

SBSTTA-20

Side Event hosted by the

IUCN Global Task Force on Other Effective Area-based Conservation Measures

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CCEA Science-based Guidance for Reporting Protected Areas and “Other Effective Area-based Conservation Measures”



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CONSEIL CANADIEN DES AIRES ÉCOLOGIQUES

Some key questions

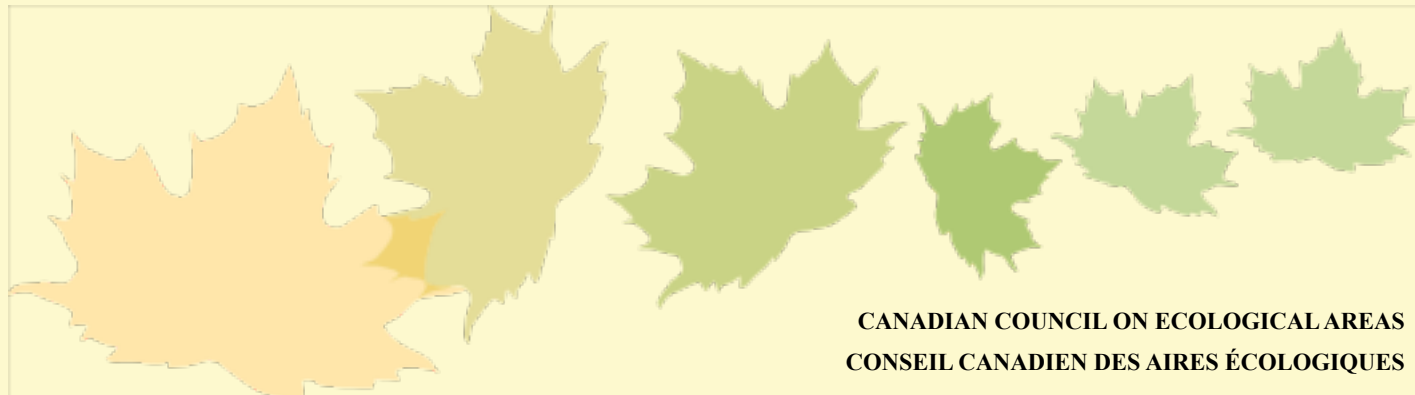
- What traits do CMs, and specifically ABCMs, need in order to map to Goal C and Target 11?
- Purpose: The in-situ conservation of biodiversity?
- Effectiveness: What is the lowest acceptable threshold of effectiveness that still maps to Goal C and Target 11 (vs., e.g., Target 5, 6, 7, or 12)?
- How do we account for both potential and realized effectiveness?
- How do we avoid undermining protected areas, both present and future, while giving deserved recognition to other tools and approaches that effectively conserve biodiversity?



Aichi Target 11 Background



- **1992 - United Nations Convention on Biological Diversity (UNCBD)**
- **Article 8: In-situ conservation of biological diversity:**
 - *“the conservation of ecosystems and natural habitats and the maintenance and recovery of viable populations of species in their natural surroundings and, in the case of domesticated or cultivated species, in the surroundings where they have developed their distinctive properties”*
- **“each contracting party shall, as far as possible and as appropriate: (a) establish a system of protected areas or areas where special measures need to be taken to conserve biological diversity ...”.**



Aichi Target 11 Background



■ Strategic Plan for Biodiversity 2011-2020

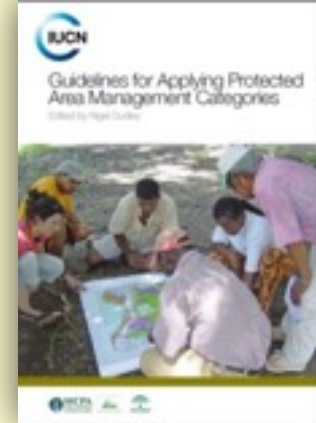
- Recognized that the first Strategic Plan for Biodiversity (2002-2010) largely failed to stem the loss of biodiversity
- Mission: “take effective and urgent action to halt the loss of biodiversity”
- Five Strategic Goals and 20 Aichi Biodiversity Targets
- Goal C: Improve the status of biodiversity by safeguarding ecosystems, species and genetic diversity.

- Target 11:

