ACHIEVING EQUITY IN THE CONTEXT OF PROTECTED AREAS

(and the long and winding road from science to impact)

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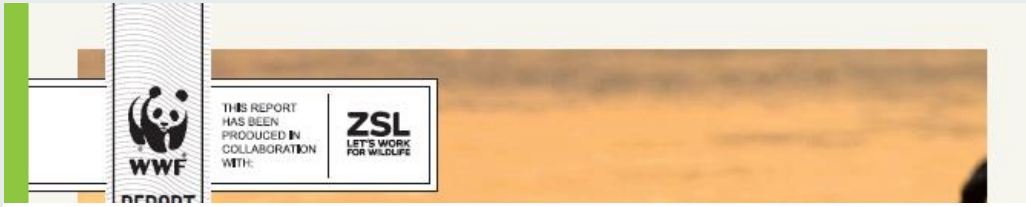
OCTF Seminar 1st Feb 2019

Outline

- The problem of biodiversity loss
  - Protected areas as a solution
- Global benefits at local cost?
  - Madagascar case study
- Looking for solutions
  - Developing an equity framework
  - Operationalising the framework
- (Achieving societal impact)

Biodiversity loss: Protected areas as a solution?

All declared extinct in the last 7 years



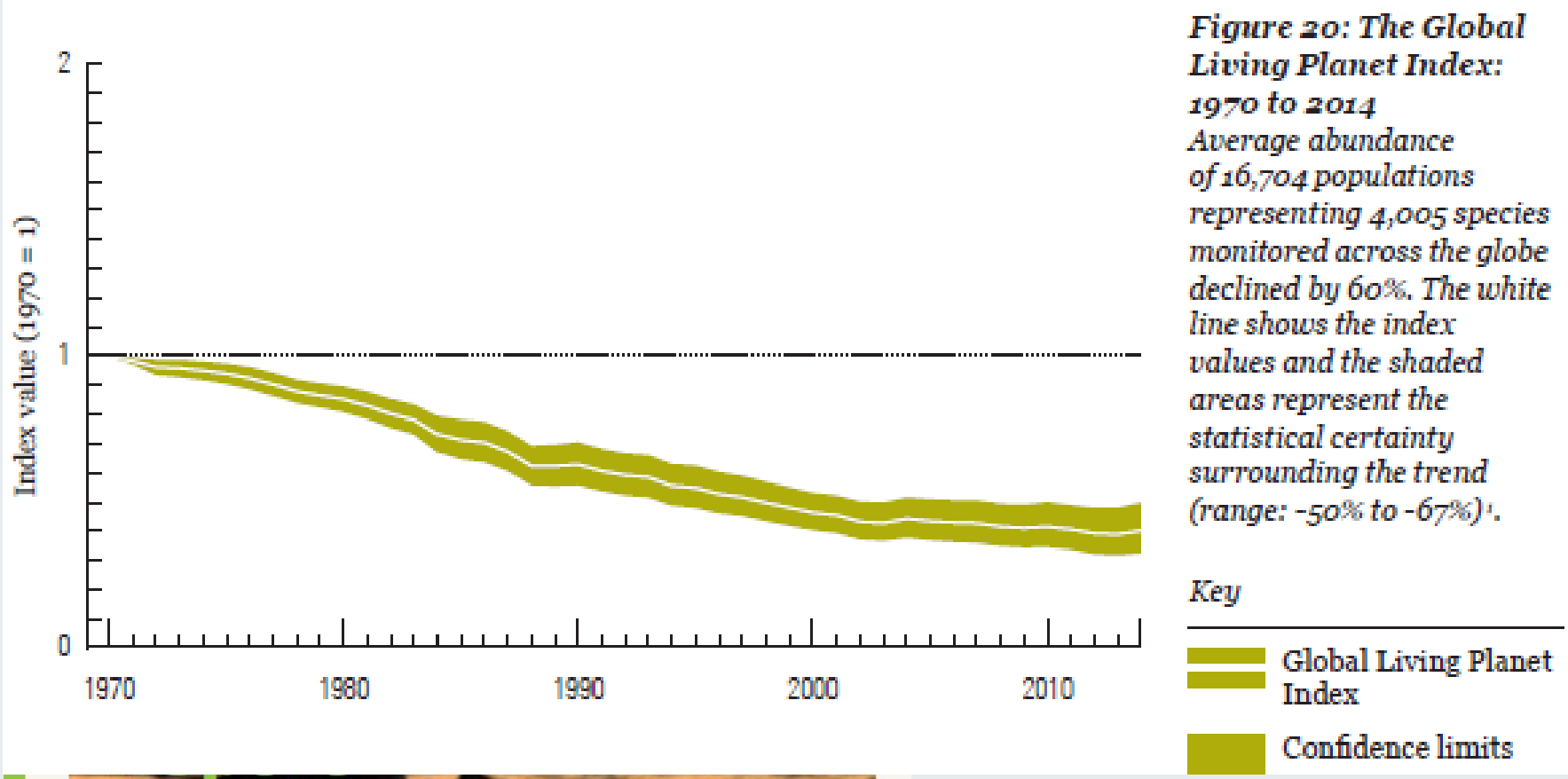


Figure 20: The Global Living Planet Index: 1970 to 2014

Average abundance of 16,704 populations representing 4,005 species monitored across the globe declined by 60%. The white line shows the index values and the shaded areas represent the statistical certainty surrounding the trend (range: -50% to -67%)[1].

https://www.wwf.org.uk/updates/living-planet-report-2018

The sixth mass extinction...

"Although biologists cannot say precisely how many species there are, or exactly how many have gone extinct in any time interval, we can confidently conclude that modern extinction rates are exceptionally high, that they are increasing, and that they suggest a mass extinction under way—the sixth of its kind in Earth's 4.5 billion years of history."

Ceballos *et al.*, 2015

Protected areas as a solution?

"By 2020, at least 17% of terrestrial and inland water, and 10% of coastal and marine areas,...are conserved through ***effectively and equitably managed*** *..... protected areas and other effective area-based conservation measures"*

(Aichi Target 11 of the CBD)

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Science & Environment

World's largest marine protected area declared in Antarctica

By Matt McGrath
Environment correspondent

28 October 2016 | Science & Environment | 165 | Share

Conservationists are delighted that the Ross Sea has been designated a marine protected area

Delegates from 24 countries and the European Union have agreed that the Ross Sea in Antarctica will become the world's largest marine protected area (MPA).

