



Protect – Preserve – Present

## A programme for better use and management of protected areas, 2005-2015





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of protected areas, 2005-2015

SWEDISH ENVIRONMENTAL PROTECTION AGENCY

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## Foreword

THE SWEDISH ENVIRONMENTAL PROTECTION AGENCY has developed a programme for better use and management of the country's protected areas. The programme is to be carried out during 2005-2015.

Many suggestions for appropriate measures and objectives have emerged from visits to the county administrative boards by members of the Agency's Nature Management Section during 2002-2003, and from a seminar for all county administrative boards that was held at Sävö Nature School in September of 2004. All of the county administrative boards and a number of NGO's organizations have been invited to present their views on the proposals.

The programme reflects the priorities which the Agency intends to apply in the use and management of protected areas. Many of the measures and objectives of the programme also have great relevance for the county administrative boards and other actors.

The programme was approved on 11 October 2004 by Lars-Erik Liljelund, Director-General of the Swedish Environmental Protection Agency.

BJÖRN RISINGER

*Director Natural Resources Department*

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Programme approval by the Swedish  
Environmental Protection Agency \_\_\_\_\_ Appendix



# Summary

”PROTECT – PRESERVE – PRESENT” is a programme developed by the Swedish Environmental Protection Agency in order to clarify its measures and objectives for realizing the ambitions stated in the Swedish government official document A Comprehensive Policy for Nature Conservation with regard to the use and management of protected areas.

Sweden currently has 28 national parks and 2552 nature reserves with a combined area of around four million hectares (ca. 9.9 million acres). In addition, 3992 Natura 2000 sites have been designated thus far. All of these protected areas must be managed in accordance with stated objectives.

The programme addresses the issue of **LOCAL PARTICIPATION**, an important aspect of efforts to win local support for conservation measures. **MANAGEMENT PLANS** play a key role in specifying how supervising agencies are to carry out measures for the further development and fulfilment of goals for the conservation of biodiversity and outdoor recreation opportunities. One of the functions of conservation plans is to explain the purpose of Natura 2000 sites.

**OUTDOOR RECREATION** provides opportunities for relaxation of body and soul, which is of great importance to human well-being. Getting out into the open for such activities as walking and nature study increases life quality, and promotes both physical and psychic health. Sustainable, environmentally friendly tourism in protected areas benefits both nature conservation and society at large.

**PUBLIC INFORMATION** in protected areas can be provided by a variety of means, from simple entrance signs to guided walks and visitor centers with exhibitions and various activities. Entrances to protected areas are important for the overall impression of a visit.

An important task of the management is **MANAGING VARIOUS TYPES OF HABITATS**. Knowledge of carry out that task is essential for those responsible for supervising protected areas.

Another important task is to **FOLLOW-UP AND EVALUATE** the work that is carried out, in order to determine if and when conservation goals are fulfilled. It is also important to spread knowledge of good examples and to increase the sharing of experience. Toward those ends, the Swedish Environmental Protection Agency has formulated a number of objectives and set deadlines for achieving them. The most important elements of the programme, ”Protect – Preserve – Present”, are thirty measures, for each of which it is specified what is to be done, by whom and when. Implementation of some measures began in 2004, but work on the majority will begin during 2005. The basic programme will continue until 2015, but work connected with some objectives will continue until 2020.

# Introduction

*“Protected areas must also be properly managed and made more accessible.”*

*”The conservation and management of protected areas, including measures to increase accessibility and public information, need to be strengthened— partly to ensure that valuable features of a protected area are preserved as intended, and partly to ensure that such areas can be used and enjoyed by the people.*

*”For many areas that are protected, outdoor recreation is one reason for conservation. The basic idea is that areas are protected on behalf of both ’nature’s own inhabitants’ and the Swedish people. These areas should be used for enjoyment of nature, recreation, tourism, etc., on the condition that such uses are compatible with the goals of conservation.”*

*”With regard to ’preserve and protect’, there is a long tradition within the field of nature conservation. Regarding ’to present’, however, there is great potential for the further development of nature conservation, particularly in co-operation with local actors.”*

THESE CITATIONS ARE from the government official document, A Comprehensive Nature Conservation Policy. The document provides a foundation for the Swedish Environmental Protection Agency’s nature conservation efforts, including its programme for improving the use and management of protected areas during the period from 2005 to 2015.