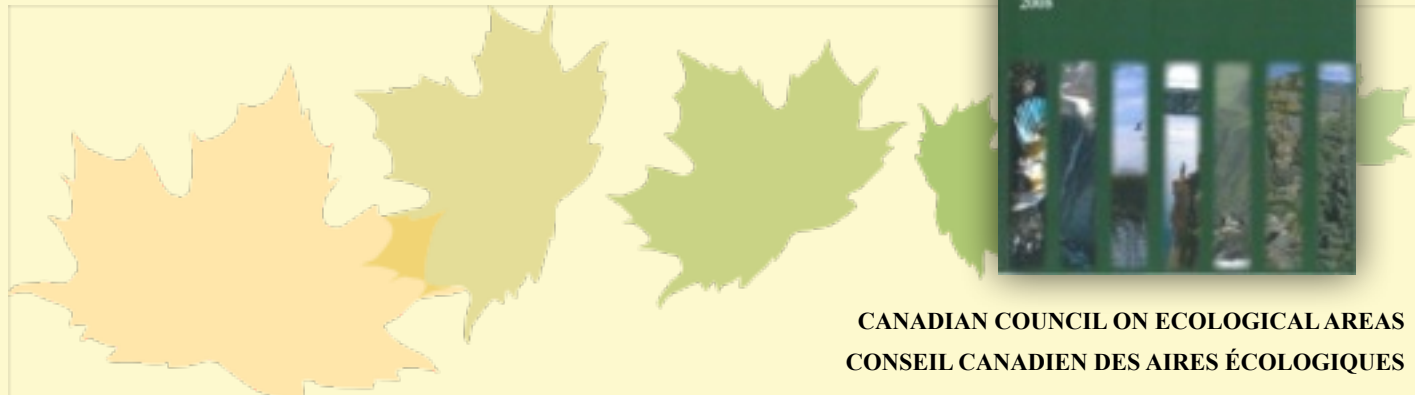
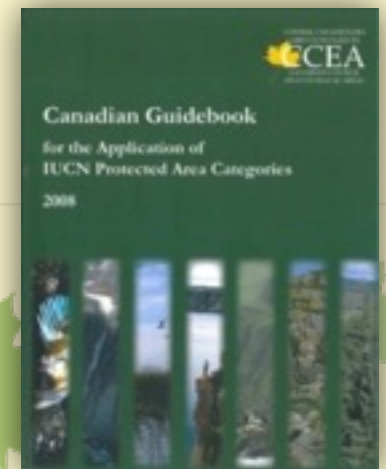
- *“By 2020, at least 17 per cent of terrestrial and inland water areas, and 10 per cent of coastal and marine areas, especially areas of particular importance for biodiversity and ecosystem services, are conserved through effectively and equitably managed, ecologically representative and well connected systems of protected areas **and other effective area-based conservation measures**, and integrated into the wider landscapes and seascapes.”*



CARTS



- Canadian Conservation Areas Reporting and Tracking System
- Developed by CCEA in cooperation with Environment Canada, and in partnership with all F/P/T jurisdictions
- Uses IUCN framework for reporting on protected areas
- Capacity is being developed to track and report on “other effective area-based conservation measures”
- Criteria/standards needed
- CCEA taking a science-based approach



“Protected Areas” vs. “Other Effective Area-based Conservation Measures”

- Are Target 11 OEABCMs the same as, similar to, or a much broader set of areas than protected areas?
 - IUCN and others at the negotiations:
 - “...areas that do not, and will never qualify as protected areas, should not be included”.
 - Some others at the negotiations:
 - “... it was made clear during negotiations that “other measures” are meant to be broader and more inclusive than the IUCN definition and that is why Canada was able to agree to the target.”
- **CCEA approach: Science-based advice on traits needed for areas to be effective at achieving the in-situ conservation of biodiversity**



CCEA Principles for the Development of Guidance for Reporting on Aichi Target 11

- Clearly link Target 11 to CBD Article 8 and definitions of “biodiversity” and “in-situ conservation of biodiversity” in order to develop criteria for effectiveness
- How much land and water Canada ultimately dedicates to the effective, in-situ conservation of biodiversity depends on political and social decisions.
- “How much *has been* effectively conserved?” can be answered with objective, science-based analysis, evidence, and expert knowledge.
- CCEA’s goal is to provide science-based guidance to answer this question.



CCEA Principles for the Development of Guidance for Reporting on Aichi Target 11

- No intention to diminish the value of other conservation measures, spatial or otherwise, with intended or incidental conservation value.
- All are important, but not all map to Aichi Target 11 in the Canadian context. Some may map to other targets (e.g., Targets 5, 6, 7, 12)
- For the purpose of national and international reporting, a standardized approach is essential, should be science-based, and should use conservation effectiveness as the primary metric.



Progress to date – Workshop Consensus Statements Regarding Aichi Target 11 Areas – Feb. 2013

1. Purpose of area-based measure / intention

“Areas included under Target 11 as OEABCMs must have an expressed purpose to conserve nature (biodiversity). We understand that this purpose might be achieved as a co-benefit of other management purposes or activities.”

2. Long term

“Areas included under Target 11 as OEABCMs must be managed for the long term to be effective. We accept a working definition of long term to mean there is an expectation that conservation will continue indefinitely.”

3. Importance of nature conservation objectives

“In areas included under Target 11 as OEABCMs, in cases of conflict with other objectives, nature conservation objectives shall not be compromised.”



Progress to date – Workshop Consensus Statements Regarding Aichi Target 11 Areas – Feb. 2013

4. Nature conservation outcomes

“Areas included under Target 11 as OEABCMs should result in effective and significant nature (biodiversity) conservation outcomes. When there are existing measures/areas that are to be considered as OEABCMs, evidence of conservation outcomes should be used as part of the screening process.”

