



Report to the Public Accounts
Committee on the establishment
of national parks in Denmark

December
2013

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Table of contents

I.	Introduction and conclusion	1
II.	Preface and background.....	3
	A. Background for establishing national parks in Denmark.....	3
	B. Purpose, delimitation and method	8
III.	The Ministry of the Environment's support of national park goals	9
	A. The Ministry of the Environment's national park goals	10
	B. The Ministry of the Environment's support of national park planning	13
	C. The Ministry of the Environment's follow-up on national park performance	17
	Appendix 1. Facts on Thy National Park.....	22
	Appendix 2. Facts on Mols Bjerger National Park.....	23
	Appendix 3. Facts on Wadden Sea National Park	24
	Appendix 4. Glossary (in Danish)	25

Rigsrevisionen submits this report to the Public Accounts Committee under section 17(2) of the Auditor General's Act, see Consolidation Act No. 101 of 19 January 2012.

The report relates to the Danish Appropriation Act, section 23. The Ministry of the Environment.

In the period covered by the examination, the ministries were headed by the following ministers:

Hans Christian Schmidt: November 2001 - August 2004

Connie Hedegaard: August 2004 - November 2007

Troels Lund Poulsen: November 2007 - February 2010

Karen Ellemann: February 2010 - October 2011

Ida Auken: October 2011 -

I. Introduction and conclusion

1. This report concerns the establishment of national parks in Denmark. The Danish National Park Act (nationalparkloven) was adopted in 2007 and to date the Minister for the Environment has established three national parks in Thy, Mols Bjerger and the Wadden Sea.

The National Park Act sets ten equally important objectives for the national parks. On the other hand the explanatory notes of the Act state that the main objective of the national parks is to strengthen and develop the natural values, including the creation of large connected natural areas. In addition, the national parks must collectively represent the most important natural habitat types in Denmark. The Act is based on the assumption that national parks meet their objectives by voluntary means, for example, by entering into agreements with the land owners affected. The Act does not in itself afford any protection to the natural values in Denmark which are protected by other legislation, for instance the Danish Nature Protection Act (naturbeskyttelsesloven) and the Danish Forest Act (skovloven). Accordingly, the establishment of national parks should be seen as a supplement to nature protection work.

In 2013, the national parks appropriation totalled DKK 22.5 million, ie, DKK 7.5 million for each national park. In addition to the government appropriation, the national parks are expected to seek external funding for their activities.

2. The examination was initiated in February 2013 and originates in Rigsrevisionen's participation in an international joint audit of national parks with the supreme audit institutions of six other countries. The objective of the joint audit is to examine the management and financing of the national parks and how they contribute to securing biodiversity.

Because biodiversity is a key issue in the international joint audit and because the main objective of the National Park Act is to strengthen and develop nature, this report will focus on the significance of national parks to nature in Denmark. Given that the Danish national parks were established far later than those of the other participating countries, the purpose of the examination is to assess whether their establishment has provided a basis that will enable them to strengthen and develop the natural values in the long term, including the creation of large connected natural areas. We examined this by addressing the following question:

- Has the Ministry of the Environment supported and followed up on the target-setting and performance of the national parks, so that in the long term the national parks can strengthen and develop the natural values, including the creation of large connected natural areas?

***The National Park Act
(Act no. 533 of 6 June 2007)***

The establishment of a national park must contribute to fundamentally strengthening and developing the natural values, including creation of large connected natural areas (explanatory notes regarding section 1).

Collectively, national parks must represent the most important Danish natural habitat types (section 2(2)).

International joint audits

Rigsrevisionen regularly participates in international cooperation to exchange audit perspectives, methods and experience with other countries.

Rigsrevisionen has previously participated in international joint audits of the EU's CO₂ emission allowance system and climate change and is currently participating in a joint audit of the Arctic.

MAIN CONCLUSION

The objective of the Danish national parks is not only to strengthen and develop nature; national parks must also meet other objectives, eg, to promote an understanding of nature, tourism and business development. In addition, national parks depend on the local land owners' willingness to cooperate and their own ability to raise external financing. Accordingly, there is no guarantee that the establishment of national parks will help strengthen and develop nature.

In this light, Rigsrevisionen finds that in future the Ministry of the Environment should increase its support to the national parks, so that in the long term they will be better positioned to strengthen and develop nature. The Ministry should particularly support the national park boards' formulation of clear, quantifiable targets which the national parks can use as basis for prioritising their activities. The Ministry has stated that in the years ahead it will work to establish clearer and more quantifiable targets in the national park plans.

Rigsrevisionen finds it important that the Ministry of the Environment immediately starts following and following up on national park development and performance to obtain a basis for assessing whether the national parks can contribute to fulfilling the objective of the National Park Act to strengthen and develop nature in the long term, including the creation of large connected natural areas.

II. Preface and background

3. This report regarding the establishment of national parks in Denmark was launched because Rigsrevisionen is participating in an international joint audit of national parks with the supreme audit institutions of Bulgaria, Croatia, Lithuania, Norway, Poland and Ukraine. The joint audit concerns the significance of national parks to biodiversity, their management and financing, and is intended to conclude in a report expected to be published at year-end 2014.

The Danish national parks are of a more recent date than those of the other participating countries. The existing three Danish national parks were established from 2008 to 2010, while the first national parks in Poland and Norway, for example, were established back in 1932 and 1962, respectively.

Moreover, in the other participating countries, status as a national park implies protection of the natural values – corresponding to the IUCN international definition – whereas in Denmark the establishment of a national park does not per se imply any protection of nature. Instead, Danish national parks are subject to the nature regulation already applying under Danish legislation. Finally, unlike most foreign national parks, Danish national parks include residential and industrial areas, eg, the town of Ebeltoft is located in Mols Bjerger National Park.

4. In this chapter we describe the Danish nature protection legislation and the background, objective and instruments of the National Park Act. Against this background we will present the examination's objective, ie, whether the establishment of national parks has contributed to strengthening and developing the natural values, including the creation of large connected natural areas.

A. Background for establishing national parks in Denmark

Statutory nature protection

5. Danish nature is protected and regulated by a number of acts: *The Nature Protection Act* protects particular natural habitat types, ie, lakes, water courses, marshland and meadows of a certain size – the so-called section 3 areas. Added to this are *preservation areas*, the world's oldest nature protection instrument from 1917, and wildlife reserves, established under *the Danish Game Act (jagt- og vildtforvaltningsloven)*.

In addition, the implementation of the EU's habitat and bird protection directives ensures the protection of a number of endangered species and their habitats. The directives have been implemented in the Nature Protection Act and the Forest Act, which provide the framework for designating the so-called Natura 2000 sites in Denmark. There are 252 Natura 2000 sites in Denmark, with an action plan attached to each area. Together with the water plans of the EU's water framework directive these action plans constitute an important part of Danish nature protection initiatives.

The supreme audit institutions of the following countries are part of the international joint audit of national parks:

- Bulgaria
- Denmark
- Croatia
- Lithuania
- Norway
- Poland
- Ukraine.

The purpose of the joint audit is to examine whether:

- 1) *national park conservation and protection of biodiversity is effective*
- 2) *national parks are operated expediently in terms of meeting national targets*
- 3) *national parks are financed in keeping with their needs and effectiveness.*

The International Union for Conservation of Nature (IUCN) is a global organisation which has defined six generally applied nature protection categories. The second strictest degree of protection is category II – national parks. National parks are defined as large natural areas whose primary purpose is to protect large-scale ecological processes.

The Natura 2000 sites constitute a network of natural areas in the EU designated to protect and conserve rare or threatened natural habitats and wild fauna and flora species.

Figure 1 shows the Danish Natura 2000 sites and the location of the three national parks.

According to the EU's habitat directive 58 **natural habitat types** exist in Denmark divided among open, forest, lake and marine natural and semi-natural habitats and water courses. Some are more vulnerable and threatened than others and are therefore more important to conserve.

Thy National Park has approx. 30 natural habitat types, eg, dune heaths and salt meadows.

Mols Bjerge National Park has approx. 40 natural habitat types, eg, semi-natural grasslands and coastal bluffs.

