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CONFERENCE OF THE PARTIES TO THE
CONVENTION ON BIOLOGICAL DIVERSITY
Fifth meeting
Nairobi, 15-26 May 2000
Item 8 of the provisional agenda*

REPORTS OF THE REGIONAL PREPARATORY MEETINGS

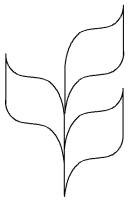
Report of the Intergovernmental Conference "Biodiversity in Europe" (Riga Conference)

Note by the Executive Secretary

1. At the request of the State Secretary of Environmental Protection and Regional Development of Latvia and Chairman of the Intergovernmental Conference "Biodiversity in Europe", held in Riga from 20 to 23 March, the Executive Secretary is circulating herewith the report of the Riga Conference, for the information of participants in the fifth meeting of the Conference of the Parties to the Convention on Biological Diversity.

2. The Riga Conference was organized at the initiative of the Governments of the Netherlands, the United Kingdom and Latvia as a European regional preparation for the fifth meeting of the Conference of the Parties. The report of the Conference is being circulated as it was submitted by the Conference secretariat.

* UNEP/CBD/COP/5/1.



CONVENTION ON
BIOLOGICAL DIVERSITY

REPORT

ON THE INTERGOVERNMENTAL CONFERENCE

« BIODIVERSITY IN EUROPE »

Riga, Latvia, 20-23 March 2000

UNITED NATIONS ENVIRONMENT PROGRAMME

Regional Office for Europe

Contents

This conference received generous support from the Governments of Finland , France, Germany, the Netherlands, Switzerland, the United Kingdom, and the European Commission.

REPORT

ON THE INTERGOVERNMENTAL CONFERENCE

« BIODIVERSITY IN EUROPE »

Riga, Latvia, 20-23 March 2000

Prepared by the Secretariat of the Conference

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INTRODUCTION

Foreword by Mr. Vents Balodis,
Minister of Environmental Protection and Regional Development of Latvia

Europe's biological diversity is a heritage passed down to us over thousands of years and linked to other natural systems world-wide. We have a shared responsibility to save this heritage and pass it on to future generations.

A wide variety of policy frameworks, legal instruments and initiatives was introduced at regional and national levels to address all aspects of the conservation of species, habitats and landscapes as well as to support the implementation of the Convention on Biological Diversity (CBD) in Europe. However, the implementation of these instruments was slow and insufficient.

A growing recognition of a need to link existing frameworks and initiatives and to better coordinate ongoing processes led the Governments of Latvia, the Netherlands and the United Kingdom to the idea of organising a joint meeting with the participation of all European Governments, major biodiversity groups and organisations. The preparation for the forthcoming Fifth meeting of the Conference of the Parties to the Convention on Biological Diversity (Nairobi, Kenya, 15-26 May 2000) provided a good opportunity for such an event and set its agenda.

The Intergovernmental Conference "Biodiversity in Europe", held in Riga, Latvia, on 20-23 March 2000, became the first forum at the Pan-European level, where global, European and national biodiversity policies were discussed in a unifying approach by governments, international organisations and NGOs.

The main message from Riga, which we wish to bring to the attention of both the global community and all relevant regional stakeholders, is that European countries have decided to join their efforts and strengths for achieving the common objective of the conservation and sustainable use of biological diversity.

Building on the momentum of Riga, we should further develop this new integrated biodiversity process in Europe. This is a challenging task. In accomplishing it, we will be able to raise the political profile of biodiversity in Europe, and thereby preserve our natural heritage for future generations.

Foreword by Mr. Klaus Töpfer,
Executive Director of the United Nations Environment Programme

UNEP has a special relationship with the Convention on Biological Diversity in view of its active support for the preparation, negotiation, elaboration and adoption of the agreement. Since the Convention's adoption eight years ago at the Rio Earth Summit, UNEP has worked hard at the global, regional and national levels to facilitate the implementation of its provisions. In collaboration with governments, non-governmental organisations and other UN agencies, UNEP has promoted the conservation and sustainable use of individual species, the protection of their habitats and the maintenance of genetic diversity. UNEP has also continued to host and provide support to the Secretariat of the Convention.

An important aspect of UNEP's work and mandate is to ensure that the global biodiversity agenda is adequately reflected in regional and national policies and programmes. To this end, UNEP has joined forces in the European region with the Council of Europe in providing the Secretariat of the Pan-European Biological and Landscape Diversity Strategy (PEBLDS), which has in recent years become more and more an implementing arm of the Convention in Europe.

The Riga Conference was a milestone on the way towards the full integration of the global and regional biodiversity processes in Europe. UNEP has been pleased and honoured to serve as the Secretariat of this Conference and stands ready to provide its support, expertise and knowledge for follow-up actions.

Foreword by of Mr. Hamdallah Zedan,
Executive Secretary, Convention on Biological Diversity

The Convention on Biological Diversity is much more than just another international legal instrument, a set of provisions and obligations to be implemented by the Parties. It suggests a new philosophy for people in their relationship with all elements of life on Earth. The Convention is also a means by which nations can support one another.

It is very rewarding for the Secretariat of the Convention to see 38 Governments and 34 intergovernmental and non-governmental organisations assembled in Riga to deliberate on the best way forward regarding the implementation of the Convention in Europe.

A Memorandum on Cooperation between the Secretariat of the CBD and the Secretariat of the PEBLDS, signed during the Riga Conference, provides a good basis for further integration and coordination of work programmes of these two instruments for the conservation and sustainable use of biodiversity.

The Riga Conference made a valuable contribution to the preparation of the Fifth meeting of the Conference of the Parties to the Convention on Biological Diversity on the way to "Rio + 10", and became a good starting point for better and more effective biodiversity cooperation in Europe.

REPORT ON THE INTERGOVERNMENTAL CONFERENCE « BIODIVERSITY IN EUROPE » Riga, Latvia, 20-23 March 2000

The Intergovernmental Conference "Biodiversity in Europe" (Riga Conference) took place in Riga, Latvia, from 20 to 22 March 2000. The Conference was attended by 90 delegates from 38 European countries: Albania, Armenia, Azerbaijan, Belarus, Belgium, Bulgaria, Croatia, Czech Republic, Denmark, Estonia, Finland, France, Georgia, Germany, Hungary, Kyrgyzstan, Latvia, Lithuania, FYR Macedonia, Moldova, Monaco, Netherlands, Norway, Poland, Portugal, Romania, Russian Federation, Slovakia, Slovenia, Sweden, Switzerland, Tajikistan, Turkmenistan, Ukraine, United Kingdom, and Uzbekistan. It was also attended by representatives of the European Community.

Representatives of the United Nations Development Programme (UNDP), the United Nations Environment Programme (UNEP), the Secretariat of the Convention on Biological Diversity (SCBD), the Secretariat of the Convention on Migratory Species (SCMS), the United Nations Economic Commission for Europe (UN/ECE), the Food and Agriculture Organisation (FAO), the Council of Europe, the Ministerial Conference on Protection of Forests in Europe, the HELCOM Secretariat, the Secretariat of the Ramsar Convention, the World Conservation Monitoring Centre and GLOBE Europe also attended.

The following non-governmental organisations (NGOs) were represented: Biodiversity Conservation Centre, BIOTICA Ecological Society, Birdlife International, the European Centre for Nature Conservation (ECNC), Ecocentre "Dront", Ecoclub "Taran", Environmental NGO Coalition, the European Union for Coastal Conservation (EUCC), European ECO Forum, Flora and Fauna International, International Academy for Nature Conservation, IUCN – the World Conservation Union and Uzbek Zoological Society.

The Conference was chaired by Mr. Guntis Pukitis, State Secretary of Environmental Protection and Regional Development, Latvia, who was later replaced by his Deputy, Mr. Zigfrids Bruveris.

Opening Plenary

The Conference was opened by Mr. Vents Balodis, Minister of Environmental Protection and Regional Development of Latvia. Welcoming participants of the Conference, he said that Latvia was honoured to host this important event and wished the Conference success in its deliberations.

The welcome address by Minister Balodis was followed by four keynote speeches by Mr. Laszlo Miklos, Minister of Environment of the Slovak Republic, Mrs. Geke Faber, State Secretary of Agriculture, Nature Management and Fisheries of the Netherlands, Mr. Hamdallah Zedan, Executive Secretary of the Convention on Biological Diversity and Mr. Anton Chtchoukine, European ECO Forum.

After keynote speeches, the participants of the Conference adopted the Agenda (as contained in Annex I) and a Chairman's proposal that parts of the Conference would be co-chaired by Mr. Jonathan Tillson, United Kingdom, Mr. Peter Skoberne, Slovenia and Mr. Marcel Vernooij, the Netherlands and Mrs. Marina von Weissenberg, Finland.

The Chairman proposed to create a Bureau of the Conference including representatives of countries, which have shown a high interest in the Riga process, and taken into account the need for adequate geographical representation. The Conference accepted the proposal and elected a Bureau consisting of representatives of the European Community, Finland, Germany, Latvia, FYR Macedonia, Netherlands, Portugal, Russian Federation, Slovakia, Slovenia, Switzerland, United Kingdom and Uzbekistan.

The Chairman announced that he intended to prepare conclusions of the Conference and indicated that he expected the members of the Bureau to assist him in seeking to achieve a consensus on a draft text.

UNEP briefly introduced the discussion papers prepared for the Conference by some European governments in cooperation with interested organisations.

UNEP/GRID-Arendal presented a CD-ROM on the State of Biodiversity in Central and Eastern Europe.

An invited speaker, Mr. Hans Dieter Knapp, International Academy of Nature Conservation, delivered a keynote speech on biodiversity and development of cultural landscapes in Europe.

Plenary I

The Plenary I was chaired by Mr. Jonathan Tillson, United Kingdom.

Agricultural Biological Diversity

A discussion paper on agricultural biological diversity (Annex III) was prepared by the Government of the Netherlands in cooperation with IUCN. The paper was introduced by Mrs. Geke Faber, State Secretary of Agriculture, Nature Management and Fisheries of the Netherlands.

Statements under the agenda item were made by the representatives of Armenia, Belgium, Bulgaria, Czech Republic, France, Hungary, European Community, Moldova, Poland, Portugal, Slovenia, Switzerland, Tajikistan, Ukraine, Birdlife, ECNC, IUCN and Working Group on Environment Network of Eurasia. A summary of discussions on agricultural biological diversity is presented in the Chairman's conclusions (See Annex II).

Sustainable Use, Including Tourism

A discussion paper on sustainable use, including tourism (Annex IV) was prepared by the Government of Germany. It was presented by Ms. Nicola Breier, Federal Ministry for the Environment, Nature Conservation and Nuclear Safety, Germany.

The following representatives participated in the discussion of the issue: Belarus, European Community, Finland, Hungary, Monaco, Netherlands, Norway, Portugal, Romania, Russian

Federation, Ukraine, United Kingdom, Uzbekistan and IUCN. A summary of discussions on sustainable use, including tourism, is presented in the Chairman's conclusions (See Annex II).

Presentation of the European Community Clearing House Mechanism

The representatives of the European Commission and the European Environment Agency made a presentation of the European Community Clearing House Mechanism.

Plenary II

The Plenary II was chaired by Mr. Peter Skoberne, Ministry of the Environment and Spatial Planning, Slovenia.

Biodiversity Indicators, Monitoring and Reporting.

A discussion paper on biodiversity indicators, monitoring and reporting (Annex V) was prepared by the Government of Latvia in cooperation with ECNC and EEA. It was introduced by Mr. Tiit Maran, Estonia.

Statements under this item were made by the representatives of Belarus, European Community, Finland, Hungary, Russian Federation, Switzerland, United Kingdom, FAO, Bern Convention, Birdlife, IUCN, ECNC and WCMC. A summary of discussions on biodiversity indicators, monitoring and reporting is presented in the Chairman's conclusions (See Annex II).

Scientific and Technical Cooperation and the Clearing House Mechanism (CHM)

A discussion paper on scientific and technical cooperation and the Clearing House Mechanism (Annex VI) was prepared by the Government of Germany in cooperation with ECNC. It was introduced by Mr. Dirk Schwenzfeier.

Statements under this item were made by the representatives of Denmark, Germany, Moldova, Netherlands, Norway, Switzerland, Birdlife, ECNC and REC. A summary of discussions on scientific and technical cooperation and the Clearing House Mechanism is presented in the Chairman's conclusions (See Annex II).

Plenary III

The Plenary III was chaired by Mrs. Marina von Weissenberg, Ministry of Environment, Finland.

Financial Resources and Mechanisms for Biodiversity in Europe

A discussion paper on financial resources and mechanisms for biodiversity in Europe (Annex VII) was prepared by the Government of Switzerland in cooperation with ECNC. The paper was introduced by Mr. Robert Lamb, Swiss Agency for the Environment, Forests and Landscapes.

Statements under this item were made by the representatives of Belarus, Bulgaria, Czech Republic, Denmark, European Community, Germany, Hungary, Netherlands, Norway, Poland,

Russian Federation, Ukraine, United Kingdom, IUCN, and FFI. A summary of discussions on financial resources and mechanisms is presented in the Chairman's conclusions (See Annex II).

Implementation of the Convention on Biological Diversity in Europe and Regional Cooperation

A discussion paper on the implementation of the CBD in Europe and regional cooperation (Annex VIII) was prepared by the Government of the United Kingdom, the Council of Europe and UNEP. The issue was introduced by Mr. Jonathan Tillson, United Kingdom.

Statements under this item were made by the representatives of Albania, Austria, Belarus, Belgium, Czech Republic, Denmark, Estonia, European Community, Germany, France, Hungary, FYR Macedonia, Monaco, Netherlands, Norway, Poland, Romania, Russian Federation, Slovenia, Switzerland, Bern Convention, and REC. A summary of discussions on the issue is presented in the Chairman's conclusions (See Annex II).

Presentation of the Biodiversity Service

The Service for Implementing National Biodiversity Strategies and Action Plans was presented by UNEP. Interventions were made by IUCN and REC.

Closing Plenary

The Closing Plenary was chaired by Mr. Zigfrid Bruveris, Deputy State Secretary of Environmental Protection and Regional Development of Latvia. The Conference adopted the Chairman's conclusions as they appear in Annex II hereto.

The Conference decided to submit the Chairman's conclusions to the Fifth Meeting of the Conference of the Parties to the Convention on Biological Diversity, to the Council of the Pan-European Biological and Landscape Diversity Strategy and all other relevant stakeholders in Europe.

It was agreed that the objectives of the Conference were met, and that the process should continue as a contribution to Pan-European collaboration on biodiversity. The PEBLDS Council was requested to build upon these Chairman's conclusions and transform them into practical proposals by using existing mechanisms. In particular, this should include a second meeting preparing for the CBD COP6 in 2002.

Participants of the Conference expressed their deep gratitude to the Government of Latvia for generous hospitality, and to other Governments and organisations, which were involved in the preparatory process, for the excellent organisation of the event.

ANNEX I

AGENDA

20 March 2000, Monday

9.30 – 13.00	**Fourth Meeting of the Council of the Pan-European Biological and Landscape Diversity Strategy** Chair: Mr. Peter Skoberne, Ministry of the Environment and Spatial Planning, Slovenia
9.00 – 13.00	**Meeting of the EU Ad Hoc Working Group on Biodiversity** Chair: Portugal
13.00 – 15.00	Lunch break
	Opening Plenary Chair: Mr.Guntis Pukitis, State Secretary, Ministry of Environmental Protection and Regional Development, Latvia
15.00 – 15.15	Welcome by Mr. Vents Balodis, Minister of Environmental Protection and Regional Development, Latvia
15.15 – 15.30	Keynote address by Mr. Laszlo Miklos, Minister of Environment, Slovak Republic
15.30 – 15.45	Keynote address by Mrs. Geke Faber, State Secretary, Ministry of Agriculture, Nature Management and Fisheries, the Netherlands
15.45 – 16.00	Keynote address by Mr. Hamdallah Zedan, Executive Secretary, Convention on Biological Diversity
16.00 – 16.15	Address on behalf of European NGOs by Mr. Anton Chtchoukine
16.15 – 16.30	Adoption of the agenda of the Conference and election of a Bureau for the Conference
16.15 – 16.25	Introduction of the discussion papers by Mr. Frits Schlingemann, Director and Regional Representative, UNEP Regional Office for Europe
16.25 – 16.45	Presentation of a CD-ROM on the State of Biodiversity in Central and Eastern Europe by Mrs. Janet Fernandez Skaalvik, UNEP/GRID-Arendal
16.45 – 17.00	Keynote speech on biodiversity and development of cultural landscapes in Europe by Mr. Hans Dieter Knapp
17.00 – 18.00	Discussions
19.00	Reception hosted by Mr. Vents Balodis, Minister of Environmental Protection and Regional Development, Latvia

21 March 2000, Tuesday

	Plenary I Chair: Mr. Jonathan Tillson, United Kingdom
9.30 – 9.45	*Presentation of Issue I: Agricultural Biological Diversity* by the Government of the Netherlands
9.45 – 11.10	Discussions of Issue I
11.10 - 11.20	Break
	Plenary I (continues) Chair: Mr. Jonathan Tillson, United Kingdom
11.20 – 11.35	*Presentation of Issue 1I: Sustainable Use, Including Tourism* by the Government of Germany
11.35 – 13.00	Discussions of Issue II
13.00 – 13.15	Presentation of the European Community Clearing House Mechanism
13.15 – 15.00	Lunch break
	Plenary II Chair: Mr. Peter Skoberne, Ministry of the Environment and Spatial Planning, Slovenia
15.00 – 15.15	*Presentation of Issue III: Biodiversity Indicators, Monitoring and Reporting by the Government of Latvia*
15.15 – 15.30	*Presentation of Issue IV: Scientific and Technical Coopearation and the Clearing House Mechanism* by the Government of Germany
15.30 – 16.15	Discussions of Issues III and IV
16.15 – 16.30	Break
	Plenary II (continues) Chair: Mr. Peter Skoberne, Ministry of the Environment and Spatial Planning, Slovenia
16.30 – 18.00	Discussions of Issues III and IV

19.00	Opening of the Exhibition “Baltic Sea Coast” at the Latvian Museum of Nature

22 March 2000, Wednesday

	Plenary III Chair: Mr. Marcel Vernooij, Ministry of Agriculture, Nature Management and Fisheries, the Netherlands
9.30 – 9.45	*Presentation of Issue V: Financial Resources and Mechanisms for Biodiversity in Europe* by the Government of Switzerland
9.45 – 11.10	Discussion of Issue V
11.10 – 11.20	Break
	Plenary III Chair: Mr. Marcel Vernooij, Ministry of Agriculture, Nature Management and Fisheries, the Netherlands
11.20 – 11.35	*Presentation of Issue VI: Implementation of the Convention on Biological Diversity in Europe and Regional Cooperation* by the Government of the United Kingdom
11.35 – 13.00	Discussion of Issue VI
13.00 – 13.15	Presentation of the Biodiversity Service by UNEP, IUCN, ECNC and REC
13.15 – 15.00	Lunch break
	Closing Plenary Chair: Mr. Zigfrids Bruveris, Deputy State Secretary, Ministry of Environmental Protection and Regional Development, Latvia
15.00 – 15.15	Presentation of a draft Chairman’s text for the CBD/COP-5
15.15 – 16.15	Discussions

16.15 – 16.30	Break
16.30 – 18.00	**Closing Plenary** (continues) Chair: Mr. Zigfrids Bruveris, Deputy State Secretary, Ministry of Environmental Protection and Regional Development, Latvia Conclusions and recommendations of the Riga Conference towards the CBD/COP-5 Adoption of the Chairman's text for the CBD/COP-5

23 March 2000, Thursday

9.30 – 13.00	**Fourth Meeting of the Council of the Pan-European Biological and Landscape Diversity Strategy** (continues) Chair: Mr. Peter Skoberne, Ministry of the Environment and Spatial Planning, Slovenia **Meeting of the Central and Eastern European Group** Chair: Mrs. Ilona Jepsen, Ministry for Environmental Protection and Regional Development, Latvia
14.30 – 16.30	**Fourth Meeting of the Council of the Pan-European Biological and Landscape Diversity Strategy** (continues) Chair: Mr. Peter Skoberne, Ministry of the Environment and Spatial Planning, Slovenia

ANNEX II

CHAIRMAN'S CONCLUSIONS

DECISION

Participants to this Conference welcome the attached Chairman's conclusions, which they consider reflect the valuable discussion and the excellent spirit of the Riga Conference.