"For me this is an issue about justice - justice between generations. There seems to be something fundamentally wrong with us destroying our oceans so our children and grand-children have absolutely nothing."

Lewis Pugh, UN oceans patron

Protected areas: Global benefits at local cost?

Parks plagued by problems

(Lele *et al.*, 2010)

- Exclusionary approach of 3 types:
  - Complete physical displacement (up to 14m in Africa)
  - Economic displacement – restrictions on resource use
  - Cultural displacement – restricted access
- Mixed conservation success
  - Often in inaccessible sites, less subject to degrading pressures in the first place
  - Leakage of pressures to surrounding areas
  - Alienation of local communities -> adversaries
- About half of protected areas are established on lands traditionally occupied and used by indigenous peoples (Stevens, 2014)

Victoria Tauli Corpuz: UN Special Rapporteur of the Human Rights Council on the rights of indigenous people

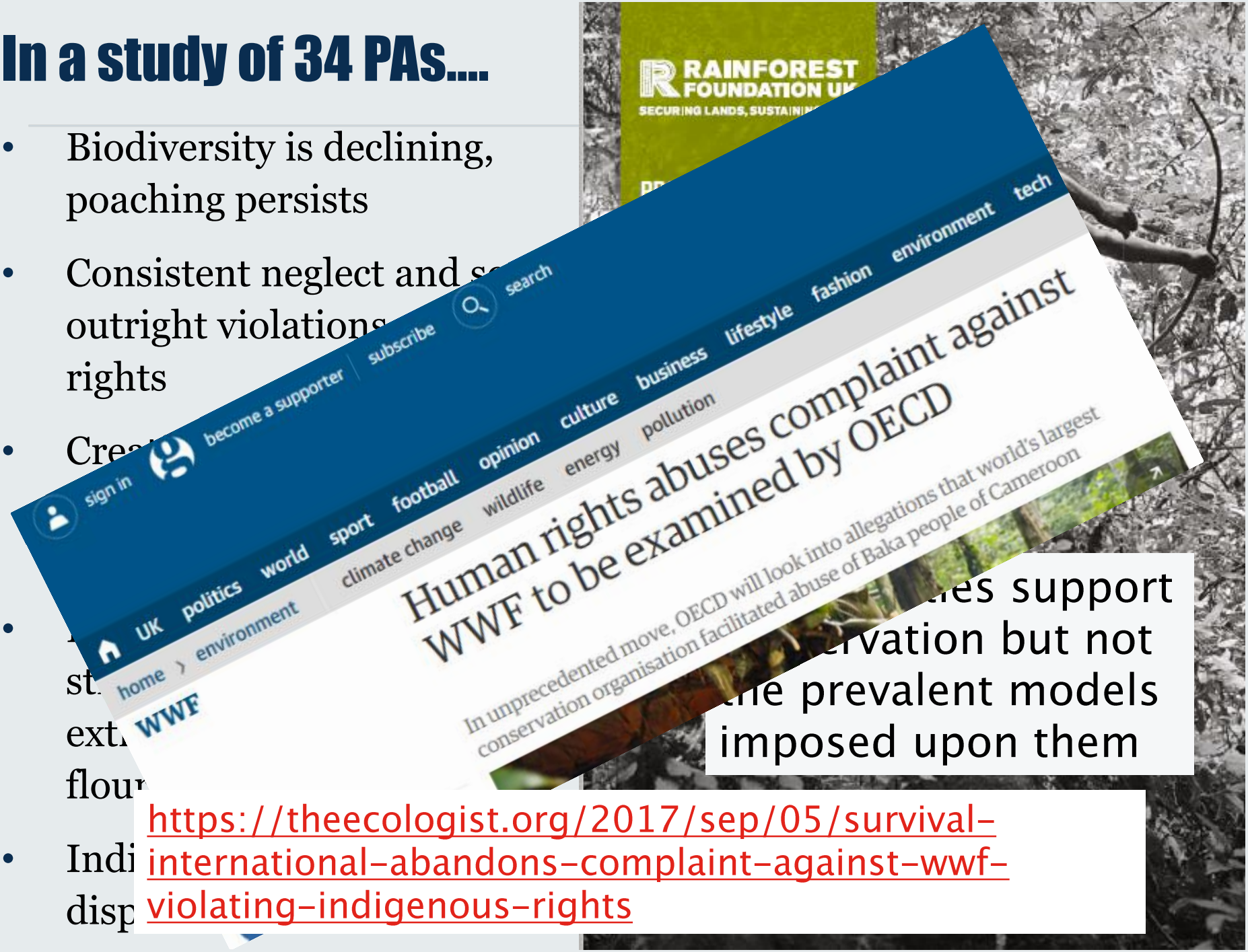
Report to the UN highlights concern about:

"the human rights violations that conservation measures have caused indigenous peoples worldwide, notably by the expropriation of land, forced displacement, denial of self-governance, lack of access to livelihoods and loss of culture and spiritual sites, non-recognition of their own authorities and denial of access to justice and reparation, including restitution and compensation"

(Tauli Corpuz, 2016:6)

In a study of 34 PAs....

- Biodiversity is declining, poaching persists
- Consistent neglect and s outright violations rights
- Crea
- st ext flour
- Indi disp