Wadden Sea National Park has approx. 30 natural habitat types, eg, tidal flats and marshes.

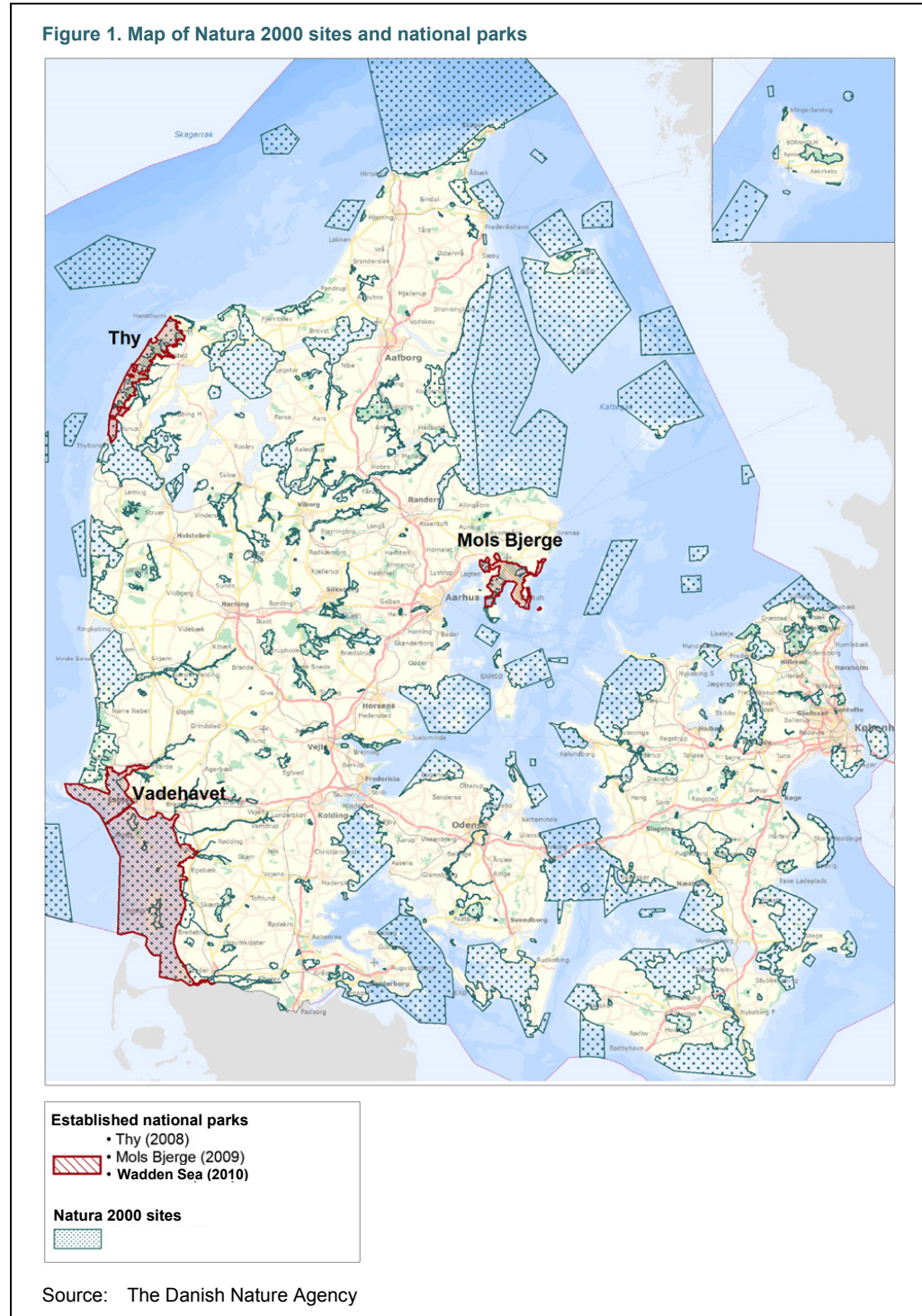


Figure 1 shows the 252 Natura 2000 sites, marked in green. The areas cover 8.3% of the Danish land area and 17.7% of the Danish sea area. The Natura 2000 sites are relatively small and fragmented. The figure also shows the three national parks, marked in red.

In addition, the section 3 areas of the Nature Protection Act cover almost 10% of the Danish land area, while approx. 5% constitutes preservation areas. These areas are also fragmented. Several forms of nature protection may apply to the same area at the same time.

The road to establishing national parks in Denmark

6. In 1999, OECD concluded that Denmark needed to reinforce its nature protection activities and recommended that a network of national parks be established. Following up on this recommendation, the Danish government set up the so-called Wilhelm Committee to prepare a basis for a national action plan for biodiversity and nature protection. The Wilhelm Committee's report, issued in 2001, recommended that the government designate six *national areas to enable large-scale safeguarding of rare and endangered species*.

In 2002, further to the Wilhelm Committee's report, the government launched a total of ten pilot and study projects for national parks, comprising five of the Wilhelm Committee's recommended areas and two areas selected by local authorities. In addition, the Ministry of the Environment agreed with the Danish Outdoor Council to initiate three study projects.

In 2006, the National Park Advisory Group reviewed the ten projects, stressing that the designation of national parks had to be based on thorough research, eg, the ten projects. Moreover, local community citizens had to be involved to ensure adequate local support for the establishment of the national parks. Conversely, the Advisory Group made it clear that no single land owner would be allowed to stand in the way of a majority wish for a national park. In its report, the Advisory Group stated that it should be up to the Minister for the Environment to assess when there was enough local support to establish a national park.

Objective of the National Park Act

7. The National Park Act of 6 June 2007 is founded on recommendations of the Wilhelm Committee and the National Advisory Group on national parks. The parties to the agreement consisted of the Social Democrats, the Socialist People's Party, the Social-Liberal Party, the Conservative Party, the Liberal Party and the Danish People's Party. The Act lays down the framework for the way in which the Ministry of the Environment and the national parks can meet the objectives of the Act. Box 1 shows the Act's ten objectives.

BOX 1. TEN OBJECTIVES OF THE NATIONAL PARK ACT

Section 1 of the National Park Act sets ten equally important objectives for the establishment of national parks:

- create and ensure large connected natural areas and landscapes of national and international significance
- conserve and strengthen the quality and diversity of nature
- ensure continuity and options for free dynamics in nature
- conserve and strengthen scenic and geological values
- conserve and raise awareness of the cultural and historical values and the biodiversity of the cultural landscape
- support research and education in the values of the areas
- promote opportunities for the public to use and enjoy nature and the landscape
- strengthen the dissemination of knowledge about the values and the development of the areas
- support a development that benefits the local community, including the business community, while respecting protection interests
- promote awareness of the of the values of the areas by involving the public in establishing and developing the national parks.

Although the ten objectives are considered equally important, according to the explanatory memorandum of the National Park Act, the main objective of the Act is to strengthen and develop nature, including the creation of large connected natural areas. According to section 2 of the Act, national parks must collectively represent the most important Danish natural values.

Ten pilot and study projects

Wilhelm Report

- Kongernes Nordsjælland
- Lille Vildmose
- Mols Bjerge
- Møn
- Thy.

Local authority initiative

1. Læsø
2. Wadden Sea

Agreement with the Danish Outdoor Council

- Roskilde-Lejre (Land of the Skjoldunge Dynasty)
- Skjern Ådal
- Amosen-Tissø.

The South Funen Archipelago had originally also been designated by the Wilhelm Committee, but the relevant local authorities did not wish to participate in the pilot project.

The National Park Advisory Group was set up in 2004 to evaluate the pilot and study projects and make recommendations to the Minister for the Environment about the establishment of national parks.

A further assumption of the National Park Act is that national parks are established and developed with local support and in cooperation with the population, the land owners and the business community. The Act envisages that the development of national parks will take place over a period of 20-30 years.

National park instruments and financing

8. The National Park Act provides national parks with a number of instruments to fulfil the objective of the Act to strengthen and develop nature:

- enter into voluntary agreements with land owners on the use of their land
- buy, administer and sell real estate
- pay operating and capital expenditure
- pay expenses for research and communication activities, etc.
- advance loans and make grants.