The participants are deeply grateful to the Government of Latvia for generously hosting this Conference, and ask the Chairman to make his conclusions widely available and in particular to:

the Fifth Meeting of the Conference of the Parties to the Convention on Biological Diversity

the Council of the Pan-European Biological and Landscape Diversity Strategy (PEBLDS) and the preparatory process for the Fifth Environment for Europe Conference (Kiev, 2002)

all other relevant stakeholders in Europe.

CONCLUSIONS

With the Convention on Biological Diversity in force for over six years and almost all European countries being Parties to it, there was an increasing feeling that there should be more synergy between the CBD and leading European biodiversity processes, namely the Pan-European Biological and Landscape Diversity Strategy, EC Biodiversity Strategy and other relevant biodiversity related strategies. This would create greater effectiveness and efficiency in the implementation of the CBD in the European region.

Building upon this emerging feeling, in 1999 the Netherlands and the United Kingdom launched an initiative to hold a European conference preparing for the 5th Meeting of the Conference of the Parties to the Convention on Biological Diversity. This initiative was warmly welcomed and supported by many countries and organisations. The Latvian Government offered to host this Intergovernmental Conference on Biodiversity in Europe. The Riga Conference was chaired by the State Secretary of the Ministry of Environmental Protection and Regional Development of Latvia, and attended by representatives of 38 Governments, 17 international organisations, and 17 NGOs.

The Riga Conference had two main objectives:

to facilitate a European preparation of the COP 5 of the CBD;

to improve and enhance regional cooperation for the implementation of the CBD in Europe, through existing international frameworks and instruments, namely the PEBLDS, the EC Biodiversity Strategy and other relevant biodiversity-related strategies.

The Riga Conference recognized that over the last decades biodiversity-related international and national legislation has been developed and is being implemented in most European countries, and biodiversity policies, plans and programmes have been adopted. Though many successes have

been made, more action is needed to reinforce the implementation of the Convention on Biological Diversity in Europe, in particular in the Newly Independent States, and make biodiversity a cornerstone of sustainable development.

The Riga Conference became the first forum at the Pan-European level, where global, European and national biodiversity policies were discussed in a unifying approach by Governments, international and non-governmental organisations. This resulted in a clearer understanding of how to pursue the European biodiversity agenda.

The Riga Conference found that there were significant benefits in promoting a common regional understanding for the Conference of the Parties. The challenge was to make better use of existing regional mechanisms for co-operation under the Convention on Biological Diversity and any other relevant agreement or forum noting that on 21 March 2000, during the Riga Conference, a Memorandum of Co-operation had been signed between the Secretariat for the Convention on Biological Diversity and the Council of Europe and the United Nations Environment Programme in their capacity of joint Secretariat to the PEBLDS. The Riga Conference saw a clear role for these secretariats jointly to reinforce and assist in regional co-operation.

From a European perspective, a number of the issues related to the agenda of the CBD COP5 are of special importance. These issues were discussed at the Riga Conference on the basis of papers prepared by some Governments with the assistance from international organisations. The Riga Conference drew the following conclusions:

AGRICULTURAL BIODIVERSITY

Agriculture has a strong influence on biodiversity conservation and sustainable use in Europe. Agricultural biodiversity is also seen as setting a challenge for making integration a reality, within the agricultural sector and between national or international institutions. Current European experience in this area is characterised by transition, involving issues such as the management of abandoned or degraded land, the growing recognition of the importance of biodiversity in soil fertility, and a growing emphasis on quality of products rather than just quantity. Another concern is the dominance of modern over traditional practices and varieties (Land races) used in farming.

There is a need for better information flows, clear indicators, and adequate national reporting. It is important to broaden the involvement of stakeholders in agrobiodiversity, such as those involved in world trade; and to collaborate with farmers, as necessary, in developing and implementing best farming practice. Education and public awareness-raising have a role in promoting sustainable agriculture; based on an analysis of incentives and cross-compliance, negative incentives should be countered and positive ones encouraged. International work programmes (including the CBD's) and action plans should address the different functions which agricultural practices, and biodiversity in agricultural landscapes, have for providing several services, including ecological services.

SUSTAINABLE USE, INCLUDING TOURISM

In order to achieve the Convention's objective of sustainable use, it is important to pursue sectoral integration of biodiversity and involvement of all relevant stakeholders. More attention should be given to the use of economic incentives, including by internalising environmental costs and sharing benefits for local communities, and the development of indicators for sustainable use. Case studies should focus attention on practical experience, and such information should be made widely available.

Tourism was seen as an important and growing sector with a major impact on biodiversity, which needed encouragement to become genuinely sustainable. Attention should be focussed on particular sensitive or threatened areas, and efforts made to involve the relevant actors. Thus, the invitation by the CSD to the CBD to contribute to international guidelines on sustainable tourism should be accepted. These guidelines should draw on SBSTTA's assessment of the inter-relationship between biodiversity and tourism. It was concluded that there were good opportunities to work with the tourism sector in developing and implementing these guidelines in Europe, including through international collaboration as a response to an increasing number of tourists travelling abroad.

BIODIVERSITY INDICATORS, MONITORING AND REPORTING

There is a Europe-wide consensus for developing pressure, estate and response indicators for biodiversity conservation and sustainable use. The political framework was given by Ministers at the Environment for Europe Conference in Aarhus, through the European Biodiversity Monitoring Initiative. The PEBLDS took into account the need for indicators in its next five-year plan. Indicators should be based on targeted monitoring. At CBD COP5, Europe should encourage further work on monitoring and indicators by SBSTTA, taking into account the CBD Secretariat paper, so as to not lose momentum.

There is a lot of experience and knowledge on indicators and time has come to identify precise sets of indicators. Coordination with other initiatives and NGOs, as well as regional case studies can help to achieve this. Reporting should be streamlined, harmonized and coordinated. Any reporting system should respect the particular needs and priorities of the Parties.

SCIENTIFIC AND TECHNICAL COOPERATION AND THE CLEARING-HOUSE MECHANISM

CHM was recognised as a proper tool to facilitate scientific and technical cooperation and information exchange. Any regional CHM should integrate and build on existing biodiversity initiatives including those of NGOs. It was recognised that the principle of subsidiarity should be adhered to and therefore the CHM obligations of the Parties were the most important, whilst also linking to regional and global cooperation. In order to meet the Convention's obligations and bearing in mind limited financial and human resources, CHMs should prioritise information requirements and be clear about main target groups and stakeholders.

The Aarhus Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters was recognised as an important backbone for the CBD and the CHM. The Riga Conference encouraged governments to speed up the process of their ratification of this Convention.

FINANCIAL RESOURCES AND MECHANISMS

Efforts should be increased to mobilise existing and innovative resources, including through incentive measures and greening taxes for conservation and sustainable use of biodiversity; better coordination amongst European nations and organisations as appropriate; and integration into the policies, programmes and actions of socio-economic and financial sectors, and financial institutions. There is a need for joint funding on the basis of joint actions with the private sector, which should receive a more coherent message from the biodiversity community in order to be more involved in supporting conservation and sustainable use of biodiversity.

Attention should be given to the preparation of a better overview of biodiversity projects in Europe for investment, to be developed in a joint effort between all stakeholders. NGOs have a vital role to contribute. Projects should notably promote the integration of biodiversity considerations into economic and commercial activities, and support the ecological services provided by nature.

There is a recognized need both for full synergy and cooperation between various existing national, European and global funding mechanisms and institutions, and for a clearer profile and communication towards biodiversity resourcing. Transparent information and awareness on integrated biodiversity resourcing, including bilateral, national, EC and international resourcing, should become available. This may include best practises and lessons learned. The Clearing House Mechanism has an important role to play in this respect and can assist in effective monitoring of national and international resourcing. These lessons learnt from Europe should be brought to the attention of the CBD COP and the PEBLDS Council.

IMPLEMENTATION OF THE CONVENTION ON BIOLOGICAL DIVERSITY IN EUROPE AND REGIONAL COOPERATION

The objectives of the Riga Conference have been met, and the process should continue as a contribution to Pan-European collaboration on biodiversity. The PEBLDS Council is requested to build upon these Chairman's conclusions and transform them into practical proposals by using existing mechanisms. In particular, this should include a second meeting preparing for COP6 in 2002. Furthermore, there should be stronger cooperation with other regional and sub-regional initiatives, such as on forests (Ministerial Conference on the Protection of Forests in Europe) and reconstruction (Regional Environmental Reconstruction Programme for South Eastern Europe) and through strengthened information exchange.

The COP6 should adopt a Strategic Plan for the CBD, to operationalise the agenda, to ensure greater transparency, and to achieve wider understanding of the Convention's objectives and activities. The COP should make other improvements in the operations of the Convention, including by making better use of regional cooperation, and taking into account existing arrangements under other agreements in the field of conservation and sustainable use of biodiversity, sustainable development and participation of stakeholders.

The Riga Conference agreed on the need to **increase the political profile and support** for the conservation and sustainable use of biodiversity in Europe, as one of the key challenges for achieving sustainable development (economic, ecological and social). The Pan-European Biological and Landscape Diversity Strategy (1995) should be further developed towards a European biodiversity agenda reflecting the priorities of the CBD process for submission to the Environment for Europe Ministerial Conference in 2002 (Kiev, Ukraine).

The Riga Conference emphasised that the conservation and sustainable use of biodiversity needed to be fully **integrated** in policies, plans and programmes of relevant **socio-economic sectors**. This should include appropriate social, economic and financial incentives and action plans.

The Riga Conference furthermore stressed that relevant stakeholders at the European level should **work together** in partnership efficiently and transparently, bridging global and national policies, plans and actions. The partnership of relevant Pan-European fora, institutions and actors should be expanded and strengthened under the umbrella of the PEBLDS for implementing the European biodiversity agenda.

Under global, regional, sub-regional and bilateral biodiversity agreements, Governments should seek co-operation and harmonisation of their work. Other conventions and agreements which have a potential impact should also play an important part in furthering European biodiversity objectives by integrating them into their programmes. They should continue to encourage co-operation and exchange of expertise.

Biodiversity policy requires proper communication with stakeholders. The messages include:

Biodiversity is essential for the sustainable development of many sectors and brings social, economic and cultural opportunities;

All groups in society should understand the implications of their actions for, and participate in sustainable development;

Regional and local communities and NGOs must be involved in biodiversity conservation and sustainable use.

It is therefore important to build partnerships between the biodiversity and socio-economic sectors at all levels of policy development and implementation.

The Riga Conference noted that there are serious imbalances in the capacity to deliver the European biodiversity objectives. It is therefore necessary to improve the level of support to, and cooperation with countries with fewer resources at hand. In addition to bilateral and multilateral support, one valuable mechanism for assisting these countries to mobilise resources is the Biodiversity Service, managed jointly by UNEP, IUCN - the World Conservation Union, the European Centre for Nature Conservation (ECNC) and the Regional Environmental Centre for Central and Eastern Europe (REC). The Biodiversity Service provides, at request, information and short-term expertise in building national capacity in the implementation of national biodiversity strategies and action plans.

Another major tool for information sharing is national reporting. Europe can make a valuable contribution to streamlining or simplifying reporting requirements of the various global and regional biodiversity agreements. There is also a need to devise a system for periodic reviewing of these national reports.

In order to keep the momentum of Riga and to build upon the messages above the following next steps should be taken.

To present the conclusions from Riga to the CBD COP5, including under the agenda item "Regional Cooperation" and as a document;

To present the conclusions to the PEBLDS Council for appropriate action and integration of the priorities of the CBD and decisions of the COP in its work;

To ensure that biodiversity concerns are fully integrated into the preparations and the Agenda for the Environment for Europe Conference in Kiev in 2002;

To organise a similar Pan-European meeting to prepare for the COP6 and the Kiev Conference in 2002, taking into account existing processes and procedures.

ANNEX III

AGRICULTURAL BIOLOGICAL DIVERSITY

Discussion paper prepared by the Government of the Netherlands
in collaboration with IUCN – The World Conservation Union

1. Introduction and summary

The purpose of this paper is to present an overview of Pan-European aspects and policies relevant to agricultural biological diversity (agrobiodiversity), and formulate suggestions for discussion. A substantive amount of documentation on biodiversity and agriculture has been taken into account when writing this paper. However, more information on Eastern Europe is urgently needed.

While the use of the term "agrobiodiversity" is rapidly increasing, there is still no consensus on what is exactly meant by it, neither at the European, nor global level. It is recommended for the Riga meeting to discuss this and define a broad scope on the basis of the full range of functions of biodiversity in agriculture areas: a) production of food, fuel and other raw materials; b) life support functions and c) nature conservation, landscape protection and related tourism (NB here there is a certain relationship with the EU concept of multifunctional agriculture, including a) producing food, feed and fibre, b) preserving the rural environment and landscape and c)contributing to the viability of rural areas and a balanced territorial development).

In this paper the focus is on the last category, assuming that the second will have a positive correlation with it and with the general environmental quality. The issue of genetic resources is not dealt with extensively; it has been discussed for many years in the FAO-framework.

The paper presents some suggestions for actions, drawn from the numerous policy and policy related documentation on the issue. It is proposed to continue to invest in defining agro-biodiversity with a broad scope at the global level and press for more attention for the functions described above under c). Within Europe itself, the further inclusion of agrobiodiversity planning and regulations is recommended , for example through the development of agrobiodiversity action plans and the optimal use of agri-environmental measures, targeted on biodiversity Additionally, suggestions are given for implementation tools and mechanisms.

2. Context of "agrobiodiversity"

The 3rd Conference of the Parties to the Convention on Biological Diversity (COP-3 CBD, Buenos Aires, 1996, decision III/11) decided to develop a phased, multi-year programme of work on the conservation and sustainable use of agricultural biological diversity aiming at: *"...first, to promote the positive effects and mitigate the negative impacts of agricultural practices on biological diversity in agro-ecosystems and their interface with other ecosystems; second, to promote the conservation and sustainable use of genetic resources of actual or potential value for food and agriculture; and third, to promote the fair and equitable sharing of benefits arising out of the utilisation of genetic resources..."* and to promote the development of national strategies, programmes and action plans on agrobiodiversity.

COP-4 (Bratislava, 1998, decision IV/6) recognised that there is a need for a greater commitment and urgency to mainstream and prioritise activities for the conservation and sustainable use of agricultural biological diversity in the wide range of existing environmental and agricultural strategies, programmes and action plans for rural development. Many relevant instruments and tools exist which could be more effectively and widely applied to promote the conservation and sustainable use of agrobiodiversity. Also there is a growing need to clearly understand the relationship between agri-environmental measures and factors that enhance or constrain their effects on farms and their implementation by farmers.

On the basis of these COP-3 and COP-4 decisions the CBD Secretariat increased co-operation with in particular the Food and Agriculture Organisation (FAO), which has been supported and facilitated by the Government of the Netherlands. On the basis of two workshops in Rome, an overall assessment of ongoing activities in the field of agrobiodiversity was compiled and gaps were identified. A proposal for a work programme was developed, intensively discussed and redefined at the 5th Meeting of the Subsidiary Body on Scientific, Technical and Technological Advice (SBSTTA-5, February 2000). This draft programme, for consideration and adoption at COP-5 is a major breakthrough for agrobiodiversity at the global level.

The 4th Pan-European Conference of Environment Ministers, "Environment for Europe" (Aarhus 1998) is considered a further step ahead in the integration of Central and Eastern Europe with Western Europe in the sphere of the environment. The importance of the impact of agriculture on biodiversity is also highlighted in the Pan-European Biodiversity and Landscape Strategy: *"In particular, we note that land use has a strong impact on biological and landscape diversity and that there are currently wide opportunities for progress as well as potential risks in this area. To take advantage of opportunities and to avoid negative impacts, we will take initiatives to integrate biodiversity considerations into the agricultural sector within EU enlargement and in transition processes"*.

One of the most important objectives for the European Union Common Agricultural Policy (CAP) reform stated in Agenda 2000 is consistent with the integration of environmental objectives in the CAP and with the empowerment of the role of farmers in the management and conservation of natural resources and landscapes.

In response to the requirements of the implementation of article 6 of the EU Amsterdam Treaty concerning the integration of environmental protection and sustainable development in all Community policies and activities, the European Commission produced a Communication to the European Council "Partnership for Integration: a strategy for Integrating Environment into EU Policies" (Cardiff, 1998). This Communication points out that "Integration of environmental considerations into other policies is no longer an option but an obligation". Agriculture is seen as a key area. In 1999 a number of strategies of the Council for the integration of environment in sectors were adopted at the Helsinki summit. The paper stresses amongst other things the multifunctional role of agriculture; the European model of agriculture "Agenda 2000"; consumer concerns; sustainable agriculture in the framework of EU-enlargement; non-trade concerns in the WTO-round; development of indicators; and coherence between agricultural and environmental policy.