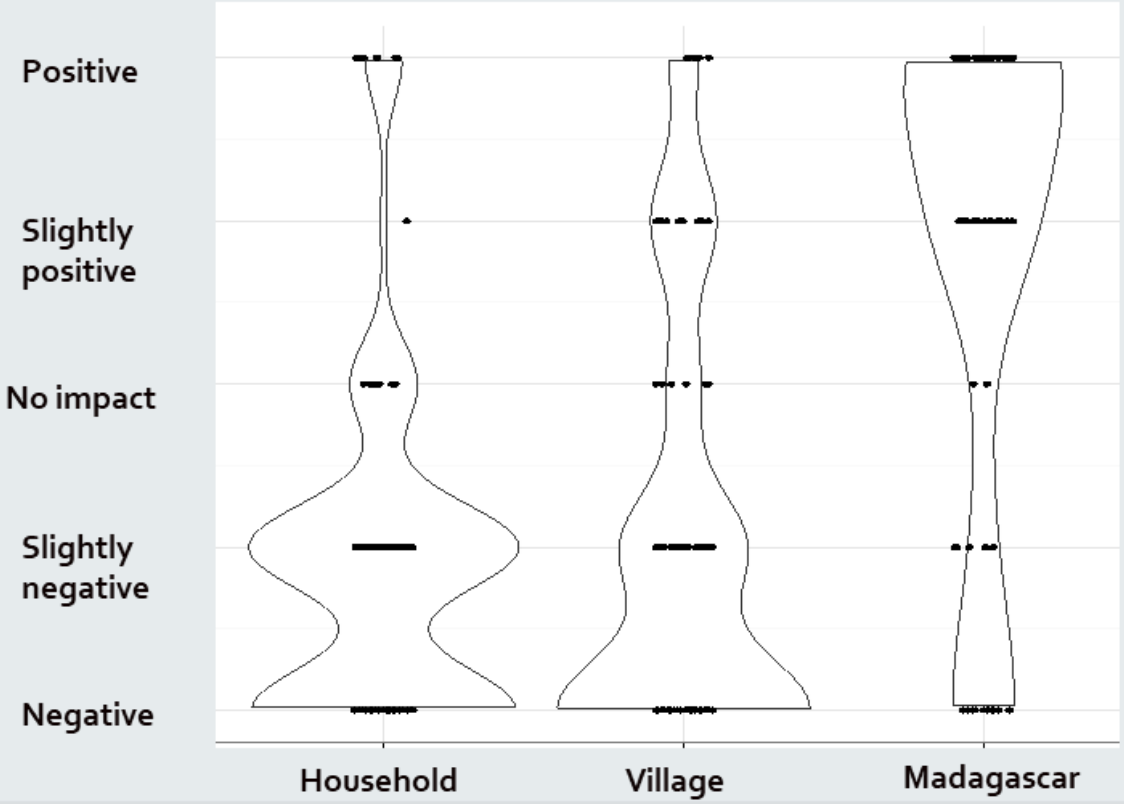


es support
rvation but not
he prevalent models
imposed upon them

https://theecologist.org/2017/sep/05/survival-international-abandons-complaint-against-wwf-violating-indigenous-rights

Madagascar: Costs of biodiversity offsets (Bidaud *et al.*, 2017)

- Respondents perceive a net cost from biodiversity offset
- Those who bear the costs do not receive the benefits



Madagascar: Costs of biodiversity offsets (Bidaud *et al.*, 2017)

Timelag between livelihood restrictions and development benefits

"You see, this is the problem with Ambatovy: they forbid first our livelihood income and only give an alternative once we are already suffering."

Start of project

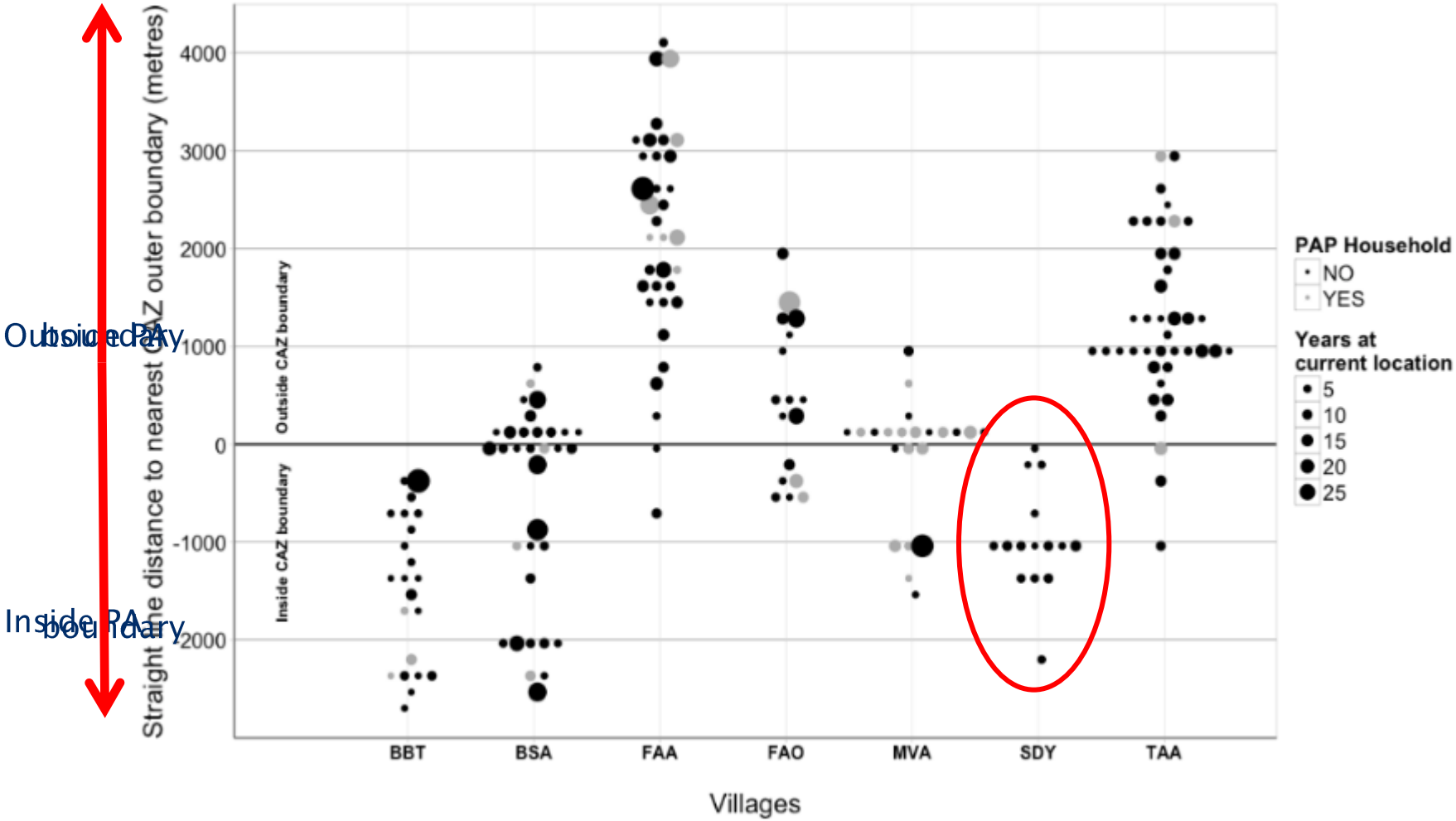
Development activities

Conservation restrictions

Madagascar: Compensating the costs of protected areas (Poudyal *et al.*, 2016, 2018)