As mentioned above, the instruments are based on the assumption that the local land owners wish to participate in the individual projects and that the projects can be financed either through the national park appropriation or through other sources, for example, EU rural area funds, contributions from foundations or cooperation with local authorities and the local business community.

9. Each national park receives an annual appropriation of DKK 7.5 million, as appears from section 23.72.05 of the Danish Appropriation Act. National parks. The appropriation was fixed in connection with the governments Green Growth agreement. The tasks of the individual national parks do not determine the appropriation allocated to each park.

Establishment of national parks

10. The Minister for the Environment establishes a national park by issuing an executive order setting out the objective and development targets of the national park. However, before the Minister can establish a national park, the parties to the agreement must give their approval. Local support has been crucial for the agreement parties' approval of an area to be designated a national park.

If, on the basis of a local community process, the Ministry of the Environment finds that an area could become a national park, see section 2 of the Act, the Ministry may support the local process in order to secure local support. This happened with Thy and the Wadden Sea, for example, where the agricultural sector was particularly sceptical of the idea of a national park. The Minister for the Environment convened public meetings and provided information on the National Park Act and the effects that a national park would have.

In the period from the time the Minister for the Environment establishes a national park until it can start operating, the national park board must adopt a so-called national park plan that lays down the park's development goals and describes how they can be achieved. Each national park plan covers a six-year operating period, after which the board must revise the plan. Table 1 shows the dates on which the three national parks were established.

The Minister for the Environment establishes national parks

The Minister for the Environment can lay down provisions in an executive order governing the objectives and development targets of individual national parks.

The provisions must be based on a national park proposal subject to approval by the affected local authorities and published and submitted for public consultation with a consultation response deadline of no less than 16 weeks.

The proposal must include information on the main objective of the national park, development options, protection interests, etc.

Organisation of national parks

Each national park is organised as a foundation with a board. The Minister for the Environment appoints the board, whose members include a representative of the Danish Nature Agency and representatives of local authorities, local business organisations (eg. the tourist industry and agriculture) and the green NGOs. The so-called national park council is attached to the board as a consultative body.

Table 1. Establishment of the three Danish national parks

National Park	Date of executive order	Date of adoption of national park plan	Operating period
Thy	18 August 2008	31 March 2010	1 April 2010 - 31 March 2016
Mols Bjerge	21 August 2009	25 January 2012	1 April 2012 - 31 March 2018
Wadden Sea	30 September 2010	21 December 2012	1 January 2013 - 31 December 2018

Source: The Danish Nature Agency

Table 1 shows that the national parks did not start operating until quite recently – as for Wadden Sea National Park as late as 1 January 2013. As regards the planning activities of the national parks the table also shows that approx. two years passed from the time the national parks were established until the boards adopted a national park plan.

11. In addition to the three national parks established, a steering group is drawing up a proposal for a national park in Kongernes Nordsjælland (*The North Zealand of the Kings*), while another steering group is working on a proposal for a national park at Roskilde-Lejre. The work on the latter is so advanced that the Ministry of the Environment expects to receive an application from the local authorities of Frederikssund, Roskilde and Lejre before the end of 2013. Box 2 shows the status of the Ministry of the Environment’s establishment of national parks.

The steering group for Kongernes Nordsjælland consists of representatives of the local authorities of Helsingør, Fredensborg, Halsnæs, Gribskov and Hillerød and representatives of the association of local land owners, several agricultural associations and the Danish Nature Agency.

The steering group for Roskilde-Lejre consists of representatives of the local authorities of Lejre, Roskilde and Frederikssund and representatives of the Danish Outdoor Council, the Danish Society for Nature Conservation, the association of local land owners, several local tourist and trade organisations and the Danish Nature Agency.

BOX 2. STATUS OF THE MINISTRY OF THE ENVIRONMENT’S ESTABLISHMENT OF NATIONAL PARKS



National parks established

- Thy (2008)
- Mols Bjerge (2009)
- Wadden Sea (2010).

Possible national parks

- Roskilde-Lejre (*Land of the Skjoldunge Dynasty*)
- Kongernes Nordsjælland (*North Zealand of the Kings*).

B. Purpose, delimitation and method

12. The purpose of the examination is to assess whether the establishment of national parks has provided a basis that will enable the national parks to strengthen and develop the natural values in the long term, including the creation of large connected natural areas.

Because national parks only started operating recently and because the National Park Act is based on voluntary instruments and an uncertain financing basis, the examination will focus on how the Ministry of the Environment has helped national parks comply with the National Park Act in the long term. We examined this by addressing the following question:

- Has the Ministry of the Environment supported and followed up on the target-setting and performance of the national parks, so that in the long term the national parks can strengthen and develop the natural values, including the creation of large connected natural areas?

Through the above question, the examination encompasses two of the three objectives of the international joint audit, ie, the significance of national parks for biodiversity and the management of national parks. Accordingly, we will not examine the financing of the national parks as a separate issue.

Delimitation and method

13. The examination covers the period from the adoption of the National Park Act in 2007 until today.

We visited the three national parks and spoke to the chairman of the board, secretariat staff, the forest supervisor of the Danish Nature Agency's local unit, which represents the Danish Nature Agency on the national park board, and a representative of the environmental department of the relevant local authorities. In addition, we held several meetings with the department of the Ministry of the Environment and the Danish Nature Agency, which hold the administrative responsibility for the establishment of national parks. We also spoke to the Danish Society for Nature Conservation, Local Government Denmark and the working group behind the work of the Nature and Agriculture Commission. The examination is also based on various written documents such as memoranda, reports, background notes, material from meetings of the agreement parties, etc.

14. The draft report was presented to the Ministry of the Environment and the three national parks, whose comments have been incorporated in the report to the widest possible extent.

15. Appendices 1-3 include data on each of the three existing national parks, eg, the size of the national parks, the share of land owned by the state and the share of land protected by other forms of legislation. Appendix 4 is a glossary explaining certain words and concepts (in Danish).

III. The Ministry of the Environment's support of national park goals

The Ministry of the Environment's three executive orders on national parks set the framework of how national parks must contribute to strengthening and developing the natural values. Rigsrevisionen notes that the executive orders do not include clear or quantifiable targets for the national parks' activities, but rather formulate overall goals, which the boards must subsequently concretise in the national park plans. Rigsrevisionen finds it important that the national park plans include clear and quantifiable goals according to which the national parks can manage their activities and prioritise their resources. This is not the case for the majority of the goals in the national park plans.

Rigsrevisionen recommends that in future the Ministry of the Environment gives priority to supporting the national park boards in setting clearer and better quantifiable goals in coming national park plans to make the plans a more effective management tool for national park operation.

The examination showed that the Ministry of the Environment does not systematically collect information about the activities of each national park, but is in the process of developing such a model. In this connection Rigsrevisionen finds that the Ministry should generally follow up on the legislation by collecting information about the ongoing activities of the national parks, including their use of voluntary agreements and the other instruments of the Act, as well as about the external financing of the national parks.

Rigsrevisionen recommends that in future the Ministry of the Environment evaluate the National Park Act at regular intervals to obtain a basis for assessing the extent to which the main objectives of the Act have been fulfilled, that is, whether establishing national parks has contributed to strengthening and developing the natural values, including the creation of large connected natural areas, and whether the national parks collectively represent the most important Danish natural values.

16. This chapter deals with the question of whether the Ministry of the Environment has supported and followed up on the target-setting and performance of the national parks so that in the long term they can strengthen and develop the natural values, including the creation of connected natural areas. In addition to the National Park Act, the framework for national park activities is set by the objectives and targets that appear from the Ministry of the Environment's executive orders and the national parks' own plans. Rigsrevisionen therefore examined this by addressing the following sub-questions:

- A. Has the Ministry of the Environment set clear objectives and quantifiable targets for the national parks in the executive orders on national parks?
- B. Has the Ministry of the Environment helped the national parks keep their *planning* clearly focused on strengthening and developing nature and set clear and quantifiable goals to this end?
- C. Does the Ministry of the Environment follow and follow up on whether national park *operations* focus on strengthening and developing the natural values?

