Area Based Management Tools, Including Marine Protected Areas in Areas Beyond National Jurisdiction

A Report of the workshop on Area Based Management Tools, including Marine Protected Areas in Areas Beyond National Jurisdiction

9 – 11 October 2018 at IUCN Headquarters, Gland, Switzerland
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Cover photo: Colorful summit area of the Walters Shoal

The Walters Shoal is a group of seamounts that lies in areas beyond national jurisdiction of the South West Indian Ocean. This high seas ecosystem lies 700km south of the coast of Madagascar and 1500km from South Africa. About half of its species are endemic to the Walters Shoal. IUCN and its partners conducted a multidisciplinary expedition in April to May of 2017 to explore this area in the framework of the French Global Environment Facility (FFEM) funded project.

Image Credit: Expédition MD208-Walters Shoal IUCN/FFEM/Institut Polaire Français IPEV – Alain Barrère
Acknowledgements

The editors gratefully acknowledge the generous on-going support of Agence Française pour la Biodiversité in enabling the workshop to take place. The workshop, which is a second in a series of workshops to take place, was led by François Simard, with Dan Laffoley and Hiroko Muraki Gottlieb as co-Rapporteurs. Dan Laffoley, Hiroko Muraki Gottlieb and Kristina Gjerde presented on the key substantive aspects of the main discussion points to build a foundation for effective exchange of ideas among the participants. Aurélie Spadone was responsible for the overall organization of the workshop.

The experts attending the workshop provided a considerable breadth of expertise and a wide range of perspectives and views to IUCN on all aspects of area based management tools, including marine protected areas, in areas beyond national jurisdiction. All experts spoke in their personal capacities and under Chatham House rule. Therefore, the key reflections from the workshop contained in this report, which represent the overall reflections of the workshop, should not be taken to represent the views of any individual expert listed in Annex A. The Agenda of the workshop is at Annex B for further information.
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B. A strong central governing body is needed to play a major role in establishing and implementing MPAs globally, as well as coordinating, reviewing and ensuring overall progress towards fostering conservation and sustainable use of BBNJ. In addition, existing sectoral and conservation bodies will have an important role to play in fostering in-situ conservation of BBNJ, including through the adoption of sectoral conservation measures and regional MPAs, as well as by implementing complementary measures to support global MPAs and cross-sectoral MSP processes. 9

C. A balance needs to be achieved so that there is sufficient detail in the ILBI text that will allow ABMTs, including MPAs measures to be effectively operationalized while ensuring that such details do not overly burden the negotiations/text with detail that could be in a supporting document (e.g. Annex) or explored within a subsidiary body of the central governing body. 9

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Introduction

This report outlines the results of the workshop entitled Biodiversity Beyond National Jurisdiction: Area-based Management Tools, including Marine Protected Areas (Workshop) which took place from 9 – 11 October 2018 at IUCN’s Headquarters in Gland, Switzerland. This is the second of a series of capacity building workshops supported by the Government of France¹.

The purpose of the Workshop was for leading science, legal, and policy experts to provide guidance to IUCN on area-based management tools (ABMTs), including marine protected areas (MPAs), in the context of a new international legally binding instrument (ILBI), for conservation and sustainable use of marine biodiversity in areas beyond national jurisdiction (ABNJ) pursuant to United Nations General Assembly Resolution 69/292² (UNGA Res. 69/292)² and Resolution 72/249 (UNGA Res. 72/249)³. Pursuant to UNGA Res. 69/292, the Preparatory Committee produced a report, adopted by a consensus of the Member States, which provided the draft elements of the Agreement³ to be considered at an intergovernmental conference (IGC). The first substantive negotiations took place in September of 2018.

This report provides reflections on the future ILBI that could be considered in preparation for the remaining three sessions of the IGC. Pursuant to UNGA Res. 72/249, the IGC will conclude in the first half of 2020.

