

# EQUITABLE AND EFFECTIVE AREA-BASED CONSERVATION: TOWARDS THE CONSERVED AREAS PARADIGM

Harry D. Jonas<sup>1</sup>\*, Gabby N. Ahmadia<sup>2</sup>, Heather C. Bingham<sup>3</sup>, Johnny Briggs<sup>4</sup>, Stuart H.M. Butchart<sup>5</sup>, Joji Cariño<sup>6</sup>, Olivier Chassot<sup>7</sup>, Sunita Chaudhary<sup>8</sup>, Emily Darling<sup>9</sup>, Alfred DeGemmis<sup>10</sup>, Nigel Dudley<sup>11</sup>, Julia E. Fa<sup>12</sup>, James Fitzsimons<sup>13</sup>, Stephen Garnett<sup>14</sup>, Jonas Geldmann<sup>15</sup>, Rachel Golden Kroner<sup>16</sup>, Georgina G. Gurney<sup>17</sup>, Alexandra R. Harrington<sup>18</sup>, Amber Himes-Cornell<sup>19</sup>, Marc Hockings<sup>20</sup>, Holly C. Jonas<sup>21</sup>, Stacy Jupiter<sup>22</sup>, Naomi Kingston<sup>23</sup>, *tebrakunna* country and Lee E.<sup>24</sup>, Susan Lieberman<sup>10</sup>, Sangeeta Mangubhai<sup>22</sup>, Daniel Marnewick<sup>25</sup>, Clara L. Matallana-Tobón<sup>26</sup>, Sean L. Maxwell<sup>27</sup>, Fred Nelson<sup>28</sup>, Jeffrey Parrish<sup>29</sup>, Ravaka Ranaivoson<sup>30</sup>, Madhu Rao<sup>31</sup>, Marcela Santamaría<sup>32</sup>, Oscar Venter<sup>33</sup>, Piero Visconti<sup>34</sup>, John Waithaka<sup>35</sup>, Kristen Walker Painemilla<sup>16</sup>, James E.M. Watson<sup>27</sup> and Christine von Weizsäcker<sup>36</sup>

Corresponding author: harry@futurelaw.org <sup>1</sup>Future Law and World Commission on Protected Areas, Penampang, Malaysia

Affiliations continued on page 83

#### ABSTRACT

In 2018, the Parties to the Convention on Biological Diversity (CBD) adopted a decision on protected areas and other effective area-based conservation measures (OECMs). It contains the definition of an OECM and related scientific and technical advice that has broadened the scope of governance authorities and areas that can be engaged and recognised in global conservation efforts. The voluntary guidance on OECMs and protected areas, also included in the decision, promotes the use of diverse, effective and equitable governance models, the integration of protected areas and OECMs into wider landscapes and seascapes, and mainstreaming of biodiversity conservation across sectors. Taken as a whole, the advice and voluntary guidance provides further clarity about the CBD Parties' understanding of what constitutes equitable and effective area-based conservation measures within and beyond protected areas and provides standardised criteria with which to measure and report areas' attributes and performance. This policy perspective suggests that this CBD decision represents further evidence of the evolution from the 'new paradigm for protected areas' to a broader 'conserved areas paradigm' that embodies good governance, equity and effective conservation outcomes and is inclusive of a diversity of contributions to conservation within and beyond protected areas.

Key words: protected areas, OECM, post-2020 framework, biodiversity, good governance, effective conservation

#### **INTRODUCTION**

In 2010, Parties to the CBD adopted the Strategic Plan for Biodiversity 2011–2020, which contained 20 Aichi Biodiversity Targets (CBD, 2010). Target 11 called on Parties to conserve 17 per cent of terrestrial and inland water areas and 10 per cent of coastal and marine areas by 2020 through 'well connected systems of protected areas and other effective area-based conservation measures'. This was the first reference within the CBD of the concept of 'other effective area-based conservation measures' (OECMs). Parties subsequently articulated scientific and technical advice on OECMs in 2018 and adopted the following definition: A geographically defined area other than a Protected Area, which is governed and managed in ways that achieve positive and sustained long-term outcomes for the in situ conservation of biodiversity, with associated ecosystem functions and services and where applicable, cultural, spiritual, socio-economic, and other locally relevant values. (CBD Decision 14/8, 2018: Paragraph 2)

OECMs complement protected areas across landscapes and seascapes and – like protected areas – can be governed by diverse authorities and arrangements, including national and sub-national governments, private entities, Indigenous Peoples, local communities or through shared governance arrangements (IUCN- WCPA, 2019). Yet, they are conceptually distinct; while a protected area must have conservation of biodiversity as its primary objective (Dudley, 2008; Lopoukhine & Dias, 2012), an OECM must achieve the effective, longterm *in situ* conservation of biodiversity even though conservation may not be a primary objective (IUCN-WCPA, 2019)<sup>1</sup>. Examples may include some sacred or cultural sites and areas managed for their ecosystem functions and services.

Parties to the CBD are currently negotiating the post-2020 global biodiversity framework, which will replace the 2011–2020 Strategic Plan (CBD, 2020). Target 2 is the new area-based conservation target within the 'updated zero draft' of the framework, (i.e. the successor to Aichi Target 11). The current draft of Target 2 calls on Parties to achieve the following (CBD, 2020: 5):

By 2030, protect and conserve through well connected and effective system [sic] of protected areas and other effective area-based conservation measures at least 30 per cent of the planet with the focus on areas particularly important for biodiversity.

A range of proposals have been made to inform the ongoing negotiations. Despite their differences in emphasis, there is convergence around a set of core principles, including that area-based conservation efforts should: 1) respect human rights and incorporate good governance; 2) achieve long-term conservation of biodiversity, including ecosystem functions and services; 3) prioritise intact ecosystems as well as areas that are key for the persistence of biodiversity within and beyond protected areas; and 4) uphold local and Indigenous values, knowledge, practices and institutions that are fundamental for in situ biodiversity conservation (Bhola et al., 2021).

This paper intends to augment these proposals and contribute to the negotiation and subsequent implementation of the post-2020 global biodiversity framework through an analysis of CBD Decision 14/8 with a focus on good governance and conservation effectiveness. We argue that the CBD's updated guidance and scientific and technical advice provides further clarity about the Parties' understanding of what constitutes equitable and effective area-based conservation measures within and beyond protected areas and provides standardised criteria with which to measure and report their attributes and performance. We conclude by engaging with the term 'conserved areas', which remains undefined despite being referenced in CBD Decision 14/8 and other international policy documents. We propose that the term 'conserved areas' is potentially useful shorthand for area-based conservation that is both equitable and

effective, and propose that this issue is further discussed in an inclusive manner.

# THE CBD'S UPDATED GUIDANCE AND ADVICE ON PROTECTED AREAS AND OECMs

Decision 14/8 is the CBD Parties' most comprehensive decision on area-based conservation since the adoption of the Programme of Work on Protected Areas in 2004 (PoWPA; CBD, 2004a). In addition to adopting the above definition of OECMs, four Annexes to Decision 14/8 set out voluntary guidance on protected areas and OECMs and scientific and technical advice on OECMs. These are summarised in this section.