- Corridor Ankeniheny Zahamena (CAZ) established as an IUCN Category VI protected area in 2015, with World Bank support
- Aim: stop shifting cultivation, hunting and timber extraction
- WB's social safeguards require that all people whose sources of income and standard of living would be negatively affected by the restrictions are identified as 'people affected by the project' (PAPs)

Madagascar: Compensating the costs of protected areas (Poudyal *et al.*, 2016, 2018)



- Only 50% of eligible hhs were identified as PAPs.
- Less than 50% of these received compensation. Total cost of compensation = $120 per hh x 1800hh = US$0.25m
- NPV of opportunity cost = $2400 per hh x 5-6000 hh = US$13-15m

Looking for a solution

Contributing strands of work…

Project on equity in the context of PES

ENVIRONMENTAL SCIENCE & POLICY 33 (2013) 416–427

Available online at www.sciencedirect.com

Environmental Science &

ELSEVIER

Examining equit
assessing equity

Melanie McDermott [a,*], S

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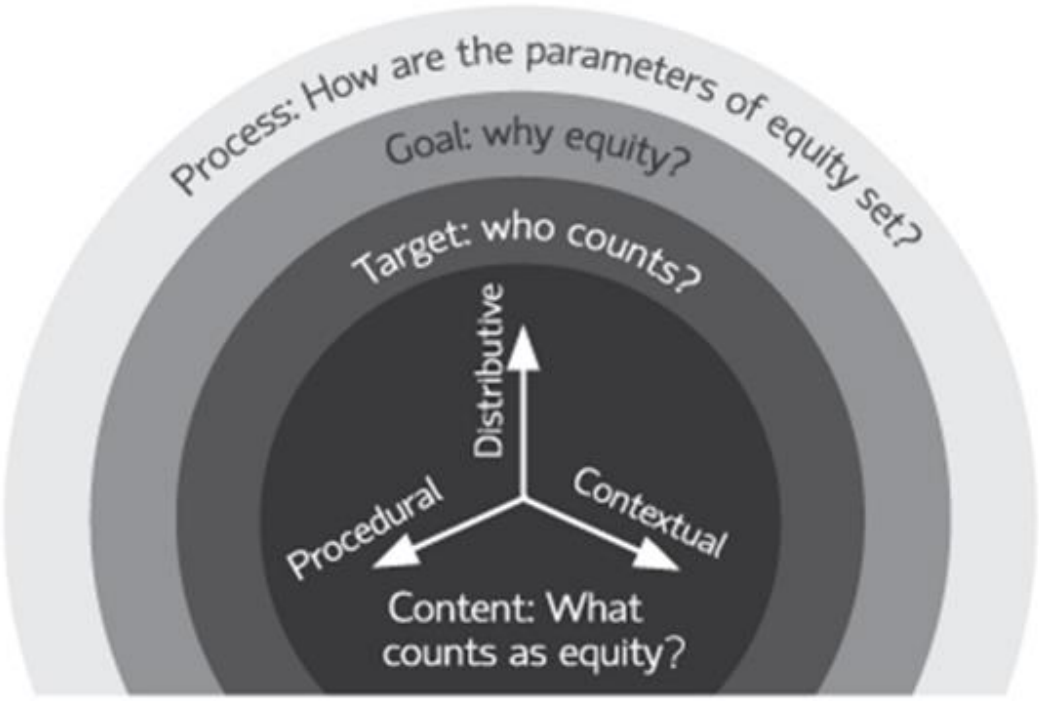


Contributing strands of work…

Just ecosystem management (Sikor, UEA)

Social assessment of protected areas (Franks, IIED)

Ecosystem services, wellbeing and justice (Sikor and Dawson, UEA)

‘Equity, justice and well-being in ecosystem governance’ workshop at IIED in March 2015

Trevor Sandwith

Adrian Martin

Neil Dawson

iied International Institute for Environment and Development

Phil Franks

Dilys Roe

Kate Schreckenberg

New project idea!

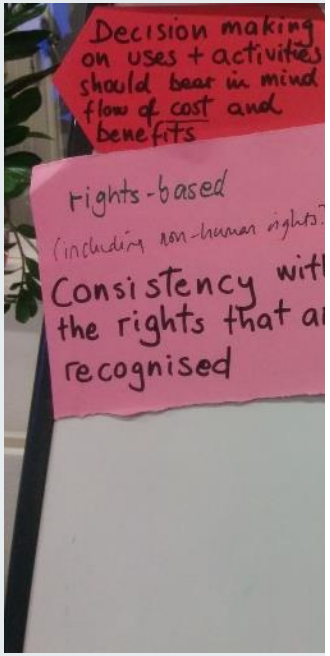
ESPA Regional Opportunities Fund: Small grants scheme