Issues Explored

The Workshop began by taking stock of the first session of the IGC outcomes on measures such as ABMTs, including MPAs.⁴ While the first session of the IGC made some progress as to further solidifying the substantive matters on ABMTs including MPAs, the following elements still need convergence of views, which could be reflected in the text of the ILBI:

- Institutional arrangements;
- Role of sectoral and regional organizations;
- International cooperation;
- Types of ABMTs including MPAs;
- Various process mechanisms;
- Capacity building/technology transfer; and
- Funding

² http://undocs.org/en/a/res/69/292
³ http://undocs.org/en/a/res/72/249
At the Workshop, substantive input was provided by the participating experts on the above issues to build a foundation for an effective exchange of ideas at the next IGC. The participants first recalled the driving force for the ILBI, which is the rapidly declining health of the ocean due to multiple stressors, including climate change impacts\(^5\) and the need to accelerate cooperation and comprehensive action to reduce stressors and to enhance ecosystem resilience. There were discussions on the importance of incorporating a strong global process to ensure effective declaration and management of MPAs in ABNJ. Also, there was strong support for finding ways to enhance the application of conservation provisions within existing instruments, standards and authorities as the fundamental building block for securing the aims of the ILBI in light of multiplying and accelerating oceanic stressors. The Workshop, thus, explored potential means through the ILBI to strengthen measures to enhance in-situ conservation of biodiversity as well as measures to strengthen cooperation within and across various sectors and organizations.

Specifically, the participants explored the following topics:

1. the level of detail to be reflected in the ILBI;
2. the designation, declaration and management of representative, integrated and coherent networks of MPAs in ABNJ;
3. the role of a wide range of ABMTs including MPAs as well as sectoral measures for advancing conservation and sustainable use of ABNJ;
4. the potential role and the nature of marine spatial planning (MSP) in ABNJ; and
5. the need for further intersessional work to foster meaningful progress in the negotiations at the IGC towards a robust ILBI to conserve and sustainably use BBNJ.

**Reflections from the Workshop**

The reflections generated from the Workshop are summarized below:

A. Maximize the use of established definitions, and standards and criteria utilized in other fora for coherence and efficiency in drafting the ILBI. Ongoing discussions on emerging standards and criteria in other fora could also be a good reference for consideration.

B. A strong central governing body is needed to play a major role in establishing and implementing MPAs globally, as well as coordinating, reviewing and ensuring overall progress towards fostering conservation and sustainable use of BBNJ. Existing bodies will have an important role in fostering in-situ conservation of BBNJ, including through the adoption of sectoral conservation measures and regional MPAs, as well as by implementing complementary measures to support global MPAs and cross-sectoral MSP processes.

C. A balance needs to be achieved so that there is sufficient detail in the ILBI text that will allow ABMTs, including MPAs measures to be effectively operationalized while ensuring that such details do not overly burden the negotiations/text with detail that could be in a supporting document (e.g. Annex) or explored within a subsidiary body of the central governing body.

\(^5\) See the report issued in October 2018 by the Intergovernmental Panel on Climate Change at: http://www.ipcc.ch/report/sr15/
For the designation, implementation and monitoring of ABMTs, including MPAs, sectoral ABMTs, and MSPs, the three major elements to be captured in the ILBI are:

   i. institutional arrangements;
   ii. processes for designation and implementation; and
   iii. processes for coordination and review.

D. Stakeholder engagement, proactive consultations, and transparency are critical for the designation, implementation and monitoring of ABMTs, including MPAs, sectoral ABMTs, and MSPs.

E. Robust mechanisms for capacity building/technology transfer are necessary for the developing States to achieve a globally coherent approach in the designation, implementation and monitoring of ABMTs, including MPAs, sectoral ABMTs and MSPs. Also, capacity building is necessary to foster effective negotiations of the ILBI among the Member States, especially through technical support to participating developing States.

Each reflection listed above is explored below in further detail based on the ideas exchanged during the Workshop among the participants. Further information on the definitions and concepts of the key terms used in this report are available in the report from the first workshop held in 2017 at the IUCN HQ in Gland, Switzerland.6

A. Maximize the use of established definitions, and standards and criteria utilized in other fora for coherence and efficiency in drafting the ILBI. Ongoing discussions on emerging standards and criteria in other fora could also be a good reference for consideration.