The European Commission adopted the European Community Biodiversity Strategy in 1998, which was supported by Council conclusions and well received by the European Parliament. The Strategy provides the framework for developing Community policies and instruments in order

to comply with the CBD. The policy areas concerned within the Strategy are conservation of natural resources, agriculture, fisheries, regional policies and spatial planning, forests, energy and transport, tourism and development and economic co-operation. The Strategy includes the obligation for the European Commission to work out Action Plans for a number of sectors. The one on agriculture was well advanced in February 2000.

3. Agriculture and biodiversity in the Pan-European region: An Overview

Agroecosystems cover a large area of Europe: in western and central Europe, farming occupies around 50% of the land surface while protected areas cover some 10-12%. A significant proportion of the protected area estate, in central and western Europe, is farmed (precise figure unknown). It is clear that Europeans can only meet the provisions of the CBD by further developing policy in the direction of an overall agri-environment strategy. In the EU and candidate countries this will generally include inter alia various rural development measures like agri-environmental measures, LFA schemes etc., while various opportunities under the Common Market Organisations can be used as well. Other countries will have to rely on national policies. Examples of this are Switzerland and Norway. The situation in non EU candidate CEEC's is less clear. Regarding priority setting Natura 2000, the Emerald Network and wider national ecological networks are important tools, although in many cases the ambitions of agri-environmental policies cover larger parts of the countryside.

Today the bulk of Europe's farmland with high natural values as such is not under nature protection. Large categories like semi-natural habitats (semi-natural grassland, heathland, garrigue, etc), Important Bird Areas (for breeding or migratory birds) and areas rich in landscape features (hedges, ditches, woodlots etc) are covered by formal protection to only a limited extent. A largearea of farmland (20%) is under EU agri-environmental programmes but many of these programmes are not yet well targeted on biodiversity and many areas of high conservation value are still lacking such measures, e.g. in the Mediterranean part of Europe. Equally only a relatively limited amount of the total agricultural area is likely to be designated as Natura 2000 areas.

The biodiversity and landscape values in many of these areas have suffered a dramatic decline over the last 50 or more years. Semi-natural habitats have become very rare in the Northwest European lowlands and many of the formerly collectively farmed regions in Central and Eastern Europe. However, important strongholds still exist in less intensively farmed regions, like uplands, mountains and certain river valleys. Important Bird Areas are still numerous in Europe but in many cases the quality has declined, especially for breeding birds. Regions rich in landscape features have equally suffered great losses, although important concentrations do still exist, in the Atlantic region. Most of the losses were caused by intensification of agriculture but land abandonment is becoming more and more important as a threat as well. At this moment this is already visible especially in Central and Eastern Europe.

In some cases withdrawal of land from agriculture for the creation of professionally managed protected areas or for nature restoration could be an effective option but it is expensive and a time consuming process. In the Netherlands, with its intensive agriculture, this option is as important as the agri-environmental measures. Most of the biodiversity on Europe's farmland will, however, continue to depend on developments in agriculture and agri-environmental measures and policies in this sector. Therefore, abandonment of high nature value farmland without provisions for continued grazing, is a major threat, like it is intensification.

In spite of the dramatic decline of biodiversity on Europe's farmland, there are, varying by region, still many areas of high natural value left that urgently require efforts for their conservation and management. Agri-environmental programmes, including payments for public goods, can be expected to improve in coverage and quality in the course of time. Currently the European Commission is looking at around 150 rural development plans in all member states under Regulation 1257/1999. Similarly, several of the applicant countries have included pilot agri-environmental programmes in their submission of rural development plans under the SAPARD regulation. These measures can have a very important impact in these countries.

Some of the NIS countries have extensive ecosystems with low human populations and vast protected areas that could be said to protect the majority of their biodiversity (Russia, Kazakhstan). However, like in Western and Central Europe, there are likely to be vast areas without protection that merit conservation measures from a European point of view.

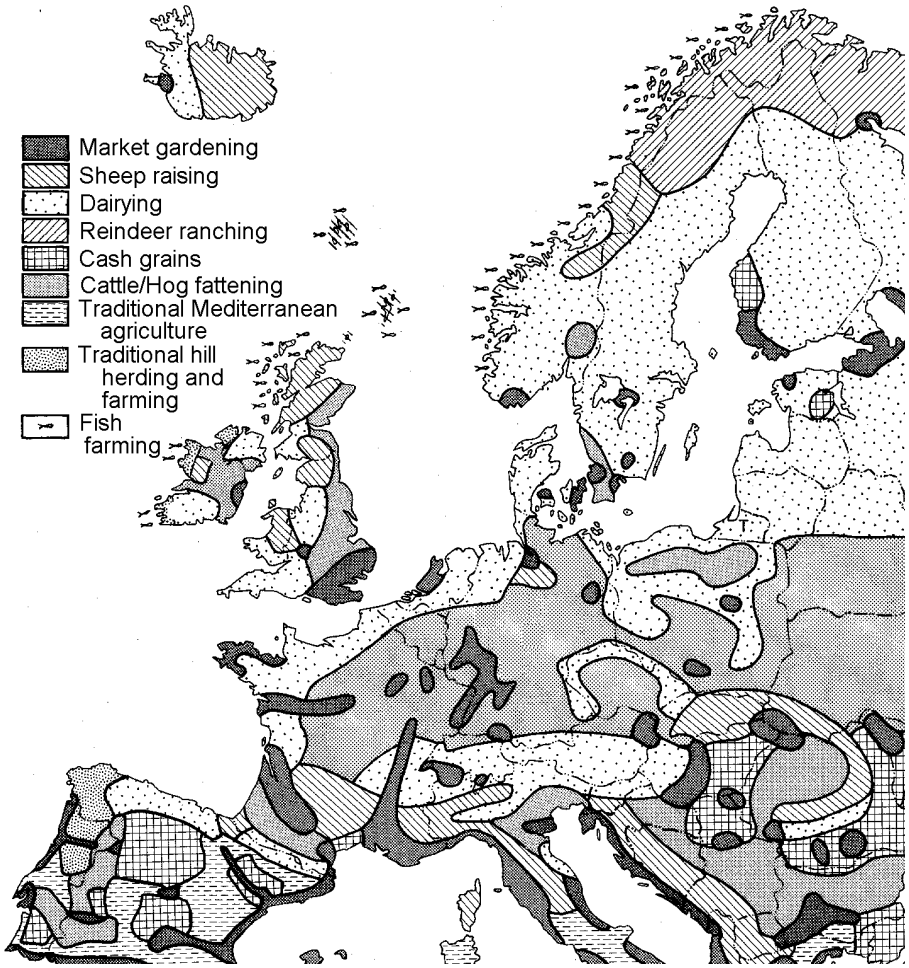
A notable exception in any case to this is steppe lands which have been intensively exploited for agriculture with consequent losses of biodiversity. In the Russian Federation for example, steppeland protected areas constitute only some 0.4% of the protected areas estate. Up to 20 % of the tundra zone lands demonstrate pasture degradation as a result of domesticated reindeer grazing. The share of arable land varies from 35 to 80 % of the total steppe area, with black soils being ploughed almost completely. The humus content in steppe soils has decreased by 1.5 - 2.0 times over the last one hundred years. Considerable areas of the zone are eroded, salinated and flooded. Russian dry steppes and semideserts have been dramatically transformed into devastated pastures which were vulnerable to wind erosion, substitution of aboriginal vegetation, and massive loss of cattle in the 1980s. Today, the natural vegetation cover is gradually recovering.

The status of semi-natural grasslands and important bird areas in the boreal zone merit further consideration. Although the NIS countries are lacking the instruments available to the EU and the applicant countries, ways should be sought for development models respecting biodiversity.

In addition, Turkey , with its vast resources of steppe lands, is in a comparable position, although in the longer term EU instruments are expected to become available.

The agricultural use of natural resources in Europe is very diverse, as illustrated by figure 1. The reason for this is the very different ecological, historical, social, institutional, and economic features, that strongly influence landscapes, biodiversity, cultivation practices, production and productivity, rural communities, farmers' skills and knowledge, land tenure, the size of farms and infrastructure. While there is detailed and aggregated data about the socio-economic aspects of agriculture in Europe, there are few combined data sources on agriculture and biodiversity. The following figures and text therefore offer only an illustration or snapshots of the issues.

Figure 1. Specialised types of agriculture in contemporary (West) Europe. (Adapted from Jordan, 1996).



Across much of Europe farming practice can be characterised by increasing specialisation and intensive production. Where production has been the main objective, the result has been a decline in biological and landscape diversity (see figure 2). The picture varies however, as a result of differences in specific agriculture policies employed – for example the levels of funding associated with these policies and the response of farmers. In countries in transition, there have been drastic reductions in agricultural inputs since 1989, which has led to a relatively favourable environmental situation from the viewpoint of nutrients and pesticides. Although this large-scale extensification may have been accompanied by some recovery in the biological diversity in agro-ecosystems, it is likely that the bulk of biodiversity is still concentrated in those areas where it already was before 1989, seeing the long time required for he development of many of these ecosystems. Against the background of recent land redistribution, the collapse of livestock farming in many areas, leading to outright abandonment, and uncertainties about future developments in agriculture as well in policies, the status of these biodiversity rich areas is still highly uncertain.

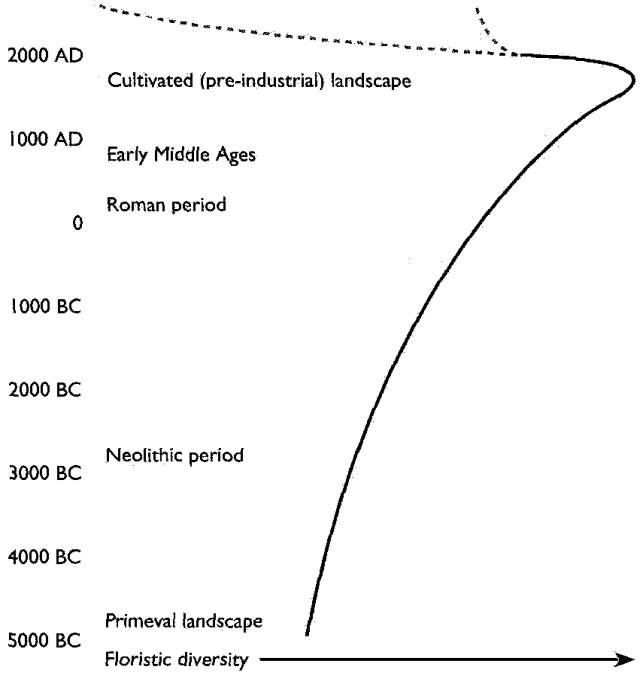
Figure 2. Agriculture's impacts on biodiversity, habitat and landscape

Agricultural practice	**Impacts**
Specialisation and concentration	
Increasing field size, land consolidation, removal of vegetation cover	Loss of hedgerows, woodlands, small watercourses and ponds - → decrease in landscape variety and reduction in species diversity
Intensive animal husbandry and intensive cropping	Construction of storage silos, increased field sizes and land consolidation possibly required → changed landscape Dominance of few highly productive genetic varieties; loss of market potential for local varieties → genetic erosion
Fertilisation	
Animal manure	Potential loss of nutrient-poor habitats, including non farmed habitats affected by acidification and eutrofication
Commercial (nitrogen, phosphorus)	Direct contamination of fauna and flora with microbial agents and chemical; the ever increasing use of fertiliser during the last 100 years can be seen as the main factor of the huge decline of semi-natural areas.
Pesticides application (insecticides, fungicides, herbicides)	Possible wildlife poisoning incidents (non-targeted organisms), loss of habitat and food source for non-target species, resistance of some target organisms
Irrigation/water abstraction, drainage	Soil salinisation/alkalinisation → losses of species, desertification, drying out of natural elements affecting river ecosystems; loss of biodiversity in grasslands; many breeding areas of water- and grasslandbirds affected.
Mechanisation	Degradation of soil structure, loss of soil, erosion, desertification

Figure 3 shows how species diversity increases initially in response to cultivation but that losses increase as intensity of management rises. Such losses may also affect food security through increasing vulnerability to diseases, competition from invasive species and economic opportunities through a narrower range of production choices.

Recent research (Vera, 1998) has revealed that the primeval landscape was probably much stronger influenced by wild herbivores than usually assumed. This may mean that the floristic diversity in that period was greater than suggested in figure 3. Thus certain forms of livestock farming have become substitutes of natural processes. This function, however, has later come under severe pressure, especially in the course of the 20th century.
It is clear that “intensive agricultural systems have changed the genetic diversity of crops and livestock and are also having a major influence on wild species and unspoiled natural habitats” (EEA, 1998). However, abandonment of farmland can have similar effect as intensification.

Figure 3. Agriculture and its effects on floristic diversity through time



Source: Stanners & Bordeaux, 1995.

4. The scope of agrobiodiversity

The term "agricultural biodiversity" or "agrobiodiversity" has been extensively discussed in the CBD-framework, but a widely supported understanding has not yet been reached. The European Parties to the CBD expressed the need for a clearly defined, broad scope at the SBSTTA-5 meeting in February 2000. Part of this is reflected in the recommendation to COP-5:

> "*Agricultural biodiversity is a broad term that includes all components of biological diversity of relevance to food and agriculture, and all components of biological diversity that constitute the agro-ecosystem: the variety and variability of animals, plants and micro-organisms, at the genetic, species and ecosystem levels, which are necessary to sustain key functions of the agro-ecosystem, its structure and processes, in accordance with annex I of decision III/11.*"

This definitions builds upon the results of the international technical workshop on "Sustaining Agricultural Biodiversity and Agro-Ecosystem Function", jointly organised by FAO and the Secretariat of the CBD, with the support of the Government of the Netherlands (Rome, 1998) as:

> "*Agricultural biodiversity refers to the variety and variability of animals, plants, and micro-organisms on earth that are important to food and agriculture which result from the interaction between the environment, genetic resources and the management systems and practices used by people. It takes into account not only genetic, species and agro-ecosystem diversity and the different ways land and water resources are used for production, but also cultural diversity, which influences human interactions at all levels. It has spatial, temporal and scale dimensions. It comprises the diversity of genetic resources (varieties, breeds, etc.) and species used directly or indirectly for food and agriculture (including, in the FAO definition, crops, livestock, forestry and fisheries) for the production of food, fodder, fibre, fuel and pharmaceuticals, the diversity of species that support production (soil biota, pollinators, predators, etc.) and those in the wider environment that support agro-ecosystems*

(agricultural, pastoral, forest and aquatic), as well as the diversity of the agro-ecosystems themselves".

Agro-ecosystems have been described (also in the context of the CBD–FAO workshops):

"Agricultural ecosystems (or agro-ecosystems) are those "ecosystems that are used for agriculture" in similar ways, with similar components and similar interactions and functions. Agro-ecosystems are determined by three sets of factors: the genetic resources, the physical environment and the human management practices, which exhibit genetic, spatial and temporal variation, as well as by their interactions.

Agro-ecosystems may be identified at different levels or scales, for instance, a field/crop/herd/ pond, a farming system, a land use system or watershed. These can be aggregated to form a hierarchy of agro-ecosystems.

Agro-ecosystems comprise polycultures, monocultures, and mixed systems, including crop-livestock systems, agroforestry, agro-silvo-pastoral systems, aquaculture as well as rangelands, pastures and fallow lands. Their interactions with human activities, including socio-economic activity and sociocultural diversity are determinant."

Agricultural biodiversity has been further described in the process preparing for SBSTTA-5 as including:

- *harvested crop varieties, livestock breeds, fish species and non-domesticated ('wild') resources within field, forest, rangeland and aquatic ecosystems;*
- *non-harvested species within production ecosystems that support food provision, including soil micro-organisms, pollinators, green manures, biocontrol organisms and so forth; and*
- *non-harvested species in the wider environment that support food production ecosystems, (agricultural, pastoral, forest and aquatic) including landraces, 'wild' relatives of crops and livestock, environmental plants such as windbreaks for soil erosion control, etc."*

Other definitions shift attention from its components to the relationships between these and between the wider biodiversity, such as the definition proposed by IUCN in a Background study for the development of an IUCN Policy on Agriculture and Biodiversity (1999). While this definition overcomes some of the difficulties with the ones cited above, notably the problematic distinction between domestic and wild biodiversity, it could be seen as an "ecologists" definition in that it has lost a clear socio-economic and cultural element as well as the relationship of biodiversity to the production function of agriculture:

"The agrobiodiversity of a place or region is largely analogous to its biological diversity: it describes the range and variety of biological diversity within the farmed landscape. As farming has altered, and come to replace, the previous pattern of habitats and communities, agrobiodiversity also describes the range of different structures in the landscape, such as hedges and trees. For example, the agrobiodiversity of an up-land farm will summarise the obvious range of biological diversity and the variety of landscape features from the meadows, the walled and hedged fields through to marshland and small wooded areas."

OECD work on environmental indicators for agriculture including those for agrobiodiversity refers to the three different levels of Biodiversity (Genetic, Species and Ecosystem) and thirteen areas which range from wildlife habitat and biodiversity to farm financial resources and farm management, from nutrient use and soil quality to landscape and socio-cultural issues.

Some conclusions

SBSTTA-5 has resulted in important progress as regards the definition and scope of agrobiodiversity. The scope as defined is broad and suitable for the European context. However, there are three major concerns remaining here:

1. part of the discussion took only place in a contact group, late at night/early in the morning;
2. the proposed work programme as a whole still undervalues the functions of biodiversity in agricultural areas beyond the production of food and agriculture. In particular functions like nature conservation, landscape protection and tourism are hardly visible, whereas in particular these are crucial for the European countryside and
3. SBSTTA-5 “only” produced a recommendation: the discussion will come back at COP-5.

The Riga meeting can have a major contribution to overcoming these concerns. Some additional observations for the discussion:

- The agrobiodiversity work programme will have to address all biodiversity in agricultural areas. It should not only focus on biodiversity relevant to food and agriculture. Like the work programme on coastal and marine biodiversity addressing all biodiversity and not just fish, and the work programme on forest biodiversity paying attention to all biodiversity in forests, not just on trees. This is logical because of the strong interrelationship of all biodiversity within these systems, but also because of the ambition of the CBD to cover all biodiversity on earth through the set of thematic work programmes. The discussions on the work programme on agrobiodiversity might be driven too much from an agronomist point of view, whereas an interdisciplinary approach is needed. This is also a challenge for other disciplines: nature conservationist should be active and open in an interdisciplinary dialogue. Whether the different approaches should be integrated or not, can be a matter of discussion.

