy.org/projects/transboundary-conservation.php>.

The World's First International Peace Park

Participants were welcomed to Waterton-Glacier International Peace Park and the surrounding transboundary neighborhood through a series of short presentations by recognized leaders.

Earl Old Person, Chief of the Blackfeet Nation, welcomed participants to the traditional territory of the Blackfeet people. Through stories, song, and a prayer, Chief Old Person highlighted the essence of transboundary conservation – “coming together” – to preserve and sustain both natural and cultural heritage and humanity’s connection to the landscape.

Demonstrating the high level of interest and commitment among political leaders in the United States and Canada, *Canadian Prime Minister Justin Trudeau, United States Senator Jon Tester (Montana), Canadian Minister Catherine McKenna (Environment and Climate Change), and United States Secretary Sally Jewell (Department of the Interior)* provided commentary on the importance of this gathering and the work of transboundary conservation practitioners throughout the world.

Harvey Locke, strategic advisor for Yellowstone to Yukon Conservation Initiative, moderated a discussion on the multiple dimensions of transboundary conservation in and around Waterton-Glacier International Peace Park. He introduced *Jodi Hilty*, President and Chief Scientist with the Yellowstone to Yukon Conservation Initiative and *Gary Tabor*, co-founder of the Roundtable on the Crown of the Continent and Executive Director of the Center for Large Landscape Conservation. These

speakers highlighted the multiple spatial scales at which transboundary conservation is taking place in this region, and emphasized the different roles of public, private, non-governmental organizations, indigenous people, and local communities.

The participants also learned about the *Iinnii Initiative*. The American buffalo, bison, or “iinnii,” as the animals are called by members of the Blackfoot Confederacy, gave strength to local tribes, providing lodging, clothing, food, and the foundation of spiritual and social relationships. Now, the Blackfeet are working with the Wildlife Conservation Society, Waterton and Glacier National Parks, and several other organizations to restore buffalo to this landscape with the goal of roaming freely across the ecosystem despite the national border and multiple jurisdictions, for the sake of their children, future generations to come, and the landscape itself.

After some preliminary remarks by Iinnii Initiative leaders, the participants traveled a short distance to the place where the buffalo—the new United States National Mammal—are being reintroduced on the Blackfeet Nation. The intention is that they will be allowed to roam free and wild across the Blackfeet Nation, Glacier National Park, Waterton Lakes National Park, and native homelands in Canada. The field trip was very inspirational, highlighting the role of indigenous peoples and local communities in catalyzing and enabling transboundary conservation initiatives. It also illustrated the merits of alternative approaches to transboundary conservation (from formal to informal arrangements), and provided an informal opportunity for practitioners to get to know each other, share experiences about engaging indigenous peoples and



local communities, and highlighting both challenges and best practices for TBC.

To learn more about the Innii Initiative, see <https://www.youtube.com/watch?v=6LJfPMoGMAg>.

Best Practice Guidelines

Realizing the growing importance of TBC worldwide, the IUCN WCPA Transboundary Conservation Specialist Group initiated an effort in 2013 to document best practices to catalyze, enable, and sustain such initiatives. The research effort resulted in the publication of *Transboundary Conservation: A Systematic and Integrated Approach* (2015), which was presented at the 5th IUCN World Parks Congress in Sydney, Australia in November 2014. This Best Practices Guideline, part of a series produced by IUCN WCPA, includes case studies, analytical frameworks, and recommendations to improve TBC worldwide. During the World Parks Congress, several people encouraged the IUCN Transboundary Conservation Specialist Group to actively use the guidelines to build the capacity of TBC practitioners throughout the world. *Hands Across Borders* is the first such workshop, and serves as a pilot project that aspires to provide a

structure and network upon which that goal can be fulfilled.

During the 2016 practitioners' workshop, several of the key contributors to the Best Practices Guideline provided an overview of the content. *Maja Vasiljević*, Co-Chair of the Transboundary Conservation Specialist Group, presented a high-level overview of the guidelines, explaining how this effort builds on past scholarship and serves as the most comprehensive state-of-the-art knowledge on this subject.

Michael Schoon, Co-Chair of the Transboundary Conservation Specialist Group, reviewed the different types of TBC initiatives, examined common elements in designing and managing TBC initiatives, and highlighted alternative models of cooperation. He illustrated many of the principles, concepts, and methods of TBC by referring to the diversity of the initiatives represented at the workshop.

Kevan Zunckel, Co-Chair of the Transboundary Conservation Specialist Group, reviewed common stages of TBC, emphasizing the complexity and fluidity of the process of TBC. He introduced a diagnostic tool to test the feasibility of catalyzing TBC initiatives, reviewed the need to define the geographic scope and joint

vision for a TBC initiative, and highlighted the importance of monitoring and evaluation as an essential part of the entire TBC process.

These presentations, and the Best Practices Guidelines more generally, emphasize that there are many different ways to initiate and govern TBC initiatives, both formal and informal. As illustrated by the case studies in the guidelines, along with the range of initiatives represented at the workshop, there are a growing number of TBC initiatives worldwide as leaders and stakeholders realize the many benefits to people and nature of working together across boundaries. The efforts of organizations like EcoPeace Middle East also demonstrate the value of transboundary conservation to promote cooperation and peace among people of different nations, especially those impacted by conflict.

The PowerPoint presentations used during this part of the workshop can be found at <http://naturalresourcespolicy.org/projects/transboundary-conservation.php>.

Workshop Format

The workshop was largely organized around three key issues, which were identified through a survey of members of the IUCN Transboundary Conservation Specialist Group as the most important ones to focus on for capacity building activities globally:

- 1) Cooperative Management
- 2) Alternative Models of Governance
- 3) Securing Financial Sustainability

To begin the discussion on each of the aforementioned issues, one member of the team that produced the *Transboundary Conserva-*

tion: A Systematic and Integrated Approach provided a short presentation, highlighting key findings and recommendations from the guidelines. Following each presentation, the participants were organized into smaller groups for “problem-solving clinics.”

The purpose of each problem-solving clinic was to allow participants to harness each other’s knowledge and experience in small groups that focused on how to:

- 1) Build and share knowledge on the particular issue or topic; and
- 2) Address specific problems that participants have related to that particular issue or topic through peer-to-peer consultation.

In addition to the three topics listed above, participants proposed additional topics for discussion in concurrent “*Open-Space*” clinics. The Open-Space clinics were focused on:

- 1) Scale, social network analysis, tools and technology
- 2) Civil Society Engagement
- 3) Future Leaders

Each clinic was professionally facilitated and recorded with the assistance of graduate students.

The facilitation teams for each clinic prepared the narrative on the pages that follow. Among other things, the narratives reveal a great deal of experience and wisdom, and that the practical guidance offered by other practitioners through peer-to-peer exchange makes a significant contribution to the theory and practice of transboundary conservation as a field of inquiry, and for individual practitioners in their unique local context on the ground.

Chapter 2

Cooperative Management



Maja Vasiljević introduced the first key issue—the essence of transboundary conservation—which is cooperative management. Using a variety of examples, she reviewed strategies to establish and/or enhance transboundary cooperation to realize many different types of benefits. Among other things, she highlighted cooperative approaches to initiating projects, managing tourism and natural resources, sharing information, and jointly monitoring progress. She emphasized the fundamental value of sharing costs and benefits, relying on a joint vision and action plan to achieve mutual benefits, and highlighting the catalyzing and motivating value of shared interdependence.

Following this short presentation, the participants broke into smaller groups to engage in “problem-solving clinics.” Based on the needs and interests of the practitioners, the facilitators organized and convened four clinics related to cooperative management:

- 1) Creating and strengthening partnerships;
- 2) Catalyzing, enabling, and sustaining transboundary conservation;
- 3) Building and sustaining political support; and
- 4) Implementation and enforcement

Creating and Strengthening Partnerships

Summary

Participants in the session were diverse and represented initiatives from Africa, Asia, Europe, and North America. The initiatives were in early, middle, and late stages of development. This group was assembled because they all shared an interest in finding, creating, and strengthening partnerships. To facilitate maximum understanding and interchange of ideas between participants, each person was offered an opportunity to introduce the transboundary initiative they represented discuss the most pressing issues they are facing in relation to cooperative management. After hearing all the issues, the group brainstormed specific solutions for each challenge identified.

Issues

Oulanka-Paanajärvi National Park – Finland/Russia

The issue presented was the difficulty in facilitating an equal partnership given the unequal levels of power and participation across international boundaries. In this example, one country provides a larger portion of resources for transboundary conservation that occurs on, and benefits, both sides of the border. In addition, the living standards of the two countries are

unequal due to the longer period of stability on one side of the border and the more recent activities associated with the post-Soviet collapse on the other side of the border. In daily management, one side of the border provides a faster response to issues and the other side of the border there is greater difficulty in receiving timely input from higher levels of government. Currently the transboundary partnership is built on strong personal relationships between on the ground managers in each country.

Options to overcome the identified issues included recognizing that transboundary work is almost always inherently unbalanced in terms of the contributions from each country, and also review the revolving secretariat model that exists in several other transboundary conservation initiatives in Southern Africa. In this model, a coordinating

body (the Secretariat) is established in one country and periodically (2-5 years) it is moved to another country to promote equity between countries and partners. This model was established to overcome the potential favoritism that may result from a coordinating body becoming too closely associated with one country over another.

The options described above all recognize the inevitability of unequal power balance and focus on activities and strategies that produce positive outcomes, rather than focusing on those imbalances.

Silk Road to Peace

This initiative is in an early stage. It spans 15 countries between Istanbul and Beijing, and contains 13 proposals for international peace parks. A key issue faced by the team is identifying strategies for partnership development. At present, potential partners that are being evaluated include government, NGOs, and the building industry. Right now they are looking at the Waterton-Glacier International Peace Park model for guidance in forming Peace Parks.

Options to overcome the identified issues included investigating Rotary International as a potential partner. Because the Silk Road to Peace is not confined to one cross-border area as Waterton-Glacier International Peace Park is and it is network-based, workshop participants urged using a different model. It was suggested that transboundary network models like the European Greenbelt or the Oregon Trail could be more appropriate models. Another suggestion was to expand the nature-based conservation objectives of the initiative to attract a wider set of donors and partners.



Transboundary Manas Conservation Area – Bhutan, India

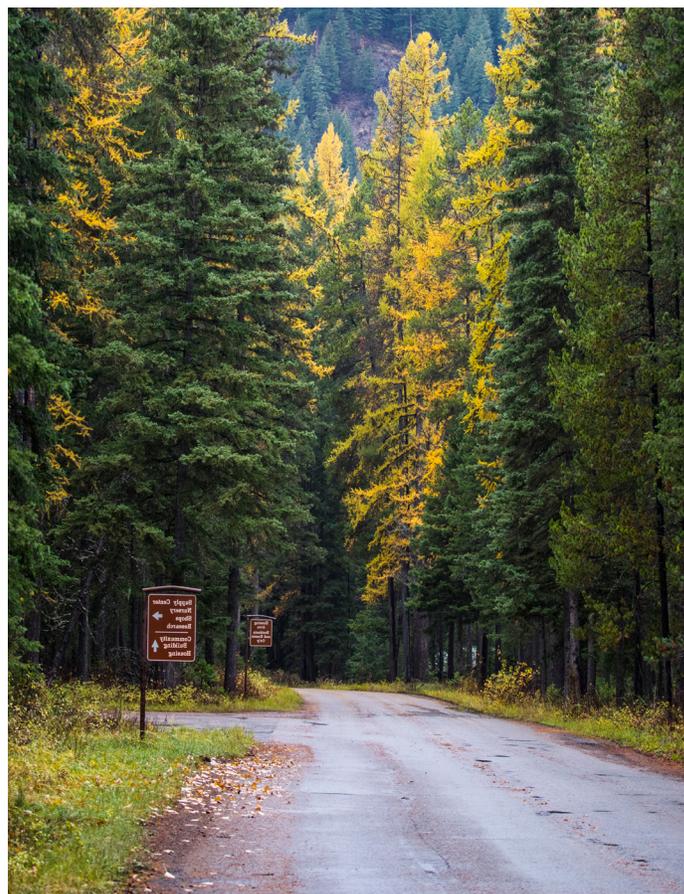
This initiative consists of protected areas on both sides of the border between Bhutan and India. The two countries have an agreed action plan, but no formal Track 1 diplomatic agreement (official governmental diplomacy). On the Bhutan side activities to implement the action plan are significantly more advanced due to a perceived greater level of commitment and more streamlined decision-making process, whereas in India progress has been stifled due to a more complex and much larger bureaucracy which needs to be navigated. The partnership is also strained and complicated by a lack of cohesion between federal and state government on the Indian side.

Options to overcome the identified issues included considering the development of a Transboundary World Heritage Site and focusing on transboundary endangered species management as a key mechanism to strengthen political will. Using a combination of top-down and bottom-up strategies was seen as the best route forward.

Maloti-Drakensberg Transfrontier Conservation Program – Lesotho, South Africa

This was another initiative that highlighted the difficulties of unequal partnerships. The power imbalance between Lesotho and South Africa is large, and a key factor influencing cooperative management at this point is resource availability discrepancies between the two countries.

Options to overcome the identified issues included using an environmental trust fund as an independent third party financial agent, and looking to other models in Africa where this strategy has been successful.



Sangha River Tri-national Trust Fund – Cameroon, Republic of the Congo, Central African Republic

The partnership issue for this initiative centers on convening the appropriate government representatives to make decisions and develop relationships with the local community. The Fund struggles to get participants to engage in financial reporting. There is a non-binding memorandum of understanding in place. The local communities are inside the park, and have representatives on the board of the Trust Fund.

Options to overcome the identified issues included engaging more stakeholders and reaching out to government agencies to strengthen the existing agreement.