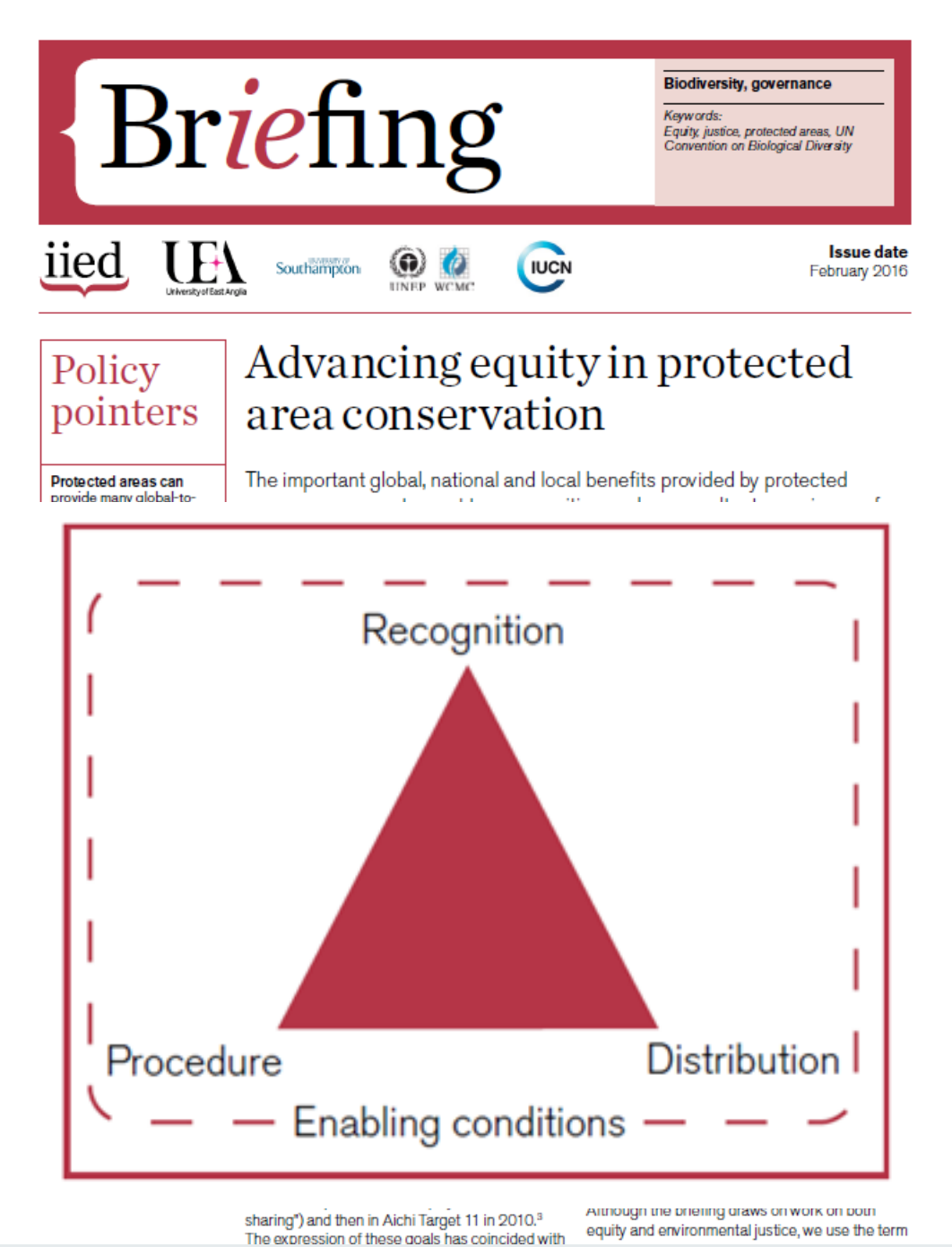
To provide the PA community with a framework for achieving more just and equitable governance of new and existing PAs at both site and systems level.

£75,000 (from 1st Oct 2015 for 12 months)

Phase 1:

Nov 2015: V
framework





Briefing

Biodiversity, governance

Keywords: Equity, justice, protected areas, UN Convention on Biological Diversity

iied UEA University of East Anglia Southampton UNEP WCMC IUCN

Issue date February 2016

Policy pointers

Protected areas can provide many global-to-

Advancing equity in protected area conservation

The important global, national and local benefits provided by protected

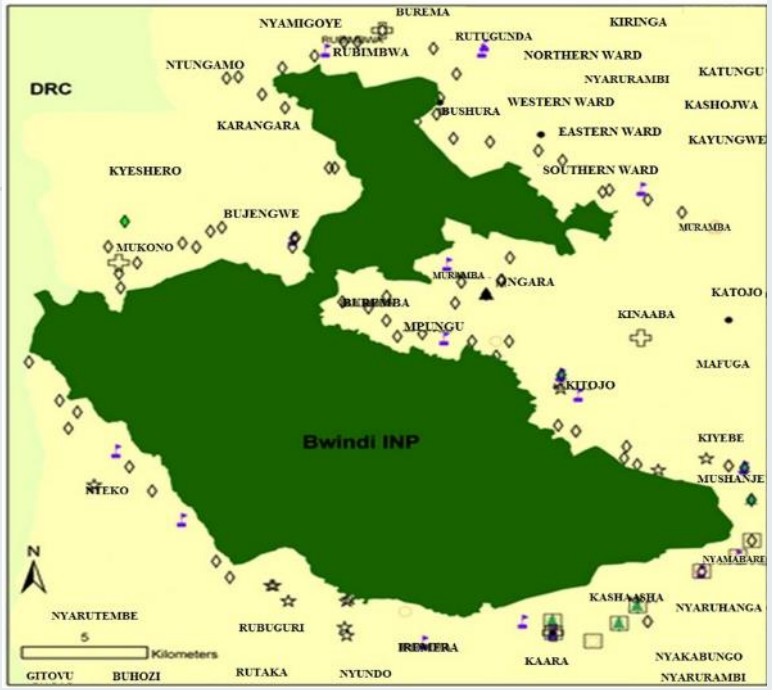
sharing") and then in Aichi Target 11 in 2010.[3] The expression of these goals has coincided with

Although the briefing draws on work on both equity and environmental justice, we use the term

Phase 2: Validation of framework

- Jan 2016 – IUCN and UNEP-WCMC meeting on Green List of Protected and Conserved Areas
- March 2016, Uganda – CBD Secretariat capacity-building meeting for national reps included a session on equity
- April – July 2016 Field validation
  - Three sites chosen based on region (East Africa), field contacts, different governance systems and types of equity issue

Bwindi Impenetrable National Park, Uganda



Equity issues:

- Recognition of Batwa
- Distribution of tourism revenue
- Restrictions of Multiple-use programme
- Human-wildlife conflict

Amani Nature Reserve, Tanzania

Loita Forest, Kenya

July 2016 – validation workshop, Nairobi

- Confirmed framework dimensions and principles
  - No omissions
  - No redundancy
- Highlighted some areas for clarification
  - Gender
  - ‘relevant actors’
  - ‘trade-offs’
  - Timeliness of promised actions
- Strong support for more work at national (systems) level

Briefing

Biodiversity, governance

Keywords:
Equity, protected areas, UN Convention on Biological Diversity

iied UEA University of East Anglia Southampton UNEP WCMC IUCN

Issue date
August 2016

Policy pointers

Social goals of conservation are important in themselves but are also instrumental in achieving conservation effectiveness.

Success with social goals of conservation will be better achieved through a shift in approach from a livelihoods framing to an equity framing.

An equity framing requires attention to recognition, procedure and distribution — all key determinants of the extent to which conservation interventions are perceived to be fair and legitimate.

Advancing equity can take a stepwise approach, starting with certain key elements of a protected area programme such as governance or benefit-sharing arrangements.

From livelihoods to equity for better protected area conservation

Meeting social goals is widely considered essential for effective biodiversity conservation. The dominant approach to meeting social goals has focused mainly on support for local livelihoods, but this has often proved inadequate for achieving either social goals or conservation effectiveness. A priority for the global conservation community now is to rethink its approach to social goals. This will require a shift in framing from livelihoods to equity, where equity integrates issues of protected area costs and benefits with protected area governance. This briefing explains why an equity framing is important and how, in broad terms, a move from a livelihoods framing to equity might be achieved.