A. The Ministry of the Environment's national park goals

17. Rigsrevisionen's examination of whether in its executive orders on the national parks, the Ministry of the Environment has set clear objectives and quantifiable targets for the national parks showed the following:

- The Ministry of the Environment has ensured that the executive orders include objectives to strengthen and develop nature, objectives that are in keeping with the National Park Act and based on the specific natural habitat types which the national parks must protect, for example, dune heaths in Thy, semi-natural grasslands in Mols Bjerger and salt meadows in the Wadden Sea.
- The Ministry of the Environment has set targets for the measures national parks should take to strengthen and develop nature, such as overall nature-care measures and activities, eg, fighting invasive species and safeguarding the connection between several natural habitat types. According to the Ministry, the targets have been set as framework conditions in the executive orders, because the targets must be concretised in the subsequent national park plans. Rigsrevisionen notes that the executive orders do not prioritise the weighting of the targets nor do they set quantifiable targets. Consequently, Rigsrevisionen is of the opinion that it is particularly important that the Ministry ensures such prioritisation takes place in the national park plans.

18. The National Park Act provides the Minister for the Environment with several options to set the framework and targets for a national park in the executive order. According to section 3 of the Act, the Minister for the Environment may lay down rules in the executive order on the objective of a national park and, moreover, may set targets for its development.

National park objectives

19. The Ministry of the Environment is responsible for drawing up an executive order for each national park. The executive orders set six objectives for each national park, of which the first two relate to nature. The first objective is almost identical for the three national parks, differing only by describing the natural habitat types that each national park must strengthen and develop. In addition, each national park has a separate objective that relates to its specific habitat type. These objectives appear from box 3.

Objective 1 of the three executive orders

Thy National Park (Executive Order No. 840 of 18 August 2008)

To conserve, strengthen and develop nature, its continuity, coherence and untrammelled development, particularly for the nationally and internationally significant dunes and dune heathlands, and lakes and wetlands low in nutrients.

Mols Bjerger National Park (Executive Order No. 789 of 21 August 2009)

To conserve, strengthen and develop nature, its diversity, continuity, coherence and free dynamics, particularly for the nationally significant coastal, semi-natural grassland and forest landscapes.

Wadden Sea National Park (Executive Order No. 1159 of 30 September 2010)

To conserve, strengthen and develop nature, its diversity, coherence and dynamics, particularly for the internationally significant shallow waters, tidal flats, salt meadows and other inshore natural areas.

BOX 3. NATIONAL PARK OBJECTIVES IN RELATION TO STRENGTHENING AND DEVELOPING NATURE



Fighting non-native species in Thy National Park.

Photo: Lærke Erika Lundsten, landscape manager

Thy National Park has a separate objective to *'conserve and enhance the biodiversity of native species in the plantations and cultivated areas'* because the plants in the national park consist pre-eminently of non-native species, eg, mountain pine, contorta pine and sitka spruce, which constitute a threat to the dune heath and the native species.



Wadden sea landscape in the northern part of Rømø in Wadden Sea National Park.

Photo: John Frikke

Mols Bjerge National Park and Wadden Sea National Park both have a separate objective to *'conserve and strengthen the scenic and geological values'* of their unique ice-age and wadden sea landscapes, respectively. This objective is based on the nature of the two national parks which, as opposed to the landscape around Thy, was created by the ice age.

The remaining four objectives of each national park concern conserving and strengthening cultural environments, promoting research, education and nature interpretation, enhancing opportunities for outdoor life and promoting a development that benefits the local community.

The executive order on Wadden Sea National Park also includes an objective, according to which the national park must *'support a development that benefits the local community while respecting protection interests so that farming and fishing can continue and continue to develop'*. This wording reflects that it was important for the local business community to have its future conditions highlighted in the executive order.

Development targets for the national parks

20. The executive orders of the national parks also set a number of targets for the development of the national parks. Each executive order includes 12-13 targets largely resembling each other. Four to five of these targets concern the strengthening and development of nature. As an example, box 4 lists the four targets for nature conservation activities of the executive order for Wadden Sea National Park.

BOX 4. WADDEN SEA NATIONAL PARK'S TARGETS FOR NATURE CONSERVATION ACTIVITIES

Target 1

The most important natural habitat types such as shallow waters, inlets, tidal flats, high sands, brook mouths, marshes and salt meadows, foreshores and dunes must be conserved and their quality and diversity strengthened. They must be protected against impact from nutrients, invasive species, fauna disturbance, etc, and conserved as sustainable and dynamic ecosystems with natural dynamics through minimum interference with the natural tidal dynamics.

Target 2

Natural areas created by human culture such as fresh-water meadows and clay ponds must be conserved and their quality and diversity strengthened. A single agricultural holding must be conserved and promoted to secure the cultural landscape and the characteristic species of the area.

Target 3

The landscape features that give the national park its unique character and distinctive geological formations must be conserved and highlighted, and the dynamic landscape formation of dune and marsh areas must be promoted.

Target 7

Particularly vulnerable natural areas must be protected against erosion and disturbance through public information and planning of zones, walking trails, etc.

Note: All national park targets for nature conservation activities appear from appendices 1-3.

Source: Executive Order No. 1159 of 30 September 2010.

The remaining targets concern in part conserving cultural environments, enhancing opportunities for outdoor life and tourism, promoting research, public information and nature interpretation, and following-up and evaluating national park development. In addition, Wadden Sea National Park has a target relating to the Trilateral Wadden Sea Cooperation, an international cooperation between Denmark and the other countries (the Netherlands and Germany) covered by the Wadden Sea.

21. The targets for nature conservation activities are clear in the sense that they specify which natural habitat types the national parks must safeguard. At the same time the targets give directions about which care measures the national parks must take to achieve the individual target. This applies, for example, in target 7 for Wadden Sea National Park, see box 4.

However, the executive orders do not prioritise the weighting of the various targets relative to the general development of the national parks. Nor are the targets quantifiable to an extent that shows when they have been achieved, but solely constitute an overall framework for the future work and development of the national parks. It is thus up to the national parks themselves to set more specific and quantifiable goals for their development in the national park plans.

B. The Ministry of the Environment's support of national park planning

22. Rigsrevisionen's examination of whether the Ministry of the Environment has helped the national parks keep their planning clearly focused on strengthening and developing nature and set the related clear and quantifiable goals to achieve this showed the following:

- A large number of the planned projects and activities described by the national park plans focus on strengthening and developing nature, for example in relation to creating large connected natural areas. However, only a small number of the goals are clear and quantifiable, which makes it unclear how, in its operations, the individual national park must prioritise and plan its activities.
- The Ministry of the Environment and the boards of the national parks state that the national park plans are a crucial instrument for managing the development of the national parks. Rigsrevisionen finds that if the national park plans are to be an effective management tool, future national park plans must include more specific goals defining time, place and scope. Such goals will indicate a clear direction and target for the development of the national parks, regardless of the national parks' subsequent dependence on gaining local land owners' agreement on the projects and providing funding for them.
- The Ministry of the Environment has been given the opportunity to help the boards formulate specific quantifiable goals for national park development, partly through the Danish Nature Agency's representation on the national park boards and partly because the Agency has been given the opportunity to provide consultation responses to the draft national park plans. Rigsrevisionen finds that in future – ie, as from the next renewal of the national park plans or when plans for new national parks are drawn up – the Ministry of the Environment should take more advantage of these opportunities. The Ministry has stated that the Agency will work to ensure that the national park plans will include clearer and more quantifiable targets in the coming planning periods.

23. Once a national park has been established and a board appointed, the board must draw up a national park plan that sets the development goals for the national park, describes how they are to be achieved and sets priorities for the anticipated activities. A national park plan applies for a six-year operating period, after which, based on an evaluation of the national park's performance, the board must revise the plan prior to the next operating period.

The board's national park plan thus constitutes an important instrument for the national park's ability to implement its activities and prioritise its resources in accordance with the objectives of the Act.

Clear, quantifiable goals in national park planning

24. Generally, it appears clearly from all three national park plans that the national parks focus on strengthening and developing nature. The national park plan for Thy National Park unequivocally gives top priority to nature, whereas the other national park plans emphasise the correlation between considerations for nature and considerations for the human beings living in it.