- Another complicating factor is related to the functional approach, which is highly relevant to agrobiodiversity, given the relatively strong influence of man on these (eco)systems. In the framework of the CBD, the focus is on the different functions of *biodiversity* itself, as expressed in several definitions given above. This is easily confused with the intensive debate on the multifunctional character of *agriculture*.

- The socio-economic and cultural determinants of agrobiodiversity have been barely mentioned. Biodiversity has not been addressed as a factor of production, as has been the case for capital investments and labour. This point may need further discussion.

- A clear definition, discerning as main components of agrobiodiversity (1) the genetic variety of domesticated plants and animals, (2) life suppport systems and (3) all wild flora and fauna on farmland is very useful. In fact, many countries already include these components in their approach, although perhaps under different names. However, such components of biodiversity should not be identified as items without relationship to each other: “domestic", “small” and "wild" agrobiodiversity are placed in separate categories by modern scientist and policy makers, not by farmers or nature itself.

5 Suggestions for policy, programmes and actions

As mentioned in the introduction, this paper can only present some suggestions. Before doing so, it is important to highlight the following drivers for (possible) changes in the agricultural sector:

A. Consumers, governments, NGO's and the public demanding better quality food, increased farm animal welfare and a continued supply of public goods in the form of environmental benefits of agriculture, including biodiversity.
B. Liberalisation of economies including agricultural markets which increases competitive intensity on a global level.Although this may lead to dimished pressure on the environment in certain regions, it may also lead to intensification (within the limits of environmental legislation) in other areas as well as marginalisation and abandonment in economically weaker regions. Both intensification and abandonment would lead to loss of biodiversity in areas with high natural values, unless adequate accompanying policies are put in place, in other words, unless, for example, adequate (agri-)environmental or other measures are adopted simultaneously or, better, in advance.
C. Economic and political transition in economies of central and eastern Europe which is loosening command and control management of agriculture and nature conservation sometimes in the absence of new institutions, laws and skills.
D. The coming integration of markets of the EU-15 and the 13 candidate countries can lead to a new situation regarding competition, which may have consequences for the continuity of certain forms of land use and hence biodiversity. This requires careful analysis of the effect of different approaches and adequate policy development in this field.
E. The global trade debate and European agricultural policies have their impact upon developing countries and agro-ecosystems. This should be carefully taken into account.

With this in mind the following proposals are put forward for discussion:

Global level

As regards the CBD programme of work on agrobiodiversity:

1. The multi-year programme on agrobiodiversity, to be adopted at COP5, should address in a balanced manner the three main interactions between agriculture and biodiversity in functional agro-ecosystems: a) the conservation and sustainable use of genetic resources useful for food, feed, fibre and agriculture as such, b) the conservation and sustainable use of components of biodiversity useful for maintaining the productivity of agricultural land and for food safety and c) the conservation and sustainable use of any other component of biological diversity occurring in agricultural landscapes.
2. Include in the CBD work programme a process in which the value of such a broad scope of agrobiodiversity is addressed, among others through public education and awareness;
3. Put more emphasis on mainstreaming agrobiodiversity by building biodiversity into agriculture planning. Promote expansion of CBD-FAO co-operation with IUCN, UNEP and World Bank;
4. Pay due attention to best farming practises and best policy practices. Best farming practices will help farmers to understand that agrobiodiversity can be translated into their daily management. Best policy practices will help to make best farming practices feasible. Make also better use of (traditional) knowledge on agrobiodiversity of local and indigenous communities in this respect.

As regards the World Trade Organization:

5. Investigate common interests in the field of biodiversity related to the WTO round of both all European countries and other, including developing, countries;

6. Build capacity, also at the Pan-European level, in order to understand and address complex issues, such as agricultural trade and globalization (e.g. the agreement on Trade-Related Aspects of Intellectual Property Rights), influence of multinational companies on agriculture sustainability, and sound and scientific evident
7. information on new technologies (e.g. GMOs);
8. Remove perverse incentives that will have a negative impact on conservation of biodiversity; maintain or improve measures with a beneficial effect on biodiversity.

Pan-European level (including EU)

As regards planning and co-operation:

1. Develop strategies for both the development of agriculture in CEE countries and the integration of markets of the candidate countries and the EU in order to ensure sustainable agricultural and rural development, respecting biodiversity;
2. Take due account of the impact on biodiversity of the next CAP reform
3. Develop strategies and means for similar objectives in NIS, taking both national resources and international funding mechanisms (like GEF, etc) into consideration.;
4. Develop a framework for information gathering and sharing on agrobiodiversity in a European context, which can be used in identifying priorities and formulating useful policy and guidance to other stakeholders such as the private commercial sector, farmers and consumers;
5. Make full use of the Pan-European High Level conference on agriculture and the environment in 2001 and the Kiev Environment for Europe Conference in 2002. , for increasing the political profile of the agrobiodiversity issue.

As regards tools for imlementation:

6. Develop common standards for inclusion of agrobiodiversity in (eco)labels, used in many western European countries and increasingly in central Europe;
7. Encourage (information sharing on) good practices, for example, encouragement of organic agriculture, codes of good agricultural practice (including environmental legislation), cross-compliance and agri-environmental programmes.

National level

Strategies and reports

Develop or adapt existing biodiversity strategies and other initiatives such as NEAPs to include agrobiodiversity and/or develop Agrobiodiversity Action Plans and/or include agrobiodiversity in agricultural planning;

Optimise the use of agri-environmental and other rural policies for biodiversity in EU, other West-European countries and candidate countries;

Implementation tools

Increase opportunities for combining biodiversity friendly agriculture with tourism in particula in areas suffering dereliction (e.g. through small scale on farm recreation facilities, improvement of regional/local agricultural products, etc.);

Recognise biodiversity as a public good which cannot always be captured by markets: greater emphasis on public payment for e public goods and services provided by farmers. Make better use of existing agri-environmental schemes for management agreements, including through better targeting for biodiversity. Make available sufficient budgets for this;

Develop indicators of delivery of environmental goods that include agrobiodiversity. Develop agrobiodiversity indicators within the overall CBD-framework on indicators, building upon work under way by OECD and EU.

Literature

As stated earlier, there exists an enormous amount of documentation in the field of agriculture and biodiversity, in particular in the West European context; less so in the eastern parts of the continent. It is far beyond the purpose of this paper to present an overview. A selection of titles are mentioned below, without any prejudice to other sources.

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Convention on Biological Diversity: visit the website at www.biodiv.org. In particular relevant are the agrobiodiversity papers for and from SBSTTA-2, and –5, and COP-3, -4 and –5. Most recent information is contained in the report of SBSTTA-5, namely the recommendation on agricultural biodiversity.

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ANNEX IV

Sustainable Use, Including Tourism

A discussion paper prepared by the German Federal Ministry
for the Environment, Nature Conservation and Nuclear Safety

0. Executive Summary

The Sustainable Use of the components of Biological Diversity is one of the three objectives stated in Article 1 of the Convention of Biological Diversity. Its implementation needs to be consistent with achieving the other two objectives of the Convention - conservation of biological diversity and fair and equitable sharing of benefits arising from the use of genetic resources.

Article 2 of the CBD defines Sustainable Use as: The use of components of Biological Diversity in a way and at a rate that does not lead to the long-term decline of Biological Diversity, thereby maintaining its potential to meet the needs and aspirations of present and future generations.

Therefore it is one of the main tasks of the CBD to elaborate a concept of Sustainable Use and specify the concept for each sector or sectoral activity such as sustainable tourism as one example of Sustainable Use of the components of biological diversity.

1. The Wider Context of Sustainable Use

Despite the fact that Sustainable Use is one of the three objectives of the Convention, the COP has not addressed this issue in depth up to now. To advance its implementation, there is a need to

(1) elaborate the concept of Sustainable Use outlined in the Convention - going along a comprehensive view of Sustainable Use in the light of the relevant provisions of the Convention - (see table).

(2) specify the concept for each sector or sectoral activity (like forestry, agriculture, tourism etc) and develop sectoral guiding principles for Sustainable Use,

(3) put the concept into operation,

(4) use the synergies between international processes, especially the Commission on Sustainable Development and its approach to sustainable development. Respective cooperation should be strengthened. Furthermore, use should be made of the experiences gained with Sustainable Use in related conventions,

(5) assess the existing thematic work programmes of the CBD to see how Sustainable Use is integrated into the programmes and which experiences are gained up to now with a view to improve the implementation of Sustainable Use.

Table: CBD-provisions in relation to sustainable use

General Provisions	#	Measures	Articles
International cooperation	1	Cooperation in respect of areas beyond national jurisdiction	5
	2	Cooperation in case of adverse impacts	14
	3	Research, scientific and technical education and training	12
	4	Educational and public awareness programmes	13
	5	Benefit sharing in relation to genetic resources	15.7
	6	Access to and transfer of technology, involving the private sector	16
	7	Information exchange	17
	8	Technical and scientific cooperation, capacity and institution building	18
Integration into national decision-making and policies	9	Sectoral or cross-sectoral plans, programmes, strategies and policies	10 (a); 6 (a), (b)
	10	Cooperation between government and private sector	10 (e)
	11	Identification and monitoring of components important for sustainable use	7 (a), (b)
	12	Compatibility and integration of conservation and sustainable use	8 (i)
	13	Protection and promotion of customary use and traditional knowledge	10 (c); 8 (j)
	14	Benefit sharing in relation to the use of traditional knowledge	8 (j)
	15	Incentive measures	11

	16	Research, training, technical and scientific cooperation	12; 18.2
Avoiding or minimizing adverse impacts	17	Measures to avoid or minimize adverse impacts	10 (b)
	18	Identification and monitoring of processes and activities with an adverse impact	7 (c)
	19	Regulation or management of biological resources (quotas etc.)	8 (c), (l); 10 (b)
	20	Remedial action	8 (f), 10 (d)
	21	Control of invasive alien species	8 (h)
	22	Environmental impact assessment and strategic environmental assessment	14
	23	Regulation of living modified organisms	8 (g); 19.3

2. Outcome of SBSTTA 5

SBSTTA 5 (Montreal 31.1. - 4.2.2000) calls upon Parties to integrate the Sustainable Use of biological biodiversity into the relevant sectoral or cross-sectoral plans, programmes, policies and national biodiversity strategies and action plans. In doing so the Parties should take into account the principles of the ecosystem approach.

In order to assist Parties to fulfil this request, the Executive Secretary of the CBD is asked to set up practical principles, operational guidelines and associated instruments of Sustainable Use as can be derived from the case studies submitted by the Parties. These requested case studies and lessons learned from the use of biological diversity should be forwarded to the Executive Secretary so as to guarantee that this important work can be done on a broad basis.

3. Sustainable Tourism as an example for Sustainable Use

In 1994, the Sustainable Tourism World Conference, held in Lanzarote, agreed on the "Charter for Sustainable Tourism".

One of the objectives of the Pan-European Biological and Landscape Diversity Strategy, approved in Sofia in October 1995 at the 3rd Ministerial Conference on "Environment for Europe" is the integration of biological and landscape diversity considerations into the various sectoral policies likely to affect the environment.

In 1997, the "Berlin Declaration on Biological Diversity and Sustainable Tourism" adopted by an International Ministerial Conference in which governments, international organisations and

national NGOs were represented elaborated general and specific principles as a framework for biodiversity friendly Tourism.

The Special Session of the United Nations General Assembly, held from 23 to27 June 1997, asked its Commission on Sustainable Development to develop an action-oriented international programme of work on sustainable tourism in co-operation with the World Tourism Organisation, the United Nations Environment Programme, the Conference of the Parties to the Convention on Biological Diversity and other relevant Bodies.

In decision IV/16 on institutional matters and the programme of work COP 4 included sustainable use, including tourism as one of the three focal areas for consideration by COP5 in May 2000.

In its decision on tourism and sustainable development the CSD at its 7th meeting invited the Conference of the Parties to the Convention on Biological Diversity to further consider in the context of the process of the exchange of experiences, existing knowledge and best practice on sustainable tourism development and biological diversity with a view to contributing to international guidelines for activities related to sustainable tourism development in vulnerable terrestrial, marine and coastal ecosystems and habitats of major importance for biological diversity and protected areas, including fragile mountain systems.

SBSTTA 4 did consider approaches and practices for the Sustainable Use of biological resources including tourism and prepared an assessment of the interlinkages between tourism and biological diversity, which includes the role of tourism in the sustainable use of biological resources and the potential impacts on biological diversity of tourism and decided that it would consider other aspects of sustainable use at its fifth meeting and identify sectoral activities that could adopt biodiversity-friendly practices and technologies.

The drawing up of guidelines on sustainable tourism as part of the implementation of the Convention on Biological Diversity was supported by the participants in the Council of Europe Colloquy on “Tourism and Environment: the natural, cultural and socio-economic challenges of sustainable tourism” (Riga, 9-11 September 1999).

3.1 Brief analysis

All these documents are very valuable contributions to the ongoing discussion on tourism, sustainable development and biological diversity, especially the assessment of the interlinkages between tourism and biological diversity, which includes the role of tourism in the sustainable use of biological resources and the potential impacts on biological diversity of tourism prepared by SBSTTA 4. The decision of CSD 7 on an international work programme on sustainable tourism development and its invitation to CBD plays a very important role for the future work on international guidelines for activities related to sustainable tourism development. As its implementation will be reviewed in 2002 when the ten-year review of progress achieved since the United Nations Conference on Environment and Development will be carried out, COP 5 should decide about CBD’s contribution to these international guidelines. As the invitation of CSD deals with vulnerable terrestrial, marine and coastal ecosystems and habitats of major importance for biological diversity and protected areas, including fragile mountain systems, systems which are covered exclusively by CBD, CBD should take the lead in the elaboration of these guidelines.

3.2 Issues to discuss for preparation of COP 5

Further work on Tourism as example for Sustainable Use should take into account

- the decision IV/15 of the 4th meeting of the Conference of the Parties of the Convention on Biological Diversity

- the outcome of the 7th session of the Commission on Sustainable Development on tourism and sustainable development and the adoption of an international work programme on sustainable tourism development

- that the General Assembly of the UN, in its resolution 53/200 of 15th December 1998, proclaimed the year 2002 as the "International Year of Ecotourism"

- the principle laid down in the Pan-European Biological and landscape Diversity Strategy, approved in Sofia in October 1995 at the 3rd Ministerial Conference on "Environment for Europe" to integrate biological and landscape diversity considerations into the various sectoral policies likely to affect the environment.

- the importance of tourism as one example of Sustainable Use of the components of biological diversity

The Member States of the European Union, the Member States of the Council of Europe, the CBD Central and Eastern Countries Group see it as very important that the Conference of the Parties adopts the assessment of the interlinkages between biological diversity and tourism in SBSTTA recommendation IV/7 and accept the invitation to participate in the international work programme on sustainable tourism development under the CSD process with regard to biological diversity, in particular with a view to contributing to international guidelines for activities related to sustainable tourism development in vulnerable terrestrial, marine and coastal ecosystems and habitats of major importance for biological diversity and protected areas, including fragile mountain systems.

Therefore the 5th COP of the CBD should decide on the preparation of a proposal for the contribution of CBD to these international guidelines, making use of existing material, including at regional level. The Executive Secretary should be requested to undertake the necessary steps so that the proposal can be presented for consideration at the 6th COP.

ANNEX V

BIODIVERSITY INDICATORS, MONITORING AND REPORTING

Discussion paper prepared by the Government of Latvia in cooperation with the European Centre for Nature Conservation (ECNC) and the European Environment Agency (EEA)

Main relevant COP5 agenda items and documents:

17.2 Identification, monitoring and assessment, and indicators
UNEP/CBD/COP/5/3 (recommendation of SBSTTA, as contained in the Report of the fifth meeting of SBSTTA)
UNEP/CBD/COP/5/7 (Report of the Global Environment Facility), and
UNEP/CBD/COP/5/12 Progress Report in cross-cutting issues
UNEP/CBD/COP/5/13 Progress Report on the mechanisms for implementation
UNEP/CBD/COP/5/14 (Report on additional financial resources), and
UNEP/CBD/SBSTTA/5/12/5 (note by the Executive Secretary on the development of indicators of biological diversity)
18.7 National reporting
UNEP/CBD/SBSTTA/5/14 (Guidelines for second national reports) and 5/3 (Report of SBSTTA5)

Executive summary

Without hard data on the state of Europe's nature and its relevance for European economy and society it will be difficult to convince policy makers, and the economic and financial sectors, of the pressing need to conserve nature. Monitoring and reporting on trends in Europe's nature is an important step in making policies and action on Europe's nature and biodiversity more coherent and consistent.

Comprehensive monitoring and reporting as well as the use of assessments and indicators will help policy makers to identify whether goals are achieved within the deadlines set.

The requirements on biodiversity indicators, monitoring and reporting stemming from the goals of CBD are far-reaching and demand long, intensive and integrated activities both in scientific and policy sector. This paper looks how these issues have been addressed in Europe in relation of the Convention of Biological Diversity and provides suggestions how the Joint European Meeting might consider developing it at the 5th Meeting of Parties.

Introduction

In the Ministerial Declaration from the UN/ECE 4th Ministerial Conference "Environment for Europe" 23-25 June 1998, it was decided to consider developing a European Biodiversity Monitoring Initiative. This followed a proposal by BirdLife/RSPB.

At the Strategy Council meeting of the Pan-European Biological and Landscape Diversity Strategy (PEBLDS) on 20-21 April 1999 it was agreed by the Council to entrust to ECNC and EEA the task of development a European Biodiversity Monitoring Initiative. On 5 July 1999 ECNC, and the EEA, held a meeting in Copenhagen to discuss a workplan for the project. At this meeting it was agreed to suggest to STRA-CO to proceed in phases and to let the outcome of each phase

determine the next. The relations to the next ministerial conference (Kiev 2000) would also be taken into account.

In its decision IV/1 A, the Conference of the Parties endorsed SBSTTA recommendation III/5, on current approaches to indicator development and recommendations for a preliminary core set of indicators of biological diversity, particularly those related to threats, and options for capacity-building in developing countries in the application of guidelines and indicators for subsequent national reports. This recommendation contained a series of short-term and long-term objectives. The short-term activities concentrate on incorporating existing science into the Convention process, mainly through preparatory activities carried out by a liaison group.