Rivers Without Borders – United States, Canada

This is a watershed management initiative

that seeks to engage the state of Alaska and the Province of British Columbia in cooperatively managing and aligning conservation policies in 6 transboundary watersheds in southeast Alaska and northwest British Columbia. The main conservation issues are sustaining wild salmon populations and other threatened biodiversity and sustaining indigenous cultures. The issue is equal engagement in the partnership: there is larger interest in conservation on the Alaska (United States) side due to greater human population and the local presence of the salmon industry, while there is a perception that British Columbia (Canada) has a long-term vision for the river systems that is more extractive industry-based. British Columbia sees mining as the future of economic development in the province, and wants to see mining development in the headwaters.

Options to overcome the identified issues included using existing protected areas as a seed for transboundary work, and to leverage the Boundary Waters Treaty between the United States and Canada.

North Cascades National Park – US/Canada

This initiative is in an early stage, and seeks to learn from other initiatives about the benefits of developing a more formal partnership around the North Cascades transboundary area. There are small operational agreements in place on each side, but no overarching agreement. At present, the transboundary area is functionally serving as larger protected area, but a formalized agreement could greatly assist in various management objectives, especially grizzly bear restoration.

Synthesis and Key Lessons

Although each initiative had their own

specific challenges, there were similar obstacles to strengthening transboundary cooperation and the options to overcome them were widely shared. A common issue was unequal power distribution in partnerships and it was noted that imbalances in transboundary conservation are the norm, rather than the exception. Strengthening transboundary cooperation in the context of unequal partnerships can sometimes be catalyzed by a third party, and often requires more time and patience. Another key lesson was that selecting partners with similar goals and priorities is key to successful partnerships and conservation outcomes.

For the transboundary efforts in early stages of development, the main concerns were how to initiate and develop partnerships, including how to identify and approach willing partners. Solutions offered included ensuring the goal of the transboundary initiative matched well with existing goals of potential partners, and looking at other similar projects as models.

For initiatives that were in the middle stages of development, the main concern was getting two parties from different countries to engage equally in a transboundary effort. Suggestions for this issue included generating international presence/pressure, utilizing a third party as a catalyst, and also recognizing that the level of involvement and contribution will almost always be unequal in a transboundary situation. Overall, the session was successful in identifying a range of existing issues around partnerships in transboundary conservation, and also in generating diverse and realistic options to address them.

Catalyzing, Enabling, and Sustaining Transboundary Conservation

This session brought together participants from 5 different continents working at different scales and in different stages of development. The group was formed based upon their common interest in catalyzing, enabling, and sustaining transboundary conservation. Participants focused on unpacking each of the four stages of the cooperative management process, and described examples of what made transboundary conservation successful at each stage of the process.

Participants provided an overview of their transboundary conservation area and the stage of the process the initiative was in.

The group then identified:

- 1) the initial catalyst that moved the transboundary conservation process from idea to reality
- 2) the factors that enabled the initial process to move from idea to an existing structure with vision, goals,

objectives and a decision-making and collaboration process

- 3) constraints and obstacles that challenge the effective establishment of these structures, decision-making and collaboration processes, and
- 4) options to overcome obstacles and sustain cooperation in the presence of challenges.

Factors for success

The group identified a number of important factors that can lead to successful transboundary conservation outcomes. They include:

a) Quality of leadership

Participants identified the need for a champion who can effectively develop and communicate a compelling vision that addresses a clear and visible threat, and galvanizes a group of stakeholders from different sectors and scales to work together. That champion often starts off with a dream that comes from a moment of inspiration, and needs to work to effectively elucidate that dream in a vision that different people can rally around.





b) Goal articulation and stakeholder engagement benefits

The importance of articulating clear and visible benefits from transboundary cooperation that could have a positive impact at different geographic scales was noted. The group highlighted the great value of establishing open channels of communication across sectors and scales and defining clear roles and responsibilities for each stakeholder. One way to move forward is to convene regional stakeholders to define and commit to a shared vision and then work at higher political levels in their own countries to strengthen commitment. Stakeholders participating in the process should begin to exchange information and build the shared body of knowledge of each other's work and the understanding of the relationship between people and nature in and around their TBC initiative. At this stage it is important to clarify the context at each scale from local to regional to national to international in order to understand the culture, the economics, the social issues and the politics within which the TBC initiative needs to be created. This was also an area where the group noted the need to speak the language of the intended audience, and be able to effectively advocate for your TBC initiative with data to justify the need, as well as

an emotional appeal that connects to people's values—both the hearts and the minds. This was an area where a charismatic flagship species can create an opportunity to bridge both the hearts and minds.

c) Aligning global, regional and national goals

The group highlighted the critical need for funding and thought that the international donor community would support initiatives that connected and contributed to regional and global priorities.

d) The importance of timing

The group noted the importance of timing—not just to identify the “window of opportunity”—but also to make sure that the season and start date were considered (i.e. not starting during the rainy season, or the hurricane season, or the heat of summer in the desert, or the frozen winter in the mountain regions). Dates are also important from a cultural perspective – recognizing religious holidays and national holidays differ from state to state, and that dates are also important from a budgetary perspective of the fiscal year and the budget planning process. The group noted that political turnover was something to monitor closely, as it may open a window of opportunity or create a barrier to success; and that ulti-

mately that signing a treaty or Memorandum of Understanding or Agreement to create a TBC initiative was a political decision. Funding or the promise of it can also catalyze this work; though committed individuals willing to self-invest in the process until the funding is in place can also catalyze it.

e) First steps in transboundary cooperation

The importance of identifying and prioritizing a project with a high likelihood for success was noted by the group. Achieving an initial transboundary cooperation victory can serve as an important momentum builder. This initial success and the communication and cooperation that is created over the first project builds the trust between participants across borders over time, and building and sustaining those personal relationships is critical to the long-term sustainability of the initiative. Project work can be important to build and sustain trust but informal activities such as sharing meals, hikes, and shared experiences were also considered important to this process. Friendship and humor shared across borders can lead to resilience in the social landscape, a factor that can promote success. In the end, all stakeholders should be speaking with a transboundary voice, conveying the message of the urgency of the work and the success stories to the broader public, the donor communities, and the politicians. Having a single NGO that has a presence in multiple countries can help to sustain cooperation through their long-term commitment and facilitating role despite the challenges noted below.

f) Documenting and sharing success

Documenting success stories and specifically highlighting the benefits to government in terms of return on investment and stability and the benefits of cooperation can foster political

support. This can often be accomplished by showcasing politicians and government professionals who helped to create an enabling environment for transboundary cooperation. Sharing these stories through strategic communication campaigns involving media at all scales can lead to knowledge building and increased public support.

Challenges

Constraints and challenges to effective transboundary cooperative management are many and significant. Challenges are not necessarily static and they will evolve over time. The group identified the following challenges during their discussion:

a) Political will

Within the political sphere, the group identified the lack of political will at national and local levels as a primary challenge; particularly given the regular leadership changes in government and therefore the need to continually educate and advocate. This may require starting from the beginning if the new political leadership is not informed of the initiative or no longer prioritizes this work.

b) Urban/rural divide

Politicians may cater to their largest constituency which often resides in urban areas, whereas transboundary landscapes tend to occupy areas that are more rural. Dynamics of the urban / rural divide that need to be overcome include differential allocation of resources, differences in infrastructure (i.e. quality roads, access to cell signals, access to internet, bridges, electricity, etc.); differences in education levels, different land use priorities, differences in enforcement of the rule of law, and security challenges that often occur in border regions like smuggling, trafficking, and illegal crossing, etc.

c) Regime differentiation across borders

The group noted that in some cases the makeup of regimes may differ across borders, thus complicating the establishment of cooperative mechanisms. Regimes may be characterized by their political and legislative structure, economic structure, cultural and social norms, etc. These differences may also be evident at the level of institutions which could result in different mandates in terms of resource allocation, planning, and implementation of projects. At the local level, different stakeholders may have competing land use desires and needs.

d) Communication

The group highlighted numerous communication challenges: from language barriers, to communicating the complexities in a simple way to the general public, to meeting people where they are in terms of educational levels and silos of expertise.

e) Intergenerational divide

Different generations may have different mental models, different values, and differing priorities. When transboundary initiatives generated by older generations are inherited by the next generation, challenges can exist in the recruitment of new leadership. Fluctuating cooperation levels can be the result of this.

f) Economic disparities

Because transboundary cooperation requires national commitment to allocate resources for projects and travel, in cases where economic disparities exist across borders, one country may not participate at the same level as the other side.

g) Conflict

Conflict between countries presents the biggest constraint and challenge to effective

cooperative management. Existing or past conflict may decrease the level of trust and create animosity between people, institutional bans on cooperation, the hardening of borders. Conflict may also result in many environmental impacts; many with long-lasting impacts including the installation of land mines and fences in border regions.

The challenges from conflict are immediate and long-lasting and can often take generations to overcome, during which time protected areas are considered a luxury and resources may be diverted to other needs. While environmental and natural resources are increasingly being considered in the peace process (up from 19% of treaties in the 20th century to 40% of treaties in the start of the 21st century); it is still not standard practice to include them in peace treaties and it is still not always built into the immediate post-conflict stage. Environmental protection and transboundary conservation may not be given priority at the same level of economic development and other priorities.

Building and Sustaining Political Support

Participants in this group were assembled based upon their common interest in discussing how to build and sustain political support for transboundary conservation initiatives. The group began by listing key challenges in their transboundary initiatives. This was followed by a group discussion on strategies to sustain political support in transboundary conservation. Building on the knowledge provided by the participants on this theme a set of key lessons was synthesized.

Challenges

The group identified the following list of challenges that exist in one or more of their transboundary conservation initiatives:

a) Lack of high level political support

A widely shared challenge was obtaining strong commitment from top-level policy actors. The group also perceives this lack of commitment as the main source for numerous different formal problems in transboundary conservation, such as (1) the absence of necessary political mechanisms and multi-lateral agreements between countries, (2) no real establishment and formalization of park areas, (3) poor political coordination between ministries of the same country and between countries and (4) no appropriate harmonization of laws and policies essential for transboundary initiatives (e.g. patrolling). Natura 2000, a network of nature protection areas in the territory of the European Union was showcased as an example for how top level commitment can provide an important political mechanism to promote a coordinated and harmonized approach to conservation, engaging several countries despite their different levels of interest and capacity.

A poor political commitment, even in the presence of formal agreements and documents signed is also responsible for a number of practical management problems. The most commonly identified problems associated with this is the absence of follow up and long term support, inability to provide or build capacity to manage such big areas, and a consistent lack of governmental funding for these initiatives.

b) Sustainable financing

Inherently long-term, transboundary



initiatives face a key challenge to secure sustainable financial support over the project lifetime. Most initial progress and follow up relies on international donor support, as they grant most of the funds (this has been key to ensure high political engagement). However, this solution is not sustainable over time due to donor fatigue. It is therefore necessary to diversify and find new sources for funds including from national governments.

c) Political turnover

The common challenge of political turnover was identified by the group as a critical challenge. Because transboundary conservation initiatives require commitment by national governments, frequent political changes may jeopardize the level of commitment and effort towards the initiative.

d) Conflict

International conflicts and national security were identified by the group as key

challenges to transboundary conservation. If territorial disputes exist, competition, rather than cooperation, may instead exist between countries. In the name of national security, human designed boundaries have been reinforced by physical boundaries such as walls, fences, land mines, and border security agencies. This has been a significant threat to the ecological and cultural connectivity these initiatives intend to foster. Transboundary conservation requires dealing with different entities within multiple countries with political, cultural and religious differences, and in some cases with past conflicts or current high violence levels. Beyond these challenges, countries also need to deal with regional conflicts, as creating alliances with some countries may hinder relationships with others. All of these variables threaten international cooperation, thus making power relations and trust key challenges for transboundary cooperation.

e) Bottom-up support

Recognizing that top-down support is essential, the group also recognized the critical role of bottom-up initiatives for the success and legitimacy of transboundary conservation initiatives. Ensuring communities work together and are informed and active on parks and conservation has proven to be very successful and provides leverage for top-down commitment. However, working in a transboundary context where communities don't share the same language religion and culture raises some challenges to creating bottom up dynamics. These bottom-up initiatives may clash with strong and centralized decision-making processes at the top level in some areas, where governments, when engaged, tend to favor a dominant and powerful intervention. In extreme cases, such as in

the presence of dictatorial government structures, the system may not give voice to civil society or NGOs as they be seen to threaten government control. Bottom-up initiatives in these cases may be perceived as a political threat.

f) Other challenges

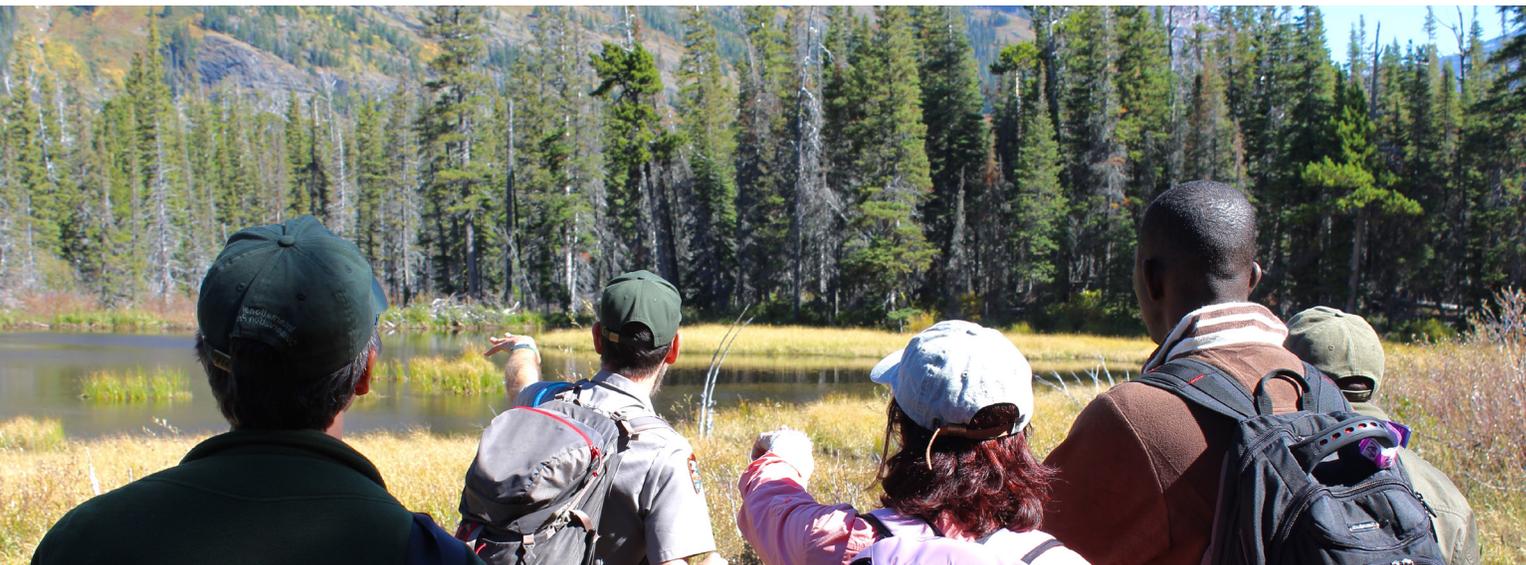
Other context specific challenges were identified for transboundary conservation. They include: poor or non-existent land use practices; weak democratic institutions; corruption; lack of freedom of speech; and a systematic bias against conservation in some developing countries where instead of nature conservation, priorities are economic development/poverty alleviation and livelihoods issues.