5. Strength of conservation measures

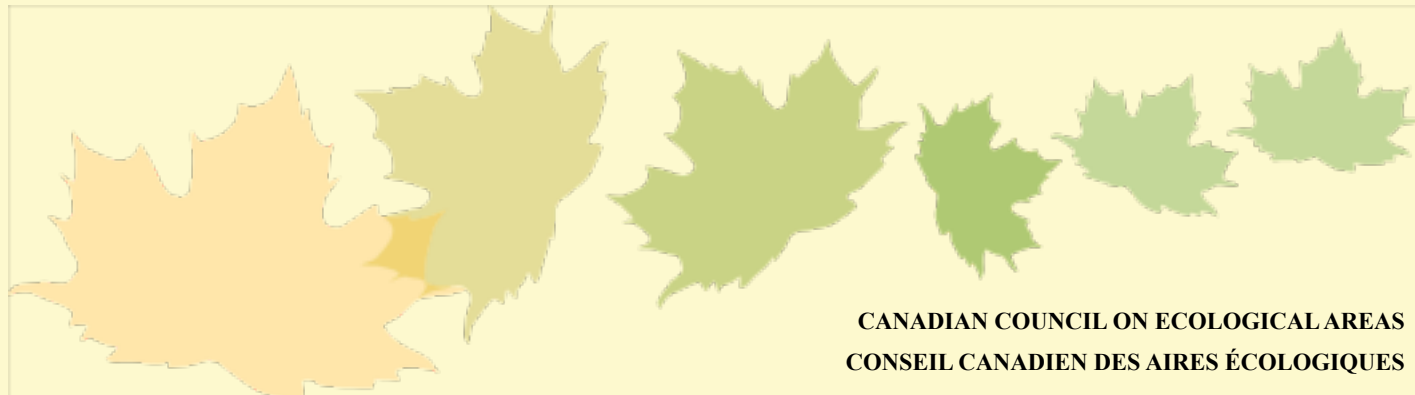
“Areas included under Target 11 as OEABCMs should have a management regime that, through one or more measures that are effective alone or in combination, can reasonably be expected to be strong enough to ensure effective conservation, and if there are gaps, these will be addressed over time.”



Progress to date – Workshop Consensus Statements Regarding Aichi Target 11 Areas – Feb. 2014

Minimum Standards of Effectiveness

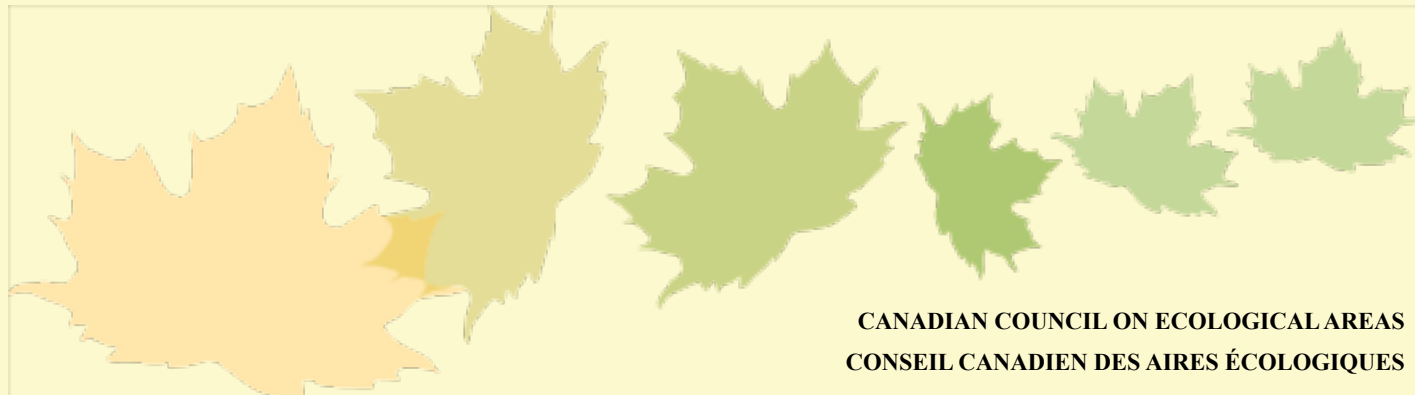
- “... all Aichi Target 11 areas should be managed to achieve *the conservation of ecosystems and natural habitats and the maintenance and recovery of viable populations of species in their natural surroundings.*”
- “... this requires, at a minimum, the prohibition of industrial or other uses that are likely to significantly impact biodiversity.”
- “... management activities such as those described in Principles and Guidelines for Ecological Restoration in Canada's Protected Natural Areas, may be appropriate in Aichi Target 11 areas if undertaken for the purpose of biodiversity conservation”



Progress to date – Workshop Consensus Statements Regarding Aichi Target 11 Areas – Feb. 2014

Sustainable and Customary Uses in Aichi Target 11 Areas

- “Where sustainable or customary use is an objective for Aichi Target 11 areas (e.g., in category VI or V protected areas), it should be undertaken in a way that is integrated with and beneficial to biodiversity conservation and at a rate that does not produce significant impacts on biodiversity.
- “Large-scale industrial uses are not appropriate in any Aichi Target 11 areas.”