Protect – Preserve – Present

A programme for better use and management of protected areas, 2005-2015

This programme, entitled ”Protect – Preserve – Present”, is intended to clarify the Agency’s measures and objectives for realizing the ambitions stated in the Swedish government document, A Comprehensive Nature Conservation Policy, with regard to the use and management of protected areas. In this context, ”protected areas” refers primarily to national parks, nature reserves, natural monuments, plant and animal sanctuaries, and Natura 2000 sites.

The programme is concerned not only with the work of the Swedish Environmental Protection Agency relating to the use and management of natural areas protected by decisions of the national government, but also with related efforts by county administrative boards, foundations and other interested parties.

# Background

AT PRESENT, SWEDEN HAS 28 national parks with a combined area of 630,000 hectares, and 2552 nature reserves with a total of about 3,500,000 hectares. Current plans are to increase the number of protected areas by about one hundred per year, primarily in the form of nature reserves. Total area, including all forms of protection, is expected to increase by 300,000 hectares during the next ten years.

Currently there are 3992 Natura 2000 sites with a combined area of around 6.4 million hectares of land and water surface. About 27 per cent of the total area and 40 per cent of the sites are not included within protected areas.

The increase of the total protected area, in combination with lagging management of existing nature reserves, has created a need for greater resources to fulfil objectives for conservation of protected areas; this applies to both ecological and outdoor recreation aspects.

Preserving large areas of protected land requires large resources, as well as follow-up and evaluation of measures taken. It is also important to specify what use and management of protected areas mean in practical terms, and to explain clearly and simply why protection and management of valuable nature areas are important tasks of society.

Among the sources of financing for the management of protected areas are funds allocated to the Swedish Environmental Protection Agency for conservation of biological diversity. During year 2004, SEK 185 million of those funds were allocated to the county administrative boards for management of protected areas.

National park status is the strongest form of legal protection of nature. The parks comprise a resource for the entire country, and the influence of the citizenry is demonstrated by the fact that national parks are established by decisions of the parliament and national government.

The high status of national parks is also reflected in the emphasis on quality in the way they are used and managed, with maximum consideration to both natural values and the enjoyment of visitors. Visitors to national parks all over the world are entitled to areas of the highest quality in every respect; that includes Sweden, of course.

It can be expected that the number of municipal nature reserves will increase in consequence of a decision by the parliament to invest in nature conservation at the local level. Related objectives of the Swedish Environmental Protection Agency are included in the programme, "Protect - Preserve - Present". A number of the measures and objectives of the programme can provide support for the management of municipal nature reserves, as well as nature conservation and outdoor recreation in other areas.

The supervision of protected areas, which is mainly concerned with ensuring that regulations are observed, is an important obligation of the county administrative boards. That obligation is not discussed here, since supervision is a task for the county administrative boards that are not included within the management sphere of the county administrative boards. But supervision is facilitated by management tasks, including the provision of public information also, the mere presence of management personnel may lead to observations that are useful for supervision.



# Local participation

IN MANAGING PROTECTED areas, it is important that measures that are planned and implemented are supported by the local community. Those residing near a protected area must feel that it is a resource for the community which can increase the quality of life, create job opportunities and benefit the local tourist branch by increasing the number of visitors.

The presence of working farms with livestock is a precondition for effective nature conservation in agricultural landscapes. Subsidies provided through the Environment and Countryside Programme comprise one important means, among many others, for fulfilling conservation goals in protected areas.

## Objectives

The county administrative boards are meant to be active managers. Among other things, they should:

- involve local interests in the management of protected areas
- seek alternative sources of funding such as the European Union's LIFE-Nature programme or the like, structural funds and environmental subsidies
- establish direct relations with local farmers and businesspeople
- engage in dialogue with municipal governments and other local interests.

All farms with land that qualifies for environmental subsidies should apply for them no later than the end of 2008. General guidelines for local participation in the management of protected natural areas should be made available by 2006.

## Measures

1. The county administrative boards should decide on environmental subsidies for all eligible farms by the end of 2006. If conditions for environmental subsidies are not adequate to achieve a satisfactory outcome, the county administrative boards should instead offer the option of three-year management agreements.
2. Management conferences to take place during 2005-2006 will include discussions of good examples of how local participation can be arranged, how to formulate management agreements, etc.
3. During 2005, the Swedish Environmental Protection Agency will attempt to persuade the Swedish Agency for Public Management to allocate labour market programme funds to protected area management.
4. By the end of 2006, the Swedish Environmental Protection Agency shall prepare general guidelines for local participation in the management of protected areas.