Strategies

Strategies to overcome the challenges listed above were discussed by the group. They include:

a) Defining a shared vision

There exists a wide set of strategies to promote and sustain political support of transboundary conservation, but it was recognized by the group that any successful strategy needs to start by articulating the need for the initiative and then identifying key stakeholders. Doing so will set the foundations for the development of a shared vision for the conservation area. Building a vision will provide legitimacy and commitment towards the different strategies that will be used. It is important to recognize that social and economic issues in some parts of the world may be considered a higher priority than transboundary cooperation. In such cases it may be necessary to prioritize non-conservation issues in the process of defining a shared vision.



Designing successful strategies to develop a shared vision will require appealing to the specific interests of stakeholders that may come with very different perspectives. Understanding different cultures, legal systems, political contexts and religions of stakeholders will ensure the vision developed appeals to all stakeholders. To accommodate the many perspectives of stakeholders the spectrum of actions associated with the vision may need to be quite wide.

b) Top-down and bottom-up approaches

Actions from a top-down perspective can include both formal and informal strategies. Signing formal agreements between countries can guarantee more solid commitments and harmonize laws between countries and can ensure more coordinated efforts on actions such as management or patrolling. Setting up Peace Parks or creating UN Educational, Scientific, and Cultural Organization (UNESCO) World Heritage Sites can also provide the necessary momentum for governments to deepen their commitment to these initiatives. International donors can provide the necessary impetus for successful momentum for success. Recommendations from political institutions such as the European Union parliament or the UN and the words of religious leaders may also be helpful in this regard.

On the other end of the spectrum, bottom up initiatives are critical for promoting legitimacy, raising awareness and ensuring tangible actions that improve livelihoods. Addressing local communities' needs could also aid in promoting the education of children (e.g. school programs) and adults (e.g. promoting interaction and people's mobility). Engaging the media and other informal networks such as researchers and NGOs can be important to nurture community engagement and empowerment, both essential in transboundary initiatives. Empowering communities to negotiate transboundary agreements with decision-makers at higher political levels can be a powerful strategy to ensure success.

Synthesis and Key Lessons

a) Define a shared vision

A shared vision is a key ingredient to success. To create and sustain political support in a transboundary area it is absolutely necessary to build a shared identity, joint values and a common language. To develop a shared vision, two main questions need to be addressed: why engage in transboundary cooperation, and which stakeholders and decision-makers should be involved?

b) Use top-down and bottom-up approaches

Acknowledging the differences between



countries and between the different actors and their expectations is fundamental to a common strategy towards mutual gain, for both people and nature. Operationalizing this concept requires navigating in a mixed approach of top-down and bottom-up initiatives, with a continuous effort to promote interactions and synergies between these two levels. Throughout this process it is important to be aware that efforts to engage the political side are very demanding and will take time, and that power structures can change thus slowing down the process even more.

In countries with a dominant top-down framework, it can be useful to utilize multi-lateral agreements between countries as a framework for action as they may help in harmonizing laws and practices at national level.

Bottom-up approaches can be useful to raise awareness, using strategies such as the development of school curriculum and

activities designed to promote community involvement. Empowering people and creating a common language for negotiation are also instrumental, as learning a language to deal with decision makers can be a great tool for local communities.

c) Prioritize issues important to stakeholders

Too much focus on conservation can be a problem in some parts of the world, where social issues are often given higher priority by decision-makers (e.g. jobs, security). In these contexts, conservation can be promoted as a means to provide prosperity. In other social contexts, for example where poverty is less of a factor, conservation can be the driver for action.

d) Utilize informal mechanisms effectively

Informal policy networks that include researchers, senior civil servants, NGOs, and donors can be fundamental to define a common vision and promote the development of formal mechanisms. The international community and the media may also be important groups to promote action.

e) Empower communities to participate in transboundary initiatives

In more extreme scenarios, empowering local communities starts by providing them tools to protect themselves and speak freely. This might imply interrupting existing power structures and using strategies such as rallies to expose corruption.

Implementation and Enforcement

Participants in this group were assembled based on their shared interest to discuss strategies for building and sustaining political support for transboundary conservation

initiatives. The group identified significant challenges they are facing as they seek to move their transboundary cooperative management efforts from a planning stage to implementation phase. Through peer to peer exchange, participants offered suggestions for overcoming the identified challenges in the diagnostic phase of the session.

Challenges

Some of the challenges identified include:

- 1) Difficulty moving from a more centralized planning process to a more decentralized implementation strategy;
- 2) Insufficient and/or unequal buy-in and stakeholder involvement across institutions and countries for on-the-ground activities like joint monitoring;
- 3) Challenges aligning national concerns, international standards and guidelines (e.g. IUCN guidelines, UNESCO Biosphere Reserve status), and local needs and concerns – which one participant labeled “the challenge of coordinating across the entire zone of partnership and cooperation”;
- 4) Uncertain roles and responsibilities among actors with respect to prioritizing and implementing project work, sharing information, and sanctioning bad behavior;
- 5) A complex social and political context for the work, which can quickly change due to economic conditions, criminal activity (e.g. poaching), or the threat (or actual occurrence) of violence and conflict; and

- 6) Legal and/or cultural differences in individual countries that make implementation difficult.

Strategies

After reviewing the scope of these challenges, practitioners identified five broad themes or categories to focus their conversation and around which to begin to build a menu of ideas or strategies that could address those challenges.

1. Roles and Responsibilities

Practitioners noted that many of the challenges they face are tied to confusion or lack of clarity about the role and responsibilities of the coordinating entity for a given transboundary conservation effort vis-à-vis its various partners and other organizations (implementing agencies, other interested parties). Practitioners agreed that the primary role of the coordinating entity is to act as a facilitating entity, i.e. building relationships, coordinating partner efforts, advocating for shared goals, managing conflict, and providing input on ways to manage and enforce transboundary decisions and projects. Additionally, it is the role of partner organizations and institutions, including national governments, to do much of on-the-ground implementation, monitoring, evaluating, and enforcement. Moreover, practitioners noted that engaging the right people at the right time was a challenge and that some of the initiatives had better luck implementing activities through working groups than by engaging decision-makers and/or secretariat-level partners.

Practitioners suggested that clarifying these roles up front and doing so again as efforts move from planning to implementation is critical to the success of a transboundary effort.



2. Scales and Layers

Practitioners said they often confront implementation challenges related to scales and layers of complexity, including (1) the geographic scale of a particular project/effort, sometimes complicated by whether or not a project is nested geographically within a larger effort, (2) the scales or levels of government that are actively involved in implementing a project (local, regional, state, national), and (3) the layers of activity that are needed to implement actions, from governance to transactions to operations and beyond.

Practitioners suggested that various agreements and instruments – MOUs, protocols, standards and guidelines, codes of conduct, etc. – could be useful in navigating these complexities but that they would benefit from the development of additional tools and best practice guidelines.

3. Enforcement

To enforce their existing formal and informal cooperative agreements, practitioners want additional tools and strategies – including codes of conduct, MOUs, joint patrols, protocols, and guidelines. They noted that self-policing was useful but insufficient in addressing many enforcement issues. They further noted that enforcement challenges are the most likely at the level of implementation due to the conflicts stemming from local/community norms, cultures, and laws.

Practitioners would like additional guidance and resources related to enforcement and more information about the use of a “code of conduct” in Botswana and Namibia that is proving successful.

4. Capacity

Practitioners discussed the need to have sufficient capacity to effectively implement projects, including sufficient staffing, information, tools, resources, and funding. Many practitioners emphasized that gathering and sharing information and data was an effective way to bring people together to discuss/consider options and priorities as well as facilitate better planning. Several noted that good information upfront can lead to projects being selected on the basis of agreed-upon criteria instead of simply on taking action and then reacting to what is learned from that activity. Good information and data may help with responsibility and accountability challenges as well.

Practitioners generally do a good job finding the resources and capacity to implement projects and activities but face resource constraints that hinder larger projects and on-going actions. Additional tools, resources, and capital are needed to expand successful

efforts and activities and to help ensure longer-term outcomes.

5. Political / Outside Influences

Practitioners struggle with political and other outside influences that disrupt their goals and activities. Practitioners noted that some of these influences have the potential to expand the constituency for change (e.g. by engaging a world-wide community of interest), but that others are real barriers to progress (e.g. different hunting practices on different lands

within the same region mean that a single strategy – even if it’s an historical best practice – cannot be uniformly applied).

Practitioners discussed options to reframe goals/ projects in light of these influences and, where possible, to turn threats into opportunities. One specific idea is to leverage transboundary conservation practitioners’ expertise in conflict resolution and negotiation to help transform these disruptions into activities that can benefit local communities and the natural world.





Chapter 3 Alternative Models of Governance

The second key issue focused on governing TBC initiatives.

Michael Schoon began the discussion by reviewing some of the findings and recommendations in the Best Practices Guidelines related to governance. He reviewed alternative mechanisms to establish TBC initiatives, including but not limited to formal/legal arrangements to more informal partnerships and networks. He also examined alternative models of governance with special attention to the structures involved, including the need to establish new structures in some cases.

Charles Besancon provided an overview of the most relevant international instruments available to help catalyze, enable, and sustain TBC initiatives. He described the Convention on Biological Diversity Programme of Work on Protected Areas and the 2011-2020 Strategic Plan for Biodiversity and the Aichi Biodiversity Targets, in particular Aichi Biodiversity Target 11 which focuses on protected areas. He also described the institutional arrangements for developing and monitoring transboundary UNESCO World Heritage Sites, Biosphere Reserves, and Ramsar Wetlands that cross international boundaries.

Practitioners were once again organized into four problem-solving clinics. In this

case, the facilitation teams sought to create small groups that included a diversity of TBC initiatives from throughout the world; TBC initiatives that are governed through informal and formal arrangements; and TBC initiatives that vary in terms of their maturity – some just getting started and others that are more established.

Group 1

In this session participants described the most pressing issues their specific transboundary initiative is facing in relation to governance mechanisms. After hearing all the issues, the group helped to brainstorm specific solutions for each initiative. Where governance issues presented from different geographies were nearly identical, they were combined in the summary below.

Governance issues and potential solutions

The list that follows is arranged by governance issue identified by participants followed by a summary of the response from the rest of the group.

Moving from informal to formal governance arrangements in transboundary conservation landscapes

Questions were raised about the relative merits of formalizing arrangements for decision-making and networking in 3

bi-lateral transboundary conservation landscapes in North America and one tri-lateral TB landscape in Eurasia. Common to each of the four TBC areas were shared ecosystems and the migration of locally or globally threatened species such as tigers, grizzly bears and wolves. Each of the cases presented had a mixture of government protected areas and civil society NGOs that currently play a role in conservation.

In the diagnostic stage of the clinic, fellow participants and resource persons recommended solutions to the issues presented. Solutions discussed included:

- 1) Examine the Crown of the Continent initiative between Canada and the United States of America and the various partnership arrangements that have been developed more closely as a potential role model to follow and learn from. Participants encouraged the presenters to consider developing a small subset of mechanisms following the example of the Crown of the Continent (up to 3) in their own transboundary landscapes;
- 2) Use the IUCN WCPA Diagnostic Tool for Transboundary Conservation Planners to take stock of the readiness of stakeholders to formalize arrangements (including their capacity to engage, potential risks and opportunities, etc.).
 - a. In the case of the 3 country initiative, the Diagnostic Tool could be helpful in determining if bi-lateral agreements are sufficient or if a joint management plan among the three countries

could be developed and implemented. If a 3 country agreement is pursued, the Berengia agreement between the Russian Federation and the United States could be a good model;

- 3) Consider a strengthened role for neutral organizations such as the UN, IUCN or a conservation NGO to act as a convener in finding consensus and agreement.