Annex I provides voluntary guidance on the integration of protected areas and OECMs into wider landscapes and seascapes. It also calls for mainstreaming protected areas and OECMs into key sectors, including agriculture, fisheries, forestry, mining, energy, tourism and transportation. Parties are called upon to support sectoral actors to integrate protected areas and OECMs within planning for lands and waters under their management as well as respecting existing protected areas, OECMs and other territories, lands and waters governed by Indigenous Peoples, local communities and private actors in their operations.

Annex II provides voluntary guidance on effective governance models for management of protected areas, conserved areas and OECMs and sets out a number of steps for enhancing and supporting governance diversity<sup>2</sup>. It notes the particular circumstances of territories and areas under the governance of Indigenous Peoples and local communities, and calls for these steps to be taken only on the basis of free, prior and informed consent (FPIC) and based on respect for their rights, knowledge and institutions. Annex II also states that good governance principles should be applied to protected areas and OECMs. It explains that equity is one element of good governance, and sets out the three dimensions of equity, namely: recognition, procedure and distribution (Figure 1).

Annex III, which is the focus of the next section of this paper, sets out scientific and technical advice on OECMs, including criteria for identifying and reporting against international biodiversity targets.

Annex IV provides a set of considerations in achieving Aichi Biodiversity Target 11 (which was still then extant) in marine and coastal areas. Among other things, it calls for adequate monitoring and evaluation frameworks to measure whether areas are achieving effective, longterm conservation outcomes.



Figure 1. The three dimensions of equity embedded within a set of enabling conditions (CBD, 2018, Annex II after Franks & Schreckenberg, 2016, http://pubs.iied.org/17344IIED)

The integration of protected areas and OECMs into wider landscapes and seascapes (Annex I) and considerations in achieving Target 11 in marine and coastal areas (Annex IV) are important issues. However, in this paper we focus on good governance and conservation effectiveness and we therefore concentrate our analysis and commentary on Annexes II and III.

# EFFECTIVE AREA-BASED CONSERVATION MEASURES, INCLUDING CONSIDERATIONS OF EQUITY

Since 2010, when the Parties to the CBD incorporated OECMs into Target 11, the lack of a definition and criteria for OECMs hindered progress on this aspect of the Target (Jonas et al., 2014a). Annex III of CBD Decision 14/8 addresses this by setting out four criteria for identifying OECMs, namely:

- A. the area is not currently recognised as a protected area;
- B. the area is governed and managed;
- C. the area achieves sustained and effective contribution to *in situ* conservation of biodiversity; and
- D. associated ecosystem functions and services and cultural, spiritual, socio-economic and other locally relevant values are respected, upheld and supported (CBD, 2018: 12–13).

These four criteria are further articulated through 10 sub-criteria and 26 indicators (set out in Section B, Annex III, Decision 14/8). The criteria and related guidance enable the identification and recognition of

OECMs 'in a flexible way and on a case-by-case basis' (CBD, 2018: 10). This represents important progress towards promoting more inclusive and diverse approaches to achieve the long-term *in situ* conservation of biodiversity (Jonas et al., 2018; IUCN-WCPA, 2019).

CBD Decision 14/8 also produced an outcome that has yet to be fully appreciated by Parties, rightsholders and stakeholders. Because the criteria and guidance can be disaggregated and understood as individual elements, by defining and setting out criteria for other effective area-based conservation measures (Criteria A–D), Parties to the CBD have also in effect provided voluntary guidance about what constitutes effective area-based conservation measures (Criteria B–D). As such, while Criterion A is only relevant to OECMs, Criteria B–D can also be applied on a voluntary basis to protected areas.

Importantly, the criteria and guidance do not override the CBD or IUCN definitions of a protected area. Instead, we are able to draw on Decision 14/8 – together with broader guidance on protected areas and OECMs from the CBD (including the Akwé: Kon Voluntary Guidelines – CBD, 2004b), the IUCN and others – and apply it to areas, flexibly and with regard to their specific social-ecological contexts, so as to measure and evaluate their attributes and performance, identify aspects of governance and management in need of improvement, and celebrate success stories.

# IMPLICATIONS OF THE CBD VOLUNTARY GUIDANCE AND SCIENTIFIC AND TECHNICAL ADVICE

The possible application of Criteria B–D on effective area-based conservation measures to both OECMs and protected areas has several implications for all forms of conservation, including areas that are conserved *de facto* outside of these frameworks. In this context, we explore four key issues – good governance, conservation effectiveness, assessment and reporting – and then discuss some of the implications specifically for non-state actors, namely, Indigenous Peoples and/or local communities, and private landowners.

Good governance and conservation effectiveness: In line with broader international policy within the CBD and IUCN, Annexes II and III of Decision 14/8 recognise that good governance is an essential requirement for effective conservation and that protected areas and OECMs should be characterised by diverse, effective and equitable governance models (as ends in themselves). The recent trajectory of CBD guidance has been increasingly inclusive of diverse approaches to how areas are managed. We infer from

# Table 1. Criteria B to D of Section B, Annex III (CBD Decision 14/8: 12), provide guidance on effective area-based conservation measures

Criterion B: Area is governed and managed	
Geographically defined space	• Size and area are described, including in three dimensions where necessary.
	Boundaries are geographically delineated.
Legitimate governance authorities	• Governance has legitimate authority and is appropriate for achieving <i>in situ</i> conservation of biodiversity within the area.
	• Governance by indigenous peoples and local communities is self-identified in accordance with national legislation and applicable international obligations.
	Governance reflects the equity considerations adopted in the Convention.
	<ul> <li>Governance may be by a single authority and/or organization or through collaboration among relevant authorities and provides the ability to address threats collectively.</li> </ul>
Managed	• Managed in ways that achieve positive and sustained outcomes for the conservation of biological diversity.
	<ul> <li>Relevant authorities and stakeholders are identified and involved in management.</li> </ul>
	• A management system is in place that contributes to sustaining the <i>in situ</i> conservation of biodiversity.
	<ul> <li>Management is consistent with the ecosystem approach with the ability to adapt to achieve expected biodiversity conservation outcomes, including long-term outcomes, and including the ability to manage a new threat.</li> </ul>
Criterion C: Achieves sustained and effective contribution to <i>in situ</i> conservation of biodiversity	
Effective	• The area achieves, or is expected to achieve, positive and sustained outcomes for the <i>in situ</i> conservation of biodiversity.
	• Threats, existing or reasonably anticipated ones are addressed effectively by preventing, significantly reducing or eliminating them, and by restoring degraded ecosystems.
	<ul> <li>Mechanisms, such as policy frameworks and regulations, are in place to recognize and respond to new threats.</li> </ul>
	• To the extent relevant and possible, management inside and outside the other effective area-based conservation measure is integrated.
Sustained over long term	• The other effective area-based conservation measures are in place for the long term or are likely to be.
	<ul> <li>'Sustained' pertains to the continuity of governance and management and 'long term' pertains to the biodiversity outcome.</li> </ul>
<i>In situ</i> conservation of biological diversity	<ul> <li>Recognition of other effective area-based conservation measures is expected to include the identification of the range of biodiversity attributes for which the site is considered important (e.g. communities of rare, threatened or endangered species, representative natural ecosystems, range restricted species, key biodiversity areas, areas providing critical ecosystem functions and services, areas for ecological connectivity).</li> </ul>
Information and monitoring	<ul> <li>Identification of other effective area-based conservation measures should, to the extent possible, document the known biodiversity attributes, as well as, where relevant, cultural and/or spiritual values, of the area and the governance and management in place as a baseline for assessing effectiveness.</li> </ul>
	<ul> <li>A monitoring system informs management on the effectiveness of measures with respect to biodiversity, including the health of ecosystems.</li> </ul>
	• Processes should be in place to evaluate the effectiveness of governance and management, including with respect to equity.
	General data of the area such as boundaries, aim and governance are available information.
Criterion D: Associated ecosystem functions and services and cultural, spiritual, socio-economic and other	
locally relevan	It values Ecosystem functions and services are supported, including those of importance to indigenous peoples and
Ecosystem functions and services	local communities, for other effective area-based conservation measures concerning their territories, taking into account interactions and trade-offs among ecosystem functions and services, with a view to ensuring positive biodiversity outcomes and equity.
	• Management to enhance one particular ecosystem function or service does not impact negatively on the sites [sic] overall biological diversity.
Cultural, spiritual, socio-	• Governance and management measures identify, respect and uphold the cultural, spiritual, socio-economic, and other locally relevant values of the area, where such values exist.
economic and other locally relevant values	• Governance and management measures respect and uphold the knowledge, practices and institutions that are fundamental for the <i>in situ</i> conservation of biodiversity.