Screening Tool and Process

Criteria and Thresholds of Effectiveness			
2003/10 agreement on 'Other Effective Area-based Conservation Measures'			
2010 agreement on 'Other Effective Area-based Conservation Measures'			
2011/12 agreement on 'Other Effective Area-based Conservation Measures'			
2012/13 agreement on 'Other Effective Area-based Conservation Measures'			
Primary measuring risk for assessing effectiveness: the low-term conservation of biodiversity			
Left side - greater potential effectiveness		Right side - less potential effectiveness	
Geographic Scope	The geographical space is clearly defined.	The geographical space is intended to be clearly defined but ...	The geographical space is not clearly defined.
Scope of Conservation Objectives	The objectives are for conservation of biodiversity as a whole, including ecosystems, species, and genetic diversity.	The objectives are for conservation of a subset of biodiversity or indigenous cultural values accomplished through the conservation of biodiversity as a whole.	The objectives are for conservation of a subset of biodiversity, such as particular species or habitats, but not for biodiversity as a whole.
Priority of Nature Conservation Objectives	Conservation of biodiversity is explicitly stated as the primary overriding objective.	Based on avoidance and prohibited activities and evident intent, conservation of biodiversity is the primary overriding objective.	Based on avoidance and prohibited activities and evident intent, conservation of biodiversity is an objective, and in cases of conflict among objectives, is given priority over other objectives.
Governance	All relevant governing authorities acknowledge and abide by the conservation objectives of the area.	Most, but not all, relevant governing authorities acknowledge and abide by the conservation objectives of the area.	Few or no relevant governing authorities acknowledge and abide by the conservation objectives of the area.
Effective means of implementation	The mechanism(s) has the power and breadth to exclude, control, and manage all activities within the area that are likely to have impacts on biodiversity.	The mechanism(s) has the power and breadth to exclude, control, and manage most activities within the area that are likely to have impacts on biodiversity.	The mechanism(s) does not have the power and breadth to exclude, control, and manage activities within the area that are likely to have impacts on biodiversity.
Effective means of implementation	The mechanism(s) compels the prohibition of activities that are incompatible with the conservation of biodiversity.	The mechanism(s) does not compel prohibition of activities incompatible with the conservation of biodiversity but the authority is excluding those activities.	The mechanism(s) does not compel prohibition of activities incompatible with the conservation of biodiversity and incompatible activities are being allowed.
Long-term	The mechanism is intended to be in effect in perpetuity.	The mechanism is intended or expected to be in effect indefinitely.	The mechanism is not intended or expected to be in effect for the long term.
Reversible	The mechanism can be reversed only with great difficulty.	The mechanism can be reversed with moderate difficulty.	The mechanism can be reversed without much difficulty.
Timing	The mechanism is in effect year-round.	The mechanism is not in effect year-round.	

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ORIGINAL PAPER

Canada and Aichi Biodiversity Target 11: understanding 'other effective area-based conservation measures' in the context of the broader target

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Abstract A renewed global agenda to address biodiversity loss was sanctioned by adoption of the Strategic Plan for Biodiversity 2011–2020 and the 20 Aichi Biodiversity Targets in 2010 by Parties to the Convention on Biological Diversity. However, Aichi Biodiversity Target 11 contained a significant policy and reporting challenge, contending that both protected areas (PA) and 'other effective area-based conservation measures' (OECBMs) could be used to meet national targets of protecting 17 and 10 % of terrestrial and marine areas, respectively. We report on a consensus-based approach used to (1) operationalize OECBMs in the Canadian context and (2) develop a decision-screening tool to assess sites for inclusion in Canada's Aichi Target 11 commitment. Participants in workshops determined that for OECBMs to be effective, they must share a core set of traits with PA, consistent with the intent of Target 11. (1) Criteria for inclusion of OECBMs in the Target 11 commitment should be consistent with the overall intent of PA, with the exception that they may be governed by regimes not previously recognized by reporting agencies. (2) These areas should have an expressed objective to conserve nature, be long-term, generate effective nature conservation outcomes, and have governance regimes that ensure effective management. A decision-screening tool was developed that can indicate which areas with limited conservation value are included in national accounting. The findings are relevant to jurisdictions where the debate on what can count is distracting Parties to the Convention from reaching conservation goals.

Communicated by Karen E. Hodge.

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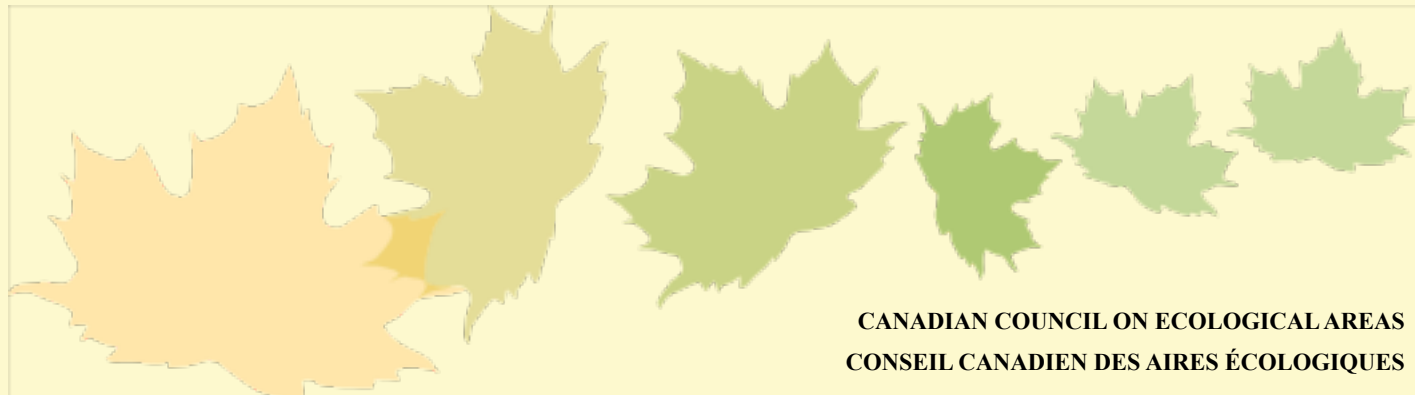
CCEA Guidance for reporting on Aichi Target 11