Developing a private sector partnership to strengthen and expand an existing transboundary conservation landscape initiative

In one case presented from southern Africa, there is an opportunity to expand an area for conservation in private lands that adjoins a transboundary conservation landscape. The lands in question currently exist as either hunting or eco-tourism concessions. The transboundary conservation managers have suggested the concessions form an alliance amongst themselves as one legal entity to streamline communication and decision-making within the context of the wider transboundary landscape. Issues noted in this example are the relatively high level of mistrust among the concession owners due to the cultural and economic divide that exists between hunting and eco-tourism proponents and the ongoing rhino poaching crisis that has put added pressure on all stakeholders to work together to find solutions.

In another case from North America, an opportunity exists to bring together private ranches into a transboundary landscape that is less formalized than the southern Africa initiative described above. The context of this potential transboundary strengthening is charac-

terized by no formal cross border agreement between governments and a perceived lack of interest among most private landowners. Legal frameworks exist for easements on both sides of the border but are perceived to be weak and ineffective on one side.

The following opportunities and solutions were suggested by participants during the diagnostic stage:

1) For the southern Africa initiative:

- a. Due to the difficult in finding consensus among the concession owners it was suggested to begin with a more limited agreement as a trial or pilot project. The limited agreement could then be revisited after 1 or 2 years and strengthened or extended.
- b. Develop opportunities for the concession owners to meet informally to build higher levels of trust at a personal level. Suggestions included to organize a joint hike, drive or dinner;

c. The common threat to all concessions of the rhino poaching crisis was noted as a potential rallying point to more quickly find consensus among the concession owners;

2) For the North American initiative (Mexico and the United States of America):

- a. Consider developing an agreement between one private ranch on one side of the border with another ranch on the other side of the border as a starting point and then slowly including additional ranches.
- b. Work with social science researchers from a nearby university to examine rancher's perceptions of cross-border collaboration. Identify perceived barriers and tailor an approach to joint collaboration that alleviates concerns;
- c. Consider an initiative that focuses in part on improved livelihoods



for ranching communities in the region. This could be a useful starting point to improve trust and working relationships.

- d. Develop partnerships with existing initiatives and NGOs such as the Malpai Borderlands group.
- e. Strengthen legal framework for easements working closely with governments and NGOs.

Speeding implementing of existing transboundary initiatives where activities are agreed at a high political level but field activities are lagging behind

Two cases were presented with this common governance challenge; one in southern Africa and one in west Africa.

The southern Africa case is characterized by the existence of a high-level bi-lateral agreement, but because of the great economic and social disparities between the countries, activities, particularly on one side of the border, are lagging behind. The following were suggested remedies to the issues presented:

- 1) Consider renewing or revising the agreement and include additional incentive mechanisms.
- 2) Develop a full-range of implementation mechanisms but prioritize the “carrot” over the “stick”, e.g. focus on positive reinforcement rather than enforcement mechanisms.
- 3) Develop an independent joint fund, managed by a third party that can be utilized by both governments to implement projects and to fund participant travel to joint meetings.

The west Africa initiative is characterized by the existence of a tri-partite agreement, but the implementation of field activities is lagging behind the agreed implementation timeline. Suggestions from meeting participants to put this initiative back on track include:

- 1) More reliance on neutral third-party facilitation.
- 2) In the absence of a robust joint management plan, develop a simpler set of common protocols that can bind managers across borders.

Developing a formal legal agreement for a serial natural/cultural transboundary initiative

The initiative would link important natural and cultural sites along the route of the Silk Road that now crosses 15 countries. No formal agreement exists between the countries and this has been identified as a potential barrier to conservation of these important sites.

Options identified by meeting participants to strengthen collaboration and formalize institutional arrangements across borders include:

- 1) Consider collaboration with UNESCO to develop either a Transboundary World Heritage Site or a Serial Transnational World Heritage Site.
 - a. Work closely with the IUCN who are the official advisory body to the UNESCO World Heritage Committee on natural heritage properties proposed for inclusion on the World Heritage List.

- b. Work closely with ICOMOS (International Council on Monuments and Sites) who are the official advisory body to the UNESCO World Heritage Committee on cultural and mixed properties proposed for inclusion on the World Heritage List.

Group 2

Participants in this group first described the current governance model for their transboundary conservation initiative, then they shared the biggest challenge/problem preventing this model from achieving maximum effectiveness. In the second stage of discussion, fellow participants offered advice on overcoming the challenges presented.

Issues

Dizmar-Arevik Peace Park – Iran, Armenia

The two governments employed a top down approach in this model for the proposed Dizmar-Arevik Peace Park. They unilaterally declared protected areas in each country, which utilized the fortress governance model of conservation by fencing in the boundaries of the protected areas and preventing people from entering. This strict conservation focus did not include any participation from local communities, and has thus not received any local support, and does not overtly deliver any local benefits. There is currently no collaborative decision-making mechanism, despite the fact that the two governments signed a symbolic MOU. Our representative has not been able to receive any response from any government official concerning multiple requests to learn more about the proposed Peace Park, and the

two governments' plans for the future. An interesting reflection was that the proposed peace park governance seemed to mirror the governance model that the two countries' national governments employed.

Options to overcome the identified issues included:

- 1) developing a survey of local communities around the proposed Peace Park, and
- 2) conduct an in-person visit to the government ministries responsible for the signing of the MOU and the governance of the two strict conservation areas.

Big Bend International Peace Park – United States, Mexico

The proposed Big Bend International Park started and currently remains as a bottom-up, grass roots effort involving NGOs and local Rotary International Clubs, as well as a handful of scientists – mainly biologists and wildlife veterinarians. Big Bend National Park in the United States currently has semi-formal relationships with their counterparts in the Mexico protected areas on the other side of the border, but is constrained by the lack of formal Track 1 federal government recognition. There is currently a regulation that prevents United States National Park Service staff from staying overnight in Mexico, which limits the amount of progress that can be accomplished in face-to-face meetings and eliminates time for interpersonal relationship building. There is also currently a significant discrepancy in the resources that each park has, particularly as Mexico has had budgets cut and staff reduced over the past several years.

While there are a few areas of existing cooperation there is no integrated system for making shared decisions at a landscape or ecosystem scale, and sovereignty remains a roadblock exacerbated by the illegal immigration issue as well as the threat of the construction of a border wall. The looming US Presidential election also creates uncertainty as to potential policy changes or continuity. The grass-roots stakeholders have had communication challenges identifying the right government representatives to speak with, as current communications have not been returned.

Options to overcome the identified issues included:

- 1) Wait to take any action until after the US presidential election as it could affect the dynamics of working with government agencies,
- 2) United States National Park Service, NGOs and scientists should begin to prepare a potential collaborative governance framework that could start out modestly and grow in scope and significance over time if the political context was favorable.

Peace Park Foundation

The Peace Park Foundation, based in South Africa and working in 10 different countries in the region, is the most mature of all the transboundary conservation governance initiatives in our group. It started with a top-down approach, but has evolved to focus at the local level, formalizing the community approach by allowing micro-governance within a larger shared governance strategy. There is a joint management board, which includes representatives from the Peace Park Foundation as well as representation from



the national park agencies of each country, and selected local government representation. Together they use visual communication, especially through GIS mapping, in order to create joint operation strategies—in particular for elephant management and to address poaching. There is a communication structure that works at scale and has built-in feedback loops to allow local community input, particularly in the Integrated Development Plan formulation, and has the flexibility to support adaptive management principles.

Yellowstone to Yukon (Y2Y)

Y2Y is an NGO led initiative that has a network model of shared governance coordinating between 300 parties across 2000 miles, two countries, two provinces, two states, a number of Native American and First Nation lands, and numerous other jurisdictions. Not all parties communicate



between each other, but they all share a clear, strong, simple vision. Tensions and competition remain, but are worked out within the framework of this shared vision. Challenges to coordinating all of these different stakeholders include very different local contexts, transitions in national government policies, and disconnected government management agencies that often lack coordination between them.

Y2Y has evolved over the course of 20+ years, and continues to adapt to changing circumstances, new challenges, and enabling conditions. Some of the lessons that were learned throughout the development of the Y2Y include the importance of understanding the difference between a vision and a commitment; and how a shared vision that operates at a landscape or ecosystem scale allows all 300+ parties to make individual

decisions that are in line with that shared vision, even if they are not collaboratively determined. It is important to understand how the political context at all levels operates in order to be able to be effective at each level—scale is important. With so many different stakeholders it is also critical to speak the language of the audience while keeping communication as simple and consistent as possible.

Options to overcome the identified issue were to develop annual gathering of stakeholders similar to the Roundtable on the Crown of the Continent and investigate if a more formalized structure should be developed.

Oulanka-Paanajarvi National Park Cooperation – Finland, Russia

These two national parks operate in a remote context with virgin nature that saw very little human impact during the 50+ years of the Cold War, and has started to receive a limited number of people living in and around the parks in the 25 years since. Local community members are invited to participate in the two national parks collaborative annual meeting and annual work plan development process. The dedicated fundraising mechanism has allowed the community members to prioritize their greatest needs, and through a non-competitive application process they are funded by both national governments. These joint projects allow the TBC initiative to serve as an incentive for the local communities to support the conservation regulations of the national parks, and the cooperation across the political boundary. It essentially allows the fundraising mechanism to serve as a communication mechanism from the local communities to the national governments, and the annual nature of the process allows the feedback loops to allow for adaptive

management on a yearly timeframe. This is an innovative cooperative governance mechanism that works at scale, and seems to be highly effective from both the local and national perspectives.

Grenadines Marine Protected Areas Network

There is no formal governance mechanism for shared decision-making in the network of Marine Protected Areas (MPAs) in the Grenadines. There are different structures for decision-making in each of the different MPAs, yet they all signed a symbolic agreement to collaborate, which unfortunately does not include a structure to facilitate that collaboration. Despite the symbolic nature of the agreement, the MPAs still participate in an annual meeting, held on a geographic rotation, where a plan is developed to address each MPAs current needs, and to explore cooperative opportunities to address shared needs. It is a good example of an informal consensus based decision-making process with areas of shared implementation to address shared needs and individual implementation to address unique needs. A coordinator was recently hired to work at the NGO level to help facilitate communication, and a suggestion was that the coordinator should sit in the Ministry offices to also facilitate better communication at the government level to achieve effectiveness at scale. Fundraising is a continuous challenge as there is not yet government financial support, nor are there coordinated policies between the governments. This can create confusion as to the rules and regulations in different jurisdictions. A future goal is to turn the symbolic agreement into a formalized MOU that addresses the need for a collaborative structure for decision-making and policy alignment at scale, as well as sustainable long

term funding and a dedicated communication mechanism beyond the annual conference.

Lakes Prespa, Ohrid and Skader/Shkodra – Albania, Greece, Macedonia

There are three transboundary lakes in this fragile region of the Balkans, and the three governments have signed a treaty to establish formal cooperation in the form of a Transboundary Commission to make shared decisions. The commission has an annual action plan, which involves the national governments, NGOs, protected area staff, international institutional participation (Ramsar) and international donors. The governance structure includes voting for government members at different levels (national governments, local governments and national NGOs) and non-voting members (international donors and international institutions.) Despite the signed treaty agreement between national governments, there is a perceived lack of political will due to the strained nature of the relationship between the national governments. The existence of a shared vision has enabled work to continue at local and international levels, but without national level participation for the past 5 years. The resiliency of the structure highlights the importance of participatory approaches to management at different scales.

An option to overcome the identified issue was to begin preparations to develop a strategic plan for when the political situation might allow the national government agencies back into a collaborative decision-making process.

Halabja, Sulimaniya Water Management Project – Iran, Iraq

The initiative is a municipal drinking water management project in the city of



Halabja, in the province of Sulimaniya, in the Kurdish administered region of Iraq. The headwaters of the river that supplies the water originates in Iran and flows to Iraq. There is no collaboration between upstream and downstream actors, nor is there national government or local level participation—the project is funded and exists only at the municipal level. The water management project ends at the end of September 2016, and there are no plans to renew it or initiate a new project.

One of the options to overcome the identified issues was to develop a strategy to reach out to Iran at one of the four scales to initiate communication and collaboration over critical water resources in this arid desert ecosystem; however, it was impossible to determine which level would be most appropriate. It was also suggested that the municipality should consider the long term implications of the project and plan for various scenarios should the context change politically or environmentally, as the shared water security needs could shift quickly and dramatically with 2 million lives in the balance. The Indus River Treaty between Pakistan and India was noted as an example that could be followed of effective riparian cooperation between states with a history of conflict.

Synthesis and Key Lessons

After sharing issues and options to address them, the group focused the remaining time to highlight some key lessons related to shared governance models, and how to maximize their effectiveness. Important conclusions discussed were:

a) Importance of understanding context

It is critical to understand that context of transboundary initiatives at various scales and focus on shared challenges and needs and projects that can deliver shared benefits at each important scale;

b) Communication is essential

Communication challenges are common and operate at scale, regardless of context. They need to be addressed effectively at the beginning of the initiative, or it will never get off the ground or achieve its maximum potential.

c) Importance of understanding stakeholder needs

Governance structures should reflect the different type of stakeholders involved in the initiative and how they can best participate with equity despite power and funding discrepancies in a collaborative decision-making process.

d) Shared governance is most effective when operating at all levels

If one level of governance is missing (i.e. local, regional, national, or international) the shared governance model can still function, just not at maximum effectiveness; when all levels participate and contribute the system is most robust.

e) Key issues for resilient and effective shared governance

Although participatory approaches are not common in many transboundary initiatives and political will at the national level may not be strong, progress is nonetheless being made. Some key issues were identified that can build resilience into transboundary initiatives. Feedback loops between all of the levels are very important to allow for adaptive management, especially when faced with challenges or problems. Regardless of whether management is top-down or bottom-up, champions and leaders are critical at all levels to maintain the momentum in the initiative over time, especially when there is turnover amongst participants.

Group 3

Introduction

In this session the group began by describing the governance models of their transboundary initiatives. This was followed by a group discussion on potential strategies to address some of the issues presented that limit the effectiveness of the initiatives. A set of key lessons were then synthesized and presented below.