this that Parties' emphasis on 'management systems' arises from the understanding that effective conservation can result from a diversity of approaches, including those applied by Indigenous Peoples, local communities and private entities, many of which are also imbued with cultural and spiritual values consistent with conservation (Verschuuren et al., 2021).

The CBD's guidance on what constitutes long-term, effective *in situ* conservation of biodiversity – set out in Criterion C of Annex III (see Table 1) – is an important new addition to existing guidance on management effectiveness (CBD, 2004a). Parties to the CBD also agree that 'effective' areas should be 'governed and managed in ways that achieve positive and sustained long term outcomes for the *in situ* conservation of biodiversity' (CBD, 2018: 12). Criterion C therefore underscores that the central indicator of effective areabased conservation is not area coverage, *per se*, but the areas' governance qualities, biodiversity values and conservation outcomes.

Assessing and reporting equitable and effective areabased conservation: Assessing and reporting on area-



Living midden site, Tasmanian Wilderness World Heritage Area (Australia), which covers 1.6 million hectares of temperate wilderness and Aboriginal heritage © Emma Lee

based conservation will likely continue to be an important, yet challenging, issue in the implementation of the post-2020 global biodiversity framework (Visconti et al., 2019; Geldmann et al., 2021). Reporting by national actors on Target 11, achieved via the World Databases on Protected Areas and OECMs, included some protected areas that are currently not effective, and/or do not meet the CBD's latest guidance on good governance and equity (Geldmann et al., 2019; Visconti et al., 2019; Zafra Calvo & Geldmann, 2020). In the context of the post-2020 global biodiversity framework, we suggest it may be useful to distinguish, on the one hand, between all the protected areas and OECMs reported under (future) Target 2 and, on the other, the subset that meet Criteria B-D and other standards set out in the CBD's guidance and advice in Decision 14/8. If applied, efforts should be made to ensure this approach is implemented in ways that catalyse action within systems or sites that do not yet meet the criteria, without placing undue criticism on them or undermining existing or future efforts. Any approach should be diagnostic and aimed at identifying ways in which a site can be improved and, ideally, promote the attainment of appropriate resources and support<sup>3</sup>. We anticipate that this may spur a welcome shift towards increasing tangible support for good governance, equity, effective management and conservation outcomes and promote increased reflection and learning at local levels.

One means to achieve this is by application of the IUCN Green List of Protected and Conserved Areas Standard (Hockings et al., 2019) as an international benchmark for what constitutes 'effectiveness'. The Green List Standard has four components – good governance, sound design and planning, effective management and successful conservation outcomes – and subsidiary criteria and indicators that also map closely to Criteria B –D in Decision 14/8. Importantly, the Green List Standard recognises that the fourth component ('successful conservation outcomes') is, to a large extent, dependent on achieving the first three. Further elaborating the alignment between the CBD's guidance and the Green List will further underscore its relevance to helping deliver global conservation targets.

The processes required to assess, monitor and report against the CBD's guidance and advice in Decision 14/8 will likely be resource intensive, and this issue has been acknowledged in relation to the Green List (Geldmann et al., 2021). Decision 14/8's guidance and advice should neither be used in ways that undermine an area's governance and management towards achieving conservation objectives, nor in ways that create perverse incentives or outcomes, such as de-gazettement of sites that temporarily do not meet the criteria (Mascia & Pailler, 2011; Golden Kroner et al., 2019). It will therefore be important to balance the application of the CBD's guidance and advice between, on the one hand, objectivity, rigour and consistency and, on the other, inclusivity, simplicity and flexibility; incentivising ameliorative actions without burdening already overworked and underfunded governance and management authorities. While this balance will be negotiated at the national-to-local levels, international guidance can also assist in promoting good practice. Lessons learned from the Green List, tools such as Sitelevel Assessment of Governance and Equity (IIED, 2021) and related mechanisms (Franks et al., 2014; Booker & Franks, 2019), and initiatives such as Key Biodiversity Areas and Ecologically or Biologically Significant Marine Areas can usefully inform this work. Implementing Decision 14/8 presents an opportunity to promote diverse forms of area-based conservation that are based upon respect for human rights and holistically informed by evidence, thereby supporting diverse, effective and resilient conservation systems.

Implications for Indigenous Peoples and/or local communities: Indigenous Peoples' rights are clearly set out in human rights law (ILO Convention No. 169, 1989; UNDRIP, 2007) and, together with local communities, are recognised for their role in achieving the objectives of the convention (CBD, 1992, Articles 8(j) and 10(c); and numerous decisions since).4 According to available data at the time of publication, 1,534 protected areas worldwide are recorded as being governed by Indigenous Peoples and/or local communities (UNEP-WCMC & IUCN, 2021). Included in this number are areas such as the Australian Indigenous Protected Areas Program (Rose, 2012; Davies et al., 2013), as well as many protected areas that directly benefit Indigenous Peoples and local communities. However, there is also documentation of the historical and ongoing negative impacts of establishment, governance and management of some protected areas on Indigenous Peoples and local communities and on the areas they conserve through their own self-determined systems, including physical harm, destruction of property and forced relocation (Lee, 2015; Tauli-Corpuz, 2016). For this reason, it is notable that Decision 14/8 references 'rights' or 'rights-holders'5 a total of 30 times, compared to only two such references in the PoWPA (CBD, 2004a).<sup>6</sup> This illustrates the ever-increasing emphasis on human rights within conservation law, policy and practice, both as fundamental standards (ends) and as enabling conditions for effective area-based conservation (means). The emphasis within Decision 14/8 on rights, legitimate and equitable governance, cultural and spiritual values and knowledge, practices and institutions affirms Indigenous Peoples' and local communities' long-held demands that these are respected and upheld in the context of conservation initiatives. State actors and business enterprises have the responsibility to protect and respect rights and remedy infringements (Ruggie, 2011) and these responsibilities extend to non-governmental organisations and funders engaged in conservation initiatives (Jonas et al., 2014b).