- All areas should “improve the status of biodiversity by safeguarding ecosystems, species and genetic diversity” (Goal C, Strategic Plan for Biodiversity 2011-2020)
- Screening tool allows areas or measures to be compared against criteria for conservation effectiveness; primarily addresses *potential effectiveness* (vs. realized effectiveness)
- “Green” – A trait sufficiently effective to help define a Protected Area or OECM
- “Red” – A trait defining a measure not sufficiently effective to be a Protected Area or OECM



CCEA Guidance for reporting on Aichi Target 11

- **“Yellow”** – A trait which may or may not be sufficiently effective to help define a Protected Area or OECM (case-dependent)
- **Interpreting “Yellow”**: if outcome is consistent with the intended effect of the “green” description, it helps define a Target 11 area (explanation needed)
- **Interpreting “Yellow”**: if outcome is not consistent with the intended effect of the “green” description, it does not define a Target 11 area



CCEA Guidance for reporting on Aichi Target 11

- If an area is “green”, or can be interpret as such (i.e., “yellow” but really “green”), in all respects, report it as a Target 11 area to CARTS
- Is it a Protected Area or OEABCM? The jurisdiction decides. Workshop participants did not develop two separate tools.
- If the conservation outcome is not consistent with the intended effect of the “green” description, but the authority demonstrates a commitment to addressing it within a reasonable timeframe, the area can be recognized as an ‘Interim’ or ‘Projected’ OEABCM, but should be reported as an Aichi Target 11 area only once all gaps are addressed.

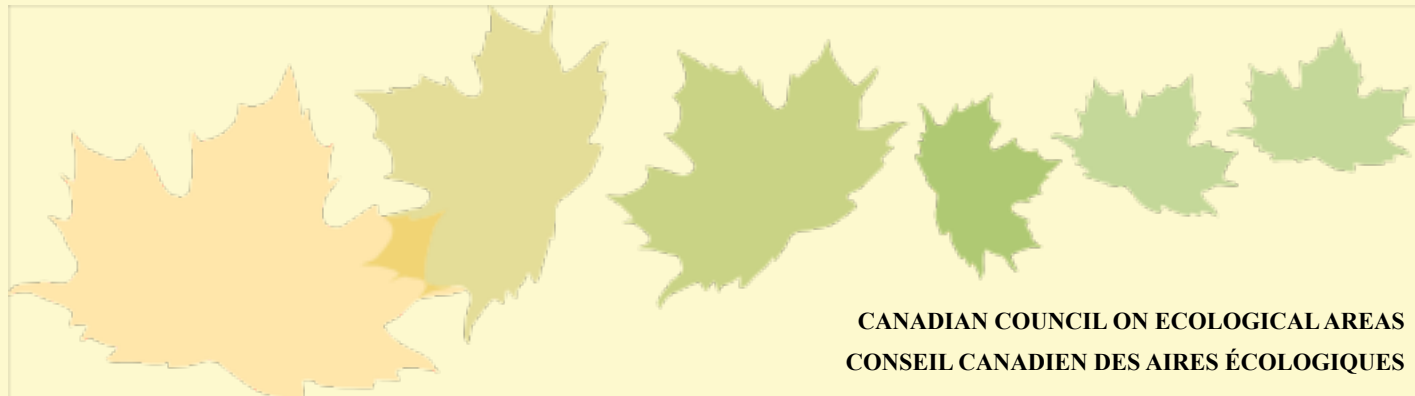


Geographical space

The geographical space is clearly defined.

The geographical space is intended to be clearly defined but may not be easily or widely recognizable to those in it or nearby.

The geographical space is not clearly defined.



Scope of conservation objectives

The objectives are for conservation of biodiversity as a whole, including ecosystems, species, and genetic diversity.

The objectives are for conservation of a subset of biodiversity or indigenous cultural values accomplished through the conservation of biodiversity as a whole.

The objectives are for conservation of a subset of biodiversity, such as particular species or habitats, but not for biodiversity as a whole.

The objectives are not for the conservation of any elements of biodiversity.



Primacy of nature conservation objective(s)

Conservation of biodiversity is explicitly stated as the primary overriding objective.

Based on allowable and prohibited activities and evident intent, conservation of biodiversity is the primary overriding objective.

Based on allowable and prohibited activities and evident intent, conservation of biodiversity is an objective, and in cases of conflict among objectives, is given priority over other objectives.

Conservation of biodiversity is either not an objective or, where it is an objective, is not necessarily given priority in cases of conflict among objectives.