Governance models

Each participant identified the key strongest and weakest point of his or her governance

models, according to the ten levels of an existing framework. Three different governance models were distilled from this discussion:

- 1) Formal, complex and stable structure of governance that encompass stakeholders at many different levels, ranging from the heads of state to local communities. Responsibilities for planning, managing and implementation are distributed across different governance bodies at different scales.
- 2) Less formal governance model with a smaller number of parties, operating formally but without the transaction costs of heavy bureaucracy.
- 3) Informal governance model operating through working groups that include technical specialists, NGOs, park managers and communities, with a strong focus on implementation and performance.

These different governance models can vary significantly in complexity and size, ranging from heavy and highly bureaucratic structures to simpler structures with one or two decision-making bodies. The number of stakeholders engaged in these structures can also vary significantly, as well as their power and capacity to decide. There is no single correct mechanism or model to govern transboundary conservation initiatives; however, they all need to be fluid and flexible enough to withstand political challenges and incorporate social and environmental context specificities. Analyzing these different models requires considering not only the spatial scale of projects but also the institutional scales.

Strengths and weaknesses of the governance models

Complex governance structures may allow more participation and empowerment of all parties at any stage of the process, particularly of underrepresented groups (e.g. women and indigenous people). On the negative side, they might work more slowly, as things happen faster at the lower levels but going up the decision-making levels may take a great deal of time. A symptom of complex governance models is a systematic disconnection between high and low levels of decision-making. Due to lack of capacity to follow up the initiative's implementation, there might be minimal knowledge at upper level about progress, outcomes and difficulties. This may also occur in situations where different levels of decision-making are in different levels of development with some long-established levels operating effectively and other newly developed ones in early stages of development.

Projects that encompass larger areas that include more countries, diverse cultures and multiple ecosystems demand more complex governance models. On the other hand, the existing formal and informal institutions for governance in each partner country can also be a source of stress for these partnerships, as cooperation between countries working at different levels of governance (e.g. national level vs NGOs) might hinder the operationalization of the project.

Formal structures of governance are very important to govern transboundary conservation, but not mandatory. Despite the lack of formal commitments, trust and strong connections between stakeholders can sustain some projects. International actors, local NGOs and people can push conservation initiatives forward.

Participants noted that success in their initiatives requires good representation of stakeholders. Effective adaptive management, public participation, and leadership were mentioned as the most common weak points.

Facing Challenges and Moving Forward

The different models of governance face challenges to their current implementation, and also regarding the necessary changes and adaptations they must undergo to ensure a sustainable future.

1) Funding

Lack of financial resources was noted as a consistent problem among all initiatives presented by participants. Issues include the difficulty in developing financial partnerships with donors and investors that are long-term, and finding a reasonable and effective strategy for cost sharing between countries. Developing joint applications for funding are ideal but depending on the power relations between countries and levels of trust this can require very difficult negotiation in particular when financial allocation requires sharing authority.

Exploring international recognition through transboundary UNESCO World Heritage, Biosphere Reserve and Ramsar could increase credibility and visibility and leverage additional funding and government commitment. Most projects associated with achieving this status rely on international donors and investors and NGO technical assistance. An issue identified by participants is that when the international financial assistance and NGO technical assistance is depleted, governments are not always ready to take on the financial and technical burden to continue the initiative.



2) Governance models

Governance models need to rethink on how to incentive governments and local authorities to finance the initiatives. This might require different approaches and skills, such as education, communication, benefits analysis, or political agreements. A successful example was one ultimatum led by international donors for ending the financing of one initiative; this pressure led the involved governments to shift their attitudes and take over.

3) Community and stakeholder engagement

Community engagement is also crucial to have successful initiatives, and this requires additional efforts to empower people in different countries and find effective strategies to communicate the benefits of conservation. This is particularly relevant in a context where there is private ownership inside the conservation area. Sharing information and promoting decentralization of governance towards communities that promote gender equity and equality can be a major step towards a sustainable future. Cultural differences, such as religion or language, may present barriers to cooperation.

4) Sustainability of transboundary approaches

Long term transboundary engagement my

challenge the capacity of current governance arrangements. Prior to engaging in attempts to further advance transboundary initiatives, it is necessary to assess current and past performance by defining criteria and indicators to measure success. This will provide knowledge and valuable data on future interventions. Adequate preparation for conflict and crises can prevent shocks in the governance system from incapacitating decision-making and halting forward progress. Combining long term strategies and strengthening current capacities to address challenges is a necessary evolution for resilient transboundary conservation. Effective long-term transboundary conservation needs to be institutionalized by governments, NGOs, private actors, and communities. This may require reshaping attitudes and perceptions towards these areas.

Group 4

Practitioners have developed a wide range of governance and decision-making arrangements in their transboundary regions. The type and formality of the arrangements vary according to the stage of development or maturity of the initiative and in response to the needs of the partners

involved. In some cases, activities were occurring even in the absence of formal governance mechanisms.

Generally, transboundary initiatives began with informal discussions and negotiations that provided sufficient substantive content and/or coordinated activity to meet partners' initial interests. Over time, many of these initiatives formalized through a Memorandum of Understanding (MOU) among the partner organizations. Some efforts remain at the stage where an MOU remains the principal mechanism outlining relationships among partners. Other initiatives have gone on to more formal relationships and structures, including formal recognition by national governments through international treaties (bi-, tri-, and multi-national) and through the creation of NGOs structures. These

more formal arrangements often contain a coordinating entity such as a secretariat, board of directors, or coordinating committee.

Because each of these efforts evolved more or less organically in the context of a particular transboundary region, each of them is functional and generally working well. That does not mean they are without challenges. Some of the specific challenges practitioners face include but are not limited to the following:

- 1) Challenges integrating government officials into decision-making processes;
- 2) Difficulty with new members or partner organizations understanding group norms and processes that have developed within the existing structure;
- 3) Difficulty sustaining interest, momentum, membership, and funding after the initial excitement of establishing the structure and securing the associated buy-in;
- 4) Challenges translating shared visions into annual or multi-year work plans that prioritize certain regions or projects;
- 5) Challenges keeping nearby communities, traditional leadership structures, and the non-profit sector informed and involved;
- 6) Challenges devolving power from governments to non-governmental partners;
- 7) Difficulty understanding the pros and cons of including outside partners and/



or designations, such as the World Bank and UNESCO World Heritage status;

- 8) Challenges communicating new governance models and structures with other interests and communities, including the challenge of growing and sharing wealth among multiple interests.

Notably, some of the simplest arrangements (e.g. the informal, relationship-based model carried out by the Rotary Clubs of Montana and Alberta and the Superintendents of Waterton and Glacier National Parks) were nimbler and less burdened with governance challenges.

In reviewing the range of models represented by the practitioners in the group, several key lessons emerged, including the following:

- 1) There is no single model for transboundary conservation governance;

- 2) All of the existing governance arrangements are functional, but none are perfect or without challenges;

- 3) Many of the arrangements came about because NGOs and/or other civil society actors made the case that a different approach was needed (and they helped facilitate that change);

- 4) Governance arrangements evolve over time as needs, interests, individuals, and resources change; reviewing these qualities and considering changes or reinvigorating the current model is essential;

- 5) Trust between individuals and organizations is the basic currency for this work (even if you have money, you won't necessarily be successful without trust); and yet

- 6) Money matters.





Chapter 4

Securing Financial Sustainability

Kevan Zunckel, one of the contributors to the Best Practice Guidelines, began this session by reviewing the survey results on financial sustainability for transboundary conservation. He went on to explain the merits of alternative approaches, emphasizing the potential value of identifying benefits associated with ecosystem goods and services. *Harvey Locke* provided some additional suggestions on financial sustainability for transboundary conservation, and cautioned that we should be careful about placing an economic value on wild lands for ecosystem goods and services.

Charles Besancon provided an overview of the global funding allocations and gaps to achieve agreed global biodiversity targets. He then reviewed 7 resource mobilization strategies that are utilized globally to achieve conservation outcomes; domestic government spending, bi-lateral funding, multi-lateral funding, trust funds, payment for ecosystem services, private/philanthropy and technical cooperation. He noted that increasing funds are not always the highest priority for governments and NGOs. Sometimes what is required is increased human capacity, knowledge or data.

Groups were formed with geographic diversity in mind so that wisdom on transboundary conservation issues could be shared to the widest possible extent.

Group 1

During this session, Maria Jose Gonzales gave an introduction to Environmental Trust Funds, and then each participant shared their most pressing issues related to financial sustainability in their transboundary landscapes.

Environmental Trust Funds

Environmental trust funds work as a conduit to bring financial resources to projects in the field. Trust funds are operated by third party, independent institutions. Unlike banks, trust fund institutions often provide additional services to recipients including capacity building, monitoring and follow-up. As trust fund operators are regionally or nationally-based, they can develop personal relationships with fund recipients. Trust funds can provide resources through interest on endowments that are invested in stocks, bonds and other managed investments, through the disbursement of resources until the funds are depleted (sinking funds) and through expenditure on resources that are replenished on a regular basis such as fees or taxes.

The MesoAmerican Reef Fund is a not-for-profit fund with a board of directors and a monitoring and evaluation committee. Funds are available only to other not-for-profit organizations according to a list of defined priorities available to 14 protected areas. Projects funded must have a regional focus.

Some resources available regarding trust funds include the Conservation Finance Alliance, a global network of practitioners that exists to encourage collaboration among individuals and institutions involved with sustainable finance. The Latin American and Caribbean Network of Environmental Funds (RedLAC) operates in a similar fashion to the Conservation Finance Alliance but specifically in the Latin American and Caribbean region.

Financial Issues

Financial issues presented by participants include:

Cross River-Korup-Takamanda Transboundary Initiative – Nigeria, Cameroon

Unable to access funds available from donors to central Africa. Three issues: moving beyond existing sources, funding mismatch, need for multi-year funding, competition with other priorities.

Silk Road to Peace, Hawr Al Azim Marsh - Iran, Iraq

Need to partner with Iranian NGOs as a nonprofit side to their operation, and apply for grants that have to do with peace, sustainable development, heritage, and environment. They have an interest to look at investors instead of grant-making institutions to access funds. Questions exist about how to access money from domestic governments, how to move those financial resources across boundaries and how to engage with for-profit initiatives that have access to different funds.

Rivers without Borders - Alaska and British Columbia Transboundary Watershed Conservation Initiative – Canada, United States

How to access funds for an initiative that is often overlooked and does not seem to be on the radar of donors.



Kavango Zambezi Transfrontier Conservation Area - Angola, Botswana, Namibia, Zambia and Zimbabwe

Funding received so far has been to set up institutional structures, but so far no funding is available for projects on the ground. Five partner countries are providing support, however this equals only half of the need to scale up the initiative over a 3-year time period. Questions were raised about the potential to create an endowment that could provide a permanent source of support. The need to assist the governments to move to a green economy was also raised.

Greater Virunga Transboundary Collaboration – Rwanda, Uganda, Democratic Republic of Congo

So far the Greater Virunga Transboundary Collaboration has had bi-lateral support (Dutch). Donors want to fund under peace

and stability portfolios, but governments in project countries don't put it in that box, they see it as environmental. Lots of donor interest in their area, but the challenge is aligning donor interests with funding needs

Sky Islands – Mexico, United States

Issues were raised about the need to hire more staff. However, bigger grants are needed to achieve this. Identifying multi-year opportunities is difficult. Project funding is easier to find than capacity building funding, which makes it hard to sustain staffing and knowledge continuity.

Summary and Lessons Learned

The following lessons were distilled from the group discussion:

1) Long-term financial support

Donors and investors unfortunately tend to operate under short-term, project-based funding cycles. As transboundary conservation requires long-term funding, strategic engagement with multiple funders is essential.

2) Funding mismatch

Matching donor interests with the needs of institutions involved with transboundary conservation was identified as a significant issue. In some cases, funding is available for peace and security but accessing those funds for nature conservation is not always possible, despite the known connection between these issues. The highly compartmentalized structure of recipient governments and donors can exacerbate this issue preventing effective collaboration.

3) Funding capacity building

Accessing financial resources for projects is often easier than financing capacity building. As there is often a high turnover among

government and NGO staff, ensuring the right level of skill and knowledge is available to sustain transboundary initiatives over time can be difficult. Recognizing that building human capital can be as important as financial capital is an important lesson.

4) Resilience

Transboundary conservation is a mixture of geography, vision, and institution, which is created to drive programs. Developing a vision so compelling to all stakeholders including the donor community is necessary for long-term engagement and commitment. The goal should always be that the vision is incorporated into all stakeholder organizations and institutionalized so that any particular constituent part will not be required for overall success. This is the essence of resilience; when enough momentum, interlinkages and capacity have been created so that the initiative can be sustained, even when there are shocks to the system, such as climate or political changes and the loss of important donors.

Group 2

This group brought together 11 practitioners from Africa, Asia, North America and Europe working at different scales, contexts and government structures. Participants were asked to introduce themselves and give a brief overview of their transboundary conservation initiative and the current funding situation to support it. Successes, challenges, constraints and needs were discussed next. Several different financial models were presented and numerous challenges were highlighted. The group then discussed lessons learned from the discussion.



Financial Issues

Prespa Park – Greece, Albania, Macedonia

Three governments have signed a Treaty to establish formal cooperation in the form of a Transboundary Commission to make shared decisions. The commission involves the national governments, NGOs, protected areas staff, international institutions and international donors. A trust fund was established with a \$20 million budget for 20 years; there is a sustained support from international donors, such as the United States Agency for International Development (USAID), MAVFA Foundation, KFW and others. Government co-finances some activities on a project basis. Despite the signed treaty agreement between national governments, there is a perceived lack of political will due to complex politics between the national governments. There is a need to increase local co-financing over time, and to develop strong cooperation mechanisms.