OECMs present an important additional means by which to recognise and support the diverse contributions of Indigenous Peoples' and local territories and areas to communities' nature conservation (IUCN-WCPA, 2019). We suggest that this is because OECMs, as a conceptual framework, is more analogous to a set of standards than a designation. If applied as a set of standards, it will more likely support existing governance arrangements, as required by Decision 14/8. The CBD guidance aligns with calls from Indigenous Peoples and local communities that they should first and foremost have their rights fully recognised, including substantive and procedural rights relating to self-determination and self-governance of their territories and areas. Only once this condition has been met should they be asked or invited to contribute to national or international biodiversity targets (Indigenous Circle of Experts, 2018). If achieved, this approach provides another opportunity in a broader suite of strategies for Indigenous Peoples and local communities to demonstrate that areas they manage conserve biodiversity in ways that also uphold their rights to self-determination (including to give or withhold FPIC) and self-governance, including use of their own languages, systems and practices such as Indigenous and local names. If used and applied with these considerations in mind, the guidance and advice in the annexes to Decision 14/8 could help promote plural, reflexive and restorative approaches that build - rather than constrain - conservation outcomes and enable a diversity of spaces, places and worldviews for in situ conservation to thrive.

Notwithstanding this potential, concerns remain that OECM-related advice could also be applied in ways that reinforce existing power structures and mirror the negative consequences of some protected areas, including the infringement of human rights (Jonas et al., 2017; Waithaka & Warigia Njoroge, 2018). It is therefore critically important that assessment methods and indicators are applied on the basis of FPIC and in ways that are culturally and contextually grounded (Hill et al., 2020). To this end they need either to be developed and undertaken by Indigenous Peoples and local communities or by those they have selected. In



Canadian Forces Base Shilo Landscape (Manitoba, Canada), was one of the world's first OECMs to be identified and reported. It conserves approximately 21,138 hectares of sand prairie habitat © Department of National Defense, Canada

light of the global importance of biodiversity conserved by Indigenous Peoples (Garnett et al., 2018; Fa et al., 2020; O'Bryan et al., 2020), the focus on human, territorial and natural resource rights in CBD Decision 14/8 is critically important at a time when, on the one hand, government agencies are exploring the expansion of their respective conservation estates and, on the other, industrial pressures continue to intensify.

*Implications for private landowners*: As considered above in relation to Indigenous Peoples and local communities, there exist similar kinds of opportunities and risks for private landowners, including that OECMrelated frameworks and processes could be applied in ways that infringe upon their rights. Although a critical element of including privately-governed OECMs and privately protected areas (PPAs) in global databases is ensuring agreement from landholders is sought and given (Bingham et al., 2017; Mitchell et al., 2018; IUCN-WCPA, 2019), there are instances where this does not occur (Clements et al., 2018). New obligations with regards to CBD-defined monitoring requirements and assessments of equitable governance would need to be clearly and transparently outlined, agreed to and

progressively addressed by private landowners. There are currently 16,223 reported PPAs globally (UNEP-WCMC & IUCN, 2021) and many more that remain unreported (Fitzsimons, 2015; Bingham et al., 2017), and therefore such processes represent a sizeable task. There is a risk that any additional requirements for PPAs, on top of existing monitoring and reporting obligations, may dissuade future designation or recognition of PPAs or OECMs on private land, including due to other capacity limitations such as time or staff budget (e.g., Fitzsimons & Carr, 2014). Incentives for the creation, management and reporting of PPAs or OECMs on private land - including for jurisdictional contributions to CBD commitments should be created or expanded (e.g., financial incentives: Smith et al., 2016), acknowledging differing motivations for establishing and participating in such schemes (Selinske et al., 2019).

Implications for OECMs managed across different economic sectors: OECMs represent a new opportunity to recognise biodiversity conservation potential from a wider range of spatial management measures than ever before, particularly those managed by actors operating across a range of economic sectors. There is now a clear opportunity for the uptake of the CBD criteria discussed here by sectoral actors, to better ensure that biodiversity conservation is an outcome of their management of lands, inland waters, coasts and marine areas. Progress in this regard is highly relevant to reconciling biodiversity conservation and sustainable development goals.

# **CONSERVED AREAS**

Decision 14/8 uses the term 'conserved areas' 19 times and it also appears in several other prominent international policy documents (e.g., IUCN, 2014, 2016). Yet in every instance it is used in the absence of clarity about its meaning. Several publications suggest definitions for 'conserved areas' that could help address this issue (Borrini-Feyerabend & Hill, 2015; IUCN, WCPA & ASI, 2019; Jonas & Jonas, 2019). Of these, however, only one links ecological outcomes with governance and management (IUCN, WCPA & ASI, 2019). In light of Decision 14/8, we propose an additional approach for consideration; namely, that the term 'conserved areas' be used to refer to areas that align broadly with the CBD's guidance and advice on good governance and effective area-based conservation. 'Conserved areas' would refer to, but not be limited to, protected areas and OECMs that are equitably governed achieve long-term conservation outcomes and (including ecosystem functions). The simplicity and accessibility of this formulation may render the term 'conserved area' useful to a wide range of groups who are working to engage, animate and inspire people about equitable and effective conservation, in ways that the use of more technical terms fails to achieve. We recommend that this issue should be further considered through an inclusive process.

# TOWARDS A CONSERVED AREAS PARADIGM

CBD Decision 14/8 represents a new high-water mark for international law and policy on protected areas and OECMs. It underscores that conservation initiatives should be founded on respect for human rights, good governance, effective management and long-term biodiversity outcomes, and be inclusive of diverse contributions to conservation within and beyond protected areas. This is especially important given that urgent, equitable and effective action is required to stem the loss of biodiversity, restore degraded ecosystems, improve ecosystem resilience and address climate change, including in relation to social inequalities (IPCC, 2014; IPBES, 2019).

In closing, we are compelled to ask: what does Decision 14/8 represent in the context of the evolution of equitable and effective conservation? Broadly put, from

2001–2009, international biodiversity law and policy embraced human rights and equity through the IUCN Vth World Parks Congress (IUCN, 2003) and the PoWPA (CBD, 2004a). Furthermore, the 'new paradigm for protected areas' (Phillips, 2003) emerged as governance was expanded to include Indigenous Peoples and local communities as legitimate governance authorities, in addition to state and private actors, under all management types (Borrini-Feyerabend et al., 2006; Dudley, 2008). From 2010-2017, guidance was developed to help implement the new paradigm, focusing on territories and areas conserved by Indigenous Peoples and local communities (Borrini-Feyerabend et al., 2013a, 2013b; Kothari et al., 2012; Jonas, 2017) and PPAs (Stolton et al., 2014; Mitchell et al., 2018), and the groundwork was laid for significantly expanding area-based conservation to encompass 'other effective area-based conservation measures' (CBD, 2010, 2018). In 2018, CBD Decision 14/8's engagement with good governance and conservation effectiveness provides increased focus on these twin goals across protected areas and OECMs. Decision 14/8 also marks a critical step forward for the recognition of the role of



A bottlenose dolphin in Jervis Bay Marine Park (New South Wales, Australia), which covers approximately 215 square kilometres and spans over 100 kilometres of coastline and adjacent oceanic, embayment and estuarine waters © Harry Jonas

actors operating across different economic sectors in international area-based conservation.