• At least half of the county administrative boards' management budgets should be used to purchase appropriate services from farmers, entrepreneurs and other local actors, or from other locally employed field personnel who carry out measures connected with the management of protected areas by the end of 2008.

• When labour-market programme funds are used to finance management and restoration tasks, local workers should receive first priority in hiring.

# Management and Conservation plans

ALL NATIONAL PARKS and nature reserves are required to have management plans which include conservation objectives, progress toward which can be followed up. All Natura 2000 sites are required to have conservation plans with objectives whose fulfilment can be followed up.

A protected area's management plan is the document which guides the managing agency's measures for the management of both biodiversity and outdoor recreation. Other functions of the plan are to describe: the practical measures involved in management procedures for planning, purchasing and carrying out management activities; and procedures for documentation and follow-up of objectives for the area, including the establishment of favourable conditions.

Conservation plans have two main functions: to describe the purpose of Natura 2000 sites, i.e. which ecosystems and their constituent species are to be preserved and developed, and to what extent; and to describe the conservation and management measures that are planned.

## Objectives

By the end of 2010, all protected areas, including Natura 2000 sites, should have management or conservation plans which follow the format of handbooks issued by the Swedish Environmental Protection Agency. Conservation objectives and management measures should be clearly described.

## Measures

5. During 2005-2010, the Swedish Environmental Protection Agency will set aside funds for the county administrative boards' revision of management plans for the country's protected natural areas.
6. During 2004-2005, the Swedish Environmental Protection Agency will set aside special funds for the county administrative boards' development of conservation plans for the country's Natura 2000 sites.
7. During 2005-2008, the Swedish Environmental Protection Agency will conduct three courses for the county administrative boards and other interested parties, on the proper design and formulation of the conservation objectives and management measures contained in conservation and management plans.
8. The Swedish Environmental Protection Agency, the county administrative boards and other agencies shall jointly carry out a basic inventory of protected areas during 2004-2007.
9. During 2005, the Swedish Environmental Protection Agency shall develop a plan for the revision of national park management plans.

- The county administrative boards should prepare management plans for 75 per cent of all protected areas by the end of 2008. The plans should follow the format of the Swedish Environmental Protection Agency handbook, with clearly defined conservation objectives and management measures.

- The county administrative boards should prepare conservation plans, including clear objectives, for all Natura 2000 sites by no later than August 2005.

- All national parks should have updated management plans by the end of 2010.





# Outdoor recreation and tourism

OUTDOOR RECREATION IS A cornerstone of nature conservation. Protected areas have growing significance for human well being. To get out into the countryside for walking, nature studies, or simply for relaxation, increases life quality and promotes both physical and psychic health.

Outdoor recreation also places demands on protected areas. Different people have different interests with regard to their use and enjoyment of nature. It is therefore important to learn more about visitors to protected areas— to determine their exact numbers, why they visit such areas, their attitudes toward them, and what they get of their visits. It is also important that each area has sufficient capacity for the visitors it receives.

The Swedish Environmental Protection Agency feels that sustainable and environmentally friendly tourism in protected areas is to the benefit of both nature conservation and society at large. An increase in such tourism and of other organized activities in protected areas can benefit local economies and contribute to both socially and economically sustainable development. Ecotourism increases environmental awareness and supports the work of nature conservation.

## Objectives

All protected areas shall be managed in the way that objectives for nature conservation of outdoor recreation capacity are fulfilled by the end of 2015.

Tourism and outdoor recreation activities in protected areas shall be conducted in an ecologically sustainable manner and to a suitable extent, while avoiding conflict with conservation objectives.

## Measures

**10.** During 2005-2010, the Swedish Environmental Protection Agency shall prepare guidelines and conduct three courses for the county administrative boards and other interested parties, on the subjects of planning, construction and maintenance of outdoor recreation facilities.

**11.** During 2005-2008, the Swedish Environmental Protection Agency shall prepare guidelines and conduct three courses for the county administrative boards and other interested parties, on the subjects of methods for counting visitors, and the collection and interpretation of qualitative data on visitors to Swedish nature areas.

**12.** During 2005-2006, the Swedish Environmental Protection Agency shall, in co-operation with interested parties, prepare national guidelines for ecologically sustainable tourism in protected areas.