Peace Park Foundation

The Peace Park Foundation is based in South Africa and works in 10 different countries in the region. There is an established capital fund called Club 21 that funds operational costs and salaries. There are also external funding sources for implementation of projects. The Peace Park Foundation receives funding from

lotteries in the United Kingdom, Holland, Sweden and other countries. Fundraising is often species-focused (for example, to protect rhinos). Each TBC initiative that the Peace Park Foundation is involved with has a joint management board and an integrated development plan where issues and priorities are highlighted. The main challenge identified is to grow the team and support additional staff.

Waterton-Glacier Peace Park Center – United States, Canada

The center is in the process of development now; there are 5 organizations - champions that are moving the idea forward: Glacier National Park, the University of Montana, Glacier National Park Conservancy, Glacier Institute, and the Historic Preservation Alliance. Some funding has been available for certain projects, including in-kind contributions. Currently diverse groups of people are interested in the initiative, which is an advantage and disadvantage at the same time. There is lack of coordination and no clear vision how and what to raise funds for; it should be specified in the near future.

Yellowstone to Yukon (Y2Y) – United States, Canada

This NGO-led initiative is a partnership between 300 organizations across 2000 miles,



two countries, two Canadian provinces, two US states, a number of native American tribes and First Nation groups and numerous other jurisdictions. Half of all donations come from individual donors, another half from foundations. 70% of donors share a love for the region, care about it, believe in the vision, and are committed to make a change. There is a clear and strong vision for this initiative, and a commitment for non-competition among partners. Partners write joint proposals, practice subcontracting and a formal re-granting program. Among the main challenges are a lack of corporate and government funding, lack of international development funds, short-term time frame for the majority of grants (usually annual), and difficulty to sustain local partnerships. It was also noted that there is an overall shift away from nature conservation among donors, which makes it harder to get funding for the initiative.

Transboundary Manas Conservation Area – Bhutan, India

The projects within this initiative are funded by World Wildlife Fund (WWF) from the Bhutan side, and Panthera Foundation from the Indian side. Operational costs are covered by the governments in both countries. Conservation strategies and fundraising are species-based. There is no formal MOU for this initiative. The main challenges are a lack of long-term commitments (most grants are annual), lack of continuity, and inability of donors to meet the full requests for the transboundary conservation. The goal is to get more government support, scale up the initiative and develop joint management plans.

The Grenadines Network of Marine Protected Areas – Grenada, St. Vincent and the Grenadines

This network of MPAs collaborates based on a symbolic agreement. 90% of the funding comes from donor agencies, such as USAID and the Global Environment Facility (GEF), and support through the Nature Conservancy, SEED and others. They also partner with other initiatives (e.g. Caribbean Conservation Initiative) to match funds – for example, to get a loan for sailboats. Some donations are in-kind. There is a lack of government support. There is also an issue of sustainability of funds, as most grants are short-term. Other identified needs include: thinking outside the box, mainstreaming biodiversity into other sectors, leveraging of funds. In general, there is a clear gap between the needs and available resources for projects.

Greater Mount Nimba Massif Landscape - Liberia, Guinea and Cote d'Ivoire

The parties work under an agreement, and have a twelve person board to coordinate their work. Corporate support equals to \$200,000. The funding comes from FFI, CI, mining

concessions and other sources. This money is used mainly for capacity building activities for rangers and management planning. One million dollars were raised for an endowment fund. It was noted that donor funding was only sufficient for some tourism activities, but not sufficient overall. The initiative lacks operational funding and only receives project funding. Furthermore, the initiative is unable to meet the requests from communities to support alternative livelihoods. Lack of government interest, lack of political will, and lack of interest from USAID were also named as main constraints for successful transboundary conservation in the region.

Maloti-Drakensberg Transfrontier Conservation Program – Lesotho, South Africa

The Maloti-Drakensberg Transfrontier Conservation and Development project was launched by the ministers of environment from each country and is supported by a \$15.24 million GEF project implemented by the World Bank. Current funding is enough for coordination activities, but not sufficient for project implementation. Grants usually last for 5-7 years, and there is an exit strategy—governments' agreement to mobilize each country's funding. The program works closely with the Peace Park Foundation to support a coordination team. There is also a 20-year strategy for government cooperation. The main challenge is the economic disparity between Lesotho and South African that translates to differential support of the initiative. There is a need to develop a joint fund to support the existing MOU and design in a way to balance financial disparities between the countries. There is also a need for a better coordination and collaboration: South Africa has a decentralized provincial government system with 7 government agencies at different scales that require complex coordination.

Euphrates –Tigris River Basin – Iraq, Iran

This project is aimed at the management of water resources in the province of Sulimaniya, in the Kurdish administered region of Iraq. The project ends at the end of September 2016, and there are no plans to renew it or initiate a new project. Although the river managed in Iraq originates in Iran, there is no collaboration between upstream and downstream actors, no national government participation and no local community participation. The project is funded only at the municipal level for 2 years by Sanyon.

Amur Green Belt – Russia, Mongolia, China

The Amur Green Belt was initiated by WWF to develop and implement a comprehensive ecological network in priority wetland and forest habitats throughout the basin, with special emphasis on ecosystems adjacent to the international borders. The initiative tries to create and maintain an interdependent network of protected areas, covering at least 15% of all ecosystems and comprise areas that are critical for the conservation of some species. The 3-year WWF project got 90% of its funding from international donors (Germany, UK, Holland) and 10% from Russian donors. The money is mostly used for transboundary cooperation and establishment of new protected areas. There is a 20-year plan for this initiative after the initial project that established it is finished. However, the funding for the implementation phase is not secured. A significant challenge for achieving financial sustainability in Russia is that Russian NGOs that receive funding from international donors must now be registered as “foreign agents” because of a new law. The potential of receiving of funding from organizations in Mongolia and China is currently unclear.

North Cascades Region – United States,
Canada

This initiative includes cooperation between the United States federal government through the National Park Service, and two provincial protected areas in the Canadian province of British Columbia. An endowment fund was established to support transboundary cooperation in order to protect watersheds and provide educational opportunities. The main challenges include variability of federal and donor funding, government shut downs, congressional allocation of funds and a lack of operational funding (most grants are project-specific).

Synthesis and Lessons Learned

Toward the end of the session the group focused on some common challenges related to financial sustainability of transboundary initiatives and possible ways to address them. It was highlighted that the lack of government support and variability of federal funding were common to many initiatives, as well as the lack of political will. There is a need to raise awareness among politicians about the benefits of transboundary conservation to secure political support and funding.

Another common theme that was highlighted is the short-term nature of grants from

different sources—many of them are annual or several year grants, which is an obstacle for sustainability. It is necessary to raise awareness among donors about the long-term benefits of funding; in this sense, they should be seen as investors rather than just donors. To achieve that, we need to engage donors and bring them in the field so that they can understand the initiative better and care about it.

The third common theme that was noted was financial disparity between countries, which is true especially for the countries with different levels of development. To overcome that, joint funds should be developed that can balance financial disparities. Finally, the group highlighted that monitoring and evaluation—integral parts of the management process—should be used not just as a tool, but rather as a prerequisite for successful cooperative project implementation.

Group 3

Introduction

In this group each participant shared the current financial status of their transboundary initiatives, highlighting



challenges including planning and implementing stages. This was followed by a group discussion on existing and potential strategies to secure financial sustainability.

Sources of Funding

Funds for transboundary conservation initiatives can be obtained from different sources, thus resulting in different levels of complexity. Initiatives can be funded by a single donor or through multi-donor partnerships. National or subnational governmental agencies often provide resources through environmental agencies or designated conservation funds (e.g. Mozambique Biodiversity Fund), but the group perceived these resources to be inadequate to meet the needs of the initiatives in most cases.

International funding from bi-lateral and multi-lateral donors seem to be the most common approach. Organizations such as WWF, Conservation International, the European Commission and bi-lateral donors have been very active in establishing and investing in environmental trust funds. Donors and implementing agencies may also establish partnerships with countries to promote initiatives and governmental commitment.

The private sector can also work with governments and third parties to provide financial resources, namely through investment in private protected areas, specific projects and by offsetting the impacts of their activities.

Challenges at Different Stages

1) Start up

When starting to gather funds to finance a transboundary conservation initiative a key challenge is to guarantee long term funding

as short-term strategies hardly provide a sustainable framework for such projects. Developing a long-term strategy and vision is necessary to attract government and international donor interest. In this process one might find problems such as donors not being available to fund partnerships that include countries with specific governmental structures such as dictatorships. There may also exist an overall decline in governmental funding and rising number of projects seeking support.

Funders also might prefer different approaches in these initiatives, some prefer funding for a complete project, while to engage other funders requires splitting the project into actions and then gather several partners for each action. This increases the need for coordination and cooperation among partners.

2) Action

Getting governments committed to the project is absolutely necessary to sustain funding, not only to keep public funding but also to reduce problems with the other partners. Lack of commitment by some countries may lead to unjustifiable non-compliance with signed agreements. This may set the foundations for breaking trust and undermining cooperation between partners.

3) Sustain

When there is already a solid funding flow to conservation the biggest challenge is maintaining the long-term interest of funders. Interest and commitment rely on maintaining high levels of cooperation and transparency among partners and fueling trust where transboundary initiatives are waning. Some successful approaches to sustaining donor interest include; promoting community-based



approaches, providing local benefits such as jobs or human health and showcasing successful partnerships with proven results.

Key Strategies

Trust was declared by the group to be a powerful tool to promote sustainable financing. It is essential to build trust with international and governmental funders on the merits of projects. A significant step to nurture trust is to develop a shared vision for these projects. This common vision will allow donors to better understand how their investment supports specific goals, objectives and targets of the initiative, thereby alleviating misconceptions in the future that could jeopardize their commitment.

Maintaining a sustainable flow of resources requires the implementation of a number of different strategies targeting different donors and sources of funding, but also ensuring adequate capacity to adapt to the changing donor landscape. Recognizing that different donors require different strategies, the following strategies were distilled from the discussion:

1) Government funding

Governments are considered critical actors in funding transboundary conservation. In some contexts, governments have been playing their

role directly providing funds or creating laws or institutions (e.g. trust funds) to channel other funds to conservation initiatives (e.g. international funding or offsetting measures from private companies). However, there are still governments with little or no financial commitment to these initiatives, which rely almost entirely on international donors.

A key strategy to promote government engagement in transboundary conservation efforts is to raise awareness among legislators, politicians and decision makers about the benefits of conservation areas, through economic studies, scientific research or community surveys. It is also relevant to articulate benefits to other relevant governmental sectors beyond the environmental ones (e.g. ministries of agriculture and health). In this context, ecosystem service evaluation can be a useful tool to highlight and describe benefits.

2) Business

Private/commercial companies can also be relevant funders of transboundary conservation initiatives, as they may be able to develop profitable activities while providing increased livelihoods for local communities and additional funding for conservation actions. The challenge and opportunity is to

ensure that business activities and principles are aligned with best-practice principles of nature conservation, and that transparency and codes of ethics are applied.

3) Civil society

Third parties, such as NGOs and other non-profit groups, can play a fundamental part in financing or gathering funds for these initiatives. Maintaining neutrality can allow these stakeholders to be trustworthy managers of funds.

4) International finance

When considering international funders such as bi-lateral, multi-lateral donors and international foundations, strategies for engagement may vary. Foundations may be more prone to engage in projects with a more thematic approach towards funding, as they tend to feel more confident in financing specific actions with a tangible goal. Multi-lateral funds tend to be more directed to full package projects that provide a wider range of action and include more complex goals (e.g. promote conservation while increasing human livelihoods).

Group 4

This session focused on identifying obstacles and solutions on the path to financial sustainability for transboundary conservation initiatives. The session began with an explanation of environmental trust funds, a widely applicable funding mechanism that could apply to the work of many of the participants. Afterwards, each participant identified the most critical financial issues their respective initiatives are facing. The session concluded with a broader reflection on the role of funding in potentially shaping the purpose and direction of transboundary conservation initiatives.

Environmental Trust Funds

Environmental Trust Funds provide a mechanism to finance conservation activities. Each fund is unique and created to achieve specific objectives, often tied to a particular place. Practitioners shared two online resources that help connect funds to conservation partners – the Conservation Finance Alliance (www.conservationfinance.org) and the Latin American and Caribbean Network of Environmental Funds (www.redlac.org/en).

In general, these funds:

- 1) Act as third party, independent financial agents;
- 2) Work as a conduit between funders and conservation efforts, providing an accountable system that brings funds to work on the ground;



- 3) Monitor funds and track project progress and results;
- 4) Focus on a specific geographic region, which allows for the development of close relationships;
- 5) Support the conservation needs of the countries in which they work; and
- 6) Are prevalent in many regions of the world.

Financial Issues

Practitioners shared similar funding challenges, across geographies and stages of development, including the following:

- 1) Rarity of multi-year funding: project implementation grants are easier to than grants to hire staff or create endowments, which leads to high personnel turnover and lack of continuity;
- 2) High competition for funding sources in a geographic area;
- 3) Funding mismatch: available funder focus areas (education, water, health) may not match with initiative objectives (biodiversity, forests, threatened species);
- 4) Focus area may have no existing funders—overlooked geographies;
- 5) Funding goes towards setting up structures, not carrying out projects on the ground;
- 6) Aligning donor interest with funding needs: international aid is focused

on peace and stability funding, while local governments are focused on local needs and interests.

Synthesis and Lessons Learned

Practitioners discussed sustainable financing as a necessary element of their work, but not as a driver of their work. They were careful to articulate the risks of mission drift and the danger of creating projects or structures that exist only to sustain a relationship with a funder or to a funding stream.