25. The national park plans include action plans with a number of project descriptions or work goals and activities that the boards intend to implement in the operating period, if contractually and financially feasible. These project descriptions constitute the most concrete operationalisation of how national parks will achieve the targets that the executive orders set for them.

National park plan focus on nature

Thy National Park

- 13 out of 19 project descriptions focus on nature.

Mols Bjerger National Park

- 13 out of 25 project descriptions focus on nature.

Wadden Sea National Park

- 16 out of 60 work goals and 14 out of 44 activities focus on nature.

Many of the project descriptions clarify future possibilities for strengthening and developing nature, for example, the preparation of nature-care plans according to which the actual nature-care activity can only be implemented later. The action plans also include more specific project descriptions, for example, clearance of overgrown land or restoration of a lake. Box 5 shows the distribution of clarification goals and activity goals in the nature projects of the national park plans.

BOX 5. DISTRIBUTION OF CLARIFICATION GOALS AND ACTIVITY GOALS FOR NATURE CONSERVATION ACTIVITIES

Thy National Park

- four clarification goals, eg, a nature monitoring and research project
- nine activity goals, eg, project to restore natural hydrology and improve wetlands and temporary lakes.

Mols Bjerger National Park

- eight clarification goals, eg, project for mapping out and monitoring rare and threatened flora and fauna species – top 20 group
- five activity goals, eg, project for creating and maintaining open natural habitat types and sand fields.

Wadden Sea National Park

- seven clarification goals, eg, activity to prepare a management plan for goose populations
- seven activity goals, eg, activity to improve conditions for yellow wagtails, in particular.

It appears from box 5 that all national parks needed several clarification projects to organise their future activities, but the number of clarification goals and activity goals of the three national parks differ from one park to the next.

26. The Danish Nature Agency and the three national parks have stated that they consider the national park plans an important management tool for each individual national park. Generally, the project descriptions of the national park plans do not include clear end goals for the place and time at which a project is to be launched, its scope and the resources required to complete it.

All three national park plans, for example, include the goal to fight invasive species, eg, the dog rose (*Rosa Rugosa*). However, the project descriptions only to a limited extent specify how the individual national park should approach the task, making them difficult to use as a management tool. Specific goals could be, for example, to specify where and how the activities should take place, the amount of resources allocated to the project, and expected project progress in the first operating period.



Rosa Rugosa – also known as wrinkled rose or dog rose – is a known invasive species in Denmark, which all three national parks plan to eliminate.

Photo: Kristian Mandsberg Nielsen

However, there are also a few examples of the national parks setting specific and quantifiable goals. Box 6 shows three examples of planned nature projects that include time, place and scope goals and enable a prioritisation of resources and follow-up on whether the goals have been achieved.

BOX 6. EXAMPLES OF NATURE PROJECTS WITH QUANTIFIABLE GOALS

Example 1: Thy National Park intends to establish three islands in Flade Lake for birds to nest

The national park plan includes a project to establish three islands in Flade Lake for birds to nest. The project must be launched in the middle of the initial operating period and must have been completed before the end of the period.

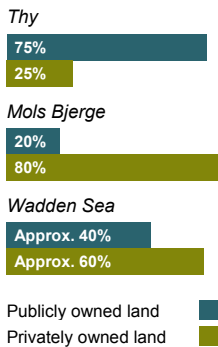
Example 2: Mols Bjerge National Park intends to increase the amount of deadwood in the forests of the national park

The national park plan includes a project to increase the amount of deadwood in the forests of the national park. In the long term the amount of deadwood must be increased by 10 tonnes per hectare for selected forest areas, whereas two tonnes of deadwood must be deposited for decay in the current operating period.

Example 3: Wadden Sea National Park intends to increase the natural content in clay ponds

One of the planned targets is to conserve natural areas created by human culture, eg, fresh-water meadows and clay ponds. In order to increase the nature content of the clay ponds, the board will carry out restoration activities in no less than four clay ponds in the second half of the operating period.

The share of publicly owned and privately owned land in the national parks



27. Our examination showed that setting clear, quantifiable goals for national park development has posed a number of challenges to the boards:

- This is the first time the boards have had to draw up and adopt national park plans. Besides applying for a six-year operating period – whereas the long-term targets have a 20-30 year perspective – the plans should also be seen as the result on which a newly appointed board consisting of different stakeholders can agree. The composition of local stakeholders thus has key significance for the content of the national park plans.
- The more private land owners a national park has, the more individual interests the board has to take into account in its work. A national park depends on the land owners' willingness to enter into cooperation agreements. Mols Bjerger National Park, which has a large share of privately owned land, thus bears the mark of the board having had to clarify the basis of future nature conservation activities before it could create more specific projects.
- Cooperation with authorities on strengthening and developing nature can help secure clear goals in the national park plans. The plan for Thy National Park is, for example, characterised by interaction with the operating plan of the Danish Nature Agency for the land owned by the state and therefore includes relatively specific goals for this land. Conversely, the plan for Mols Bjerger National Park confines its focus to the privately owned land, rather than to the state owned land.
- Considerable uncertainty attaches to the financing of national park plans. In addition to the annual government appropriation of DKK 7.5 million, the national parks must raise funds through external financing. However, the management of Thy National Park estimates, for example, that the full implementation cost of the national park plan will exceed DKK 100 million. It may be difficult for the board to work out specific goals as long as the financing has not been secured.
- Rigsrevisionen realises these factors are challenging for the individual boards, but the boards need to set clear priorities in their national park plans in order to provide the parks with concrete operating plans.

The Ministry of the Environment's involvement in the national park plans

28. According to the National Park Act the Ministry of the Environment has no authority to exercise control over the national parks. Accordingly, the Ministry may not approve the national park plans but receive them for consultation on an equal footing with other stakeholders.

The Ministry of the Environment provided a consultation response to the national park plan for Thy National Park, but had no comments on its goals to strengthen and develop nature. The Ministry has provided no consultation response to the national park plans for the other two national parks. Accordingly, the Ministry of the Environment has not exercised its right to be consulted to contribute to providing the national park plans with more quantifiable goals for the nature conservation activities.

Through the Danish Nature Agency's local representative on the board of each national park the Ministry of the Environment has supported the boards in preparing national park plans, particularly in relation to advising the three boards on government rules and regulations and the contents of the National Park Act. The Ministry has not focused on ensuring that the boards set specific and quantifiable goals in the national park plans, eg, by stipulating this as a target for the boards in the executive orders.

29. The Ministry of the Environment states that to date, the work of the national parks has accorded more weight to the principles of voluntary action, involvement and consensus than to the requirements for firm, quantifiable goals in the national park plans. The Ministry states that the Danish Nature Agency will work to set clearer and more quantifiable targets in the national park plans in the coming planning periods.

Focus on business development

In its consultation response to the national park plan for Thy National Park the Ministry of the Environment noted that in its action plan, the board could usefully draw up a further number of concrete proposals as to how, for example, the tourist industry could be developed.

The Ministry made no comments on the goals relating to nature conservation activities.

C. The Ministry of the Environment's follow-up on national park performance

30. Rigsrevisionen's examination of whether the Ministry of the Environment follows and follows up on whether the national parks focus on strengthening and developing the natural values showed the following:

- The national parks have been in operation for a short period of time. Consequently, it is too early to assess whether the national park plans have been implemented satisfactorily. Despite the short period of operation, two of the three national parks have managed to raise external financing – a total of approx. DKK 17.5 million. However, none of these funds have been earmarked for nature conservation activities but rather for information activities, facilities, etc.
- The Ministry of the Environment does not systematically collect information about national park activities, but approves the payments received and made by the national parks and keeps their accounts. The Ministry considers this an essential part of its supervision. The Ministry states that it is preparing a standardised model for following-up on the key indicators of the national parks in future. Rigsrevisionen finds that the Ministry should increase focus on providing professional support to the national parks.
- Rigsrevisionen is of the opinion that the Ministry of the Environment's promised evaluation of the National Park Act should address whether the national parks collectively represent the most important Danish natural habitat types and whether in the long term the national parks can safeguard and develop the natural habitat types set out in their objectives. Such knowledge will be relevant in order for the Ministry, and ultimately the Danish Folketing (Parliament), to assess whether further measures are required to fulfil the objectives of the Act.
- Rigsrevisionen is of the opinion that immediately after the adoption of the National Park Act, the Ministry of the Environment ought to have laid down criteria for the promised evaluation of the Act rather than await a political assessment thereof. Such criteria may apply both to the individual national park's contribution to fulfilling the objectives of the National Park Act and to whether the objectives of the Act generally have been fulfilled, for example, the date at which the most important natural habitat types are represented by the national parks.