In sum, over the past twenty years the international law and policy of area-based conservation has evolved from a model largely dominated by state-governed protected areas to one that is more inclusive of non-state actors and efforts occurring beyond protected areas, more explicit about its recognition of and support for diverse, effective and equitable forms of governance, and increasingly focused on effective and long-term in situ conservation outcomes. The guidance and advice provided by the Parties to the CBD in Decision 14/8 represents a meaningful contribution to the transformative changes required to address our current interconnected planetary crises (IPBES, 2019; CBD, 2020). Giving rise to the new conserved areas paradigm - in effect, fusing the conservation and sustainable use of biodiversity and ecosystem services with recognition of human rights and cultural and spiritual values - can become a unifying project and common cause for building alliances for the future of our planet.

#### **ENDNOTES**

<sup>1</sup>While the general rule is that an area should deliver effective conservation outcomes, the guidance also states that an area should "deliver, or be expected to deliver, …". This issue will be dealt with in a follow-up paper.

<sup>2</sup>Notably, some aspects of Decision 14/8 are inconsistent.

<sup>3</sup>There is precedent for this type of review, as the Paris Agreement Committee on Compliance, operationalised in 2019, can receive complaints regarding State compliance.

<sup>4</sup>'Indigenous Peoples' and 'local communities' are two groups with distinct foundations for their rights. In addition, peasants' rights are set out in the UN Declaration on the Rights of Peasants and other People Working in Rural Areas (2018) but are not discussed in this paper.

<sup>5</sup>In the context of protected areas, 'rights holders' are actors with legal or customary rights to natural resources and land, in accordance with national legislation (CBD, 2018).

<sup>6</sup>The outcome is testament to the work of the International Indigenous Forum on Biodiversity (https://iifb-fiib.org/) in collaboration with supporting organisations and Parties under the auspices of the CBD.

# **ACKNOWLEDGEMENTS**

This paper arises from collaboration between a diverse group of authors, including Indigenous leaders and scholars, practitioners and activists, natural and social scientists – marine and terrestrial, reporting experts and international lawyers. The authors write in their individual capacities and gratefully acknowledge the following individuals who provided critical feedback on this paper, noting that not every contribution was included: Natalie Ban, Nina Bhola, Jessica Blythe, Grazia Borrini-Feyerabend, Thomas Brooks, Neil



company, which is a potential OECM, in the Lower-Kinabatangan Segama Wetlands Ramsar Site (Sabah, Malaysia) © Harry Jonas

Burgess, Jorge Cabrera, Stuart Campbell, Joachim Claudet, Courtney Cox, Cristina Eghenter, Eli Enns, Whitney Friedman, Ashish Kothari, Kathy MacKinnon, Imen Meliane, Brent Mitchell, Elisa Morgera, Judy Oglethorpe, Andrew Paul, Adrian Phillips, Melina Sakiyama, Trevor Sandwith, Estradivari Sant, Sue Stolton, Sefa Tauli, Christina Voigt, Amelia Wenger, Stephen Woodley, the Editor of PARKS as well as three anonymous reviewers. Julia E. Fa was funded by the US Agency for International Development as part of the Bushmeat Research Initiative of the CGIAR research programme on Forests, Trees and Agroforestry.

#### **ABOUT THE AUTHORS**

**Harry Jonas** is an international lawyer at Future Law and Co-chair of the IUCN WCPA Specialist Group on Other Effective Area-based Conservation Measures.

**Gabby Ahmadia** is a director of marine conservation science on the Ocean Conservation team at WWF.

**Heather Bingham** is Senior Programme Officer – Protected Planet Initiative at the UN Environment Programme World Conservation Monitoring Centre.

**Johnny Briggs** is a senior officer with the Pew Bertarelli Ocean Legacy Project.

**Stuart Butchart** is Chief Scientist at BirdLife International, a global partnership of national nature conservation organisations.

**Joji Cariño** is Ibaloi-Igorot from the Cordillera, Philippines and Senior Policy Advisor with the Forest Peoples Programme.

**Olivier Chassot** is Deputy Vice-Chair and Central American Lead of the Connectivity Conservation Specialist Group, and Coordinator for Central America of the Transboundary Specialist Group of WCPA.

**Sunita Chaudhary** is an ecosystem services specialist at the International Centre for Integrated Mountain Development (ICIMOD).

**Emily Darling** is a Conservation Scientist and Director of Coral Reef Conservation at the Wildlife Conservation Society.

**Alfred DeGemmis** is Senior Manager, International Policy, at Wildlife Conservation Society.

**Nigel Dudley** is co-founder of Equilibrium Research, a consultant and a member of the WCPA.

**Julia E. Fa** is a Professor at Manchester Metropolitan University and Senior Research Associate at the Center for International Forestry Research.

James Fitzsimons is Director of Conservation and Science and Director, Protect Oceans, Lands and Waters with The Nature Conservancy's Australia Program and an Adjunct Professor at Deakin University.

**Stephen Garnett** is a conservation biologist at Charles Darwin University promoting the role of Indigenous Peoples in conservation.

**Jonas Geldmann** is a conservation scientist at the University of Copenhagen and the Vice-chair of IUCN's WCPA Management Effectiveness Specialist Group.

**Rachel Golden Kroner** is the Environmental Governance Fellow at Conservation International, leads the PADDDtracker initiative, and is Co-chair of the IUCN WCPA COVID-19 and Protected Areas Task Force.

**Georgina Gurney** is Senior Research Fellow (Environmental Social Science) and Australian Research Council DECRA Fellow at James Cook University.

**Alexandra Harrington** is Research Director at the Centre for International Sustainable Development Law.

**Amber Himes-Cornell** is a Fishery Officer at the Food and Agriculture Organization of the United Nations.

**Marc Hockings** is Emeritus Professor at the University of Queensland and Vice Chair (Science and Management) with the IUCN WCPA.

**Holly Jonas** is the Global Coordinator of the ICCA Consortium.

**Stacy Jupiter** is Melanesia Director at Wildlife Conservation Society.

**Naomi Kingston** is Head of Operations at the UN Environment Programme World Conservation Monitoring Centre and Co-chair of the Key Biodiversity Areas Committee.

**Emma Lee** is an Aboriginal and Torres Strait Islander Research Fellow at Swinburne University of Technology.

**Susan Lieberman** is Vice President, International Policy, at Wildlife Conservation Society.

**Sangeeta Mangubhai** is Director for WCS Fiji. She is a member of the Fiji Locally Managed Marine Area Network and a Pew marine conservation fellow.

**Daniel Marnewick** is Regional Programme Officer for the IUCN Green List of Protected and Conserved Areas (IUCN-Eastern and Southern Africa Regional Office).

**Clara Matallana Tobón** is an adjunct researcher at the Territorial Management Programme of the Alexander von Humboldt Institute for Research on Biological Resources in Colombia.

**Sean Maxwell** is a Research Fellow at The University of Queensland.

Fred Nelson is Chief Executive Officer of Maliasili.

**Jeffrey Parrish** is the Global Managing Director for worldwide protection initiatives at The Nature Conservancy.

**Ravaka Ranaivoson** is Marine Conservation Director at Wildlife Conservation Society, Madagascar.

**Madhu Rao** is Senior Advisor for WCS based in Singapore. She is a member of the WCPA's Capacity Development Initiative and a Strategy Advisor for the IUCN SSC convened Asian Species Action Partnership.

**Marcela Santamaría Gómez** is the technical coordinator of Resnatur and leads the project that applies the OECM criteria to the Colombian context since 2019.

**Oscar Venter** is a Professor and research chair in Conservation Science and Practice at the University of Northern British Columbia.