The 5th Conference of the Parties is invited to endorse the recommendation of SBSTTA, as contained in the report of its fifth meeting (UNEP/CBD/COP/5/3), and to consider any specific activities proposed by the Executive Secretary in light of that recommendation and other relevant information.

The relationship between this theme and the CBD was explored in the Strategy Council document STRA-CO (99) 11 which dealt with an analysis of the relationship between the CBD and the PEBLDS. Although in general the formal meetings of the Strategy bodies, which are open to 54 states, provide the opportunity for exchange of information and the opportunity for presenting reports thus corresponding to CBD articles 17 and 22, respectively. However, Article 7 Identification and Monitoring is the most relevant of the CBD articles together with Article 17 Exchange of Information whilst of the thematic areas of the CBD one specifically covers Criteria and Indicators. The exact relationship is presented in tabular form in the document STRA-CO (99) 11.

One of the aspects which could be highlighted is the PEBLDS support to the Clearing House Mechanism (CHM). Under Article 18.3 the CHM promotes technical and scientific co-operation at all levels among Parties to the Convention. As well, it facilitates access to the exchange of information on biodiversity by key CBD Articles and thematic areas. One of the Articles, namely 17, is covered through all the Action Themes of the Strategy and through the internet “Strategy Guide” which is a tool designed to support the role of a European Clearing House on the Strategy, and provides potential for strengthening links between the PEBLDS partners within the region.

The goals of the Convention are to ensure the conservation of biological diversity, the sustainable use of biological resources and equitable sharing of the benefits arising from the utilisation of genetic resources. Tracking the progress of these goals effectively calls for indicators that contribute to all three objectives. (UNEP/CBD/SBSTTA/5/12/5) This is reinforced by Article 7(b) to monitor the components of biodiversity and with Article 26 with the Decision III/10 of the Conference of Parties which calls upon parties to include in their national reports the indicators covering: forests, marine/coastal systems, inland waters and agro-ecosystems.

The COP has requested that a *core set of indicators* to be developed and used for national reporting and in the thematic areas important to the convention. (UNEP/CBD/SBSTTA/3/9/8). The developed *core set of indicators* is intended to assist Parties and other Governments to design, initiate and/or improve their national monitoring programmes. The development of a core set of indicators for national reports should be accorded a high priority.

Four groups of indicators have been elaborated for core set: *state*, *pressure*, *use* and *response*. The following model for development of indicator is the one thought to fit in the most appropriate manner by the Conference of the Parties (UNEP/CBD/SBSTTA/5/12/6):

a) The first track for immediate implementation considers existing and tested state and pressure indicators related to the conservation of biological diversity and to the sustainable use of its components

b) The second track, for longer-term implementation, should consider not only the state and pressure indicators, but also the identification, development and testing of response indicators for the three objectives of the Convention. The second track should also aim at continuous improvement of the state and pressure indicators for the first two objectives of the Convention.

Indicator development is at relatively young stage and, as a result, many research and operational programmes with varying methodologies are being developed globally, nationally and sub-nationally under banner of "indicators". An Assessment framework has been proposed for conservation of biodiversity, called the Nature Capital Index (NCI). The NCI-framework aims at providing a quantitative and meaningful picture of the state and trends of biodiversity to support policy makers in a similar way as socio-economic figures such as GNP, employment and Price index.

The reporting for the Convention has to be in streamline with reporting obligations to other conventions and institutions. For effective reporting national biodiversity information banks and data collection system are needed.

Elaboration of theme

The rationale for this theme is that a considerable number of initiatives on monitoring, assessments and indicators is ongoing and a wide range exists of interpretations of what constitutes monitoring, assessments and indicators. The differences in interpretations range over or combine: monitoring as a strict field based regular surveying of development: status/impacts in nature; monitoring of development of legal and administrative issues: responses and impacts of responses; monitoring as the same as reporting with analyses on the development of biodiversity, including both specific biodiversity or integrated reporting.

The 2nd PEBLDS Council submitted an overview text entitled "Progress Report on the Implementation of the Pan-European Biological and Landscape Diversity Strategy" to the Aarhus Ministerial Conference STRA-CO (98) 3. Subsequently a guiding framework for Action Theme reporting was outlined by the joint Secretariat in November 1998 for the proposed 3 rd Strategy Council of April 1999. The specific Resolution on biological and landscape diversity namely (STRA-CO (98) 7 rev 2) calls on:

Those countries which have not yet done so to draw up national strategies, plans or programmes for the conservation of biological and landscape diversity, and to define and undertake immediate and long-term priority actions, establish support mechanisms, and report progress. Further there was a request to the governing body of the Pan-European Strategy to monitor the implementation of this Declaration, building where possible on existing monitoring

and reporting mechanisms. This was debated in the Ministerial discussion on biodiversity, following a proposal of BirdLife/RSPB, and the issue of monitoring was concluded as being of high priority for future action. In subsequent discussion it was referred to as the Aarhus European Biodiversity Monitoring Initiative.

Policy Setting

In the policy development field the progress has been limited to the Ministerial Declaration from the "Environment for Europe" Ministerial Conference in which a decision was made to commence the initial preparations for a European Biodiversity Monitoring Initiative. This itself stems from an earlier phases when the formal Strategy text defined the following review and assessment procedures, which were endorsed at the Sofia Ministerial Conference. They are divided into 4 distinct parts:

- **Monitoring of the extent to which targets are being met:** the text indicates that the 5 year Action Plans provide tangible limits for monitoring the Strategy progress. Clear targets need to be measured against pre-agreed indicators. The Strategy defines that use should be made of existing indicators and monitoring programmes. All projects should contain the following monitoring programmes which identify: Specific parameters to be monitored; Methods and times scales; and, Output specifications.
- **Reporting:** through institutionalising the review process, the Strategy text proposed to hold regular assemblies of the government parties adhering to the Strategy, whereby actors undertaking specific actions could have the opportunity to report on progress. Reporting has been focused in Executive Bureau and Council meetings on progress reports of Action Theme leaders in response to requests from the joint secretariat of Council of Europe and UNEP.
- **Updating of actions:** the review process should be the occasion to examine opportunities or difficulties, review and amend the strategy action plans, and to initiate new actions.
- **Assessment:** assessment of the effectiveness of the Strategy should take place both during the course of the regular periods for Action Plans and at the end of its terms of reference. The assessment should be a regular opportunity to review the objectives and to redefine the targets.

Monitoring, exchange of information and technical and scientific co-operation form an important basis for implementing the Convention on Biological Diversity, and its Clearing House Mechanism, included under Articles 17, 18 and Annex 1: Identification and Monitoring.

Analysis

International actions - Global level

Initiatives in the field of biodiversity monitoring are still almost entirely focussed on developing theory on biodiversity monitoring and are undertaken by a number of bodies in Europe. Examples of such work include the Organisation for Economic Co-operation and Development OECD work on biodiversity indicators and the activities of the EEA, the ETC/Nature Conservation in Paris, BirdLife, Environment DG and Research DG, and UNEP. Of the four elements of Review and Assessment in the Strategy, the main action to date has been focused through reporting of progress of individual action themes by lead organisations to the Strategy Bureau and Council. This

ongoing action has been underway since 1996. In addition the main framework for monitoring and assessment of biodiversity itself is based on the "Europe's Environment" reports of the EEA

The obligation of OECD to elaborate environmental indicators (incl. biodiversity) has been expressed along two complementary lines: in 1989 OECD council called for further work to integrate environment and economic decision-making; member states have entrusted OECD to conduct a programme on environmental performance reviews with aim to improve the environmental management. Both obligations call for elaboration of environmental indicators. The core set of indicators includes few biodiversity indicators.

The World Bank is involved in several initiatives related to the environmental indicators. Its Environmental Economics and Indicators Unit (EEI) is involved in various projects related to indicators both within and outside World Bank. The projects more relevant to biodiversity indicators are the following:

- Environmental Performance Indicators – where appropriate World Bank supported activities include environmental indicators as part of broader set of indicators to monitor the project performance and impact.
- World Development Indicators – under the title 600 indicators of 6 sections are provided to measure the development. It incorporates also the indicators for biodiversity and protected areas.

International actions – Pan-European and EU level

Relatively little attention has been paid to the issues related to the biodiversity monitoring, indicators and reporting on their basis in pan-European dimension. For example this topic has not been thoroughly elaborated in the frame of Bern convention and also not in the context of Pan-European Biological and Landscape Diversity Strategy. The Pan-European dimension is mostly covered by the EEA's international initiatives.

Reporting on progress of national or regional actions in support of PEBLDS has been limited, and to date there is no clear overview of:

- What the overall in-country actions are in support of the Strategy. Harmonisation of reporting here illustrates the need for a clear link to the CBD national reporting and regional analysis for presentation at STRA-CO meetings.
- The financial situation as a whole or by action theme.
- A monitoring programme on biodiversity status.

Furthermore, there is the need for collaboration/or reporting procedures to other bodies, including CBD, EU, PPC/EAP. Particular attention is required on the progress under Review and Assessment of the Strategy, namely: *3.1* Monitoring of the extent to which targets are being met. This action of the Strategy text has still to be fully elaborated and criteria defined. However, "Operational Information and Monitoring the Strategy" has resulted in the Internet website, The Strategy Guide - a contribution to a Pan-European clearing-house. The Strategy Guide has established the Strategy Monitor on Status and progress towards implementation of the Strategy.

The political commitment of European Union (EU) to elaborate biodiversity indicators and monitoring is expressed in European Community Biodiversity Strategy (ECBS). The EU promotes

activities by the European Environmental Agency (EEA) and European Information and Observation Network (EIONET) and well as through Agricultural and other sectoral initiatives.

ECBS proposes to promote the development of system of indicators based on a species and ecosystems approach. The research on this system will be included in the new Multi-Annual Work Programme of the European Environment Agency and its Network. In addition, Eurostat is developing indicators of pressures affecting biodiversity in the context of its Pressure Indices Project.

The EEA leads the expert group to develop the European Community Clearinghouse Mechanism of the CBD and therefore also follows the needs for development stemming from the CBD. For the purpose of data collection and dissemination European Nature Information System (EUNIS) has been established. One of the main limiting factors in establishing a sound indicators-based reporting system is felt to be the availability of data in construction of indicators.

The monitoring activities on biodiversity in EEA have been conducted including through the CO-oRdination of INformation on the Environment (Corine) programme, the European Topic Centre on Nature Conservation and European Nature Information System (EUNIS). On the basis of collected information the European state of environments have been compiled, such as Dobris assessment, Dobris +3 and Environment in the European Union report.

EEA's specific work is to establish a Yearly Indicator Report (YIR) with the aim to publish a regular indicator-based report, covering the priority environmental issues relevant at European level, within the DPSIR framework (Driving-Force/Pressure/State/Impact/Response). The outcomes of YIR will be presented in 2002 at next European Environment Minister-meeting in Kiev. YIR incorporates also biodiversity indicators.

In terms of the role of indicators much work has been started. In recognition of the complex and interactive mechanisms that characterise environmental processes, international institutions such as EUROSTAT, the EEA and OECD have started recently to apply Driving Force-State-Response Frameworks (DSR). By being strongly based on agri-environmental indicators, the emerging DSR models point at the need to increasingly apply existing as well as new indicators. The aim of this approach would be to investigate how current indicators relate to the DSR Framework, which functional links between the different environmental themes require special attention, and which indicators need to be added in order to make DSR Frameworks operational for environmental reporting and policy implementation.

Implementation itself should be based on the following principles:

- Define clear objectives based on European environmental legislation and existing environmental reporting practices;
- Promote methodologies and data management that build and expand upon existing initiatives (EUROSTAT, OECD, EEA and its Topic Centres) to ensure cooperation and to avoid duplication of work;
- Seek synergy with other ongoing FAIR projects such as FAIR1- CT95-0274 (agri-environmental indicator selection for Reg. 2078/92);
- Focus on the methodological shortcomings of current approaches and propose techniques to overcome these;
- Address issues of sustainable use of resources with special regard to agriculture;

- Put special emphasis on linking related environmental issues (indicators) in order to explore synergetic processes;
- Bridge inter-disciplinary gaps between sectors and methodologies;
- *Explore opportunities to use 'effect indicators'.*

The analysis of the existing indicator programmes at the international level, data for various sectors or pressure factors is often gathered in isolation, lacking functional links. This is especially true for the link between pressure and state indicators, especially if these cross different disciplines. A classical example for cross-disciplinary analysis is the relation between aspects of biodiversity and certain land use changes or modifications. For introducing 'effect indicators' to future environmental assessment it will be necessary to come up with some suggestions for the opportunities as well as limits with regard to scale and reliability of the functional links.' and 'management indicators'; take into account the issue of time-lag; identify appropriate territorial units of analysis scale and spatial reference; explore opportunities to use indicators for illustrating environmental trends; give some basic information on the type of response indicators that correspond with the state and driving force aspects.

Sub-regional and national actions

The importance of establishing functional set of indicators and respective biodiversity monitoring system has been emphasised to certain extent in polices of most of the European countries. The need for data-collection and compilation increases with the increase of international co-operation and obligations, and that is also acknowledged everywhere. At the same time the principles, historical causes and capacity for biodiversity monitoring programmes varies greatly among the countries.

In most countries the biodiversity indicators are part of state of environment reporting, but it has been admitted that biodiversity is one of the weakest areas in this field and only begin to be considered as important and inseparable part of reporting. Usually only few indicators have been introduced and that is far from sufficient and holistic reflection of all aspects of biodiversity. There are also very few cases, if at all, where the biodiversity monitoring system is a data provider for national set of indicators. Usually these two fields stand apart.

So far the importance of establishment of biodiversity monitoring and indicator system in not regarded a priority in environmental policy of most of the European countries. However, few countries pioneering in this field reveal the importance of the issue in national, regional and global level.

Similar to other European countries, in the Baltic States biodiversity monitoring has gained certain attention in the environmental policy strategies and action plans, but is not considered to be a priority. Even less attention has been paid to the importance of elaboration the biodiversity indicators. However, very first steps have been made for incorporating indicators into reporting process.

The establishment of functional biodiversity monitoring system is still under consideration or development in Baltic States and is probably most advanced in Estonia. But even there it is not designed to provide data for biodiversity indicators. These two issues stand apart. The experience in Estonia shows the need to build up the biodiversity monitoring system as a separate and holistic programme, but connected to other environmental monitoring fields.

The most important experience in Baltic States in establishing environmental (incl. biodiversity) indicators and reporting on their bases, stems from preparation of Baltic State of Environment Report (BSoER; 1998) as a joint effort of the three countries co-ordinated by Baltic Environmental Forum (BEF). The long-term goal of the effort, *inter alia,* is to establish a methodologically sound set of indicators capable to reflect holistically the status of biodiversity within its all components, levels and attributes, but also to gauge objectively the pressure from human society to the biodiversity and the response to negative changes.

The elaboration of a set of biodiversity indicators capable to reflect pressure, state and response for BSoER is regarded as a long-term goal achievable only in continuous and long process, which incorporates the joint effort of policy-makers, data managers and scientists. This process has been divided into rotating cycles consisting of three phases: identification of indicators in relation to policy goals, data collection and assessment of trends. The identification of indicators in the next phase includes also the evaluation of the quality of applied indicators and, if needed, reshaping of existing indicators and/or elaboration new ones. Currently the second BSoER is under preparation and the indicators have been revised.

The tool for elaboration of indicators (biodiversity) for BSoER is regional seminars with the involving decision-makers, data-managers and scientists from the three Baltic States as well as international experts. These seminars have been the “collective laboratory” for testing the proposed indicators and getting ideas for new ones.

The main limiting factor for applying indicators is low data availability in all three countries. Additionally the need for synchronous data complicates the situation. Furthermore, the information is very scattering because unified databases and monitoring schemes are not available.

The exercise of common Baltic indicators for biodiversity has revealed several important issues:

a) Serious attention has to be paid to methodological issues. Even so similar countries, as the Baltic States, differ in their political, legal and institutional system to the extent that the indicators may have different meaning in the context of each country, and thus their values cannot be compared. Even time-trends within one country might be difficult to achieve because the political, legal and/or institutional systems are constantly changing. For instance, the proposed indicator “protected species” had to be disregarded as it's meaning depends in the legal system different in each country, but also in the same country during different time-periods. That makes the comparisons in space and time impossible.

b) Care should be given when deciding what proposed indicator indicates. It has to be analytically sound and may not provide any misleading information. For example, the proposed state indicator – abundance of a top-predator (wolf) - had to be disregarded as its number depends on the quality of habitat and food resources, but also on hunting pressure and migration from neighbouring countries. Multiple factors behind the value of indicator will decrease the applicability of the indicator and result in misleading conclusions in assessment process.

c) The scope of existing set of indictors has to be compared in each country against the complexity of the biodiversity to find the gaps. That is especially good, as it allows improving the indicative quality of the set of indicators. In the BEF initiative the aim is to

find indicators to all ecosystems (habitats) of the region (forests, sea, open-land, freshwater etc.), the possible causes of pressure from all sectors and the responses from all operational levels (policy, legal, management etc.).

d) The dialog with policymakers, information managers and scientific experts proved to be especially useful, as it ensured relatively high level of policy relevance, data support and scientific credibility even in the first experimental set of biodiversity indicators.

e) The comparison of indicators between Baltic States, but also with other countries and international organisations helped to fine-tune the indicators. Comparing the indicators among countries and with international sets show the need to consider from beginning the format of already existing indicators elsewhere for sake of comparability.

f) The assessment process showed that in case of state indicators there are limits of comparability depending upon the bio-geographical regions of the countries.

g) As the Baltic biodiversity indicators are developed in the frame of overall environmental indicator development initiative, it opens the possibilities for extensive assessment through cross-references to other environmental indicators.

h) The elaboration and application of response indicators appeared to be one of the most complicated tasks. That was due to the difficulties in identifying direct responses, but even more, due to complications in quantifying response.

i) The specific complication in elaborating sound indicators of biodiversity originates from the complex nature of biodiversity itself and from our still poor knowledge about it. Due to that it is
j) difficult in current stage to identify the cause-effect links between pressure, state and response.

Conclusions

Activities at the regional and international level

Reporting: Detailed Action Theme reporting is now well underway, having been submitted since the first Executive Bureau and Council meetings. There is no formal national reporting nor strategic level overview reporting of the Pan-European Strategy progress. From this further action could be developed to produce Strategic reporting to assist in priority setting the future as in the basic philosophy of implementing the Strategy (See document - Pan-European Strategy - Progress report 1996-1998 (STRA-CO (98) 3).