31. Because the National Park Act lies within the Ministry of the Environment's field of responsibility, the Ministry has an obligation to check whether the objectives of the Act are fulfilled. This obligation is accentuated by the fact that in the white paper relating to the National Park Act the Minister for the Environment told the Folketing in 2007 that the Act would be evaluated once the first three national parks had been established.

Moreover, because the national parks are a new tool, nature conservation activities being one of several objectives, it is important that both the national parks and the Ministry of the Environment pay attention to whether in the long term the national parks will be able to fulfil the overriding objective of strengthening and developing the natural values, including the creation of large connected natural areas.

National park operations and performance to date

32. The national parks have been operational for a relatively short period of time. Thy National Park has been operating for approx. three years, while the other two have been operating for 1 year and 1½ years, respectively. Accordingly, three to five years of the national parks' initial operating period remain. It is thus too early yet to assess whether the national parks have implemented the national park plans satisfactorily. Consequently, our focus is on whether at present the national parks have taken measures to strengthen and develop nature, and how much external financing they have been able to raise so far.

33. Thy National Park, the oldest national park, has launched ten of the eleven nature projects included as project descriptions in its plan. This does not mean the plan has been implemented. Some of the projects extend over several years and moreover, some of the goals are non-specific and non-quantifiable.

So far, Thy National Park has received funding of approx. DKK 9.2 million in addition to its government appropriation. However, these funds have not been spent on strengthening and developing nature, but primarily on establishing facilities for visitors and on information. Table 2 outlines Thy National Park's external financing.

Donor	Objectives	DKK
The Radio and Television Board (2009-2013)	Contribution to National Park TV, 2009-2013	478,903
The Danish Outdoor Council (2010)	Contribution to Information Network Thy National Park, 2011-2013	1,300,000
Thisted local authority (2011)	Contribution to repair works on Lodbjerg Lighthouse, 2011-2012	200,000
The Danish Foundation for Culture and Sports Facilities (2011)	Contribution to Svaneholmhus, facilities (Centre at Agger Tange)	300,000
Thisted local authority (2011)	Contribution to Svaneholmhus, facilities (Centre at Agger Tange)	300,000
The Danish Nature Agency (2011)	Contribution to information activities at Lodbjerg Lighthouse	600,000
Snedsted-Nørhå Savings Bank – Jubilee Fund (2011)	Contribution to film about Ålvand Dune Heath	35,000
The Ministry of Business and Growth's Competitive Pool ¹⁾ (2012)	Powered by Cycling: Panorama, 2014-2015	3,764,600
Region North Jutland (2012)	Contribution to project 'Business development in Thy National Park – networking and competence development'	250,000
The Danish Labour Market Holiday Fund (2012)	Contribution to Svaneholmhus, Visitors' Centre	650,000
The Danish Outdoor Council (2012)	Contribution to the bicycle and hiking guide 'On the track of Thy National Park'	72,500
Færch Foundation (2013)	Contribution to pilot project, Lodbjerg Lighthouse	100,000
The Danish Outdoor Council (2013)	Wage subsidy for Information Network Thy National Park	1,170,000
I alt		9,221,003

¹⁾ The contribution amounts to Thy National Park's share of a total contribution of DKK 25,204,800, which the national park applied for together with the Danish Cyclists' Federation, the South West Jutland Development Forum and the Central Denmark Region.

Source: Details provided by Thy National Park.

34. Mols Bjerger National Park has not itself carried out actual nature conservation activities, but has financially supported such activities carried out in the park by other bodies. The board has focused on clarifying the basis for future nature conservation activities, including the cooperation with the Danish Nature Agency, which is in line with the national park plan. Consequently, the national park has not yet applied for any external financing either.

35. Wadden Sea National Park initiated and contributed to several nature projects in its first year of operation. Because its national park plan contains only a few concrete project descriptions, the extent to which these projects fulfil the plan cannot directly be established.

So far, funding of approx. DKK 8.3 million has been pledged to Wadden Sea National Park in addition to the government appropriation. However, a small part of this amount still awaits final approval. The funds have been granted for information projects, projects to promote tourism, and for construction of a national park ship to function as a mobile visitors' centre.

36. In addition to the external financing received by the national parks to date, the establishment of the three national parks has also enabled the local authorities and the Danish Nature Agency to attract grants, investments or co-financing from the EU, foundations, etc, for such purposes as creating cycle ways in all three national parks.

The Ministry of the Environment's follow-up on national park performance

37. According to the explanatory memorandum of the National Park Act the government appropriation for the national parks must be based on an assessment of the activity levels and financing requirements of the national parks as stated in the national park plans.

The Ministry of the Environment has stated that for the time being the Green Growth agreement means the appropriation is firm. However, following the evaluation of the National Park Act and if desired politically, the Ministry will consider a model for individually fixing appropriations to the national parks.

38. Rigsrevisionen finds it important that the Ministry of the Environment collects information about the performance and activity levels of the national parks and about whether they are in a position to raise external financing, in order to assess whether the national parks can fulfil the objectives of the executive orders. This is also essential for assessing future national park appropriations.

39. According to the National Park Act, national parks are independent units of the government administration, meaning, among other things, that they control their own appropriations. The Danish Nature Agency verifies that the national park budgets are within the limits of the Danish Appropriation and Budget Act and approves each individual payment received and made by the national parks. In addition, the Danish Nature Agency keeps the accounts of the national parks on the basis of cooperation agreements in order to consolidate them into the state accounts. The Danish Nature Agency has stated that it finds this practice necessary to ensure that the national parks observe national accounting rules; however, the national parks still have the full right of disposal of their funds. The Danish Nature Agency considers this practice a key element of its support to and supervision of the national parks.

According to annotation no. 110 of the Danish Appropriation Act for 2013 regarding the Ministry of the Environment, national park revenue and expenditure are booked under section 23.71.02. Nature Management Units, and net expenditure is eliminated through an internal government transfer from section 23.72.05. National parks.

In connection with the examination, the national parks have stated that their freedom to act in their daily work can be restricted by the fact that the Danish Nature Agency has to approve each individual payment.

The Ministry of the Environment's follow-up on ongoing operations

40. The Danish Nature Agency has stated that it mainly gains knowledge about the ongoing operations of the national parks through its local representative on the national park boards. However, the Agency's central administration also regularly helps the national parks clarify administrative and other issues.

According to the Danish Nature Agency the national parks have no obligation to report on their performance other than to report accounting data for the purpose of the Danish Nature Agency's annual report. However, all three national parks have prepared their own annual reports in which they report on their activities in general. Beyond the annual reports, the Ministry of the Environment receives no further reporting on the performance of the national parks in relation to meeting the targets set in the executive orders to strengthen and develop nature.

The Ministry of the Environment has not previously systematically followed up on information in the national park reports. The Ministry has stated that the Danish Nature Agency is developing a model for systematic follow-up on the key indicators of the national parks based on their annual reports.

The Ministry of the Environment's evaluation of the National Park Act to the Folketing

41. The Minister for the Environment has told the Folketing (parliament) that the National Park Act will be evaluated once the first three national parks have been established.

According to the National Park Act, the national parks must evaluate themselves on expiry of an operating period, and their boards must revise the national park plans. The Ministry of the Environment has stated that it intends to base its evaluation of the National Park Act on the evaluations made by the three national parks themselves, which will be available at the end of 2018. This means the Ministry will not evaluate the National Park Act until the national parks have adopted the next plan. In that case the national parks will not be able to incorporate the outcome of the Ministry's evaluation until the third generation of the national park plans, which is to be ready around 2022-2025.