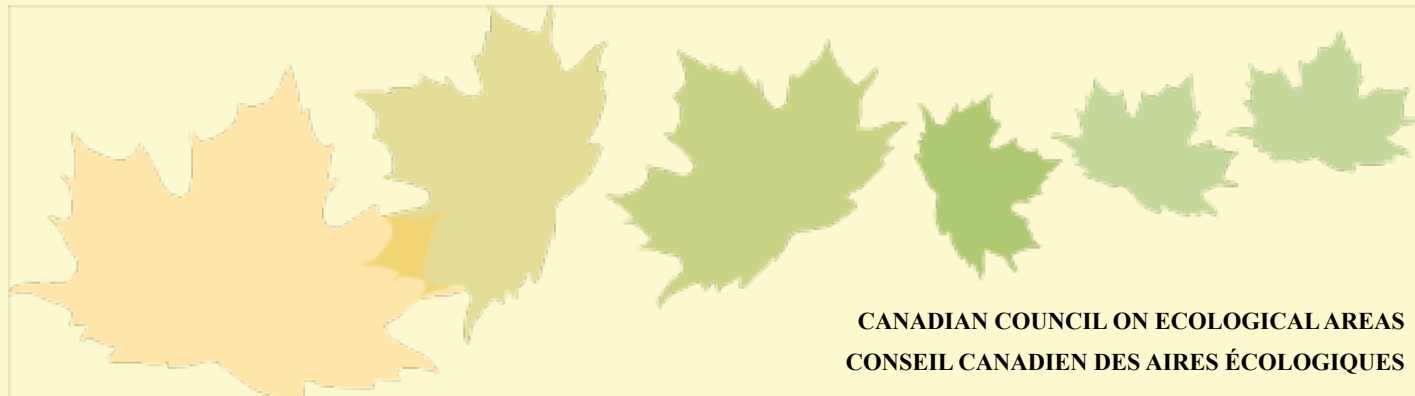


Governance

All relevant governing authorities acknowledge and abide by the conservation objectives of the area.

Most key, but not all, relevant governing authorities acknowledge and abide by the conservation objectives of the area.

Few or no relevant governing authorities acknowledge and abide by the conservation objectives of the area.

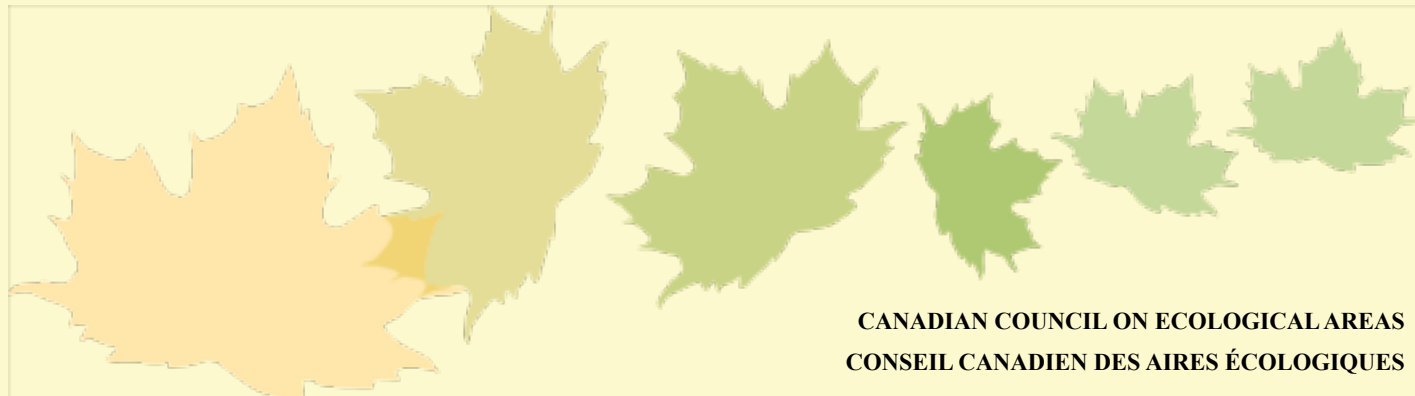


Effective means - 1

The mechanism(s) has the power to exclude, control, and manage all activities within the area that are likely to have impacts on biodiversity.

The mechanism(s) has the power to exclude, control, and manage most activities within the area that are likely to have impacts on biodiversity.

The mechanism(s) does not have the power to exclude, control, and manage activities within the area that are likely to have impacts on biodiversity.

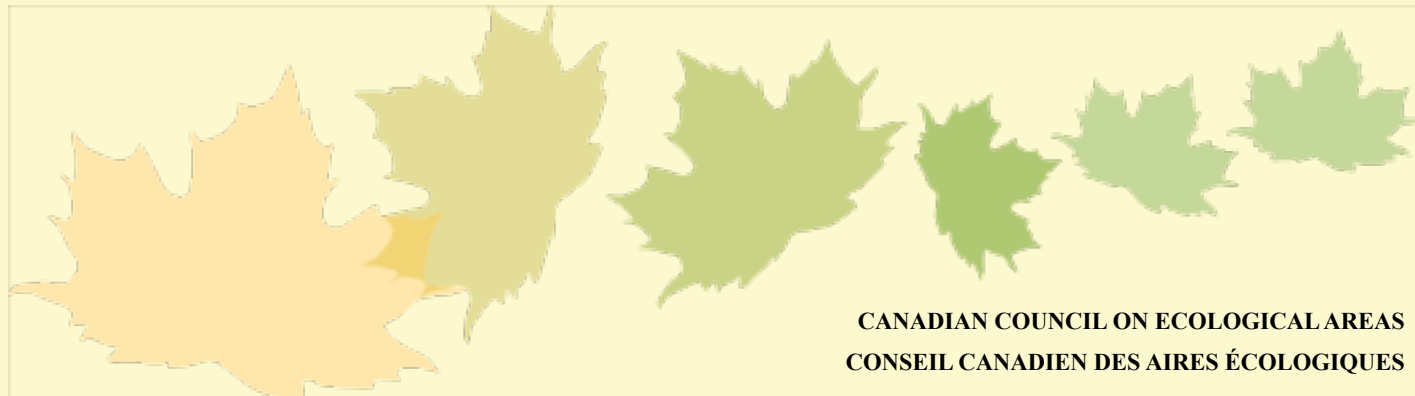


Effective means - 2

The mechanism(s) compels the authority to prohibit activities that are incompatible with the conservation of biodiversity.