   • Definitions: Adapt existing MPA definitions used in other fora in the ILBI to achieve coherence. For example, IUCN’s definition of an MPA is “a clearly defined geographical space, recognized, dedicated and managed, through legal or other effective means, to achieve the long-term conservation of nature with associated ecosystem services and cultural values.”7 Such a definition focused on “long-term” conservation of “nature” and ecosystem services” can help to distinguish MPAs from other measures that may be focused more on short term, single sector, or single habitat/species focused measures and do not benefit from more comprehensive management measures.

   Other suggested concepts that could be defined in the ILBI include:
   • Global MPAs: MPAs designated at the global level pursuant to the ILBI as part of a globally coherent and connected system of MPAs.
   • Sectoral ABMTs: ABMTs applied at the sectoral level by a sectoral organization to conserve, sustainably manage, and to avoid harm to marine biodiversity in ABNJ from activities managed by such organization.
   • Regional MPAs: MPAs designated by competent bodies at the regional level.

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6 See the Report of the First Gland Workshop, Section 3, pp. 5-7
7 Id. at pp. 5-6
• **OECMs**: 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.\(^8\)

• **Marine spatial planning**: A public process of analyzing and allocating the spatial and temporal distribution of human activities in marine areas (Ehler and Douvere, 2009).\(^9\)

• **Standards and criteria**: ILBI negotiators should take advantage of the on-going/past work done in other fora on standards and criteria to not duplicate efforts and to maintain coherence. The ecologically or biologically significant areas (EBSA) criteria under the Convention on Biodiversity (CBD)\(^10\) and the CBD guidance for the design of networks of MPAs\(^11\) provide a good starting point but standards and criteria may be supplemented to reflect emerging critical factors, such as climate change resilience and scientific reference areas.\(^12\)

• **Designation and implementation of effective ABMTs, including MPAs:**
  - *Various types of effective ABMTs*: All types of effective ABMTs and conservation tools (*i.e.* global MPAs, sectoral ABMTs, regional MPAs, OECMs, and MSPs) will need to be designated and implemented in a coherent and coordinated manner to achieve conservation and sustainable use of BBNJ that will protect the interests of the current and future generations.
  - *Compatibility among the activities within and outside of an MPA in ABNJ*: Sectoral ABMTs, environmental impact assessments (EIAs) and MSPs can be used as effective measures to achieve compatibility.
  - *Building coherent and representative networks of MPAs*: There are various ways to build coherent and representative networks based on a design principles such as those adopted by the Convention on Biological Diversity and others. Knowledge gained from the CBD’s EBSAs, Important Bird and Biodiversity Areas (IBAs)\(^13\), Key Biodiversity Areas (KBAs)\(^14\) processes can be incorporated into an effective and efficient decision-making process.

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\(^8\) See the SBSTTA Chair’s draft recommendation at [https://www.cbd.int/doc/c/9b1f/759a/dfceee171bd46b06cc91f6a0d/sbstta-22-l-02-en.pdf](https://www.cbd.int/doc/c/9b1f/759a/dfceee171bd46b06cc91f6a0d/sbstta-22-l-02-en.pdf)


\(^13\) Information on IBAs is available at: [https://www.birdlife.org/worldwide/programme-additional-info/important-bird-and-biodiversity-areas-ibas](https://www.birdlife.org/worldwide/programme-additional-info/important-bird-and-biodiversity-areas-ibas)

\(^14\) Information on KBAs is available at: [https://www.birdlife.org/key-biodiversity-areas](https://www.birdlife.org/key-biodiversity-areas)
• *Sectoral and regional cross-sectoral biodiversity strategies and action plans:* The ILBI could encourage the development of sectoral and cross-sectoral regional biodiversity strategies and action plans to help stimulate innovative thinking on ways to integrate *in situ* conservation of biodiversity into management best practices, to identify cumulative impacts, and underpin coordinated action to reduce direct stressors.