The Ministry of the Environment has not considered in advance the criteria on which it will base the evaluation, but will leave it for the political parties to the agreement to make a decision when the time comes.

42. Rigsrevisionen finds that, at a minimum, an evaluation of the National Park Act should provide a basis for assessing the extent to which the main objective of the Act can be fulfilled. This means the evaluation should address whether the national parks have contributed to strengthening and developing the natural values and whether they adequately represent the most important Danish natural habitat types.

As regards assessing whether the national parks have contributed to strengthening and developing nature, as mentioned above the Ministry of the Environment has set overall framework targets for the national parks in the executive orders on the three national parks. Although these targets do not include fixed end-goals for national park activities, they do specify which natural habitat types the national parks must safeguard and which care measures they must apply. The statutory framework for the national parks thus includes several overall criteria that can be used to evaluate whether the national parks can contribute to strengthening and developing the natural values.

In relation to assessing whether the national parks represent the most important natural habitat types, the evaluation should address whether the national parks sufficiently cover the most important natural habitat types and thus if section 2 of the National Park Act has been fulfilled. Because the national parks were selected and established on the basis of ten pilot projects and the Ministry of the Environment's recommendation to the agreement parties – and ultimately the approval of the agreement parties – the evaluation should provide the Ministry of the Environment and the Folketing with a basis for assessing whether the process for selecting national parks has sufficiently ensured that the objective of section 2 of the National Park Act has been, or in the future is likely to be, fulfilled.

43. Furthermore, in its report from April 2013, the Nature and Agriculture Commission presented its opinion of whether the national parks can contribute to strengthening and developing the natural values in Denmark. In the report, the Commission believes the national parks have the potential to become a key element of Danish nature management. However, to achieve this, the national parks need better targeted instruments, and new national parks must be designated with focus only on areas of outstanding natural value.

44. Lastly, Rigsrevisionen finds that an evaluation of the National Park Act should also address the external financing of the national parks to enable the Ministry of the Environment to assess the future national park appropriation model. As mentioned above it appears from the general annotations to the National Park Act that the national park appropriations are fixed in part on the basis of the plans and external financing of the national parks.

Such an evaluation can provide an overview of the tasks and external financing options of the national parks and provide a basis for a model to fix the future national park appropriations that ensures safe management of the nature values in the national parks.

Rigsrevisionen, 11 December 2013

Lone Strøm

/Inge Laustsen

The Nature and Agriculture Commission was set up by the government in 2012. The Commission was to present proposals to solve the structural, economic and environmental challenges of the agricultural sector, including how it can contribute to climate, environment and nature conservation activities.

Appendix 1. Facts on Thy National Park



The dune heath with lobelia lakes is one of Thy National Park's natural habitat types.

Photo: Jon G. Dellefsen (natpark.dk)

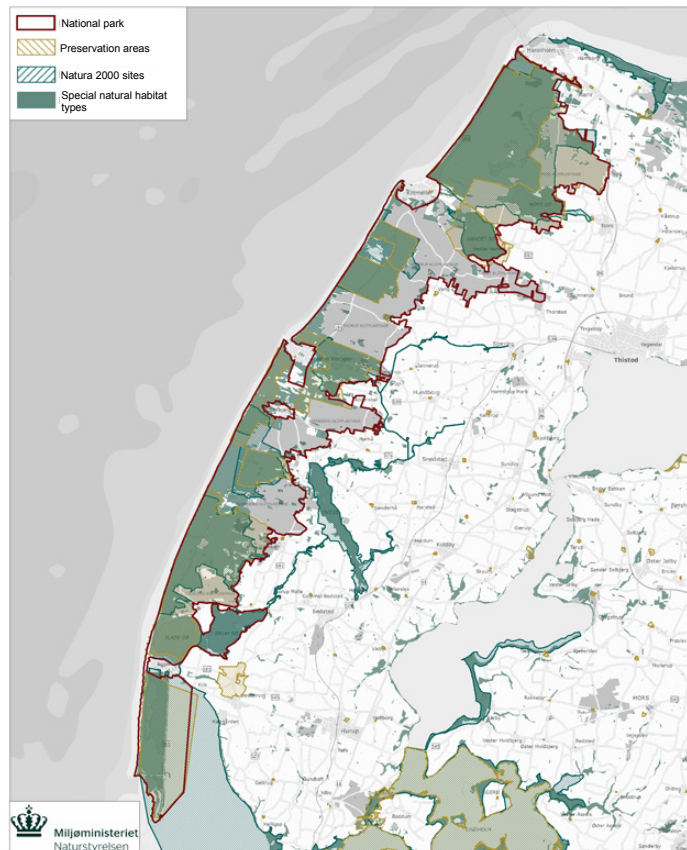
Key figures

- Established: 18 August 2008
- Operating period: 1 April 2010 – 31 March 2016
- Area: 244 km²
- Publicly owned/privately owned land: 75% / 25%
- External financing (August 2013): approx. DKK 9 million.

Statutory nature protection

- Natura 2000 sites: 53%
- Preservation areas: 58%
- Section 3 areas: 63%.

Map of Thy National Park



Source: The Danish Nature Agency.

Five targets for nature conservation activities

- The most important natural habitat types such as beaches, dunes, dune heaths, salt meadows, calcareous semi-natural grasslands and lakes must be conserved and their distribution, quality and diversity strengthened. They must be protected against overgrowing, drainage, admission of nutrients, invasive species, etc, and developed to become sustainable and dynamic ecosystems with a natural water balance, etc.
- Greater coherence must be created between the natural areas and landscapes of the national park, including dunes and dune heaths in particular. The interplay of the areas with the coast and the sea must be strengthened.
- The dune plantations must be converted into naturally operated forests dominated by native trees and shrubs with special focus on strengthening the natural values of the area.
- The landscape features that give the national park its unique character and the distinctive geological formations must be conserved and highlighted.
- Vulnerable natural areas must be protected against erosion, disruptive traffic and extended public access.

Source: Executive Order No. 840 of 18 August 2008.

Appendix 2. Facts on Mols Bjerger National Park



Mols Bjerger National Park includes several natural habitat types.

Photo: Mols Bjerger National Park

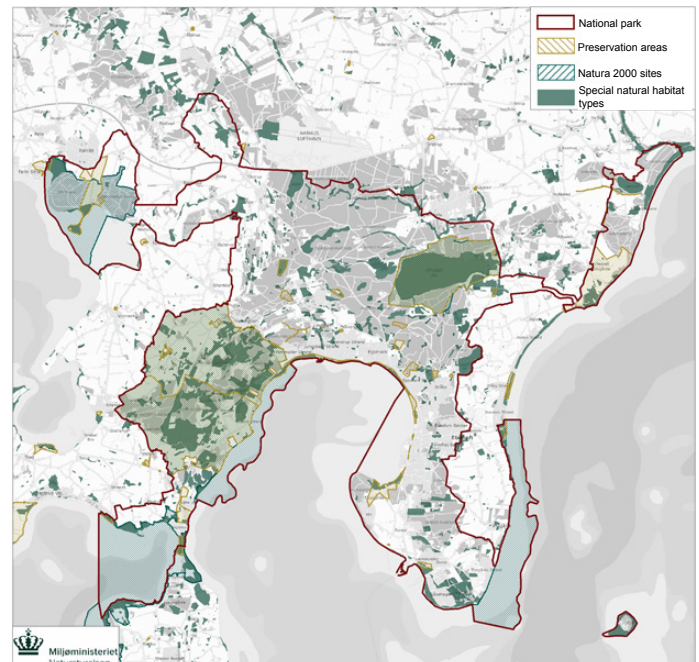
Key figures

- Established: 21 August 2009
- Operating period: 1 April 2012 – 31 March 2018
- Area: 180 km²
- Publicly owned/privately owned land: 20% / 80%
- External financing: none so far.

Statutory nature protection

- Natura 2000 sites: 35%
- Preservation areas: 27%
- Section 3 areas: 18%.

Map of Mols Bjerger National Park



Source: The Danish Nature Agency.

