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MAIN THEME: FOREST BIOLOGICAL DIVERSITY

***Targets for forests in the Convention on Biological Diversity: paper submitted on
behalf of the Ad Hoc Technical Expert Group on Forest Biological Diversity***

Note by the Executive Secretary

1. At the request of the co-chairs of the Ad Hoc Technical Expert Group on Forest Biological Diversity, the Executive Secretary is circulating herewith, for the information of participants in the seventh meeting of the Subsidiary Body on Scientific, Technical and Technological Advice (SBSTTA), a discussion paper on targets for forests in the Convention on Biological Diversity prepared on behalf of the Ad Hoc Technical Expert Group on Forest Biological Diversity.
2. The paper is being circulated in the form and language in which it was submitted to the Secretariat of the Convention on Biological Diversity.

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Targets for Forests in the CBD

A discussion paper by Robert Nasi, CIFOR, and Gudrun Henne,
Greenpeace, on behalf of the Forests Ad Hoc Technical Expert Group

November 2001

The purpose of the paper is to advance the discussion on target setting in the CBD.

Introduction

In May 2000, [place, year], the Ad Hoc Technical Expert Group on Forest Biodiversity (Forests AHTEG) was given a mandate by the fifth meeting of the Conference of the Parties (COP) to, *inter alia*, “identify options and suggest priority actions, timeframes and relevant actors for the conservation and sustainable use of forest biological diversity” (Decision V/4, Annex). As part of a process towards fulfilling this mandate, the AHTEG identified a need to develop concrete and measurable targets which would focus activities and serve to assess progress in the implementation of agreed priority actions. The AHTEG started to discuss targets. However, since time constraints did not allow for a sufficiently in-depth discussion the AHTEG agreed to continue work inter-sessionally and to report back at SBSTTA 7 (12 – 16 November 2001, Montreal). The following paper has been put forward as a contribution to this debate on target setting and as a catalyst to a wider discussion.

Why should the CBD adopt targets?

As stated by the AHTEG (Paragraph 58 of the UNEP/CBD/SBSTTA/7/6):

“To halt this <forest biodiversity> decline, to prevent further loss, and to reverse it, the Group underlined the need to identify and quantify targets that would concretely address loss of forest biological diversity and stressed that, without targets, action is unlikely to occur. Governments and international organizations need to provide direction and develop clear targets to enable the agenda to move forward. Such targets could be agreed at the global level, as well as at the regional and national levels, and should benefit from appropriate incentives. Targets should be incorporated into national forest and related non-forest programmes, including energy, transport, infrastructure development, education, and agriculture, and participatory monitoring systems for those set targets should be encouraged.”

The need for targets is also felt in other processes within the CBD that are cross-cutting with the thematic area of forest biodiversity.

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“Clear, stable, long-term targets that are adopted by the international community can help shape expectations and create the conditions in which all actors, whether Governments, the private sector, or civil society, have the confidence to develop solutions to address threats... they <targets> need to be kept fairly simple and straightforward.... In order that the number of targets be kept manageable, they need to focus on a set of activities that are strategic, rather than aiming to be comprehensive.” (UNEP/CBD/SBSTTA/7/10 paragraph 30).

Based on the above and various discussions with the members of the AHTEG and different stakeholders, this paper

- introduces to the concept of and criteria for targets (1. What are targets?)
- suggests different approaches to targets (2. Approaches to targets)
- proposes concrete targets for discussion. (3. Targets for Forest Biodiversity in the CBD)

1. What are targets?

A target is “a fixed goal or objective” (Collins English Dictionary 1998). It is not enough to state objectives, but it is necessary to translate them into targets: individual, measurable steps in a certain timeframe that help reach the objective in the most efficient manner.

It narrows a general goal or objective to something that is measurable or can be verified at a certain moment in time. For example, “conservation of forest biodiversity on a global scale” as an objective of the CBD is hard to achieve and it is hard to verify whether all ecosystems, species and genetic diversity are conserved. This objective suffers from a further deficiency: It lacks an indication of time. A properly stated target sets a time expectation for the planned and expected events. Targets break general objectives down to more manageable goals that lead to the overall objective.

Targets must be clear and measurable. An activity which aims at being “more effective ...” or establishing “progress in...” is not a target, as it lacks a baseline and a timeframe, and its achievement cannot be assessed. Targets should not be confounded with processes that lead towards targets or monitoring tools. Wording like “compilation”, “more informed decision”, “report on”, “assessment of” is a strong indication that what is described is not a target but an activity or a process that might or might not lead towards achieving a target. “Guidelines” guide behaviour and as such are not targets, but might be a way to achieve a given target. If targets are very ambitious and timelines are long-term (e.g. “Zero deforestation in 2010”), then it is helpful to establish sub-targets or “mile-stone targets” that lead towards the overall target. The scope of activities may need to be clarified and sub-targets, or milestones, developed. In order to monitor progress towards achieving the targets, baseline data, and a series of indicators may need to be developed (cf. UNEP/CBD/SBSTTA/7/10, para. 33).