B. A strong central governing body is needed to play a major role in establishing and implementing MPAs globally, as well as coordinating, reviewing and ensuring overall progress towards fostering conservation and sustainable use of BBNJ. In addition, existing sectoral and conservation bodies will have an important role to play in fostering *in-situ* conservation of BBNJ, including through the adoption of sectoral conservation measures and regional MPAs, as well as by implementing complementary measures to support global MPAs and cross-sectoral MSP processes.

• **Need for high ambition:** The ABMTs/MPA processes need to enable direct action at the global level by States Parties to the ILBI for implementation of the measures (*via* jurisdiction and control over flagged vessels, nationals and even through port State measures) as well as to boost existing responsibilities, abilities and functions of regional/national organizations. To do so, we need to think holistically from various angles (*i.e.* scientific, legal, economic/financial, cultural, traditional knowledge aspects) to achieve a comprehensive and an integrated approach.

• **“Not undermine”**: Used in both Res. 69/292 and the 79/429. Various interpretation of the terminology has been proposed on the floor by delegations during the PrepCom as well as during the IGC, however, to achieve high ambition, the concept of “complementary/strengthening” could be reflected during the negotiations of the ILBI as well as in the text of the ILBI.

• **Implementation architecture**: Need to define the role of the global/regional/sectoral/multi-sectoral organizations, particularly in relation to the structural, organizational, geographical and practical limitations of the respective organizations to develop a concrete concept towards cooperation and collaboration and ways this might be achieved, building on, for example, the UN Fish Stocks Agreement.

C. A balance needs to be achieved so that there is sufficient detail in the ILBI text that will allow ABMTs, including MPAs measures to be effectively operationalized while ensuring that such details do not overly burden the negotiations/text with detail that could be in a supporting document (*e.g.* Annex) or explored within a subsidiary body of the central governing body.

During the first substantive session of the IGC, a spectrum of approaches on an institutional arrangement was explored. Among the options proposed during the first IGC\(^1\), the participants

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\(^1\) The Facilitator’s report on ABMTs, including MPAs is available at:
felt that there is a need to understand how a *hybrid* approach may be designed and implemented that enables both direct global action and regional and sectoral action on BBNJ.

Broadly speaking on institutional arrangement, two pillars could be considered for the ILBI text:

I. an institutional mechanism; and

II. processes for implementation, coordination and review.

It is important to note that in addition to the substantive details of each of the pillars, the extent to which the details would be included in the text of the ILBI will need to be explored further.

Each of the two pillars will be discussed further below.

**I. Institutional mechanism:** The key elements for an effective/efficient institutional mechanism, may consist of the following:

- Conference of Parties (COP), which may include a function, such as the Secretariat; and
- The Scientific/Technical Committee (SC)\(^\text{16}\)

**II. Processes:** The key elements for effective/efficient ABMTs, including MPAs processes may consist of the following:

**Global network of MPAs:** COP provides clarity over principles, definition, criteria, adequate decision-making process, strategic planning, etc.

- Pre-submission work includes consultation and consensus building with stakeholders;
- A proposal based on global standards, criteria and guidelines, utilizing best practices, best available information, knowledge, science (i.e. EBSAs, VMEs, IMAs, IBAs);
- The precautionary principle/approach, as developed in various international instruments, should be the guiding principle at all stages, including in decision-making;
- Scrutiny by COP with SC input (including in consultation with ad-hoc scientific support);
- Robust stakeholder engagement/consultation (including sectoral and regional organizations, coastal State(s), flag States, port States, civil society, local communities, scientists, etc.);
- Duty to implement directly through flag state and port State controls and to promote complementary measures through existing organizations (based on duty to cooperate);
- Compliance and review; and
- Monitoring, assessment and reporting

- **Sectoral ABMTs:** Duty of States Parties to cooperate by seeking adoption of sectoral ABMTs through existing organizations to which they are members.