Five targets for nature conservation activities

- The most important natural habitat types such as shallow waters, salt meadows, beaches and coastal bluffs, semi-natural grasslands, hardwood and pinewood forests must be conserved and their distribution, quality and diversity strengthened. They must be protected against overgrowing, drainage, admission of nutrients, invasive species, etc, and developed to become sustainable and dynamic ecosystems with a natural water balance, etc.
- Greater coherence must be created between the natural areas of the national park, including the transitions between coastal areas, semi-natural grasslands and forest areas in particular.
- Connected forest areas must be laid out and plantations converted into open and naturally operated forests dominated by native trees and shrubs, and open grazing mosaic areas with sand fields must be conserved and enhanced.
- The landscape features that give the national park its unique character and the distinctive geological formations, including terminal moraines and dead ice landscapes, must be conserved and highlighted.
- Particularly vulnerable natural areas must be protected against erosion and disturbance through planning of walking trails, public information, etc.

Source: Executive Order No. 789 of 21 August 2009.

Appendix 3. Facts on Wadden Sea National Park



Wadden Sea National Park is an important habitat for many bird species.

Photo: John Frikke

Key figures

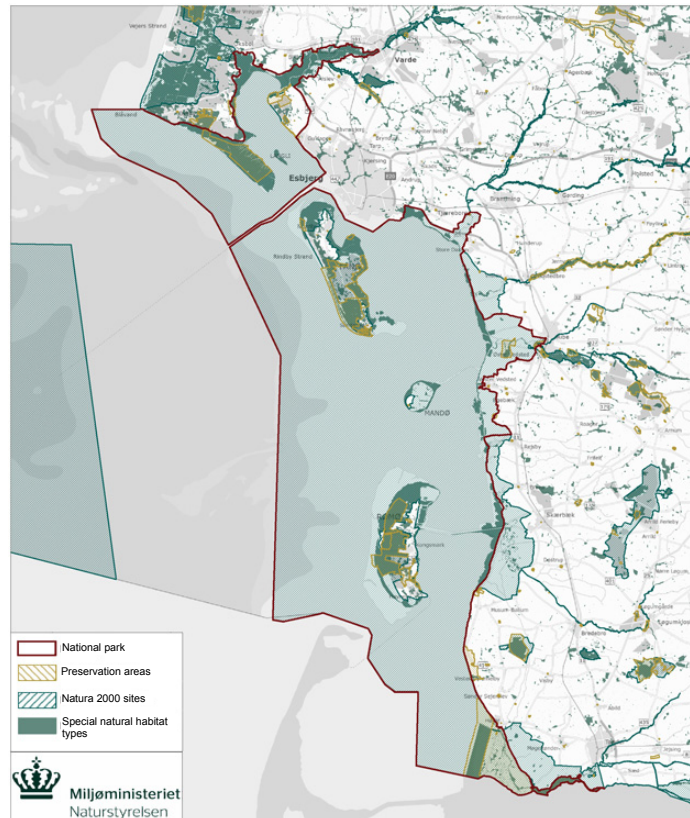
- Established: 30 September 2010
- Operating period: 1 January 2013 - 31 December 2018
- Area: 1,459 km² (of which 300 km² land area)
- Publicly owned/privately owned land: 40% / 60%
- External financing (August 2013): approx. DKK 2.5 million.

Statutory nature protection

- Natura 2000 sites: 97%
- Preservation areas: 6%^{*)}
- Section 3 areas: 10%^{*)}.

^{*)} Only land areas are designated preservation areas and section 3 areas. Consequently, these types of protection constitute a relatively small share of the total national park.

Map of Wadden Sea National Park



Source: The Danish Nature Agency.

Four targets for nature conservation activities

- The most important natural habitat types such as shallow waters, inlets, high sands, brook mouths, marshes and salt meadows, foreshores and dunes must be conserved and their quality and diversity strengthened. They must be protected against impact from nutrients, invasive species, fauna disturbance, etc, and be conserved as sustainable and dynamic ecosystems with natural dynamics by refraining, as far as possible, from interfering with the natural tidal dynamics.
- Areas created by human culture such as fresh-water meadows and clay ponds must be conserved and their quality and diversity strengthened. One agricultural holding must be conserved and promoted to secure the cultural landscape and the characteristic species of the area.
- The landscape features that give the national park its unique character and the distinctive geological formations must be conserved and highlighted, and the dynamic landscape formation of dune and marsh areas must be promoted.
- Particularly vulnerable natural areas must be protected against erosion and disturbance through public information and planning of zones, walking trails, etc.

Source: Executive Order No. 1159 of 30 September 2010.

Appendix 4. Glossary (in Danish)

Biodiversitet	En generel betegnelse for variationen i naturen, fx antallet af arter og naturtyper.
De grønne organisationer	En fællesbetegnelse for de organisationer, som arbejder for naturen og miljøet, fx Danmarks Naturfredningsforening og Friluftsrådet.
Driftsperiode	Den 6-årige periode, hvor nationalparken implementerer en nationalparkplan.
Dødt ved	En betegnelse for træ, der ikke er levende. Dødt ved kan være grene og stammer i skovbunden, stående døde træer eller det indre af levende træer, hvor det indre på grund af afknækkede grene er begyndt en forrådnelsesproces og dermed er dødt. Dødt ved er en af de vigtigste brikker i forhold til at sikre biodiversiteten i skovene.
Forliget om Grøn Vækst	Grøn Vækst-aftalen er indgået mellem regeringen og Dansk Folkeparti i 2010 og afsætter 13,5 mia. kr. til mere natur og bedre beskyttelse af mennesker, dyr og miljø.
Friluftsrådet	En selvstændig, ikke-statslig paraplyorganisation, der samler over 90 natur-, miljø- og friluftsforeninger.
Invasive arter	En ikke-hjemmehørende art, hvis introduktion og/eller spredning er en trussel mod den hjemlige flora og fauna.
Klithede	En naturtype, som udgøres af stabile kalkfattige klitter bevoxet med en række dværgbuske, fx almindelig revling og lyng.
Klæggrav	Vandhul eller sø, som er opstået ved afgravning af klæg (en jordtype) til at forstærke digerne. Klæggravene tiltrækker bl.a. mange rastende svømmefugle, som tilfører stederne betydelige mængder af gødning. Det medfører som oftest, at klæggravene indeholder høje koncentrationer af næringsstof (fosfor).
Landboforening	En lokal forening under den landsdækkende organisation Landbrug & Fødevarer, som repræsenterer landbrugets interesser.
Lobeliesø	Kalk- og næringsfattig ferskvandssø, hvis vand er så klart, at der kan vokse planter på bunden. Dette giver grundlag for et særligt plantesamfund omfattende bl.a. tvepibet lobelie.
Lodsejer	Jordejer, som i nationalparkerne enten er staten (repræsenteret ved Naturstyrelsen), kommunen eller en privat person (fx en landmand).
Nationalparkplan	En 6-årig plan, som nationalparkens bestyrelse udarbejder, før nationalparken går i egentlig drift, og som revideres hvert 6. år.
Natura 2000-område	Et netværk af naturområder i EU, der er udpeget for at beskytte og bevare naturtyper og dyre- og plantearter, som er sjældne eller truede. Hvert område har en handleplan og er primært beskyttet ved naturbeskyttelsesloven og skovloven.
Naturtyper	Natura 2000-rammen inddeler naturen i nummererede naturtyper, som hver især er kendetegnet ved en særlig beplantning. Fx er naturtype 3110 (Lobeliesø) en underkategori af "Vandområder". Nogle naturtyper er særligt sårbare og kræver særlig beskyttelse.
Naturværdier	Beskriver omfanget af den natur, som findes i et givet areal. Fx vil en opgørelse af naturværdierne i en nationalpark opgøre naturtyperne og de arter, som findes her.
Overdrev	Et område, som er afgræsset, så kun de arter, kvæget ikke spiser, står tilbage, fx tornebuske.
Sammenhængende natur	Den danske natur er præget af små isolerede områder. Derfor er det et særligt formål med nationalparkerne at sikre større sammenhængende naturområder, hvor naturen kan få større dynamik.
Vadeflader	Områder i Vadehavet, som tørlægges ved lavvande, og hvor mange fuglearter søger føde.