Global efforts to reduce biodiversity loss have focused on expanding the network of protected areas (PAs). But the stark reality in many countries is that PAs — both new and old — are struggling to achieve and maintain conservation effectiveness in the face of drivers of biodiversity loss, which remain as strong as ever. At the same time, growing inequalities in societies are increasingly recognised as both an obstacle to sustainable development and a moral concern. This is reflected strongly in the Sustainable Development Goals (SDGs), which include a specific goal on reducing inequalities in society as well as other references to equity and inclusion. In line with this major shift in the development discourse, the Convention on Biological Diversity (CBD)'s Aichi Target 11 calls for both an expansion of the PA network and an improvement in the effectiveness and equity of PA conservation.[1]

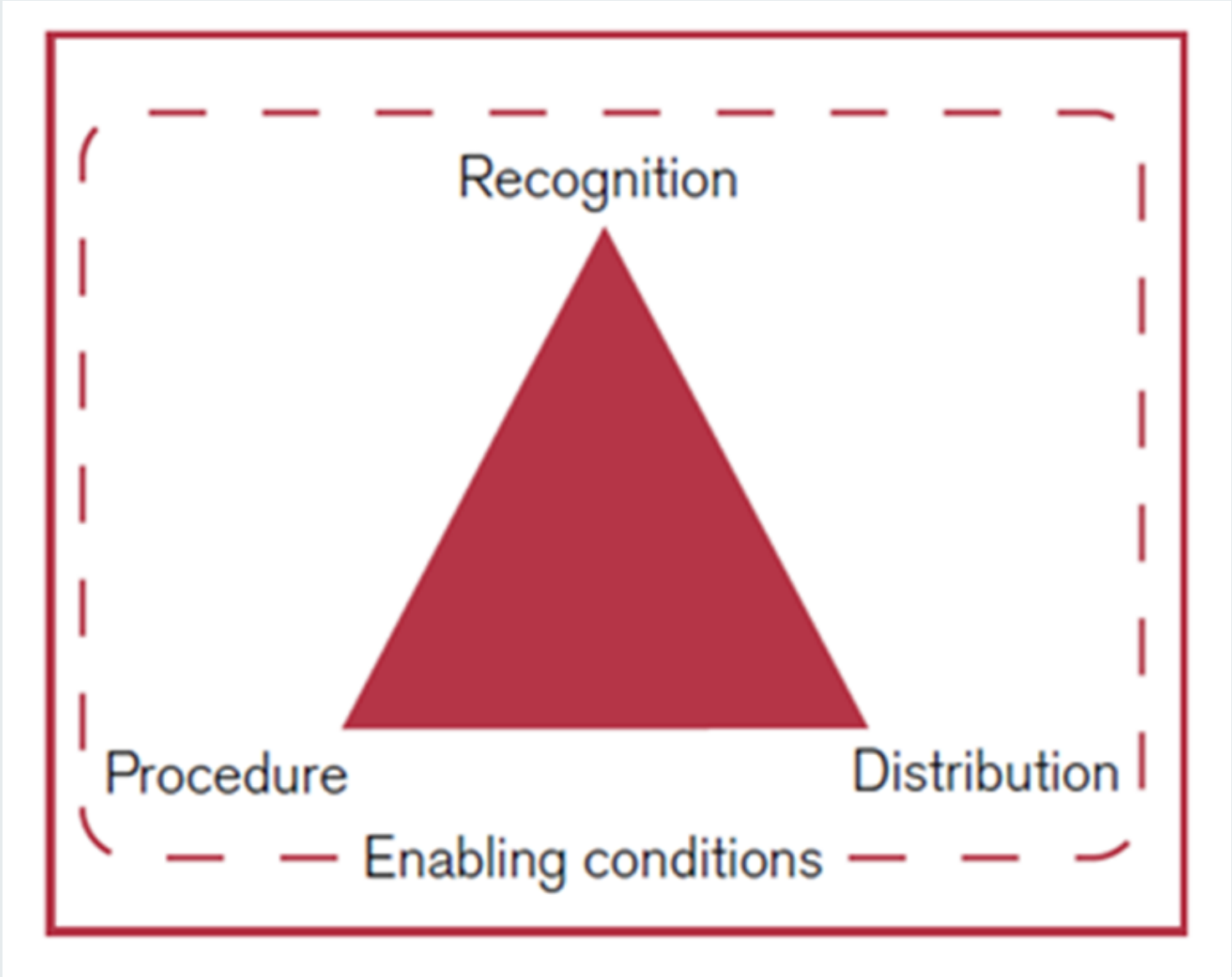
What does equitable PA conservation mean?

In an earlier briefing on this topic[2] we outlined an equity framework for PAs comprising principles organised in three interlinked dimensions (recognition, procedure and distribution) embedded in a set of four enabling conditions. The following four paragraphs and Table 1 present a refined version of this framework based on further consultations, including field validation undertaken in Kenya, Tanzania and Uganda. Although the framework draws on work on both equity and environmental justice and rights, we use the term 'equity' to align with the language of the CBD and the SDGs.

Recognition. This means acknowledging — and respecting — the legitimacy of rights, values, interests, priorities and human dignity. Recognition is particularly important for groups with less voice, such as Indigenous Peoples and

Download the pdf at http://pubs.iied.org/17370IIED

The equity framework



Recognition

1. Recognition and respect for human rights
2. Recognition and respect for statutory and customary property rights
3. Recognition and respect for the rights of Indigenous Peoples, women and marginalized groups
4. Recognition of different identities, values, knowledge systems and institutions
5. Recognition of all relevant actors and their diverse interests, capacities and powers to influence
6. Non-discrimination by age, ethnic origin, language, gender, class and beliefs

Selsen Kucukuste/Atlas

Procedure

GIZ–CEROSAM

7. Full and effective participation of all relevant actors in decision-making
8. Clearly defined and agreed responsibilities of actors
9. Accountability for actions and inactions
10. Access to justice, including an effective dispute-resolution process
11. Transparency supported by timely access to relevant information in appropriate forms
12. FPIC for actions that may affect the property rights of Indigenous Peoples and local communities