Specifically, the group noted that transboundary conservation initiatives can be seen as a combination of:

- 1) Geography – the place where conservation occurs
- 2) Vision – the ideas and inspiration behind the initiative
- 3) Structure – the organizational and financial aspects of the initiative
- 4) Movement – the larger shift in perspective that the initiative seeks to create.

Within this context, the real question of sustainability revolves around creating a broader, system-wide movement that embraces the goals and priorities of the initiative. Financial resources should focus on fueling the organizational structure that supports this broader movement. The group highlighted that the most important metrics for their work shouldn't be financial ones and that the resources they need to do their work are not always financial and can also be measured in terms of capacity and institutional strengthening.

Chapter 5

Open Space Sessions



During this session, participants had an opportunity to self-organize into small groups around topics of mutual interest. Topics chosen by participants were:

- 1) Civil Society Engagement;
- 2) Tools and Technology; and
- 3) Future Leaders;

Civil Society Engagement

The overall theme of this session was to share experiences with civil society engagement in transboundary conservation initiatives. Three subthemes were discussed: providing encouragement to governments to engage with transboundary conservation; engaging private landowners in transboundary conservation; and strengthening the role of indigenous and community conserved areas in transboundary conservation.

Providing encouragement to governments to engage in transboundary conservation.

In this sub session, participants discussed examples where civil society is leading the engagement across borders for transboundary conservation but there is a perceived reluctance among some governments to engage. Examples discussed included Armenia, Iran, Nepal, Jordan, Israel, Mexico and the United States of America. The following reasons were identified to explain lack of engagement by governments:

- 1) Some governments do not recognize the role of civil society to influence government policy. These governments may have centralized decision-making and could include monarchies or other non-democratic structures;
- 2) Some governments either do not have the capacity to engage in transboundary conservation due to the relatively high transaction costs or transboundary conservation has not been established as a priority;
- 3) Some governments may have difficulty to engage with transboundary conservation due to a history of conflict with neighboring countries or disputed borders.

Participants then discussed strategies to overcome some of the barriers presented above. They include:

- 1) Seek encouragement from neutral third-party organizations that have relationships with governments in the form of a letter of endorsement. Several examples were discussed where IUCN sent letters of endorsement to governments encouraging cooperation for conservation across borders;

- 2) Utilize treaties and other transnational partnerships and agreements as a platform for transboundary cooperation. Examples include Transboundary Biosphere Reserves, Transboundary World Heritage Sites and Transboundary Ramsar sites;
- 3) Use big regional or international events such as the Conference of the Parties to the Convention on Biological Diversity or the IUCN World Conservation Congress as an impetus to encourage governments to announce transboundary activities or to declare intent to engage;
- 4) Match scales appropriately to ensure governments can communicate effectively. Provincial or state initiatives should engage with other provinces or states, and in the case of national parks, the equivalent national authority across the border should be communicated with. Conduct a multiple scale analysis and operate at all effective scales;
- 5) Remind governments that are Parties to the Convention on Biological

Diversity about their commitments to achieve Aichi Biodiversity Targets that require transboundary cooperation.

Engaging private landowners in transboundary conservation

Private landowners, such as farmers and foresters, play a key role in biodiversity conservation, and like local communities, these actors are instrumental to a successful implementation and management of conservation initiatives. The participants in this sub session have experienced similar challenges in dealing with private landowners, resulting in consistent poor levels of engagement.

The main question for all initiatives was how to raise awareness and encourage farmers to protect and enhance the environment on their farmland? On the one hand it is necessary to include them in the development of a common vision for the conservation initiative, thereby increasing the chances of compliance with proper land management. On the other hand, private landowners rely on their productivity to maintain or improve their lifestyle; this often creates a mismatch of goals that results in conflict. Addressing private landowners is



also challenging because of spillover effects, if one key landowner is not engaged, their behavior and practices could spoil the effort of all remaining complying landowners (e.g. river or groundwater contamination by one farm will have a negative impact on all other complying farms).

To address these challenges, participants discussed how to approach and engage private landowners into conservation initiatives. Participants noted some strategies that can be useful in different contexts, namely:

- 1) Focus on personal relationships and trustbuilding;
- 2) Identify motivations for engagement; this might vary significantly between countries, but also according to gender, age or education level;
- 3) Acknowledge that conservation initiatives tend to reduce the opportunity costs of private landowners. It is then necessary to clearly identify the trade-offs;
- 4) Work with governmental entities to develop a new mind-set more favorable to public-private cooperation in biodiversity conservation.

Ensuring the participation of indigenous and local communities in transboundary governance

In this sub session, participants shared experience in ensuring the participation of indigenous and local communities in transboundary governance. Suggestions included:

- 1) Look at policy frameworks in government that recognize the role of

indigenous and Community Conserved Areas in protected area governance. An example discussed was the Philippines that formally recognizes Indigenous and Community Conserved Areas (ICCA) as protected areas where designated areas provide prior and informed consent in decision-making;

- 2) Utilize Rotarian networks to reach the appropriate government agencies;
- 3) Read the experience of others and look at maps and data on the ICCA Registry (Indigenous and Community Conserved Areas Registry) website.

Tools and Technology

Social Network Analysis

Social Network Analysis (SNA) depicts nodes (organizations and individuals) and how the nodes are connected based on different variables. Social Network Analysis can also measure how often groups connect and provide a visual image of the social network, including how tight the connections are and if they are connected in sub-groups.

Social network analysis can be made more effective when used with other tools and strategies, such as community livelihood assessments, and when connected to geospatial data. These additions help practitioners identify weak links and interactions across scales as well as across thematic focus areas.

The need now is to improve both the quality and the robustness of the data and how it is used by technology and tools that support the end user. Part of the reason we want better



data is to provide comprehensive social-economic baselines, which among other uses will help answer questions concerning the added value of our collective conservation activities.

There has been significant work developing indicators at different levels for monitoring and evaluation – and using multiple sources and inputs of data to develop reports in real time. This has proven especially useful in improving ranger patrols. But the development of indicators is difficult and often easier to develop at project-level scale than at the transboundary scale.

SMART technology

One notable example and success is the use of SMART technology for ranger patrols. Because nine different non-profits have partnered together to design, use, and implement SMART it has become a well-know, recognizable, and useful standard. And while its initial focus was to provide spatially explicit data for law enforcement purposes, it can also be a capacity building tool and provide total monitoring across a wide range of metrics. Other emerging technologies initially built for tourism purposes also hold promise in delivering data and reports that will be useful to resource managers and conservationists. The principle roadblock ahead is centered

on data reliability and user issues/familiarity with the technology and how to use it. This is another realm where the technology is developing faster than our other processes.

Drones

In the United States, drones can be used if the right permissions are secured through the proper administrative channels. They are publicly prohibited. This contrasts with other countries' approaches. In South Africa, for example, drones are allowed on a time-limited bases (e.g. through a 6-month use permit). Drones will be an increasing topic of conversation given their versatility and multiple uses.

Facebook and social media: Park managers are using Facebook to mark wildlife and other sightings, which in turn is changing the way people visit the parks, what they're interested in, and where they go.

Other online tools and resources: In one of the national parks in Alaska, web cams allowed people from around the world to contribute to a database of wildlife sightings in a particular area.

Data gathering / data management

The central challenge is how to gather and

report back in a way that is meaningful and effective; how to make the connection to the conservation community and to integrate conservation values/messages into places where people are already visiting and formats/tools they are already using.

Capacity to use technology

It takes staff, time, and money. There are organizations like the Peace Park Foundation that provide staffing capacity to other conservation organizations to address technology needs using a “train the trainer” methodology. It would be great to find additional resources like these.

Future Leaders

The group met to brainstorm and share successes in inspiring future leaders in transboundary conservation. Participants shared the following information with one another:

- 1) The IUCN WCPA’s Young Professionals Network seeks to engage emerging conservation leaders, including researchers, experts and NGO staff with the work of IUCN. There is a Facebook page, and they are trying to develop field fellowships where young people can shadow park management staff.
 - a. An emphasis should be placed on building landscape-specific learning networks from the global network
 - b. Continuity of participation in these networks is important but including new faces is essential
- 2) At the 2014 IUCN World Parks Congress there was an entire stream about

inspiring young leaders in conservation; the idea was that the existing structure/people who work in conservation can’t work in their little box and expect people to come to them.

- 3) The UN Environment Program has created an environmental peace-building academy focusing on resource management in post-conflict areas to promote peace and good relationships. The academy provides a resource for participants to share curriculums.
- 4) International Peace Park Expeditions (IPPE) gets students into the field to have topical discussions on transboundary conservation, and place-based presentations from experts. They work in four transboundary locations. International Peace Park Expeditions has a



fellowship program where local partners identify local needs, that are promoted to the universities they work with so graduate students can assist with the work. The costs to operate IPPE come from student fees.

- 5) Professional skill building for young leaders could include interviewing professionals in the field, using translators and being adaptable in field situations.
- 6) There is a University of Montana (UM) Program that brings people from all over the world who understand the needs in their part of the world, and enlist them to help develop curriculum so that the teaching at UM will be

relevant all over the world. Most issues that exist in protected areas that are not adjacent to international boundaries also relevant in transboundary regions.

- 7) The University of Montana is offering a certificate in protected area management, which provides general global perspective. Capstone is practicum project.
- 8) The MesoAmerican Reef Leadership Program focuses on sustainable tourism, mangrove restoration and building a blue economy. Students draw connections between each other, as well as across generations



Chapter 6

Summary of Feedback



At the end of the workshop, participants were given the opportunity to evaluate the workshop. The following is a summary of the evaluations.

What Worked Well

1) The high quality of the workshop logistics, agenda, format and communications prior to and during the workshop were rated the highest.

2) Participants particularly enjoyed the opportunity to network among each other and learn about the transboundary landscapes represented at the workshop. They noted the following activities as particularly helpful in this regard:

- The “*hands across borders*” introduction where participants created two lines and then moved up and down the line in an organized way until they had a chance to shake hands and meet most other participants;
- *The Transboundary Café* where practitioners each had one minute to introduce their transboundary conservation initiative by responding to the following questions:
 - o Introduce your transboundary landscape
 - o What is the name?
 - o Where is it?

- o When was it created?
- o What are the primary objectives?
- o Who is involved?
- o What is your most significant accomplishment to date?
- o What is the most urgent need for your TBC initiative?

3) The organization and facilitation of the problem solving clinics;

4) The great diversity of participants in terms of their experience, geographic representation and the diversity of the transboundary initiatives they represented;

5) Participants noted that although there was a very packed agenda, the presentations and speeches were well delivered and concise. Several comments related to the film presented on the first day:

- *Wild Ways: Corridors of Life*, which explains how, around the world, wildlife need to roam for breeding, foraging, and to carry out their traditional migrations – but are often blocked by ranches, farms, roads, and other human-made obstacles. The film documents how animals are again on the move with illustrations from North America’s Yellowstone to Yukon Conservation Initiative to Southern Africa’s elephant highways stretching across five nations.

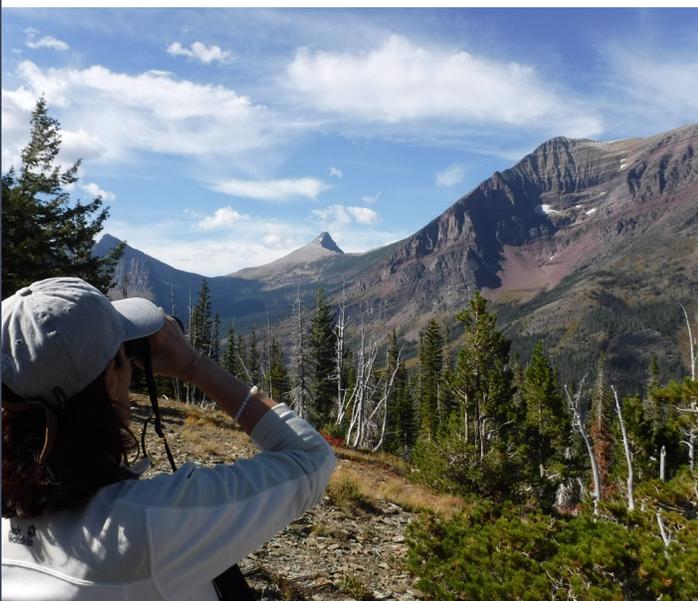
- 6) The *field trip* to learn about The Iinnii Initiative, a local innovative transboundary conservation initiative;
- 7) The overall high level of interactivity fostered by the organization of the workshop; in particular through the problem solving clinics;
- 8) Many opportunities for networking that the workshop provided through the interactive sessions, the field trips, meals, etc.;
- 9) The opportunities for learning that the workshop presented;
- 10) The beautiful venue of East Glacier lodge.

What Could be Improved

- 1) Many participants felt that the workshop was too short or that certain aspects of the workshop should have had more dedicated time; in particular, time for questions and answers and more wrap-up;
- 2) Related to the above, participants suggested that more time for discussion synthesis and case study evaluation should have been included. Some participants expressed

their desire to include the development of transboundary conservation action plans to guide their work upon arriving home;

- 3) Including more geographic representation and more diversity, for example from indigenous groups, and youth leadership from around the world would have further enriched the workshop;
- 4) As noted in the “*What Worked Well*” section above, participants enjoyed the problem solving clinics but thought that they were sometimes rushed and were not equally focused. To maximize interactivity among participants, a suggestion was made to ensure that presentations were not included during the actual problem solving clinics;
- 5) Participants suggested that several of the introductory presentations could have been organized around case studies, rather than globally focused;
- 6) The workshop could have included more transboundary content including discussions about legal frameworks;
- 7) The introductory ‘hands across borders’ session was too rushed and not all participants were able to meet one another;
- 8) More preparation for the workshop would have been helpful including additional materials to read and for participants to address some of the key issues prior to coming to the workshop;
- 9) More time for informal discussion among participants would have been helpful; and
- 10) Language barriers prevented some participants from fully engaging and learning from the workshop.