- All outdoor recreation facilities in protected areas shall be properly equipped and well-maintained by the end of 2015.

- By the end of 2008, agencies shall have acquired knowledge of methods for collecting and interpreting quantitative and qualitative data on visitors to protected areas.

- National guidelines for ecologically sustainable tourism in protected areas shall be made available by the end of 2006.

# Public information

PUBLIC INFORMATION ON PROTECTED areas can take a variety of forms. One of the most important functions of such information is to arouse interest in and convey knowledge of the values and attractions of protected areas. There are variations in the kind and extent of information provided. It may include everything from simple entrance signs to interpreted nature trails, outdoor exhibitions, visitor centres, brochures, route directions, guide tours, etc.

It is also important to reach potential visitors with effective and easily understood information about protected areas, including their locations, interesting features etc. Of particular significance for the outcome of a visit is the availability of information that conveys an understanding and a sense of natural features and their value. Such information can be conveyed personally by staff or by other means.

For outdoor recreation in national parks and other protected areas, it is of fundamental importance that there are suitable entrances that are easy to find and are good starting points for visits. Visitors' experience of an area is strongly influenced by the first impression upon arrival. A properly designed entrance can raise positive expectations and thus increase the value of a visit. Improving the quality of entrances is perhaps the most effective way to increase the value of visits to national parks.

## Objectives

By the end of 2010, public information at protected areas shall be designed and formulated in such a way as to meet the needs of visitors, increase the value of their visits, and help to increase their knowledge of and interest in nature and its conservation.

## Measures

13. Agencies should purchase and ensure the availability of basic information during 2005-2007.
14. The Swedish Environmental Protection Agency shall prepare a national plan for new nature centres during 2005. Construction of two new "national" visitor centres, for the Lapponia and High Coast areas, shall begin during 2005. A plan for improvements to exhibitions at existing national visitor centres shall be prepared during 2005. Work on the improvements shall begin during 2006.

- By the end of 2006, all protected areas should be provided with at least basic information in accordance with the guidelines of the Swedish Environmental Protection Agency.
- A national plan for new visitor centres should be completed by the end of 2005, and should be implemented by the end of 2010.
- A plan for the design of entrances to national parks should be completed no later than the end of 2006, and improvements should be made to at least five national parks by the end of 2010.
- All national parks and those nature reserves that are especially attractive to visitors should have entrances of high quality by the end of 2015.
- Public information which conveys an understanding and a sense of natural features and their value should be made available at the 101 most attractive protected areas by the end of 2007.
- Information about protected areas within their jurisdictions should be included by county administrative boards on their Internet web sites by the end of 2006.



15. Guidelines for public information at protected areas which are especially attractive to visitors shall be prepared by the Swedish Environmental Protection Agency during 2005-2006.
16. Guidelines for entrances to national parks shall be prepared by the Swedish Environmental Protection Agency during 2005-2006. Work on improvements to national park entrances shall begin during 2006.
17. A guidebook on the 101 most attractive protected areas shall be produced jointly by the Swedish Environmental Protection Agency and the County administrative boards during 2005-2006.
18. Together with the county administrative boards, the Swedish Environmental Protection Agency shall during 2005 start a project for the development of information on protected areas which conveys an understanding and a sense of natural features and their value.



# Nature management

MANAGEMENT PLANS for national parks and nature reserves, as well as conservation plans for Natura 2000 sites, shall include objectives for nature conservation of the various ecosystems within each such area. The plans shall clearly state the conservation objectives for every ecosystem and prescribe appropriate measures for fulfilling them. Acquiring knowledge of how to manage the various ecosystems is a basic requirement of those who manage protected areas. Management is financed partly with funds granted by the Swedish Environmental Protection Agency for the conservation and promotion of biodiversity, and partly with other sources of funding such as environmental subsidies, structural fund allocations and LIFE-Nature funds (or the equivalent).

## Objective

All protected areas should be managed so that objectives for the conservation of biodiversity and outdoor recreation capacity are fulfilled by the end of 2015.