Updating of actions: Updating of action plans, to follow the principle of updating allows flexibility in the means by which to pursue the fundamental objectives of the Strategy, including a regular opportunity to review the objectives and to redefine the targets. The 3rd Strategy Council meeting was proposed as the next occasion to review the situation and to provide the opportunity to redefine the targets for the next Work Programme 1999, and the next action plan 2001-2005.

Assessment: Assessment of the effectiveness of the Strategy should take place both during the course of regular periods for Action plans and at the end of its term of reference. This activity has yet to be fully elaborated. The Scheveningen meeting of Action Theme 3 in 1997 was the first

to assess the overall Strategy progress, followed by the PEBLDS – this was followed by the Peterborough meeting of 1998. See documents: Evaluation of the Strategy - (STRA-BU (97) 37)

Progress towards achieving PEBLDS objectives (i.e. the status of biodiversity) and implementation of PEBLDS actions are inadequately monitored at present. Without monitoring and assessment at regular intervals it will be difficult for PEBLDS to maintain its momentum and direction and to improve its effectiveness. See documents: Operational Information and Monitoring the Strategy - (STRA-BU (97) 38

With regards to the use of indicators and their role in future policy implementation, the EU should be in the position to access a number of different indicators which are defined according to region-specific criteria and which are applied in different combinations. In more concrete terms, the indicators must allow to inform about the actual and most dominant impact of agricultural activities on landscapes (elements, functions, aesthetics), biological and genetic diversity (species, ecosystems), water and soil quality in any given (ecological) region of the EU. The indicators will have to answer questions such as: What are the most reliable indicators for the state of a region's biodiversity - will be the presence of certain key species or the distribution and area coverage of a certain habitat type. Is there a link between pesticide discharge and the disappearance of key species?

To which degree are land use changes and certain forms of agriculture affecting the aesthetic and functional integrity of landscapes? How do overall levels of emissions deriving from agricultural land use affect the national and European contribution to climate change or nitrogen input into the hydrological systems? These and other indicators will also be useful to measure and predict the consequences of agri-environmental measures: e.g. will extensification be the adequate response to improve a region's water quality - if this is the objective.

Reporting: National Reports are submitted to the CBD Secretariat under the Convention on Biological Diversity. Many parties already include progress information on PEBLDS in their reports. There is no full Pan- European regional report to the CBD (cf. the "Europe's Environment" reports of the EEA). Combined reporting and monitoring is undertaken by the European Environment Agency through its "Europe's Environment" reports. Presented in the report is a clear picture of the state of the environment in Europe and the main areas requiring action at national or international level. The version entitled *"Europe's Environment: The Second Assessment"* (1998), was designed to form a key input to the June 1998 Environment for Europe Conference in Aarhus, the fourth meeting of Environment Ministers of all European countries. This report builds on and updates Europe's Environment: The Dobris Assessment, the first pan-European state of the environment report published in 1995 by the EEA.

The next Europe's assessment report is foreseen for 2003. Meanwhile a state-and outlook report for the European Union was be published mid 1999. Yearly Environmental Signal reports based on indicators will begin from late 1999, and in 2000 a special report on Europe's biodiversity is foreseen. These reports will more and more be based on indicators and standard datasets and will be developed in collaboration with the European Commission, Eurostat, OECD and Council of Europe and other international institutions, including NG0s.

For most political instruments though, performance and response indicators are still not well developed, making reporting difficult. Reporting of Pan-European Strategy progress to other parties, EU, CBD, EAP or PPC is not presently undertaken. In addition there is no existing

reporting mechanisms of the various observer groups to the Strategy, namely the International Financing Institutions, NG0s, research community . Other reports on biodiversity at the wider European level include the ECNC publication "Facts and figures on Europe's biodiversity - state and trends 1998-1999".

Synergies between the European organisations

Meetings, which specifically relate to biodiversity monitoring and reporting and which aim to increase the synergy between European organisations include, amongst others:

- Symposium on Nature Conservation monitoring at the European level, organised by Bundesamt fur Naturschutz, BfN (Vilm, Riigen 1-5 March 1999).
- Scoping meeting: a framework for an integrated approach to European Biodiversity Monitoring and Reporting, organised by ECNC and hosted by English Nature (Peterborough, 15 March 1999).
- A series of meetings relating to biodiversity and agro-biodiversity indicators have also been held under the auspices of OECD and EC and in early 2000 a workshop is planned to take place, organised by ECNC together with the EEA.

Message from the European Perspective to COP-5 CBD

Follow-up to the Aarhus Declaration and Resolution. Reporting on biodiversity is recognised as a challenge and is an increasingly important input to European nature conservation policy. The Convention on Biological Diversity puts biodiversity reporting at the heart of nature conservation policies and the assessment of their effectiveness. However, the EEA states in its "Europe's Environment: the second assessment" that the information base for assessing the status of Europe's biodiversity is particularly weak. It is recognised that greater efforts need to be made to find ways of measuring the biodiversity of a region using an objective set of biodiversity indicators. As indicated in the ECNC report *"Facts and Figures on Europe's biodiversity",* 1998-1999 (1998) there is still much work to be done.

European Biodiversity Monitoring Initiative. Following a proposal of BirdLife/RSPB the Aarhus Conference decided to consider developing a European Biodiversity Monitoring Initiative which includes a harmonised system for monitoring progress on implementation of biodiversity related agreements in Europe including PEBLDS. Until now, the EEA and its European Topic Centre on Nature conservation (ETC/NC) have run projects in preparing the ground for future monitoring by exploring the national and international experience in the field of biodiversity monitoring, in particular on site monitoring. The EEA intends to continue to elaborate monitoring initiatives in the foreseeable future.

Strategic Recommendations and Priorities

There is number of international, regional and sub-regional programmes for state of environment reporting, which include the biodiversity field. However, the biodiversity is the least elaborated in these programmes. Only few operational indicators for biodiversity exist to date and intensive work is needed to develop the set indicators capable to provide comprehensive insight to changes biodiversity.

In Europe, there are various and numerous initiatives for establishing sets of indicators for biodiversity, the monitoring system and harmonised reporting procedures in national, sub-regional and regional level. That makes Europe a good area for testing the overall system for biodiversity monitoring, sets of indicators and harmonised reporting.

47)As the content of biodiversity differs from one bio-geographical region to another, it is recommended to intensify the co-operation between countries in the same bio-geographical region to elaborate at least region-specific state indicators allowing sound comparison between countries.

The elaboration of indicators is recommended to conduct as a cycle: indicator identification, data-collection, and assessment of status and re-evaluation of indicators. There is overall inadequacy of data to apply biodiversity indicators. Many countries have established, or are preparing the biodiversity monitoring schemes. These efforts are separated from the elaboration of indicator set. It is recommended to merge these two activities.

There is an ultimate need to evaluate the proposed indicators from methodological point of view. The indicators have to be analytically sound, politically relevant, comparable and user-friendly. For this purpose regional collaboration with attendance of scientists, data-managers and decision-makers has proved to be useful and is recommended.

Contracting parties are obliged to report to several international conventions and institutions. The reporting requirements should be harmonised between conventions and international institutions to spare time and resources of parties and to provide better understandable reports. So far the sets of indicators elaborated only partly follow the ecosystem approach and several ecosystems (e.g. freshwater and marine ecosystems and habitats) are partly or not at all covered by these. There is a need to ensure that the indicators in use will cover all ecosystem (habitat) types (forest, grasslands, freshwater etc.)

Simple questionnaires for CBD reporting might not be sufficient for collecting information because replies with simple “yes/no” can be very subjective. The report should also include the information, preferably as indicators, which is used as a base for replies.

Sectoral approach of impact indicators currently tested in Europe is interesting development and could be recommended to follow by other regions.

Although the biodiversity seems to be too complex to be put into the frame of simple indicators it is highly recommended to start first reporting cycle on a bases of even very limited set of indicators derived from currently available data. The data collection process and assessment of trends leading into revision of indicator set will improve it constantly.

Based on the above there are two key recommendations

It is proposed to prioritise the development of a feasibility study towards setting up the Aarhus European Biodiversity Monitoring Initiative which could include the specific items below.

Elements within such a feasibility or scoping study could include:

- Analysis of other ongoing and relevant initiatives, ensuring the incorporation of relevant activities undertaken in the framework of the "Environment for Europe" processes, including NEAPs and EEA reports, as well as through building on the work currently

underway at the EEA with a view to developing European Biodiversity Indicators which parallel those in other areas of environmental concern. (e.g. common standards and procedures of data collection on rare and common species, sites and habitats).

- Development of systems for monitoring the implementation and effectiveness of agreed actions by responsible bodies at Pan-European, Subregional, National and Local scale.

- Increased co-operation and synergy of monitoring and reporting between the PEBLDS, EU and CBD processes, focusing on reporting procedures and on development of regional Clearing House Mechanisms where applicable.

- Review the relationship with the EC Clearing House Mechanism towards seeking synergy between these activities, along with the Strategy Guide and the UNEP National Action Plan project.

Preparation of an Action Plan, based on the outcomes of the actions as listed above.

- Clear maintenance of a Strategic overview to monitor overall PEBLDS progress, incorporating Action Theme, Regional, National and target group activities as well as progress towards financial considerations (Convention secretariat, funding bodies, NGO and scientific community), linked to the Strategy monitor within the Strategy Guide website.
- Develop on-the-ground data collecting and organising networks for biodiversity monitoring at a continental scale and assessment of the national instruments involved.

ANNEX VI

SCIENTIFIC AND TECHNICAL COOPERATION AND THE CLEARING-HOUSE MECHANISM

A discussion paper prepared by the German Government in cooperation with the European Centre for Nature Conservation (ECNC) and the European Environment Agency (EEA)

0. Executive Summary

Summary of theme and relationship to CBD and European progresses

The Clearing-House Mechanism of the Convention on Biological Diversity promotes technical and scientific co-operation at all levels among Contracting Parties to the Convention. It also facilitates access to and the exchange of information on biodiversity around the world. Created in accordance with Article 18 (3), the Clearing-House (CHM) is a key to achieving the Convention's three principal objectives: the conservation of biological diversity, the sustainable use of its components and the fair and equitable sharing of
benefits from the use of genetic resources.

The Pan-European Member States are assisting through their CHM-National Focal Points the European Community and the European Environment Agency since 1999 in the European Community Clearing-House Mechanism project (EC-CHM project). The EC-CHM project could be used as platform to facilitate discussion and exchange of experiences on Pan-European level on options and practical solutions which should help to clarify potential ways and means on the main services and uses provided through the CHM as well as how to proceed with scientific and technical cooperation in practic. Still there exists no clue how to practically work on this important CHM goal.

Brief analysis

The documents on the CHM presented by the Secretariat for the 5th meeting of the Subsidiary Body on Scientific, Technical and Technological Advice (SBSTTA) and the 5th meeting of the Conference of the Parties (COP) are valuable contributions to the further needs-driven development of the CHM, the future identification of priorities for action as well as for the clarification of deliverables accessed via the CHM. This process of priority setting of the CHM is still needed and should help to shape the core competences and the „niches„ of the CHM to better understand what the CHM is about and which benefit we can expect from its use. This is also related to the question of „quality of data and information„ and its use for decision making as well as reporting purposes.

I. Introduction to the Clearing-House Mechanism

Article 18 of the CBD requires that the Conference of the Parties (COP), at its first meeting, shall determine how to establish a clearing-house mechanism to promote and facilitate technical and scientific cooperation. Subsequently, the 1st COP (1994) decided to establish the clearing-house

mechanism, and also decided that ist activities should be funded from the regular budget of the CBD Secretariat as well as from voluntary contributions. 2nd COP (1995) required CHM to use Internet as well as other means for its functionality. 3th COP (1996) decided on pilot phase of the CHM that ends in December 1998. The 4th COP (1998) requests all governments and bilateral and multilateral funding institutions to provide funding for the development and implementation of the CHM, including support for national as well regional and subregional CHM activities.

The CHM is therefore the information and cooperation system of the CBD and its partners and has at least three goals, all of which are necessary for achieving the goals of the Convention on Biological Diversity:

- Cooperation — *the* promotion and facilitation of scientific and technical cooperation,
- Information Exchange — the development of a global mechanism for exchanging and integrating information on biodiversity, and
- Network Development — the development of the CHM Focal Points and their partners

The SBSTTA5 document on the pilot-phase of the clearing-house mechanism together with the report of the Independent Review of the 3-year pilot phase of the clearing-house mechanism, the Strategic Plan for the CHM and the CHM longer-term programme of work presented by the Secretariat of the Convention to SBSTTA5 and COP5 are valuable contributions for the discussions at COP5.

The European Environment Agency EEA assists the European Commission in setting-up the European Community Clearing House Mechanism under the Convention on Biological Diversity. The project lasts for two years and started with a Feasibilty Study in 1999 to identify main requirements and services expected to be provided through the EC-CHM. This work was organised with a Steering Committee and a Task Force. The Steering Committee was open to all interested countries of the Pan-European Community, while the Task Force consisted of representatives appointed by EEA from countries which expressed special interest in collaboration. The EC-CHM web-site will be officially launched in March 2000. The EC-CHM website will provide a Road-Map on the existing EC information sources related to biodiversity as well as will give access and will relate to the PEBLDS, EC Biodiversity Strategy and will make available Biodiversity Country Profiles.

II. Elaboration of Topics

1. Scientific and technical cooperation

The design and implementation of the Clearing-House Mechanism (CHM) is one of the priorities of the Convention on Biological Diversity. One major priority and the origin of the Clearing-House Mechanism is to facilitate scientific and technical cooperation via the CHM. Still discussions are needed on this complex issue how to practically implement this major objective. These discussions should validate options on the creation of a CHM-based „Global Scientific Cooperation Platform„ supported by the NFPs-CHM in the context of the global CHM-net. Research priorities could be taken from the actual COP workprogrammes. Ways and means should be further explored how existing multi- and national research funding institutions and programmes are prepared to reflect these priorities in their respective calls for research proposals. It should be

explored if the Global Environment Facility (GEF) could give support to the creation and implementation of the „Global Scientific Cooperation Platform„.

In addition multi- and bilateral donor agencies should recognize the Convention´s research needs and explore in their ongoing and planned cooperation projects possibilities of their conceptual integration. To further stimulate the transfer of technology and transfer of know-how, experiences and best practices from technical cooperation projects related to biodiversity should be compiled and made available through the CHM. The option on a database with meta-information about ongoing technical and scientific projects related to biodiversity should be further discussed.

2. Aarhus-Convention and the public

In the future design and use of the Clearing-House Mechanism it will be also important to consider the Convention on „Access to information, public participation in decison-making and access to justice in environmetal matters„ known as „The Aarhus Convention„ as a backbone for user´s participation in the development of the Convention. This contributes also to public awareness and capacity building and the raise of interest in the Convention. The EC-CHM project could support the public awareness and capacity building process in European Community Member States and also through observers from other European countries on ie:

(i) continue within the EC-CHM framework with an Pan-European EC-CHM Advisory Group;
(ii) have EC-CHM Advisory Group Meetings in changing Pan-European Member States in order to discuss specific topics and organise in connection with the meeting a national „biodiversity fair„
(iii) explore options on common environmental public awareness building activities.

3. Relations with new initiatives ie. GBIF, CEPF

From the Convention´s point of view it will be of utmost relevancy that all new initiatives launched ie. the Global Biodiversity Information Facility (GBIF) and the proposed Critical Ecosystem Partnership Fund (CEPF) will be in-line with the goals of the CBD. GBIF should play a crucial role in filling the niche about existing taxonomic data and information as well as develop a competence by strategically use taxonomic and other data to model and predict changes of biodiversity in alignment with article 7 of the Convention. New initiatives in the area of biodiversity should on the one hand contribute to the decision support function of the Clearing-House Mechanism as well as should explore the potential facilities the CHM can offer to them.

4. Synergies between ongoing Conventions

Priority setting will require also to carefully consider on all levels – national, regional, eco-regional and global – in which form synergies can be used or strategically be created by linking Conventions and biodiversity related information initiatives and systems ie. for the beneficiary use for national reporting requirements. Some experiences on how this could be realised may be achieved by the European Community Clearing-House Mechanism project (EC-CHM project) developed in close cooperation with European CHM-National Focal Points.

Final remarks

The potential role and contributions of the Pan-European Member States and the European Commission in the strategic development of the Clearing-House Mechanism should be recognized. In this context the EC-CHM project should help to better understand potential roles and functions of a Pan-European CHM and the benefits the Member States can expect from the use and their active participation in it. The overall development of the CHM should be based on the Parties to the Convention, their NFP-CHM and moderated by the Secretariat of the Convention assisted by the CHM-Informal Adivisory Committee.

Recommendations and possible discussion points for preparation of COP-5

1. Ensure that all Pan-European Parties to the CBD establish and implement National CHMs and assist those Parties which do not yet have CHMs

2. Review and participate or promote in the development of a common Pan-European CHM and contribute to the global CHM-net, building and combining with existing regional and national initiatives as far as possible specially under the Pan-European Biodiversity Landscape Diversity Strategy (PEBLDS) and the European Community-CHM (EC-CHM).

    - Use the EC-CHM-project for raising public awareness on the CBD on Pan-European level as well for the identification of main services, needs, exchange of experiences and practical solutions in close coordination with the National Focal Points of the CHM (NFP-CHM)
    - Avoid duplication with other biodiversity-related Conventions and stimulate the creation of synergies between them by using a common information platform at the Pan-European, Regional and National levels and recoginze the increasing country participation in the EEA and EU accession
    - Use the „Aarhus Convention„ as a backbone for user´s participation in the development of the Convention in particular revise the Pan-European Biological Landsape Diversity Strategy website „the Strategy Guide„ to respond to the Pan-European needs of the CHM
    - Different information networks are working with different mandates therefore promote the creation of proper web-links to the proper information and data sources for the CHM
    - Consider ways and means on how Parties can be helped in fulfilling the tasks recommended by SBSTTA 5 on the CHM which might be part of COP 5 decisions.

3. Develop the CHM efficient and effectively towards the Convention´s scientific and technical cooperation platform closely related to the research priorities identified in the Convention´s workprogrammes

    - explore options on how research priorities from the Convention´s workprogrammes can be „visualized„ in multi- and bilateral donor cooperation programmes ie. EC 5th Framework Research Programme as well as how these priorities can be introduced into regional and national scientific funding programmes
    - identify and clarify the potential relations between different initiatives and reporting networks ie. PEBLDS, the Environment for Europe Ministerial Process, EU Working Group on Biodiversity, EEA networks including European Environment Information and

Observation NETwork (EIONET), the Global Biodiversity Information Facility (GBIF) and the Critical Ecosystem Partnership Fund (CEPF) to the CBD as well explore the potential role the CHM can play

4. Ensure that adecuate financial and human resources are made available to meet the needs for the CHM at the Pan-European, Regional and National levels.