Chapter 7

Next Steps



Based upon the workshop evaluations as well as the content of the problem-solving clinics, the following are suggested next steps arising from the workshop:

- Convene periodic international workshops for a broad cross-section of practitioners. Address Common needs and interests, and adapt the format used in *Hands Across Borders* as appropriate.
- Convene regionally-based capacity building/training workshops based on the needs and interests of the region. Work with local transboundary conservation leaders to mobilize and engage participants, secure funding and offer resources, and to co-convene the workshop.
- Include indigenous leaders and practitioners in designing convening capacity building workshops and transboundary conservation initiatives more generally;
- Involve graduate students and other “future leaders” in facilitating these types of workshops;
- Limit participation to no more than 50 people to foster relationship building and in-depth conversations and peer learning;
- Build on the network of Rotary Clubs throughout the world, and encourage them to become more involved in transboundary conservation initiatives in their area, involve Rotary club leaders in transboundary conservation workshops as appropriate;
- Utilize IUCN’s Transboundary Conservation Specialist Group to expand the network of practitioners that participate in the workshops and to disseminate lessons learned from workshops to the global network;
- Develop additional decision-support tools for transboundary conservation, and share the tools via the global network and use them, as appropriate, in future workshops.





Appendix 1

Participants

Africa 8 initiatives, 9 participants	
Initiative	Participants
Greater Mount Nimba Massif Landscape Liberia, Guinea & Cote d'Ivoire	Saye Thompson , Chairman East Nimba Nature Reserve Co-Management Committee Greater Mount Nimba Massif Landscape tina.vogt@fauna-flora.org
	Roger W. Luke , Chief Warden East Nimba Nature Reserve Forest Development Authority, Liberia rogerluke74@hotmail.com
Cross River Gorilla Landscape Cameroon & Nigeria	Andrew Dunn , Country Director Nigeria Program, Wildlife Conservation Society adunn@wcs.org
Great Limpopo Transfrontier Conservation Area Mozambique, South Africa & Zimbabwe	Piet Theron , International Coordinator piettheron01@gmail.com
Maloti-Drakensberg Transfrontier Conservation Program Lesotho & South Africa	Rabson Dhlodhlo , Program Coordinator dhlodhlo@kznwildlife.com
Kavango Zambezi Transfrontier Conservation Secretariat Angola, Botswana, Namibia, Zambia & Zimbabwe	Morris Mtsambiwa , Executive Director mzmtsambiwa@gmail.com
Sangha River Tri-national Protected Area Cameroon, Central African Republic, Brazzaville-Congo	Theophile Zognou , Executive Director Sangha Tri-national Trust Fund theophile.zognou@fondationtns.org
Greater Virunga Transboundary Collaboration Uganda, D.R. Congo & Rwanda	Anna Behm Masozera , Director General International Gorilla Conservation Programme abehm@igcp.org
Peace Parks Foundation Numerous Transfrontier Conservation Areas across Southern Africa	Craig Beech , Information Systems Manager cbeech@ppf.org.za

Asia | 7 initiatives, 9 participants

Initiative	Participants
EcoPeace Middle East Jordan & Israel	Gidon Bromberg , Israeli Co-Director info@foeme.org
The Source of Amur Transboundary Nature Reserve Russia & Mongolia	Anna Barma , Protected Areas Coordinator World Wildlife Fund Russian Amur Branch ABarma@wwf.ru
Silk Road to Peace Turkey, Georgia, Armenia, Russia, Azerbaijan, Iran, Iraq, Turkmenistan, Uzbekistan, Tajikistan, Kyrgyzstan, Kazakhstan, China, Afghanistan & Pakistan	Jorg Ostrowski , Project Manager ecojdo@gmail.com
	Helen Ostrowski , Asst. Project Manager helenvostrowski@gmail.com
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Transboundary Manas Conservation Area India & Bhutan	Sonam Wangdi , Section Head Species Conservation and Monitoring Section, Wildlife Conservation Division Department of Forests and Park Services, Bhutan sonamwangdi80@gmail.com
Euphrates-Tigris River Basin Iraq, Turkey, Iran, Syria, Saudi Arabia, & Jordan	Yadgar Kamal Ahmmad , Koya University, Iraq yadgar.ahmmad@koyauniversity.org
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IUCN-WCPA North Eurasia Armenia, Azerbaijan, Belarus, Kazakhstan, Kyrgystan, Moldova, Russian Federation, Tajikistan, Turkmenistan, Ukraine, Uzbekistan	Elena Nikolaeva , Ph.D. Candidate University of Montana Vice-Chair for North Eurasia, IUCN-WCPA nikol.elena@gmail.com

North America & Caribbean | 9 initiatives, 12 participants

Initiative	Participants
Roundtable on the Crown of the Continent United States & Canada	Gary Tabor , Co-Founder Executive Director, Center for Large Landscape Conservation Vice-Chair, Mountain Protected Areas, IUCN WCPA gary@largelandscapes.org
Yellowstone to Yukon Initiative United States & Canada	Jodi Hilty , President and Chief Scientist jodi@y2y.net
Rivers Without Borders United States & Canada	Will Patric , Executive Director will@riverswithoutborders.org
North Cascades Region United States & Canada	Karen Taylor-Goodrich , Superintendent North Cascades National Park Service Complex karen_taylor-goodrich@nps.gov
Waterton-Glacier Peace Park Center United States & Canada	Wayne Freimund , Professor Protected Area Management College of Forestry and Conservation University of Montana wayne.freimund@umontana.edu
Sky Island Alliance United States & Mexico	Mirna Manteca , Conservation Coordinator mirna@skyislandalliance.org
Northern Tribes Buffalo Treaty Blackfoot Nation, Blood Tribe, Siksika Nation, Piikani Nation, the Assiniboine and Gros Ventre Tribes of Fort Belknap Reservation, the Assiniboine and Sioux Tribes of Fort Peck Reservation, the Confederated Salish and Kootenai Tribes, and the Tsuu T'ina Nation	Leroy Little Bear , Former Director American Indian Program Harvard University Professor Emeritus of Native Studies University of Lethbridge littlebear@uleth.ca
	Terry Tatsey , Vice-Chair Blackfeet Tribal Business Council bdgrcrk@yahoo.com
	Leona Tracy , Field Coordinator Iinnii Initiative leona.blackfeetbison@gmail.com
Big Bend/Rio Bravo Region United States & Mexico	Dave Larson , Chief of Science and Resource Management National Park Service david_larson@nps.gov
	Rick LoBello , Education Curator El Paso Zoo, El Paso Sierra Club Group Executive Committee Greater Big Bend Coalition Rotarian ricklobello@gmail.com
The Grenadines Network of Marine Protected Areas Grenada/St. Vincent & the Grenadines	Martin Barriteau , Director Sustainable Grenadines Inc. martinbarriteau@gmail.com

Central & South America | 2 initiatives, 2 participants

Initiative	Participants
Mesoamerican Reef Mexico, Belize, Guatemala & Honduras	María José Gonzalez , Executive Director Mesoamerican Reef Fund mjgonzalez@marfund.org
Eastern Tropical Pacific Seascape Costa Rica, Panama, Columbia, Ecuador	Laura Carolina García León , Coordinator International Affairs Office National Natural Parks of Colombia secretariacmar@gmail.com

Europe | 2 initiatives, 2 participants

Initiative	Participants
Oulanka-Paanajärvi National Park Co-operation Finland & Russia	Arto Ahokumpu , Deputy Director Parks and Wildlife Finland arto.ahokumpu@metsa.fi
Prespa Park Albania, Greece & Macedonia	Oliver Avramoski , IUCN Regional Office for Eastern Europe and Central Asia Project Office, Protected Areas oliver.avramoski@iucn.org



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Appendix 2

Case Studies of Transboundary Conservation



Case studies of the following transboundary conservation initiatives are available at the project website: <http://naturalresourcespolicy.org/projects/transboundary-conservation.php>.

Africa

- Greater Mount Nimba Massif Landscape (Liberia, Guinea & Cote d'Ivoire)
- Cross River Gorilla Landscape (Cameroon & Nigeria)
- Great Limpopo Transfrontier Conservation Area (Mozambique, South Africa & Zimbabwe)
- Maloti-Drakensberg Transfrontier Conservation Program (Lesotho & South Africa)
- Kavango Zambezi Transfrontier Conservation Secretariat (Angola, Botswana, Namibia, Zambia & Zimbabwe)
- Sangha River Tri-national Protected Area (Cameroon, Central African Republic, Brazzaville-Congo)
- Greater Virunga Transboundary Collaboration (Uganda, D.R. Congo & Rwanda)
- Peace Parks Foundation (Numerous Transfrontier Conservation Areas across Southern Africa)

Asia

- EcoPeace Middle East (Jordan & Israel)
- The Source of Amur Transboundary Nature Reserve (Russia & Mongolia)
- Silk Road to Peace (Turkey, Georgia, Armenia, Russia, Azerbaijan, Iran, Iraq, Turkmenistan, Uzbekistan, Tajikistan, Kyrgyzstan, Kazakhstan, China, Afghanistan & Pakistan)
- Dizmar-Arevik Peace Park (Iran & Armenia)
- Transboundary Manas Conservation Area (India & Bhutan)
- Euphrates-Tigris River Basin (Iraq, Turkey, Iran, Syria, Saudi Arabia & Jordan)
- IUCN-WCPA North Eurasia (Armenia, Azerbaijan, Belarus, Kazakhstan, Kyrgyzstan, Moldova, Russian Federation, Tajikistan, Turkmenistan, Ukraine, Uzbekistan)

North American & Caribbean

- Roundtable on the Crown of the Continent (United States & Canada)
- Yellowstone to Yukon Initiative (United States & Canada)
- Rivers Without Borders (United States & Canada)
- North Cascades Region (United States & Canada)
- Waterton-Glacier Peace Park Center (United States & Canada)
- Sky Island Alliance (United States & Mexico)
- Northern Tribes Buffalo Treaty (Tribes and First Nations in the United States and Canada)
- Big Bend/Rio Bravo Region (United States & Mexico)
- The Grenadines Network of Marine Protected Areas (Grenada/St. Vincent & the Grenadines)

Central & South America

- Mesoamerican Reef (Mexico, Belize, Guatemala & Honduras)
- Eastern Tropical Pacific Seascape (Costa Rica, Panama, Columbia & Ecuador)

Europe

- Oulanka-Paanajärvi National Park Co-operation (Finland & Russia)
- Prespa Park (Albania, Greece & Macedonia)



Appendix 3

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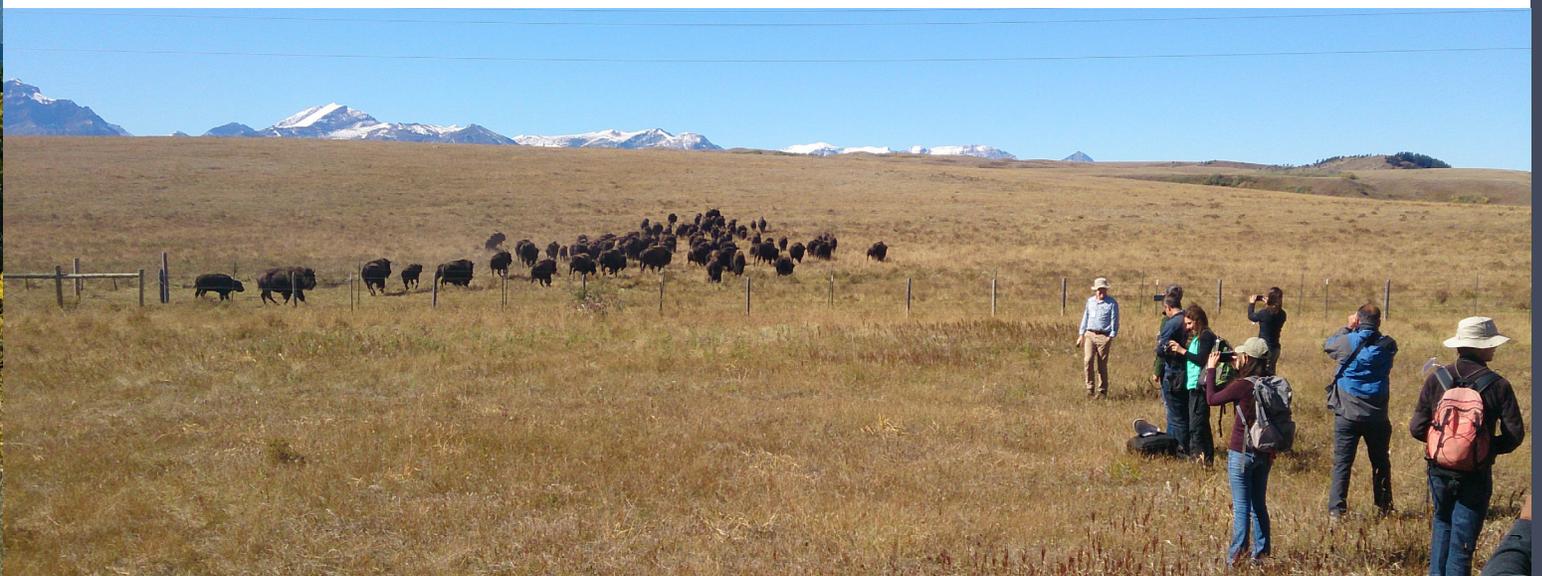
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HANDS ACROSS BORDERS

An International Workshop on Transboundary Conservation

Fifty conservation leaders from throughout the world came together in Glacier National Park in September 2016 to learn from each other, identify best practices to promote and support transboundary conservation, and to shape a global agenda for the future of this work. This report highlights the findings, conclusions, and recommendations of the participants.



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