**Piero Visconti** is Research Scholar with the Ecosystem Services and Management Program at International Institute for Applied Systems Analysis.

**John Waithaka** is Chair of the Board of Trustees of the Kenya Wildlife Service and IUCN WCPA Regional Vice Chair for East and Southern Africa.

Kristen Walker Painemilla is the Senior Vice President for the Center for Communities and Conservation at Conservation International and the Chair of the IUCN Commission on Environment, Economics and Social Policy.

**James Watson** is Director of Science and Research at Wildlife Conservation Society and Professor of Conservation Science at The University of Queensland.

**Christine von Weizsäcker** is President of the European Network for Ecological Reflection and Action and an active member of the CBD Alliance.

#### REFERENCES

- Bhola, N., Klimmek, H., Kingston, N., Burgess, N.D., van Soesbergen, A., Corrigan, C., Harrison, J. and Kok, M.T. (2021). Perspectives on area based conservation and its meaning for future biodiversity policy. *Conservation Biology* 35(1): 168–178. DOI: 10.1111/cobi.13509Doi: 10.1111/ cobi.13509
- Bingham, H., Fitzsimons, J.A., Redford, K.H., Mitchell, B.A., Bezaury-Creel, J. and Cumming, T.L. (2017). Privately protected areas: Advances and challenges in guidance, policy and documentation. *PARKS* 23(1): 13–28. doi: 10.2305/ IUCN.CH.2017.PARKS-23-1HB.en
- Booker, F. and Franks, P. (2019). Governance Assessment for Protected and Conserved Areas (GAPA). Methodology manual for GAPA facilitators. London: IIED.
- Borrini-Feyerabend, G., Johnston, J. and Pansky, D. (2006).
  Governance of protected areas. In: M. Lockwood, G.
  Worboys and A. Kothari (eds). *Managing Protected Areas: A Global Guide*, pp. 116–145. London: Earthscan.
- Borrini-Feyerabend, G., Farvar, M.T., Renard, Y., Pimbert, M.P. and Kothari, A. (2013a). Sharing power: A global guide to collaborative management of natural resources. Routledge.
- Borrini-Feyerabend, G., Dudley, N., Jaeger, T., Lassen, B., Pathak Broome, N., Phillips, A. and Sandwith, T. (2013b). *Governance of Protected Areas: From Understanding to Action.* IUCN Best Practice Protected Area Guidelines Series No. 20. Gland: IUCN.
- Borrini-Feyerabend, G. and Hill, R. (2015). Governance for the conservation of nature. In: G.L. Worboys, M. Lockwood, A. Kothari, S. Feary and I. Pulsford (eds) *Protected Area Governance and Management*, pp. 169–206. Canberra: ANU Press.
- Clements, H.S., Selinske, M.J., Archibald, C.L., Cooke, B., Fitzsimons, J.A., Groce, J.E., Torabi, N. and Hardy, M.J. (2018). Fairness and transparency are required for the inclusion of privately protected areas in publicly accessible conservation databases. *Land* 7: 96. doi: 10.3390/ land7030096
- Convention on Biological Diversity (1992). *Convention on Biological Diversity*. Montreal: Convention on Biological Diversity.
- Convention on Biological Diversity (2004a). *Decision VII/28, 'Programme of work on Protected areas'*. Montreal: Convention on Biological Diversity.
- Convention on Biological Diversity (2004b). Akwé: Kon Voluntary Guidelines for the Conduct of Cultural, Environmental and Social Impact Assessment Regarding Developments Proposed to Take Place on, or which are Likely to Impact on, Sacred Sites and on Land and Waters Traditionally Occupied

or Used by Indigenous and Local Communities. Montreal: CBD.

- Convention on Biological Diversity (2010). *Decision X/2, 'Strategic Plan for Biodiversity 2011–2020)'*. Montreal: Convention on Biological Diversity.
- Convention on Biological Diversity (2018). Decision 14/8, 'Protected areas and other effective area-based conservation measures'. Montreal: Convention on Biological Diversity.
- Convention on Biological Diversity (2020). Update of the zero draft of the post-2020 global biodiversity framework. Montreal: Convention on Biological Diversity.
- Davies, J., Hill, R., Walsh, F.J., Sandford, M., Smyth, D. and Holmes, M.C. (2013). Innovation in management plans for community conserved areas: experiences from Australian indigenous protected areas. *Ecology and Society* 18(2): 14. doi: 10.5751/ES-05404-180214
- Dudley, N. (ed.) (2008). Guidelines for applying protected area management categories. Gland: IUCN.
- Fa, J.E., Watson, J.E.M, Leiper, I., Potapov, P., Evans, T.D., Burgess, N.D., Molnár, Z. et al. (2020). Importance of Indigenous Peoples' lands for the conservation of Intact Forest Landscapes. *Frontiers in Ecology and the Environment* 18(3): 135–140. doi: 10.1002/fee.2148
- Fitzsimons, J. (2015). Private protected areas in Australia: current status and future directions. *Nature Conservation* 10: 1–23. doi: 10.3897/natureconservation.10.8739
- Fitzsimons, J.A. and Carr, C.B. (2014). Conservation covenants on private land: Issues with measuring and achieving biodiversity outcomes in Australia. *Environmental Management* 54: 606– 616. DOI: 10.1007/s00267-014-0329-4.
- Franks, P., Roe, R., Small, R. and Schneider, H. (2014). Social Assessment of Protected Areas: Early Experience and Results of a Participatory, Rapid Approach. IIED Working Paper. London: IIED.
- Garnett, S.T., Burgess, N.D., Fa, J.E., Fernández-Llamazares, Á., Molnár, Z., Robinson, C.J., Watson, J.E., Zander, K.K., Austin, B., Brondizio, E.S. and Collier, N.F. (2018). A spatial overview of the global importance of Indigenous lands for conservation. *Nature Sustainability* 1(7): 369–374. Doi: 10.1038/s41893-018-0100-6
- Geldmann, J., Manica, A., Burgess, N.D., Coad, L. and Balmford, A. (2019). A global-level assessment of the effectiveness of protected areas at resisting anthropogenic pressures. *Proceedings of the National Academy of Sciences* of the United States of America 116(46): 23209–23215. Doi: 10.1073/pnas.1908221116
- Geldmann, J., Deguignet, M., Balmford, A., Burgess, N.D., Dudley, N., Hockings, M., Kingston, N., Klimmek, H. et al. (2021). Essential indicators for measuring site based conservation effectiveness in the post 2020 global biodiversity framework. *Conservation Letters* e12792: 1–9. https://doi.org/10.1111/ conl.12792
- Golden Kroner, R.E., Qin, S., Cook, C.N., Krithivasan, R., Pack, S.M., Bonilla, O.D., Cort-Kansinally, K.A., Coutinho, B., Feng, M. et al. (2019). The uncertain future of protected lands and waters. *Science* 364(6443): 881–886. Doi: 10.1126/science.aau5525
- Hill, R., Adem, Ç., Alangui, W.V., Molnár, Z., Aumeeruddy-Thomas, Y., Bridgewater, P., Tengö, M., Thaman, R. et al. (2020). Working with indigenous, local and scientific knowledge in assessments of nature and nature's linkages

with people. *Current Opinion in Environmental Sustainability* 43: 8–20. Doi: 10.1016/j.cosust.2019.12.006