\(^{16}\) See the Report of the First Gland Workshop, Sections 4.3 and 4.4, pp 10-12 for detailed discussion on the Scientific/Technical Committee.
A proposal to the appropriate competent organization would be based on requirements set forth in the ILBI, including:

- global standards, criteria and guidelines, utilizing the best available information, knowledge, science (i.e. EBSAs, VMEs, IMAs, IBAs);
- Address sector-specific, cross-sectoral or cumulative threats; and
- To be complemented by the development of a sector-specific and/or regional cross-sectoral Biodiversity Strategy and Action Plan;

All steps of the process should be guided by the precautionary principle

Robust stakeholder engagement/consultation (including sectoral and regional organizations, coastal State(s), flag States, port States, civil society, local communities, scientists, etc.);

Implementation by States Parties through sectoral and regional organizations to which they are members;

Reporting, compliance and review; and

Monitoring, assessment and reporting.

**Regionally designated MPAs:** Duty of States Parties to cooperate by seeking designation and adoption of regional ABMTs through existing subregional and regional organizations to which they are members.\(^{17}\)

A proposal based on:

- global and regional standards, criteria and guidelines, utilizing the best available information, knowledge, science (i.e. EBSAs, VMEs, IMAs, IBAs)
- applying the precautionary approach;
- Includes a management plan for the MPA;

Robust stakeholder engagement/consultation (including sectoral and regional organizations, coastal State(s), flag States, port States, civil society, local communities, scientists, etc.);

Implementation by competent subregional and regional bodies;

Compliance and review; and

Monitoring, assessment and reporting.

For all of the MPAs discussed above, capacity building/technology transfer and funding/financing will be integral to the processes.

The key elements for effective/efficient MSPs processes, which would be based on a strong duty to cooperate among States and other organizations to achieve conservation and sustainable use of marine biodiversity with the goal to foster marine scientific research on BBNJ may consist of the following:

- The ILBI could set forth requirements for States parties to:
  - Apply global standards, criteria and guidelines, utilizing the best available information, knowledge, science (i.e. EBSAs, VMEs, IMAs, IBAs)
  - Apply the precautionary principle;

\(^{17}\) There could be Opportunities for global endorsement and application.
Participate as appropriate in the cross-sectoral development of regional Biodiversity Strategy and Action Plan;
Focus on EBSAs and any candidate MPAs as initial priority areas;
Plan based on ecosystem scales;
Conduct a threat analysis (e.g. environmental assessment for areas of focus);
Conduct a robust stakeholder engagement/consultation process (including sectoral and regional organizations, coastal State(s), flag States, port States, civil society, local communities, scientists, etc.);
Ensure adequate/effective powers and decision-making processes for the COP (i.e. international oversight, guidance and support, procedures to avoid impasses through weighted voting provisions (2/3 majority);
Implement directly, and through regional and sectoral organizations;
Compliance and review; and
Monitoring, assessment and reporting.

As with the MPAs discussed above, for MSPs, capacity building/technology transfer and funding/financing will be integral to the processes.

D. Stakeholder engagement, proactive consultations, and transparency are critical for the designation, implementation and monitoring of ABMTs, including MPAs, sectoral ABMTs, and MSPs.

- **Stakeholders:**
  - *Straddling MPAs/transboundary MPAs as well as MSPs:* Need strong stakeholder consultations from the beginning of the process between relevant coastal States and the rest of the international community to address adjacency concerns to maximize compatibility and support for measures between EEZ/adjacent high seas areas.

- **Civil society:**
  - *Fostering engagement:* Scientific Committee may be a platform for encouraging active civil society engagement.

E. Robust mechanisms for capacity building/technology transfer are necessary for the developing States to achieve a globally coherent approach in the designation, implementation and monitoring of ABMTs, including MPAs, sectoral ABMTs and MSPs. Also, capacity building is necessary to foster effective negotiations of the ILBI among the Member States, especially through technical support to participating developing States.