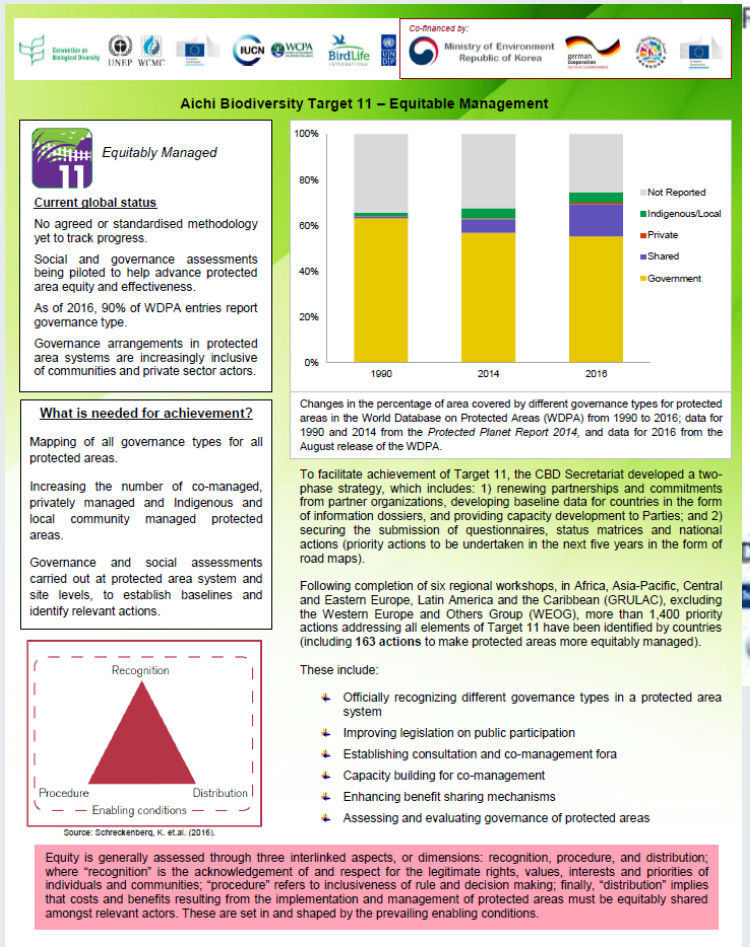
Distribution

13. Identification and assessment of costs, benefits and risks and their distribution and trade-offs
14. Effective mitigation of any costs to Indigenous Peoples and local communities
15. Benefits shared among relevant actors according to one or more of the following criteria:
    - equally between relevant actors or
    - according to contribution to conservation, costs incurred, recognised rights and/or the priorities of the poorest
16. Benefits to present generations do not compromise benefits to future generations

Enabling conditions

1. Legal, political and social recognition of all protected area governance types
2. Relevant actors have awareness and capacity to achieve recognition and participate effectively
3. Alignment of statutory and customary laws and norms
4. An adaptive, learning approach

Phase 3: Reflection and dissemination



Co-financed by: Ministry of Environment Republic of Korea

Aichi Biodiversity Target 11 – Equitable Management

Equitably Managed

Current global status

No agreed or standardised methodology yet to track progress.

Social and governance assessments being piloted to help advance protected area equity and effectiveness.

As of 2016, 90% of WDPA entries report governance type.

Governance arrangements in protected area systems are increasingly inclusive of communities and private sector actors.

What is needed for achievement?

Mapping of all governance types for all protected areas.

Increasing the number of co-managed, privately managed and Indigenous and local community managed protected areas.

Governance and social assessments carried out at protected area system and site levels, to establish baselines and identify relevant actions.

Source: Schreckenberg, K. et.al. (2016).

Changes in the percentage of area covered by different governance types for protected areas in the World Database on Protected Areas (WDPA) from 1990 to 2016; data for 1990 and 2014 from the *Protected Planet Report 2014*, and data for 2016 from the August release of the WDPA.

To facilitate achievement of Target 11, the CBD Secretariat developed a two-phase strategy, which includes: 1) renewing partnerships and commitments from partner organizations, developing baseline data for countries in the form of information dossiers, and providing capacity development to Parties; and 2) securing the submission of questionnaires, status matrices and national actions (priority actions to be undertaken in the next five years in the form of road maps).

Following completion of six regional workshops, in Africa, Asia-Pacific, Central and Eastern Europe, Latin America and the Caribbean (GRULAC), excluding the Western Europe and Others Group (WEOG), more than 1,400 priority actions addressing all elements of Target 11 have been identified by countries (including **163 actions** to make protected areas more equitably managed).

These include:

- Officially recognizing different governance types in a protected area system
- Improving legislation on public participation
- Establishing consultation and co-management fora
- Capacity building for co-management
- Enhancing benefit sharing mechanisms
- Assessing and evaluating governance of protected areas

Equity is generally assessed through three interlinked aspects, or dimensions: recognition, procedure, and distribution; where "recognition" is the acknowledgement of and respect for the legitimate rights, values, interests and priorities of individuals and communities; "procedure" refers to inclusiveness of rule and decision making; finally, "distribution" implies that costs and benefits resulting from the implementation and management of protected areas must be equitably shared amongst relevant actors. These are set in and shaped by the prevailing enabling conditions.

Achieving change on the ground

IUCN's Green List of Protected and Conserved Areas

Certification scheme to improve quality of protected and conserved areas

Pursuing influence through the CBD

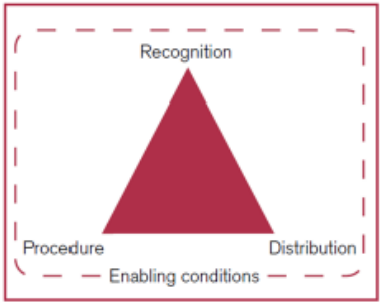
- Championed by Phil Franks (IIED) and Barbara Lang (GIZ)
- CBD Side event at COP 13 (Dec 2016)
- SBSTTA (July 2018)
- CBD COP 14 (Nov 2018)

B. Voluntary guidance on effective and equitable governance models

8. Effective and equitable governance models for protected and conserved areas are arrangements for decision-making and implementation of decisions in which "good governance" principles are adopted and applied. Good governance principles should be applied irrespective of governance type. Based on the good governance principles developed by United Nations agencies and other organizations, IUCN has suggested governance principles and considerations for the context of protected and conserved areas as guidance for decisions to be taken and implemented legitimately, competently, inclusively, fairly, with a sense of vision, accountably and while respecting rights.[258]

9. The concept of equity is one element of good governance. Equity can be broken down into three dimensions: recognition, procedure and distribution: "Recognition" is the acknowledgement of and respect for the rights and the diversity of identities, values, knowledge systems and institutions of rights holders[259] and stakeholders; "Procedure" refers to inclusiveness of rule- and decision-making; "Distribution" implies that costs and benefits resulting from the management of protected areas must be equitably shared among different actors. The figure below shows the three dimensions. A recently developed framework for advancing equity in the context of protected areas[260,261] proposes a set of principles against which the three dimensions can be assessed.