- Hockings, M., Hardcastle, J., Woodley, S., Sandwith, T., Wilson, J., Bammert, M., Valenzuela, S., Chataigner, B. et al. (2019). The IUCN green list of protected and conserved areas: Setting the standard for effective area-based conservation. *PARKS* 25(2): 57–66. Doi: 10.2305/ IUCN.CH.2019.PARKAS-25-2MH.en
- Indigenous Circle of Experts (2018). We rise together: Achieving pathway to Canada Target 1 through the creation of Indigenous Protected and Conserved Areas in the spirit and practice of reconciliation. Indigenous Circle of Experts, Pathway to Canada Target 1.
- Intergovernmental Panel on Climate Change (2014). The Fifth Assessment Report of the United Nations Intergovernmental Panel on Climate Change. Geneva: IPCC.
- Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services (2019). *Global Assessment Report on Biodiversity and Ecosystem Services*. Panama City: IPBES.
- International Institute for Environment and Development (2021). Site-level Assessment of Protected and Conserved Areas: Step-by-step guidance. London: IIED.
- International Labour Organization (1989). *Indigenous and Tribal Peoples Convention*. Geneva: International Labour Organization.
- IUCN (2003). Durban Accord and Action Plan. IUCN: Gland.
- IUCN (2014). Promise of Sydney. www.worldparkscongress.org/ wpc/about/promise\_of\_sydney\_vision
- IUCN (2016). Resolution 6.033 Recognising cultural and spiritual significance of nature in protected and conserved areas. https://portals.iucn.org/library/sites/library/files/resrecfiles/ WCC\_2016\_RES\_033\_EN.pdf
- IUCN World Commission on Protected Areas (WCPA) and Assurance Services International (ASI) (2019). *IUCN Green List of Protected and Conserved Areas: User Manual, Version* 1.2. Gland, Switzerland: IUCN.
- IUCN-WCPA Task Force on OECMs (2019). *Recognising and reporting other effective area-based conservation measures*. Gland, Switzerland: IUCN.
- Jonas, H.C. (2017). 'Indigenous Peoples' and Community Conserved Territories and Areas (ICCAs): Evolution in International Biodiversity Law', chapter 10. In E. Morgera and J. Razzaque (eds.) *Biodiversity and Nature Protection Law* UK: Edward Elgar Publishing.
- Jonas, H.D., Barbuto, V., Jonas, H.C., Kothari, A. and Nelson, F. (2014a). New steps of change: looking beyond protected areas to consider other effective area-based conservation measures. *PARKS* 20(2): 111–128. Doi: 10.2305/ IUCN.CH.2014.PARKS-20-2.HDJ.en
- Jonas H.D., Makagon J. and Roe D. (2014b). An Analysis of Responsibilities, Rights and Redress for Just Conservation. London: IIED.
- Jonas, H.D., Lee, E., Jonas, H.C., Matallana-Tobon, C., Wright, K.S., Nelson, F. and Enns, E. (2017). Will 'other effective area -based conservation measures' increase recognition and support for ICCAs. *PARKS* 23(2): 63–78. Doi: 10.2305/ IUCN.CH.2017.PARKS-23-2HDJ.en.
- Jonas, H.D., MacKinnon, K., Dudley, N., Hockings, M., Jessen, S., Laffoley, D., MacKinnon, D., Matallan-Tobon, C., Sandwith, T., Waithaka, J. and Woodley, S. (2018). Other Effective Area -based Conservation Measures: From Aichi Target 11 to the

Post-2020 Biodiversity Framework. *PARKS* 24 (Special Issue): 9–16. Doi: 10.2305/IUCN.CH.2018.PARKS-24-SIHDJ.en

- Jonas, H.D. and Jonas, H.C. (2019). Are 'conserved areas' conservation's most compelling story? *PARKS* 25(2): 103–108.
- Kothari, A., Corrigan, C., Jonas, H.D, Neumann, A. and Shrumm, H. (2012). Recognising and supporting territories and areas conserved by indigenous peoples and local communities: global overview and national case studies. CBD Technical Series No. 64. Secretariat of the Convention on Biological Diversity, ICCA Consortium, Kalpavriksh, and Natural Justice.
- Lee, E. (2015). Protected areas, country and value: the natureculture tyranny of the IUCN's protected area guidelines for Indigenous Australians. *Antipode* 48(2): 355–374. Doi: 10.1111/anti.12180
- Lopoukhine, N. and de Souza Dias, B.F. (2012). What does Target 11 really mean? *PARKS* 18(1): 5–8. Doi: 10.2305/ IUCN.CH.2012.PARKS-18-1.NL.en
- Mascia, M.B. and Pailler, S. (2011). Protected area downgrading, downsizing, and degazettement (PADDD) and its conservation implications. *Conservation Letters* 4: 9–20. Doi: 10.1111/j.1755-263X.2010.00147.x
- Mitchell, B.A., Stolton, S., Bezaury-Creel, J., Bingham, H.C., Cumming, T.L., Dudley, N., Fitzsimons, J.A., Malleret-King, D., Redford, K.H. and Solano, P. (2018). *Guidelines for privately protected areas*. IUCN Best Practice Protected Area Guidelines Series No. 29. Gland: IUCN.
- O'Bryan, C.J., Garnett, S.T., Fa, J.E., Leiper, I., Rehbein, J.A., Fernández Llamazares, Á., Jackson, M.V., Jonas, H.D., Brondizio, E.S., Burgess, N.D. and Robinson, C.J. (2020). The importance of indigenous peoples' lands for the conservation of terrestrial mammals. *Conservation Biology* 1– 7. https://doi.org/10.1111/cobi.13620 Doi: 10.1111/cobi.13620
- Phillips, A. (2003). Turning ideas on their head: the new paradigm for protected areas. *The George Wright Forum* 20 (2): 8–32.
- Rose, B. (2012). Indigenous Protected Areas innovation beyond the boundaries. In: P. Figgis, J. Fitzsimons and J. Irving (Eds) *Innovation for 21st Century Conservation*, pp. 50–55. Sydney: Australian Committee for IUCN.
- Ruggie, J. (2011). UN Guiding Principles on Business and Human Rights. New York: United Nations.
- Selinske, M.J., Howard, N., Fitzsimons, J.A., Hardy, M.J., Smillie, K., Forbes, J., Tymms, K. and Knight, A.T. (2019). Monitoring and evaluating the social and psychological dimensions that contribute to privately protected area program effectiveness. *Biological Conservation* 229: 170–178. Doi: 10.1016/j.biocon.2018.11.026
- Smith, F., Smillie, K., Fitzsimons, J., Lindsay, B., Wells, G., Marles, V., Hutchinson, J., O'Hara, B., Perrigo, T. and Atkinson, I. (2016). Reforms required to the Australian tax system to improve biodiversity conservation on private land. *Environmental and Planning Law Journal* 33: 443–450.
- Stolton, S.S., Redford, K.H. and Dudley, N. (2014). *The Futures of Privately Protected Areas*. Gland, Switzerland: IUCN.
- Tauli-Corpuz, V. (2016). Report of the Special Rapporteur of the Human Rights Council on the rights of indigenous peoples. New York: United Nations.
- UN Declaration on the Rights of Indigenous Peoples (2007). New York: UN General Assembly.