5. Invite members of PEBLDS and the EC-CHM Steering Committee (and its Advisory Group successor) to assist on reviewing and promoting the recommendations and have a side event at COP5 on the Regional and National actions under the CHM in Europe.

6. Consider the terms-of-reference of the CHM Informal Advisory Committee (IAC) recognizing its important role in the continuous assistence and guidance to the Executive Secretary on the CHM according to decision IV/2 10(c).

ANNEX VII

FINANCIAL RESOURCES AND MECHANISMS

A discussion paper prepared by the Swiss Agency for Environment, Forests and Landscape (SAEFL) and the European Centre for Nature Conservation (ECNC)

Main relevant COP5 agenda items and documents:

18.1 Financial resources and mechanism
UNEP/CBD/COP/5/7 (Report of the Global Environment Facility), and
UNEP/CBD/COP/5/14 (Report on additional financial resources), and UNEP/CBD/COP/5/15 (Further analysis of the design and implementation of incentive measures, and
UNEP/CBD/COP/5/18 (proposed budget for the programme of work for the biennium 2001-2002).

18.7 National reporting	UNEP/CBD/SBSTTA/5/14 (Guidelines for second national reports) and 5/3 (Report of SBSTTA5)
19 Operations of the Convention	UNEP/CBD/COP/5/4 (Report of the intersessional meeting) and 5/17 (Operations of the Convention)

Executive Summary

This paper provides an overview of relevant provisions of important international agreements regarding biodiversity conservation and sustainable use in Europe, and an analysis of financial resource constraints regarding the operationalization of these provisions. The resulting observations form the basis for a number of lessons learned. The authors then suggest some recommendations to address the identified constraints.

Europe is atypical to other regions in the world: the problem is not that we do not have sufficient mechanisms for regional cooperation, but we lack coherence. An important lesson learned is the need for increased convergence in relevant policies, programming, and funding priorities of European governments. More concerted and targeted efforts at inter-European coordination of biodiversity support activities are recommended.

To date European biodiversity funding is too limited and that wider possibilities for resourcing European biodiversity conservation should be explored, especially by linking up with policies and frameworks for financial and economic sectors, by highlighting the economic, investment and employment benefits of biodiversity conservation, and by finding synergy between relevant global policies, in particular CBD and GEF, the Environment for Europe process and EU policies and financial mechanisms.

Ultimately, what is needed is not just a change towards more integrated thinking by all sectors, but also a change in the approach to action: better coordination among European nations

and more effective monitoring and synergy of the financial support and efforts made throughout Europe, and with the developing world.

Introduction

The Swiss government SAEFL and the European Centre for Nature Conservation (ECNC) have agreed to jointly draft this paper, and the Swiss government has agreed to submit it to the RIGA-conference. Both Switzerland and ECNC have been involved in promoting the strengthening and increase in European biodiversity funding for several years now.

Resources, both financial and otherwise, are vital for the successful implementation of the Convention on Biological Diversity (CBD), the Pan-European Biological and Landscape Diversity Strategy (PEBLDS) and the EC Biodiversity Strategy. Therefore in all these instruments resourcing is an explicit topic. Biodiversity resourcing is not simply financial, but could also take the form of human resources, exchanges of expertise and training support. So far the level of European and national resourcing for biodiversity and landscape actions is relatively low, especially compared to the available resources in other sectors, including environmental sectors. Resource constraints are a severe obstacle for the implementation of European biodiversity policies.

This discussion paper suggests ways to increase the level of resourcing for biodiversity conservation and sustainable use in Europe, in particular by promoting the benefits of increased synergy between the Convention on Biological Diversity (CBD), Pan-European Biological and landscape Diversity Strategy (PEBLDS) and the EC Biodiversity Strategy on the one hand, and programmes and policies of commercial, financial and multilateral and bilateral support programmes on the other.

International and national context

In the CBD resourcing is prioritised in Article 20 Financial Resources of the Convention. The COP5 recognises the importance of this issue as noted in the Agenda item and in the paper UNEP/CBD/COP/5/14.

In the 3rd European Ministers Conference “Environment for Europe”, held in Sofia in 1995, the Pan-European Biological and Landscape Diversity Strategy was endorsed and the importance of enhanced resourcing for environmental protection activities in Europe was reaffirmed. In PEBLDS the same necessity as in CBD is recognised within the 6th Strategic Objective: “Assurance of adequate financial means to implement the Strategy”.

By far the largest direct financial contribution to European biological and landscape diversity conservation comes from the European Union budget and from bilateral funds (see Boxes 1 and 2). However, the available funds varies significantly and mostly towards developing countries of Africa, Asia, and Latin America, although support is a;lso focused towards Central and East Europe. For example from Netherlands alone 4-6 million Euro is provided annually for resourcing European biodiversity actions, and over 767 million Euro from Germany between 1992-98 for bilateral projects which support the CBD. The GEF fund only a few of the European Parties, mainly in Eastern Europe, whilst support for nature conservation in the European Union via the LIFE regulation represent only 0,05% of the total EU budget.

The largest share of the available EU funding is disbursed via the Common Agricultural Policy, the Structural Funds and the Cohesion Fund. Official Development Assistance (ODA) however appears to have increased according to OECD DAC members information at a global scale, many of the disbursing members being European states, and the recipients coming from outside of the European region. Meanwhile the Report of the Global Environment Facility to COP5 (UNEP/CBD/COP/5/7) concludes in its synthesis for 1998-99 that GEF assisted 324 projects in 119 countries, with total project costs of 2.28 billion EUROs (US$2.2 billion). However, of these only 10 European countries have been supported. Of these, the Project Preparation Activities only included 2 European Countries (Kazakhstan and Russia), Enabling Activities 6 European countries (Belarus, Moldova, Poland, Slovenia, Ukraine) and 4 Projects (Croatia, Georgia, Turkey, Ukraine). This infers that 44 of the European states received no support from GEF.

Also can be inferred as in the paper on CBD Financial Resources analysis at the Global scale, within Europe there is an overall lack of comprehensive information about financial support to biological diversity, whether at the regional bank level, inter-governmental level or bilateral level. The European Bank for Reconstruction and Development (EBRD) and the European Investment Bank (EIB), as well as the European Commission (EC) distinguish biodiversity projects/funding, and a number of the bilateral assistance programmes of European states indicate international biodiversity funding in their National Reports to the CBD and to PEBLDS Progress Reports.

Both in the frameworks of the CBD and PEBLDS it is widely acknowledged that the level of national, European and global biodiversity resourcing should considerably increase to meet the objectives of the CBD and PEBLDS in Europe. The lack of sufficient funding, and of clarity of information being able to distinguish biodiversity support from general environmental or sustainable development funds, is hindering the implementation of many actions under the CBD and PEBDLS. Also, the level of integration of biodiversity considerations in the policies and financial programmes of the commercial and financial sectors is low.

The 4th Ministers Conference “Environment for Europe”, held in Aarhus in 1998 clearly identified the need to resource biodiversity and landscape actions, and the Aarhus declaration called on all participating States, international organizations, NGOs and the private sector to increase their support, as appropriate, for the implementation of the CBD, inter alia through PEBLDS, by exploring new and innovative financing means (Aarhus Declaration, No 39).

Policy Environment and Resource Provision

Policy Objectives and policy setting

Following international policy frameworks, the main long term objective for European biodiversity resourcing is: “to ensure sufficient and adequate resourcing for fully implementing in Europe the actions agreed in the framework of CBD, PEBLDS and the EC Biodiversity Strategy”, this with an aim to safeguard and restore Europe’s biodiversity. The short term objective is “the mobilisation of adequate resources to implement the high priority actions in Europe in the framework of CBD and PEBLDS, in particular the so called super themes, and of the EC Biodiversity Strategy, in particular Natura 2000 and developing and implementing sectoral biodiversity action plans”. Meeting these long term and short term objectives directly confronts us with problems, as will be elaborated below.

The PEBLDS Strategy Council report (STRA-CO (99)11) "Analysis of the relationship between the CBD and PEBLDS" (ECNC, March 1999) indicates the following on the resourcing theme:

The Convention on Biodiversity, in particular Articles 20, 21 and 39 refer to Financial Resources. Article 20 of the CBD states*: "Each Contracting Party undertakes to provide, in accordance with its capabilities, financial support and incentives in respect of those national activities which are intended to achieve the objectives of the Convention, in accordance with national plans, priorities and programmes". The interim financial mechanism for the CBD is the Global Environment Facility (GEF). In Europe it is a source of investment and mobilisation of funds to support nature conservation in CEE and the Newly Independent States (NIS). A special focus lies with supporting national biodiversity and action plans.*

In general, **the Pan-European Biological and Landscape Diversity Strategy** has provided focus and priorities for European co-operation. It has been successful in mobilising and focusing some resources and staff time from international governments and agencies, a number of national governments, bilateral assistance programmes and contributions of the NGO and research communities towards the implementation of the Strategy in Europe, most notably in CEE. The Pan-European Strategy objective 6 highlights assurance of adequate financial means to implement the Strategy, in accordance with article 20.1. Western-European countries, along with UNEP and the Council of Europe, have taken on the responsibility to assist in providing new and additional financial resources, in particular to enable participating CEE countries to implement the Strategy.

In this way the resourcing actions towards the Pan-European Strategy therefore contribute to Article 20.1 at the national level, and Article 20.2 in terms of the developed country parties to provide new and additional financial resources, and Article 20.3 whereby the "developed country parties of the CBD may also provide, and developing parties avail themselves of, financial resources related to the implementation of the CBD through bilateral, regional and other multilateral channels".

In the Strategy Council paper (STRA-CO (99-8) "Proposals for resourcing and funding" (ECNC, March 1999) activities in support of resourcing the Pan-European Strategy are listed. This STRA-CO paper includes the activities in support of resourcing the Strategy in the period 1996-1999 (see Box 2).

Box 1: International activities in support of resourcing the Strategy from 1996-1999:

- Aarhus ministerial conference side-event on "Financing biodiversity integration – challenges for the future", organized by ECNC, GLOBE and IUCN (Aarhus, June 1998)
- Recommendations from the three Swiss Government/ECNC Expert Group meetings on innovative resourcing of the Pan-European Biological and Landscape Diversity Strategy (Geneva, 1997-1998).
- The Brabant Declaration, recommendations of the European Conference "Innovative Financing Opportunities for European Biodiversity, towards implementing the Pan-European Biological Diversity Strategy" (June, 1996).
- Recommendations of the ECNC international conference "The Green Backbone of Central and

Eastern Europe" (Krakow, February 1998)

- Basel Declaration, recommendations of the international congress "Nature for East and West: from politics to practice" organized by the Swiss Government (Basel, October 1997)
- IUCN overview of the practical successes and problems of "Innovative Financial Mechanism for funding nature conservation in Central and Eastern Europe" (January, 1996)
- Tilburg Manifesto, recommendations of the European Conference "Globalisation, Ecology and Economy; bridging worlds (Tilburg, The Netherlands, November 1999)

The European Community Biodiversity Strategy (1998) is the response of the European Community to the Convention on Biological Diversity. The EC Strategy as such does not introduce new funds. However, via the further integration of biodiversity considerations into other EC sectors it is expected that the resourcing potential for biodiversity will increase. Fundamental to the EC Strategy is the taking into account of existing EC financial instruments for the environment and recognising the value of much larger funds, such as the Structural Funds and the Cohesion Fund. Whilst the above highlights that formal resourcing relationships between the CBD, PEBLDS and the EC Biodiversity Strategy can be identified, the operational synergy on resourcing issues between these instruments could be improved.

The Environment for Europe Ministerial Process: The Aarhus Biodiversity Resolution (SRA-CO (98) 7 rev 2) prioritises resources for biological and landscape conservation in Europe:

> *"8. Conscious of the need for adequate financial, managerial and other resources for the implementation and integration of biological and landscape diversity programmes and interest in other sectoral policies, recommend governments to adjust policies to developed economic and financial incentives to support intersectoral implementation for the conservation of biological and landscape diversity, urge the donor community at bilateral and multilateral level, as well as the private sector, to increase their contribution, and request the Governing body of the Pan-European Strategy to promote the exploration of innovative financing mechanism for this purpose and invite the Project Preparation Committee (PPC) to promote investment projects on biological and landscape diversity in Central and Eastern Europe, in particular those of inter-sectoral character"; 9. Recommend the increase of the conservation and sustainable management of biological diversity components within the European Union PHARE programmes and that the scope of the European Union TACIS Eastern European regulation broadened to take duly into account biological and landscape diversity objectives".*

National action: the policy objectives and policy setting are reflected through direct support to the above international processes (see Box 2). This is further reflected in GEF etc, European examples include the Austrian Global Environment Cooperation Trust Fund administered by the World Bank, the Darwin Initiative established by the UK, the PIN MATRA programme of Netherlands, and the French Global Environment Facility. A review of First National Reports to the CBD, of National Strategy and Action Plans and of reports to PEBLDS illustrates further that national action includes policy objectives and policy setting towards biodiversity, both nationally and internationally with associated other European states and partners. The European Community is a special case with is new Directorate General on Enlargement with Central European Accession countries of which its Agenda 2000 initiative focuses on amongst others environment and biodiversity.

Box 2: National assistance and overseas bilateral cooperation from European states (information based on First National Reports to the CBD, 1997, 1998).

- Finland: 60 million FIM (10 M EURO) since 1996 for environment projects in its neighbouring areas
- France: 440 million FF (67 M EURO) 1994-97 from the bilateral French Global Environment Facility. 54% to Africa. 5% CEE
- Germany: 1.5 billion DM (767 M EURO) between 1992-98 to implement the CBD in nature conservation, fisheries, forestry and agriculture bilateral projects in the field of technical and financial development cooperation to implement theCBD. BMZ support for projects for tropical forests and nature conservation 200 million DM
- Netherlands: 15 million NLG (6.8 M EURO) annually from 1997 Programme International Nature Management, with European and Global context. CEE partners including Russia, - Hungary, Poland and Ukraine.
- Norway: 220 million NOK (27 M EURO) to GEF for biodiversity. Also has the "Strategy for environment in development cooperation", including through NORAD. Priority to Africa. In Europe to Russia, Latvia and Lithuania.
- Portugal :226 million EURO to "Public Development Aid", 56% to environment sector in 1996, especially Least Developed countries. Priority Guinea-Bissau and Cape Verde.
- Spain:143 million ESP (0.9 M EURO) in 1996 to biodiversity , 43% in Latin America. None specified for Europe. 4.8 M EURO to environmental protection
- Sweden: 41 million SEK (4.8 M EURO) to biodiversity under Swedish development cooperation (1995-96) . 1.4 billion EURO as "green" development assistance in 1997.
- Switzerland: 20 million CHF (12.5 M EURO) to rescheduling Bulgarian debt for Nature from 1995. Bilateral cooperation especially SDC with 36 projects in Latin America, Asia and Africa.CEE through SDC and FOFEA to Estonia, Hungary, Bulgaria, Romania.
- UK: 3 million pounds sterling (5M EURO) in 1995-96 for the biodiversity related Darwin Initiative grant programme.

Total to date to GEF 130 million pounds sterling **(213 M EURO).**

International and National Biodiversity Funding Conclusions and Trends

Conclusion and Current Status: Resourcing of biodiversity actions has been largely focused through EU instruments, through national action, bilateral assistance programmes and support to countries in the CEE, such as through the EU Accession process, through GEF benefits and national partnerships of West European states with CEE countries.

However, to date it must be concluded that the plea of Aarhus and the explicit references in the CBD, PEBLDS and the EC Biodiversity Strategy have not led to a much wider resourcing of European biodiversity actions. In some cases, it appears that the opposite is true, and financial and economic development programmes of national and international governments and of the private sector hardly include substantial biodiversity components. Therefore, the Council of PEBLDS has, again, looked into the issue of biodiversity resourcing in its 3rd meeting in March 1999 on the basis of the Strategy Council (STRA-CO (99)8) paper "Proposals for Resourcing and Funding", prepared by ECNC in co-operation with the Council of Europe and UNEP.

The Strategy Council in its meeting of 1999 decided in this meeting to develop a Strategy Resource Plan, which would include the following actions:

- obtain an overview of funds raised for the Strategy
- review innovative financing activities and recommendations from the work of past working groups
- review the recommendations emanating from the various meetings and conferences discussing biodiversity resourcing
- explore synergy between the "Environment for Europe" process in the field of financing mechanism and explore closer co-operation with the PPC and the EAP Task Force in particular
- explore co-operation between the CBD and its associated Global Environment Facility (GEF)
- explore opportunities and synergy with the funding mechanism of the European Communities
- prepare a directory and associated online database on sources of funds available for biodiversity actions.

Possible reasons for the scarcity of resources: It seems that despite the efforts of some inter-governmental and national bodies, the statement "there is still a clear lack of adequate resources to implement the European biodiversity policies" is recurrent, and despite strong policy statements at global, European and national levels, the situation does not improve. What are the reasons for this impasse? A review of the literature and proceedings of European biodiversity funding conferences 1996-1999, including Aarhus, Basel, Bristol and Tilburg, suggests that the lack of biodiversity funding at a European level may be due to the following reasons:

- **Biodiversity conservation as a sectoral environmental objective with marginal political commitment:** Biodiversity conservation is politically sometimes regarded as of lower concern to mankind than other environmental sectors, such as water and air pollution. Since the Sofia conference, biodiversity conservation has moved up on the political ladder. However, the Aarhus conference showed that biodiversity still has not overcome its implicit European political label of "marginal political activity", isolated from the mainstream of European policy-making.

- **Biodiversity conservation as a barrier to economic development:** Various levels of governments and stakeholders in the economic field regard biodiversity conservation as a factor limiting economic development. Also, the value of financially investing in the biodiversity sector is insufficiently explored or understood.

- **Biodiversity as laboratory of specialists:** Politicians, and economic and financial sectors often see biodiversity conservation as a laboratory of committed technical people. Consequently, the political impact of the available data is relatively low.