Also, procedural and institutional structures might be necessary to help to achieve the target.

For example, ensuring sustainable logging practices is an objective and not possible to verify. But ensuring for example that a) setting up of independent monitoring units to combat illegal logging b) effective monitoring of CITES listed species and c) securing money to pay for these measures can ultimately lead to a managed industry – and therefore sustainable logging practices.

A target must have a defined actor in order to be useful. If there is no clear addressee of the target, there is no responsibility attributed to action and the likelihood that the target will not be met is big.

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Furthermore, an actor needs to have the means or must be provided with the means to meet the target or have an incentive to reach it. If not, it is not a realistic target and there is a strong risk that it will remain wishful thinking.

Targets must also be reported, monitored by named actors and variances should be reported. This is an important component of the target-setting process, because it establishes accountability both nationally and globally.

To summarize, in order to become a target, an objective should fulfill the following criteria:
Measurable (against a defined baseline with identified criteria and indicators). This requires that it is:

- Concrete
- To be achieved in a specific timeline
- Is the responsibility of an identified actor

In addition they must include:

- Identification and allocation of the costs for implementation
- Regular monitoring of progress

2. Approaches to Targets

There are different possibilities or “hooks” how to identify and discuss targets.

Qualitative vs. quantitative targets

Quantitative targets are measurable in a numerical way. For example, at present an estimate 80 % of wood produced in the Amazon rainforest is produced illegally. By 2003, this will be reduced to 40 %, by 2004 to 0%.”.

Another example includes the percentage of deforestation rate or the reduction in wastage.

Qualitative targets are concrete objectives that are not measurable in a numerical way but that are nevertheless verifiable at a certain point in time. For example, the establishment of a comprehensive system of protected areas of all forest ecosystems in a country by 2004. One does not know how big the area under protection needs to be, but after an assessment of the diversity of forest ecosystems and their “viable size”, the comprehensiveness could be assessed and measured. In order to be measurable, one needs to identify the criteria and indicator that measure “viable size” and the other qualitative elements of the target.

Choosing a qualitative or quantitative target depends on the kind of issue. For example, to aim for 20 per cent of forests to be in protected areas is a quantitative target and easy to measure and might contribute to more conservation. However, it does not guarantee that the overall objective is reached, the conservation of forest biodiversity. In some countries, 20 per cent might be too much, in others it may not be enough in order to establish a comprehensive, representative network of protected areas that include all types of forest ecosystems with their full complements of species. The size required for a representative network of protected areas depends on an ecological assessment of the ecosystems. The disadvantage of a qualitative target is that it needs clear criteria and indicators. On the other hand, a quantitative target might well be a “window-dressing” target as protected areas in regions where there is no need for protected areas to achieve conservation is not hitting the point.

Global vs. national targets

One should distinguish between global and national targets. The COP could decide global targets whereas governments should indicate national targets with a commitment to the CBD to reach those targets. These targets could be either generated using the Ecosystem Approach as described by Decision V/6 (with its 12 principles and 5 operational guidelines for decision making), including participation of major stakeholders and with some international monitoring (e.g. an independent group of experts under the SBSTTA or the COP that accompanies the process of developing the national targets) or through negotiations in the CBD (similar to the "Kyoto approach"). National targets are required because the forest situation varies considerably from country to country, in many areas in, for example, the status and effectiveness of protection or funding, efficiency of forest management etc. National targets should be "internationally committed and agreed to " as it commits countries to a larger degree than just nationally announced targets. It guarantees some quality in the targets, increases the level of accountability and prevents countries from pursuing inexpensive and simplistic options.

If national targets are chosen for certain issue areas, there should be a process established for countries to identify the target they want to commit themselves to..

Approaches to targets: Articles of the Convention or issue areas?

Another question to consider is how to approach targets, from an "article" point of view or a "issue area" point of view. The advantage of discussing targets according to the Articles of the Convention is that this provides a framework by the CBD itself which has been adopted and which is legally binding by all Contracting Parties. Targets linked directly to the Articles of the Convention are the most obvious way to implement an international treaty.