## Measures

19. The Swedish Environmental Protection Agency shall increase the allocation of "management funds" to the county administrative in successive stages from 2005 to 2008. The additional funds are to be used for the supervision of new protected areas, eliminate delays in the management of existing protected areas, and to increase quality generally.
20. During 2005-2007, the Swedish Environmental Protection Agency shall conduct three courses on the subject of purchasing, for the county administrative boards and other interested parties.
21. During 2005-2008, the Swedish Environmental Protection Agency shall conduct fifteen courses on restoration and management of ecosystems, for the county administrative boards and other interested parties.
22. The Swedish Environmental Protection Agency shall during 2005 develop a programme planning, implementation and monitoring of management measures by county administrative boards.
23. The Swedish Environmental Protection Agency shall during 2005 develop a plan for the preparation of guidelines to be used in the management of ecosystems.
24. The Swedish Environmental Protection Agency shall during 2005-2010 prepare guidelines for the management of ecosystems.
25. The Swedish Environmental Protection Agency shall attempt to ensure that, by the end of 2006, the county administrative boards are provided with sufficient resources for administering the management of protected natural areas.

- At least 75 per cent of the total protected area in agricultural landscapes, bogs, marshes, water surfaces, broad-leaved forests, the boreal forest, etc., which require restoration and management shall be managed in such a way that conservation objectives are fulfilled by the end of 2010.
- By the end of 2008, the agencies shall have acquired sufficient knowledge of the management methods to enable them to plan and carry out the work of restoration and routine management.
- By the end of 2010 Funds for supervision shall be sufficient to finance the measures that are necessary for fulfilling conservation objectives.
- By the end of 2006, the county administrative boards should be provided with sufficient resources to administer the management of protected natural areas.

# Follow-up and evaluation

ACCORDING TO § 21 of the Ordinance on Area Protection, nature reserves are to be supervised by the county administrative boards. According to § 3 of the Ordinance on National Parks, the national parks are to be supervised by the county administrative boards, with the exception of Tyresta National Park which is supervised by the Tyresta Forest Foundation.

Follow-up is conducted in order to determine the extent to which conservation objectives are being fulfilled and to which management measures have been relevant to those objectives. Supervision is evaluated in order to ensure cost-efficient management in the fulfilment of objectives for protected areas. Evaluation is intended to identify and spread knowledge of good examples, contribute to better exchange of experience, improve existing guidelines, etc.

## Objectives

By the end of 2010, all protected areas shall be supervised by appropriate agencies or organizations. By the end of 2015, Sweden's national parks shall be well-managed, including the highest possible quality in the management of ecosystems, and in the design and management of outdoor recreation facilities, visitor centres and public information.

Regional supervisory agencies and organizations, as well as conservation objectives and management measures in protected areas, shall be monitored and evaluated continuously.

- Following up progress on the conservation objectives and management measures recommended by the Swedish Environmental Protection Agency's guidelines shall commence by the end of 2005.

- Continuous evaluation of the supervision of protected areas shall commence by the end of 2005.

## Measures

26. Starting in 2005, the Swedish Environmental Protection Agency shall set aside special funds to be used by the county administrative boards for following up progress on conservation goals and management measures.
27. During 2005-2008, the Swedish Environmental Protection Agency shall conduct four courses for the county administrative boards on the subjects of follow-up and evaluation.
28. During 2005, the Swedish Environmental Protection Agency shall, in co-operation with the county administrative boards, develop methods for the use of information technology in monitoring activities and in conducting basic inventories.
29. The national organization shall be evaluated by the end of 2008.
30. Beginning in 2005, the Swedish Environmental Protection Agency shall evaluate the supervision of protected natural areas on a continuous basis.





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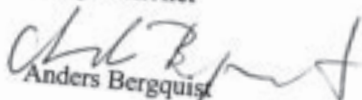
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**Ett program för bättre förvaltning och nyttjande av naturskyddade områden 2005-2015**

1 §. Som grund för Naturvårdsverkets arbete med förvaltning av skyddade områden beslutar Naturvårdsverket att fastställa bilagda program, Värna – Vårda- Visa, Ett program för bättre förvaltning och nyttjande av skyddade områden 2005-2015.

Vid protokollet

  
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## Protect – Preserve – Present

THE SWEDISH ENVIRONMENTAL PROTECTION AGENCY has developed a programme for improved use and management of the country's protected areas, including measures and objectives for the ten-year period from 2005 to 2015. Many suggestions for the programme have emerged from visits to county administrative boards by members of the Agency's Nature Management Section during 2002-2003, and from a seminar for all county administrative boards that was held at Sävö Nature School in September of 2004.

The programme reflects the priorities which the Agency intends to apply in the use and management of protected areas. Many of the measures and objectives of the programme also have great relevance for the county administrative boards and other interested parties.