Figure. The three dimensions of equity embedded within a set of enabling conditions



Source: Adapted from McDermott et al. (2013). Examining equity: A multidimensional framework for assessing equity in payments for ecosystem service. *Environmental Science and Policy* 33: 416-427 and Pascual et al. (2014). Social equity matters in payments for ecosystem services. *Bioscience* 64(11) 1027-1036.

10. Good governance implies that potential negative impacts, particularly on the human well-being of vulnerable and natural resource-dependent people, are assessed, monitored and avoided or mitigated, and positive impacts enhanced. The governance type and the arrangements for decision-making and implementation need to be tailored to

Developing a governance and equity 'scorecard' for Protected and Conserved Areas

Biological Conservation 211 (2017) 134–141

Contents lists available at ScienceDirect

CrossMark

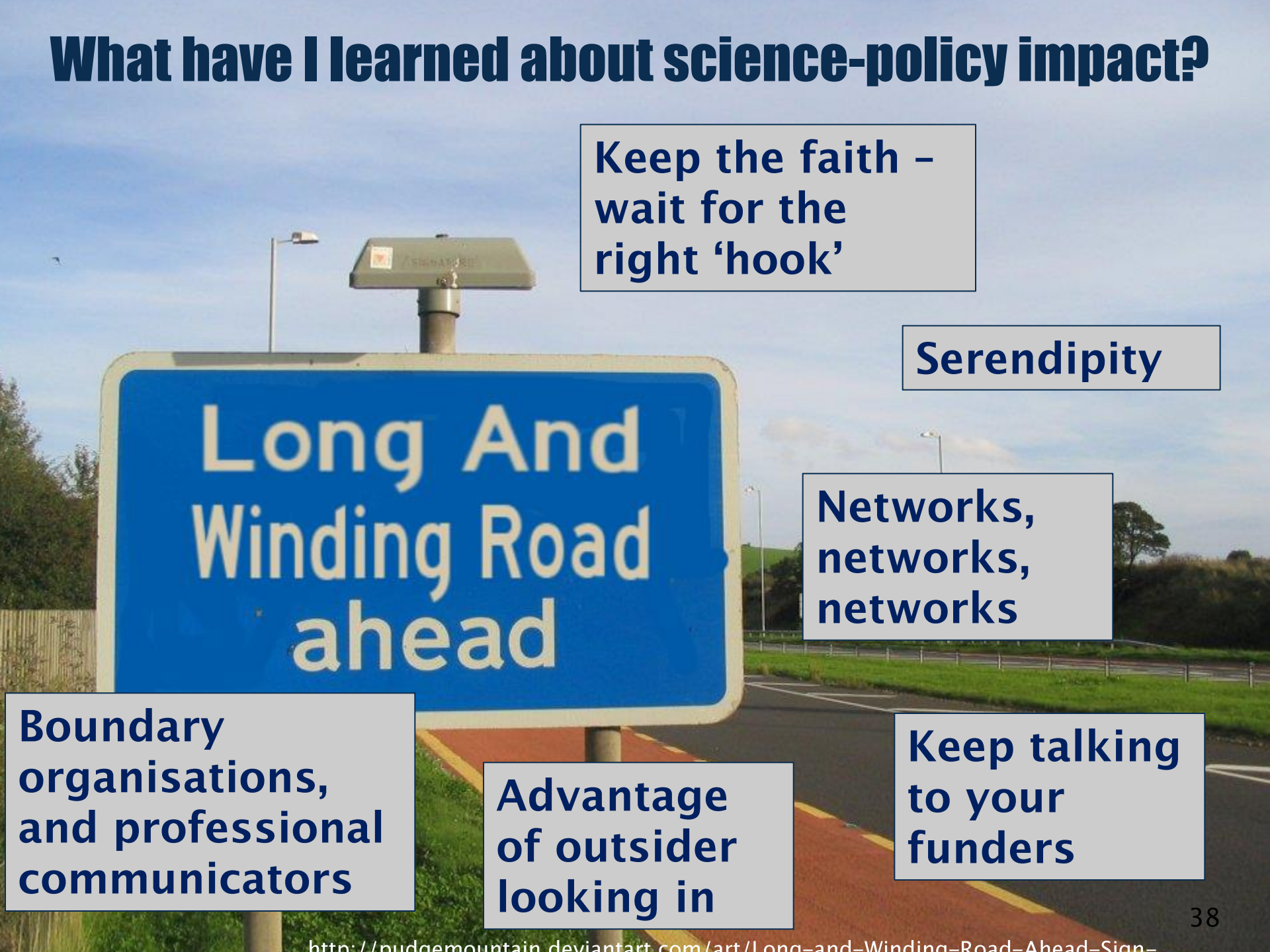
RECOGNITION
- Cultural identi
- Statutory and
rights
- Knowledge di

PROCEDURE
- Effective parti
decision making
- Transparency
- Access to justi
- Accountability
- Free prior and
consent (FPIC)

DISTRIBUTION
- Benefits
- Burdens

Zafra-Calva *et al.* (2019):
Over half of respondents indicated that there are still significant challenges to be addressed in achieving equitably managed PAs, particularly in ensuring effective participation in decision-making, transparent procedures, access to justice in conflicting situations, and the recognition of the rights and diversity of local people.

What have I learned about science-policy impact?



Keep the faith – wait for the right 'hook'

Serendipity

Networks, networks, networks

Keep talking to your funders

Advantage of outsider looking in

Boundary organisations, and professional communicators

http://pudgemountain.deviantart.com/art/Long-and-Winding-Road-Ahead-Sign-

For discussion

- How to improve performance in protected areas of different governance types? Who is responsible?
- How to overcome the policy gap between standards and implementation (e.g. for biodiversity offsets)?
- Does greater equity/justice lead to better conservation outcomes?
- Can protected areas become a model for the wider landscape?

https://www.youtube.com/watch?v=1sWe8Q7aC40 (4min film summarising equity framework)

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