The mechanism(s) does not compel the authority to prohibit activities incompatible with the conservation of biodiversity but the authority is excluding those activities.

The mechanism(s) does not compel the authority to prohibit activities incompatible with the conservation of biodiversity and incompatible activities are being allowed.

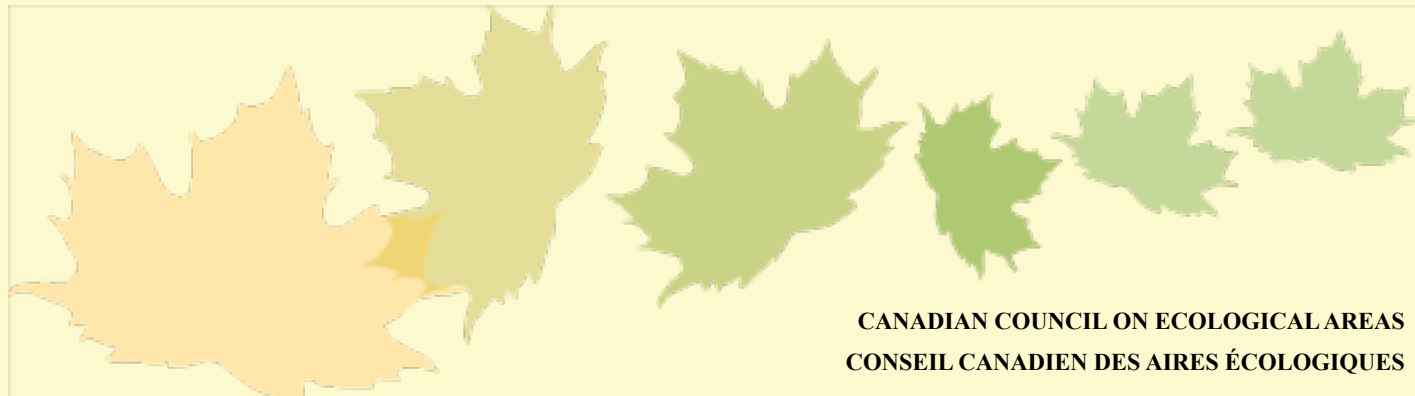


Long-term

The mechanism is intended to be in effect in perpetuity.

The mechanism is intended or expected to be in effect indefinitely.

The mechanism is not intended or expected to be in effect for the long term.

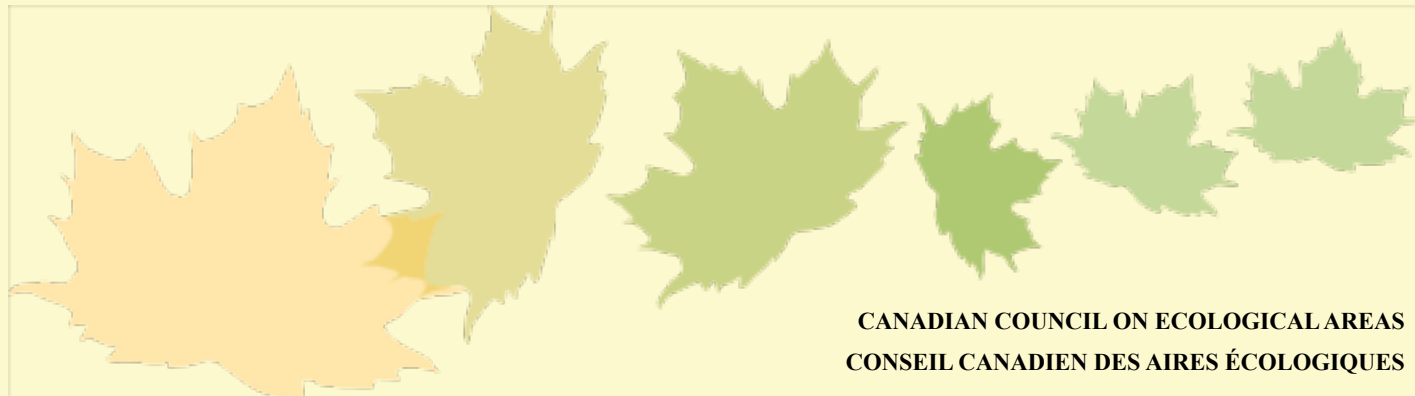


Dedicated

The mechanism can be reversed only with great difficulty.

The mechanism can be reversed with moderate difficulty.