- UN Declaration on the Rights of Peasants and Other People Working in Rural Areas (2018). New York: UN General Assembly.
- UNEP-WCMC and IUCN (2021). Protected Planet: The World Database on Protected Areas (WDPA). On-line, February 2021, Cambridge, UK: UNEP-WCMC and IUCN. Available at: www.protectedplanet.net.
- Verschuuren, B., Mallarach, J-M., Bernbaum, E., Spoon, J., Brown, S., Borde, R., Brown, J., Calamia, M., Mitchell, N., Infield, M and Lee, E. (2021). *Cultural and spiritual* significance of nature. Guidance for protected and conserved area governance and management. Best Practice Protected Area Guidelines Series No. 32. Gland, Switzerland: IUCN.
- Visconti, P., Butchart, S.H.M., Brooks, T.M., Langhammer, P.F., Marnewick, D., Vergara, S., Yanosky, A. and Watson, J.E.M. (2019). Protected area targets post-2020. *Science* 364(6437): 239–241. Doi: 10.1126/science.aav6886
- Waithaka, J. and Njoroge, G.W. (2018). The role of potential OECMs in safeguarding space for nature in Kenya: A case study of wildlife conservancies. *PARKS*, 24 (Special Issue): 99–106. Doi: 10.2305/IUCN.CH.2018.PARKS-24-SIJMW.en
- Zafra-Calvo, N. and Geldmann, J. (2020). Protected areas to deliver biodiversity need management effectiveness and equity. *Global Ecology and Conservation* 22: e01026. doi: 10.1016/j.gecco.2020.e01026

#### Author affiliations (continued)

- <sup>2</sup> WWF US, Washington D.C., USA
- <sup>3</sup> UN Environment Programme World Conservation Monitoring Centre, Cambridge, UK
- <sup>4</sup> The Pew Charitable Trusts, London, England
- <sup>5</sup> BirdLife International, Cambridge, UK
- <sup>6</sup> Forest Peoples Programme, City of Baguio, Republic of the Philippines
- <sup>7</sup> University for International Cooperation, San José, Costa Rica
- <sup>8</sup> International Centre for Integrated Mountain Development (ICIMOD), Lalitpur, Nepal
- <sup>9</sup> Wildlife Conservation Society, Toronto, Canada
- <sup>10</sup> Wildlife Conservation Society, Bronx, NY, USA
- <sup>11</sup> Equilibrium Research, Bristol, UK
- <sup>12</sup> Manchester Metropolitan University, Manchester, UK
- <sup>13</sup> The Nature Conservancy, Melbourne, Australia; School of Life and Environmental Sciences, Deakin University, Melbourne, Australia
- <sup>14</sup> Charles Darwin University, Darwin, Australia
- <sup>15</sup> Center for Macroecology, Evolution and Climate, Globe Institute, University of Copenhagen, Copenhagen, Denmark
- <sup>16</sup> Conservation International, Arlington, VA, USA
- <sup>17</sup> ARC Centre of Excellence for Coral Reef Studies, James Cook University, Townsville, Australia
- <sup>18</sup> Centre for International Sustainable Development Law, Montreal, Quebec
- <sup>19</sup> Food and Agriculture Organization of the United Nations, Rome, Italy
- <sup>20</sup> World Commission on Protected Areas and University of Queensland, Brisbane, Australia
- <sup>21</sup> ICCA Consortium, Penampang, Malaysia
- <sup>22</sup> Wildlife Conservation Society, Suva, Fiji
- <sup>23</sup> UN Environment Programme World Conservation Monitoring Centre, Cambridge, UK
- <sup>24</sup> Swinburne University of Technology, Melbourne, Australia
- <sup>25</sup> BirdLife South Africa, Pretoria, South Africa
- <sup>26</sup> Alexander von Humboldt Institute for Research on Biological Resources, Bogotá, Colombia
- <sup>27</sup> The University of Queensland, Brisbane, Australia
- <sup>28</sup> Maliasili, Vermont, USA
- <sup>29</sup> The Nature Conservancy, Denver, USA
- <sup>30</sup> Wildlife Conservation Society, Antananarivo, Madagascar
- <sup>31</sup> Wildlife Conservation Society, Singapore
- <sup>32</sup> Colombian Network of Civil Society Nature Reserves (Resnatur), Bogotá, Colombia
- <sup>33</sup> Natural Resources and Environmental Studies Institute, University of Northern British Columbia, Canada
- <sup>34</sup> International Institute for Applied Systems Analysis, Laxenburg, Austria
- <sup>35</sup> Kenya Wildlife Service, Nairobi, Kenya
- <sup>36</sup> ECOROPA, Emmendingen, Germany

#### RESUMEN

En 2018, las Partes del Convenio sobre la Diversidad Biológica (CDB) adoptaron una decisión sobre las áreas protegidas y otras medidas efectivas de conservación basadas en áreas (OMEC). Contiene la definición de una OMEC y el asesoramiento científico y técnico que ha ampliado el alcance de las autoridades encargadas de la gobernanza y las esferas que pueden ser integradas y reconocidas en los esfuerzos de conservación mundial. Las orientaciones voluntarias sobre las OMEC y las áreas protegidas, también incluidas en la decisión, promueven el uso de modelos de gobernanza diversos, efectivos y equitativos, la integración de las áreas protegidas y las OMEC en paisajes terrestres y marinos más amplios, y la incorporación de la conservación de la biodiversidad en todos los sectores. En su conjunto, el asesoramiento y las orientaciones voluntarias aportan una mayor claridad sobre la comprensión de las Partes del CDB de lo que constituyen las medidas de conservación equitativas y efectivas basadas en áreas, dentro y fuera de las áreas protegidas, y proporcionan criterios estandarizados para medir e informar sobre los atributos y el desempeño de las áreas. Esta perspectiva política sugiere que esta decisión del CDB representa una prueba más de la evolución del "nuevo paradigma para las áreas protegidas" hacia un "paradigma más amplio para las áreas conservadas", que refleja buena gobernanza, equidad y resultados eficaces en materia de conservación, y que incluye una diversidad de contribuciones a la conservación dentro y fuera de las áreas protegidas.

# RÉSUMÉ

En 2018, les parties à la Convention sur la diversité biologique (CDB) ont adopté une décision sur les aires protégées et les autres mesures de conservation efficaces par zone (AMCE). Il donne la définition des AMCE ainsi que des avis scientifiques et techniques connexes, permettant d'élargir le champ d'action des autorités de gouvernance et des régions qui pourront être engagés et reconnus dans les efforts mondiaux de conservation. Les directives de nature volontaire des AMCE et les aires protégées, également incluses dans la décision, favorisent l'utilisation de modèles de gouvernance diversifiés, efficaces et équitables, l'intégration des aires protégées et des AMCE dans les paysages terrestres et marins plus larges, et l'intégration de la conservation de la biodiversité dans tous les secteurs. Pris dans leur ensemble, les conseils et les orientations volontaires clarifient davantage l'interprétation des aires protégées, et des aires protégées, et fournissent des critères normalisés permettant de mesurer et de rendre compte des attributs et de la performance des aires. Cette perspective politique suggère que la décision de la CDB représente une preuve supplémentaire de l'évolution du « nouveau paradigme des aires protégées » vers un « paradigme des aires conservées » plus large, qui incarne la bonne gouvernance, l'équité et des résultats de conservation efficaces, et comprend une diversité de contributions à la conservation tant à l'intérieur qu'au-delà des aires protégées.