- **Biodiversity policies lack coherence, synergy and clear goals:** Even for people working in the European and global biodiversity field it is difficult to fully understand the interrelationships and synergy between many relevant European policy-programmes, and as a result the objectives of the programmes are not always in compliance**.** It seems that as

such Europe is atypical to other regions in the world: the problem is not that we do not have sufficient mechanisms for regional cooperation , but we lack coherence. Moreover, European governments are sometimes reluctant, for political reasons related to other land uses, to elaborate European biodiversity policies in a swift and adequate way. Consequently, the private and financial sectors do not receive a coherent and strong message, and frequently state that they are willing to undertake actions, but only when it is clear where the governmental priority lies and which specific European actions are required.

- ***There are insufficient European biodiversity projects with clear economic and financial benefit:*** In certain fields of the biodiversity sector, notably the integration theme, comprehensive European biodiversity projects are scarce. Financial sectors often state that they are very willing to increase investments in actions to conserve Europe's biodiversity, but that interesting projects which are broadly supported by governments and NGOs and which also have some kind of economic benefit are not sufficiently available. This becomes very clear from an analysis of European financial programmes, mechanism and institutions, such as the PPC and the European Banks.

Lessons learned include the following

- Lesson 1: Develop biodiversity conservation into a politically and economically interesting field.

- Lesson 2: Develop full synergy between European biodiversity and nature policies, and communicate strong and widely supported messages.

- Lesson 3: Develop a portfolio of European biodiversity projects, in consultation with economic and financial sectors, which have also clear benefits for rural development and employment.

- Lesson 4: Develop concerted and targeted efforts at inter-European coordination of biodiversity support activities.

Incorporating the analytical results into CBD, PEBLDS, EC Biodiversity Strategy and the overall Environment for Europe process

Incorporating the lessons as listed above does not require a major adjustment of global, European, EU or national policies. What is needed, however, is in particular a change in approach to action, better coordination among European nations and international agencies. It is also thought by many as requiring a change of thinking with all stakeholders involved, including the biodiversity sector. This approach can be summarised as follows:

- inclusive thinking (biodiversity is relevant for all sectors of life, and vice versa)
- promoting full synergy between objectives
- focussing European biodiversity policies on clear objectives and instruments
- relating biodiversity to economic development, rural development and employment, where possible

- focussing on the financial benefits of investing in biodiversity, and the biodiversity benefits of mobilising the financial sectors.

In terms of the Environment for Europe ministerial process, for realising the long term and short term resourcing objectives it is imperative that biodiversity will not only be addressed in one specific segment of the agenda, but that it is integrated as a clear and recognisable element in all relevant European policy-fields that will be highlighted in the next Environment for Europe conference in the Ukraine.

For resourcing Europe's biodiversity conservation, a larger focus should be on efforts towards resourcing biodiversity, profiling what is already being spent nationally, bilaterally and mult-laterally, as prescribed in CBD article 20 (Financial Resources), and within the Aarhus Ministerial Declaration. Within this framework, greater interaction and sharing of information ought to be sought with the CBD and the GEF on the one hand, and EU policies and instruments on the other.

In summary, in order to sufficiently resource actions under the CBD, PEBLDS and the EC Biodiversity Strategy, the challenge is to go beyond the circle of biodiversity expert and expertise as such, and to liase explicitly with the programmes and policies of environmental, economic and financial fields, and to explore using the possibilities in these fields for resourcing biodiversity.

Recommendations

Based on these lessons learned, the paper presents the following recommendations:

Suggestions for activities at the European level

Develop as a priority the Pan European Biodiversity Strategy resource plan, as decided by the Strategy Council in 1999, which would closely liase with the CBD and EU processes.

Developing an "Investment in Europe's Biodiversity Initiative" to be supported by international and national financing institutions and commercial companies, and to be focused on the Pan-European Ecological Network. Special emphasis may be on: green investments and exploring environmental tax opportunities (recommendation of Tilburg Manifesto) and on mobilising the World Bank and the EIB and EBRD to support this initiative.

As part of the above-mentioned initiative, a European portfolio of biodiversity projects with clear biodiversity and investment return will have to be developed, in close consultation between the biodiversity sector, and the private and financial sector. In the start-up phase, priority should be on one or two path-finding projects. Development of an operational working relationships between the CBD/PEBLDS process and all relevant European programmes and mechanism of the Environment for Europe process, notably the PPC, the EAP Task Force.

Suggestions for activities at the national, regional and local levels, focusing on innovative ideas in involving the private sector in general

Prioritise full integration between economy and ecology by focussing on common ground, and by mobilising financial mechanism and instruments in all relevant sectors for biodiversity conservation and rural development, including green investments and environmental taxes.

Execute national and regional studies of the economic and social benefits of biodiversity conservation for entrepreneurs and local populations, which will help to clarify the benefits of conserving biodiversity for national and regional economies

Explore innovative national financing for biodiversity, such as via the commercial sector, including making use of lottery money, the establishment of green funds, etc, and to develop mechanisms in order to allow a considerable contribution of government approved large industrial, urbanisation and rural development projects, but at least 5% of the project costs, is to be allocated to biodiversity conservation or restoration in or near the project region (recommendation of Tilburg Manifesto).

Enter into coalitions between the biodiversity sector and the financial and economic sectors, inter alia via promoting green funds, integrated rural development projects, and joint revenue projects.

Develop innovative ideas how the above could be achieved and how private sector in general could get involved much more, for example by concentrating on fast growing sectors of industry, such as ecotourism, so as to develop ideas with them and then work with the financial sector towards their realisation. In particular, review opportunities and existing experience which one can draw from, e.g. the GEF experience with Conservation Trust Funds and IFC actions in the domain of leveraged capital funds (Terra Capita Fund etc).

Synergies between European organisations and States

It is proposed that the RIGA-conference could prioritise a joint effort of all international and national organisations and Governments involved in the European implementation of the CBD, the PEBLDS and the EC Biodiversity Strategy towards resourcing Europe’s biodiversity for which all relevant organisations are invited to allocate time and resources in order to develop and initiate this effort.

It is proposed that EU programmes and (financial) instruments will more directly support objectives of the European implementation of the CBD and PEBLDS in Europe, and that CBD and PEBLDS will support the integration efforts of the EU, notably the biodiversity action plans for various EU policy sectors as announced in the EC Biodiversity Strategy.

Given that Europe perhaps provides the largest international financial and technical cooperation assistance for environment and biodiversity throughout the world, it is essential to develop or ensure clarity of support given, synergy in reporting of investments, and increased awareness of case studies and projects. This could be made better available through the future

National Reports to the CBD, as well as through bilateral and multi-lateral processes and the Clearing House Mechanisms at the national, thematic and international level.

Suggested messages from a European perspective to COP-5 of the CBD

Speed up the efforts to find full synergy between the processes of globalisation, economic development and biodiversity conservation by strengthening the positive dimension in the interaction between globalisation, biodiversity and economy and by taking into account direct and indirect economic and employment values of biodiversity conservation in local, regional, national, European and international employment and trade policies. This will result in generating the necessary resources for implementing the obligations under the CBD, and will allow biodiversity conservation to be an integral part of economic and financial policies.

Consider initiating “Investing in Biodiversity”-initiatives in other parts of the globe as well. Prioritise resourcing initiatives for biodiversity, integrated in policies of economic and financial sectors, for the period between COP-5 and COP-6, and request the Secretariat of the CBD to set up a best practises database of cases in which there was a clear co-operation between the biodiversity sectors

ANNEX VIII

IMPLEMENTATION OF THE CONVENTION ON BIOLOGICAL DIVERSITY IN EUROPE AND REGIONAL COOPERATION

Discussion paper prepared by the Council of Europe, the United Nations Environment Programme and the United Kingdom

Main relevant CBD/COP-5 agenda items and documents:

18.7 National reporting	UNEP/CBD/SBSTTA/5/14 (guidelines for second national reports) and 5/3 (report of SBSTTA5) [and any new papers since SBSTTA]
19 Operations of the Convention	UNEP/CBD/COP/5/4 (report of the intersessional meeting) and 5/17 (operations of the Convention)

Introduction

Negotiating and ratifying a multilateral environmental agreement is just the first stage in a longer process. Parties must also take steps to implement their commitments, to monitor and report on progress, and to review collectively the overall effect of implementation efforts. This paper looks at how such action is being addressed in Europe in relation to the Convention on Biological Diversity (CBD), with particular reference to regional cooperation, and suggests how the Joint European Meeting might consider taking this forward in the future, both at the 5th Meeting of the Conference of Parties (COP) and beyond.

The Convention on Biological Diversity (CBD), adopted in Rio de Janeiro in 1992, represents the most important global agreement for the conservation and sustainable use of biological diversity. It is an ambitious and wide-ranging treaty, whose full implementation will take many years. Achieving the conservation of biological diversity, its sustainable use, and the equitable sharing of benefits is in each case a complex objective, involving action by many different actors at a wide range of levels. Much action is needed at a national and sub-national level, but also internationally by Parties at both regional and global levels.

National Action

Each Party has their own experience of implementing the Convention. In the UK for example there is a national biodiversity strategy, involving action plans for threatened species and habitats. Consultants have recently been employed to take stock of action to date in the UK to implement the Convention, in all of its aspects, with a view to informing future decisions on priorities and action. The UK has also helped developing countries, and countries with economies in transition, to implement the Convention, for example through the Darwin Initiative grant scheme.

Time is too short at the Joint European Meeting for a detailed sharing of national experience. But we should note the possibility of doing so on all suitable occasions, particularly where we have common problems to address or valuable lessons to share.

International Action: Regional Level

Of particular interest to the Joint European Meeting is the role of regional level action in implementing the CBD. In the Pan-European region, a wide variety of policy frameworks, legal instruments and initiatives has been introduced to address all aspects of the conservation of species, habitats and landscapes as well as to support the implementation of the CBD.

The Pan-European Biological and Landscape Diversity Strategy (PEBLDS) was endorsed at the Third Ministerial Conference « Environment for Europe » (Sofia, 1995) as the policy framework for biodiversity and landscape conservation covering the entire Pan-European region. The Council of the PEBLDS (STRA-CO) meets once a year to review the progress achieved in the implementation of the PEBLDS Action Plan and identify additional actions to be taken.

The European Community (EC) is itself a party to the Convention, and has its own Biodiversity Strategy, adopted in 1998, in accordance with Article 6 of the CBD. This Strategy aims to anticipate, prevent and attack the causes of significant reduction or loss of biological diversity both within and beyond the territory of the European Union. Within the framework of the EC Biodiversity Strategy, Action Plans are being developed for conservation of natural resources, agriculture, fisheries, regional policies and spatial planning, development and economic cooperation**.**

The EU Ad Hoc Group on Biodiversity, comprising experts responsible for CBD implementation in the EU member states and the European Commission, meets about every two months to assess the ongoing process of the implementation of the CBD, and in particular of COP decisions, in the EU and to prepare for a coordinated EU input to forthcoming CBD meetings, above all each COP. The Group also discusses progress in integration of CBD objectives at the European Community level, including the state of the implementation of the EC Biodiversity Strategy. Assisting the European Commission in preparing and implementing this Strategy is an important way in which the Member States can help secure the replication at the EU level of their own efforts to integrate biodiversity concerns into all relevant policy areas, one of the central objectives (Article 6) of the Convention.

Countries of Central and Eastern Europe (CEE) and the Newly Independent States (NIS) constitute a group which regularly discusses regional aspects of the implementation of the CBD and related issues. Three CEE/NIS regional meetings (Bulgaria 1995, Slovak Republic 1996 and Kazakhstan 1998) were held under the auspices of UNEP and the Secretariat of the CBD as preparations for the Conference of Parties (COP) to the CBD. The next meeting of the CEE/NIS group is planned to be held in Riga in 2000, based on the invitation made by the Government of Latvia. Some of these countries are due to become members of the EU in the near future.

In addition to the CEE/NIS and EU groups, which form sub-groups in the United Nations system, other European countries, being members of the Western European and Other Countries Group, are also active in CBD implementation. Europe has perhaps gone further than other regions in identifying, supporting and implementing regional cooperation to manage shared natural

resources. The outline European Convention on transfrontier cooperation of COE provides a framework to support and give assistance to countries to promote common management of natural or ecologically sensitive areas existing along NIS borders. The Danube River Basin Programme, largely funded through the EU Phare programme, involving basin states with the objective of environmental monitoring and improvement; together with other initiatives like the Black Sea Regional Programme and the Baltic Sea Programme, demonstrate the importance of cross-border cooperation when ecosystems and natural habitats are divided by borders.

The Council of Europe is in the process of developing the 'Guiding Principles for Sustainable Spatial Development of the European continent' which it expects to be adopted by the European Ministers of Regional Development (CEMAT) in Hanover in September 2000. At European level, commonality of actions and direction between the Guiding Principles and the implementation of CBD is essential. The Bern Convention on the Conservation of European Wildlife and Natural Habitats, supported by all European States, also makes an important contribution to the implementation of the CBD both through its input to relevant areas of PEBLDS and implementation of its Emerald Network system of areas where special measures need to be taken to conserve biological diversity. The Convention's Secretariat is also concluding a memorandum of cooperation with the Secretariat of CBD.

While the Joint European Meeting is an innovation, whose usefulness we will wish to assess, we should also consider what further means there are for improving regional level implementation of the CBD. What lessons can be learnt from efforts to date, including in preparing for meetings of the COP, but also in relation to implementation in general? In particular, in what concrete ways can we take action at a regional level in the future to help improve implementation of the CBD in Europe?

PEBLDS Five-Year Action Plan 2001-2005

When adopted in Sofia in 1995, PEBLDS set a general framework for cooperation aimed to last twenty years. Its first Action Plan identified actions to be undertaken between 1996 and 2000, and was planned as a first step towards reaching the twenty-year aims and objectives of the Strategy. As reported to the 'Environment for Europe' Ministers' meeting in Aarhus in June 1998, and to the Strategy Council in April 1999, much was achieved in the initial phase.

The Strategy Council meeting provided the opportunity to reflect on the perceived successes and failures and to re-focus on the future structure, organisation and objectives of PEBLDS for the next five years. Based upon these reflections, a proposal for the next five-year Work Programme and Action Plan (2001-2005) of the PEBLDS has recently been prepared by the joint Secretariat which aims to respond to criticisms, build on the successes, and show new ways to efficient implementation of the CBD through better focused, integrating and synergical approaches.

The programme elements for the Plan are based on the decisions taken by environment ministers in Aarhus, the first Action Plan on Biological and Landscape Diversity (1996-2000), as well as the decisions taken by the PEBLDS Council. They include:

- enhancing the co-operation and co-ordination of the PEBLDS with relevant international processes;

- integration of biological and landscape diversity considerations into sectoral policies;

- capacity building for the conservation and sustainable use of biological diversity in Central and Eastern Europe;

- establishment of the Pan-European Ecological Network;

- provision of information, enhancement of communication and raising of awareness on the conservation and sustainable use of biological diversity;

- review, assessment, monitoring, reporting and funding.

The Work Programme and Action Plan will be presented for adoption to the fourth meeting of the Council of PEBLDS in March 2000

In order to bring the PEBLDS closer to the implementation of CBD, a Memorandum of Co-operation has been agreed between the Executive Secretary of the CBD, the Secretary General of the Council of Europe and the Director of UNEP. This agreement is the first step towards the implementation of a series of provisions of the CBD at European level, promotion of international and regional co-operation, as well as synergy at all levels for the conservation of biological diversity and the sustainable use of its components.

International Action: Global Level

The most relevant international action at the global level takes place within the institutions of the CBD, above all the Conference of the Parties (COP) but also in other bodies such as the Subsidiary Body for Scientific, Technical and Technological Advice (SBSTTA). For example in 1995 COP2 decided that Parties' first national reports - an important means of tracking implementation - should be submitted by the end of 1997; in May 1998 COP4 briefly took stock of the reports by then received; and COP5 will conclude this process including by deciding on the intervals and content of future national reports.

To assist this work, the UK collaborated with eight other countries (Canada, Ecuador, Finland, Indonesia, Malawi, Norway, the Seychelles and Slovenia) and the Convention Secretariat in a pilot project to develop a means of assessing implementation of the Convention. This aimed to develop and test a mechanism for preliminary systematic assessment of the implementation of the Convention that will:

- be of value at national level, providing a framework for information management and reporting;

- be of value internationally, providing a framework for assessing implementation;

- help to focus attention on areas where further international support is required; and

- be expandable to incorporate further detail and new requirements as the Convention continues to develop.

It is hoped that the results of the project will help inform deliberations on national reporting at COP5. The Joint European meeting may wish to consider what we hope to achieve at the COP on reporting, in particular by considering when the next and any future national reports should be due by, and what issues they should cover. The meeting might also consider wider issues, such as

whether there is scope to collaborate in reporting with other biodiversity-related treaties, such as CITES or Ramsar, for example by synchronising or even combining reports at some point in the future. This is more feasible in relation to some conventions (eg Ramsar, also a two year cycle) than others (eg CITES, annual cycle and very different content). Improving information exchange mechanisms between the conventions may also be worth exploring. We might even look at potential synergies with non-biodiversity international treaties and processes (eg climate change).

Another way in which the COP has been addressing implementation is through the review of operations of the Convention. COP4 agreed various improvements in the way the Convention does business, and COP5 is due to consider further changes, drawing on the outcome of an Intersessional Meeting held in June 1999. The aim is to make the way in which the Convention works more efficient and effective, and thus to maximise the chances of successful achievement of all its objectives.

Improvements already agreed are now being implemented. For example the Secretariat will be presenting at COP5 a draft handbook on the Convention, with the aim of helping those engaged in its implementation to keep track of COP decisions and the development of particular issues. And a notification system has been introduced, using the clearing house mechanism, to improve inter-sessional communications between Parties and with the Secretariat.

The meeting will wish to discuss possible outcomes at the COP, including by considering the draft elements for a COP5 decision contained in the recommendations of the June 1999 Intersessional Meeting. The issues to be considered at the COP, and possible reactions to them, are:

- COP agenda-setting and decision-making (it is our joint responsibility as Parties to further streamline the way we prepare for and conduct each COP)

- Preparation of a strategic plan for the Convention (the recommendations of the Intersessional and SBSTTA4 are a good basis for a concise decision on this at COP5, leading to adoption of a strategic plan for the Convention at COP6. We could also contribute to the preparatory process of gathering information on strategic planning, drawing on our own experience as Parties)

- Improvements in the operations of SBSTTA (much progress has been made on this at SBSTTA4 and 5; one focus for ongoing improvements could be the furthering of efficient communication with scientific and technical expert communities)

- Enhancing the review and facilitation of implementation of the Convention (the overall aim should be to continue to make better use of existing structures and mechanisms).