- **Capacity building/technology transfer initiatives should include:**
  - boosting the existing abilities and functions of regional or subregional/national organizations on ABMTs, including MPA and MSP processes.
  - *Intersessional work to achieve an effective negotiation process for the ILBI:*
- Robust intersessional multi-stakeholder engagement early in the IGC negotiation process: Various facets of issues need to be collectively considered among stakeholders toward solutions for an effective negotiation process for the ILBI. Inclusive outreach may avoid last minute surprises and support more productive interventions;

- OECMs: There is a need for a robust exchange of ideas on the role of the term used in the CBD context of OECMs for the ILBI negotiations. OECM processes include wider range of stakeholders, therefore, there is precedence for navigating multi-stakeholder engagement;

- Existing gaps and use of the ILBI: There is a need to enhance understanding of existing gaps and how the new ABMTs/MPA processes may complement the existing processes to foster long-term conservation and sustainable use of BBNJ;

- Fostering funding/financing capacity building/technology transfer: There is a need to establish clarity as to how best to foster capacity building/technology transfer and a funding/financing mechanism to developing countries for implementing the ILBI requirements; and

- Civil society: Need clarity as to what type of organizations would be part of this category. Practices at the UN concerning consultative status of NGOs with UNGA and ECOSOC should be revisited and broadened to become more inclusive. Also, the relationship among civil society, ILBI and national law: Further exploration may be helpful.

It is important to note that on all of the topics identified above, in addition to the substantive matters, the level of detail to be included in the text of the ILBI will need to be explored.
Conclusion

This report outlines the results of the workshop which took place from 9th through 11th of October 2018 at the IUCN Headquarters in Gland, Switzerland.

The purpose of the workshop was for leading science, policy and legal experts to provide guidance to IUCN on ABMTs, including MPAs, in the context of consideration of the ILBI negotiations.

While there were robust discussions and deep exploration on key issues, further intersessional work will foster an effective negotiation of the ILBI. Based on the outcome of this workshop, the following topics may warrant consideration for future workshops:

- What could be the roles of OECMs within the ILBI?
- How could the new ABMTs/MPA and MSP processes best complement the existing processes to foster long-term conservation and, also, ensure the sustainable use of BBNJ?
- How best to foster capacity building/technology transfer via the ILBI?
- What are the options for a funding/financing mechanism that will enable an effective implementation of the ILBI requirements?
- How can the ILBI clarify the role of the civil society within the ILBI and what is the relationship among civil society, ILBI and national law?

It is important to note that explorations of the topics identified should include both substantive matters, as well as the level of detail to be included in the text of the ILBI.

IUCN is grateful for the unwavering support of the Agence Française pour la Biodiversité in partnering with our organization to provide the critical capacity building that is needed for effective negotiations of the ILBI to take place. With the support of Agence Française pour la Biodiversité, IUCN plans to host two workshops in 2019.
## ANNEX A

**Workshop 9-11 October 2018 - List of Participants**
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ANNEX B

9-11 October 2018

Marine Protected Areas and other Area-based Management Tools in Areas Beyond National Jurisdiction Workshop

IUCN Headquarters, Gland, Switzerland

Agenda

Session 1 – Tuesday 9 Oct. afternoon
This session will set the scene for the discussions to come, presenting the state of the negotiations, recalling standards and guiding principles on MPAs and raising the issue of the roles and effectiveness of sectoral and regional actors.

1.1 Introduction
1.2 Types, roles and objectives of MPAs, OECMs and other sectoral ABMTs
1.3 Role & relationship with the new ILBI of sectoral and regional organizations

Session 2 – Wednesday 10 Oct. morning
This session will explore various aspects of MPAs, including:

2.1 MPAs: roles & responsibilities
2.2 MPAs: network, application measures and straddling issues

Session 3 - Wednesday 10 Oct. afternoon
This session will explore various aspects of sectoral ABMTs, including:

3.1 ABMTs: existing tools and agreements
3.2 ABMTs: role and place of sectoral ABMTs in the new ILBI
3.2 Additional sources of scientific information and measures

Session 4 – Thursday 11 Oct. morning
This session will explore possible institutional arrangements. This last session will conclude with a forum for discussing possible future action.

4.1 Types, roles and mandates of bodies defined within the new ILBI
4.2 Roles and relationship of existing global sectoral bodies and regional agreements
4.3 Financing mechanisms, capacity building and technology transfer