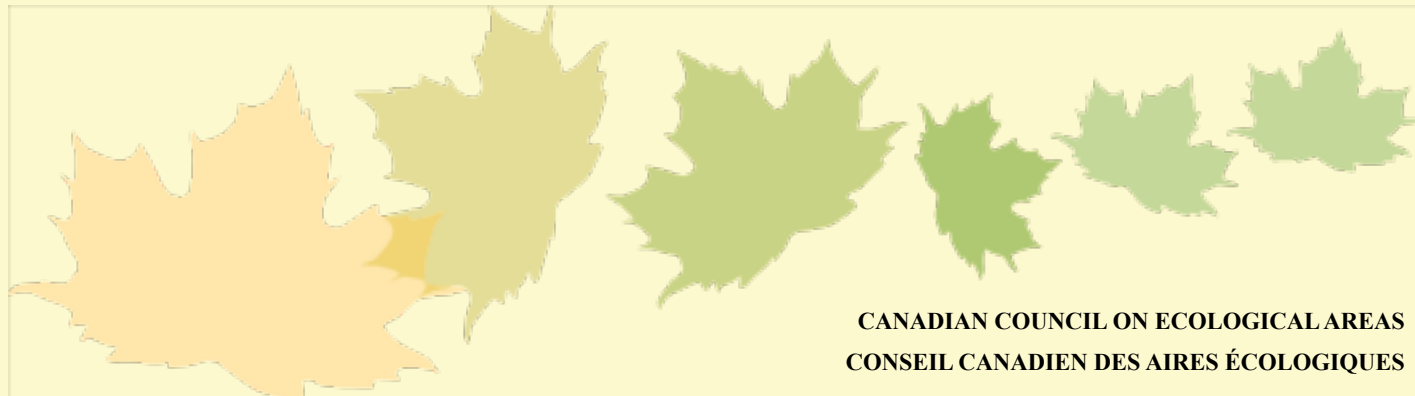
The mechanism can be reversed without much difficulty.



Timing

The mechanism is in effect year-round.

The mechanism is not in effect year-round.



Canadian Peer-reviewed Outcomes from Screening Tool

Category	Criteria	Outcome	Notes
Geographical scope	The geographical scope is broad, defined with agreed and demarcated borders.	Pass	
	The objectives and/or conservation of biodiversity as a whole, through ecosystems, species, and genetic diversity.	Pass	
	Conservation of biodiversity is based on the primary underlying objective.	Pass	
	All relevant governing authorities' knowledge and skills to be compatible with the conservation of biodiversity.	Pass	
Knowledge and skills of the primary underlying objective	The objectives are for conservation of biodiversity as a whole, through ecosystems, species, and genetic diversity.	Pass	
	Conservation of biodiversity is based on the primary underlying objective.	Pass	
	All relevant governing authorities' knowledge and skills to be compatible with the conservation of biodiversity.	Pass	
	The mechanism is intended to be effective in practice.	Pass	
Mechanism	The mechanism is intended to be effective in practice.	Pass	
	The mechanism can be reviewed with moderate difficulty.	Pass	
	The mechanism can be reviewed with moderate difficulty.	Pass	
	The mechanism can be reviewed with moderate difficulty.	Pass	
Implementation	The mechanism is intended to be effective in practice.	Pass	
	The mechanism can be reviewed with moderate difficulty.	Pass	
	The mechanism can be reviewed with moderate difficulty.	Pass	
	The mechanism can be reviewed with moderate difficulty.	Pass	
Monitoring and Evaluation	The mechanism is intended to be effective in practice.	Pass	
	The mechanism can be reviewed with moderate difficulty.	Pass	
	The mechanism can be reviewed with moderate difficulty.	Pass	
	The mechanism can be reviewed with moderate difficulty.	Pass	

Travilliant Lake, MacKenzie/Tree River Conservation Zone
 Conservation Zone (in the Gwich'in Government land-use plan)
 Northwest Territories, Canada
 Outcome: Neither Protected Area nor OEFBCM

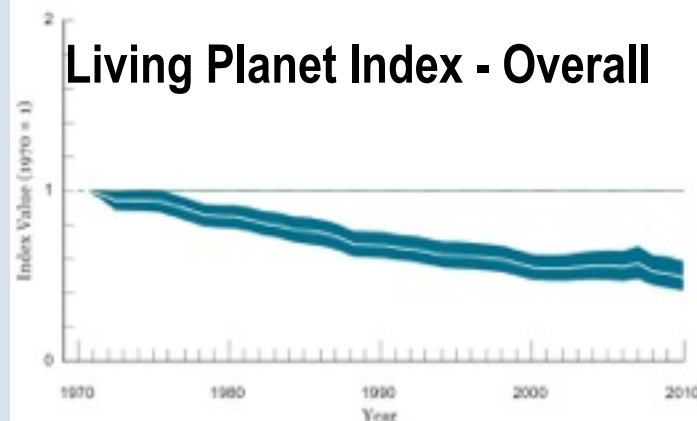


Lessons to date from peer review

- **Need to evaluate sites according to agreed-upon criteria and thresholds of effectiveness, not labels**
- **Outcome depends on details, and is independent of governance type**
- **Peer review is an excellent learning process**
- **Of areas reviewed so far, some are clearly effective, some are clearly not effective, and some straddle the fence; peer reviewers made suggestions on how effectiveness could be improved**
- **So far, areas that have fallen short have done so because they are not in place for the long term, or don't address one or more key threats to the in-situ conservation of biodiversity**
- **Still looking for clear examples of Canadian OEABCMs**

Some key points

- How do we know we've done enough? When we reverse the loss of biodiversity.
- Biodiversity is still declining in many areas, suggesting that we need to dedicate more areas to biodiversity conservation, not only give recognition to and improve what we are already doing.
- Biodiversity conservation effectiveness, both potential and realized, of areas is one key to identifying Target 11 areas.
- Need to distinguish areas which best map to Target 11 from those that map to Targets 5, 6, 7, and 12.
- Protected areas work!! Need to avoid undermining protected areas, both existing and new, while recognizing other tools and approaches that effectively conserve



Source: WWF Living Planet Report 2014