The advantage of approaching targets according to issue areas ensures that all issues are covered. This includes:

- A. Permanent forest estate
- B. Conservation in protected areas
 - Protected Areas (types – coverage - criteria)
- C. Forest resource use
 - 1. Timber use (quantity)
 - 2. Fuel wood use/reduction (quantity)
 - 3. Consumption of timber (quantity)
 - 4. Consumption of Pulp and Paper (quantity)
- D. Law /Implementation and law enforcement targets for resource uses
 - 1. Import countries obligations – legal targets
 - 2. Export countries obligations – legal targets
- E. Underlying causes
 - 1. Environmentally damaging subsidies – reduction target
- F. Approaches
 - Use of the ecosystem approach

In the end, it does not matter which approach is chosen, as both will lead to similar results if systematically and thoroughly used.

3. Targets for Forest Biodiversity in the CBD

The proposed targets below are not meant to be exhaustive but cover major issues identified as crucial for conservation and sustainable use of forest biodiversity. Some of the targets are not yet “full-fledged” targets and need more refinement, for example an identification of an actor. All of the targets proposed need further discussion.

The targets proposed below are clustered according to the Articles of the Convention on Biological Diversity that the Work Programme on Forest Biodiversity attempts to implement. Some of the targets have been extracted or derived from the draft work programme on forest biological diversity (UNEP/CBD/SBSTTA/7/8/Annex I), others are based on the discussions and outcome of the two meetings of the AHTEG and a result of the inter-sessional work on targets.

Overall target:

Governments require a comprehensive land-use plan, founded in conservation and sustainable use, for natural/primary/old growth/ancient forests, based on scientific and traditional knowledge and mapping involving all relevant stakeholders by 2006.

Article 6 a and b (General Measures)

Law Enforcement targets:

(a) Illegal products

Timber from illegal sources will not be imported. Governments will set up necessary legislation by 2004.

(b) Endangered species

All importing countries to make the importation of threatened forest species illegal in their legislation by 2004. All exporting countries to make the exportation of threatened forest species illegal in their legislation by 2006.

(1) Forest Sector target

Incorporation of the provisions of the Convention in forest-related laws by 200Y and incorporation of forest biodiversity values into forest planning and management by 200Y.

(2) Accounting System target

Incorporation of forest biodiversity values into national accounting systems by 20YY.
Incorporate the climate value of forests into all national accounting systems before UNFCCC's COP9.

(3) Abolishment of all environmentally damaging incentives (e.g. “perverse subsidies) by 2008

THIS SHOULD BE SPECIFIED ACCORDING TO SECTORS

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Article 7: Identification and Monitoring

(4) Mapping target:

A map (1: 10,000,000) of the present status of the world's forests (including categories such as primary or secondary forests; production, plantation, undisturbed, fragmented and degraded forests) to be produced for consideration by SBSTTA prior to COP 8.

(5) Indicator target:

A first set of indicators for national or regional status and trends of FBD should be ready for consideration by SBSTTA prior to COP 7. A standardised system for and an operational database on the main indicators of FBD, in which the CBD clearing house mechanism would play a catalytic role, should be completed by 2004 for consideration by COP 7.

Article 8: In-situ conservation

General targets to shift the trend of forest destruction

(6) Permanent forest estate:

Each Party should establish a permanent forest estate including a comprehensive network of protected areas sufficient to allow for conservation and sustainable use of forest biological diversity by 200Y.

(8) Halt to deforestation target:

(a) Industrialised Countries:

No further deforestation of primary and other high value conservation forests in developed countries by 2004

(b) Developing Countries:

No further deforestation of primary and other high value conservation forests in developing countries by 2006.

Article 8 a and b:

(7) Fully effective, representative global network of forest protected areas by 2006

- a. Areas of forest under adequate system of protection (taking into account all different IUCN categories, buffer zones and corridors) will increase by XX% by 200Y
- b. Pursuant to the prepared targets in the draft Global Strategy for Plant Conservation, 10 percent of each natural forest type and 50 percent of forest threatened species should be conserved in effective protected areas by 2010.
- c. XX% of forest ecosystems managed for biodiversity conservation as a principal planned management objective by 200Y

(8) Protected Area Management target

Indigenous peoples involvement in management and planning process, through documented participation in the planning and management of XX % of protected areas on or nearby customary indigenous land by 2004 and 100 % by 2008-

Article 8 c, d, e and Article 10 (sustainable use of forest biodiversity resources)

(9) Primary forest survival target:

No establishment of plantations in primary (natural/old growth/ ancient) forests by September 2002 (immediate phase-out for the World Summit on Sustainable Development, September 2002).

(10) Sustainable forest products, including plantations

(indication of product, type of land, quantified amount, type of sustainability criteria (legal, sustainable, certified))

Overall target:

Forest products are supplied from recognized sustainably managed sources by 20YY.

a. Pulp and paper /primary forests

No pulp and paper derived from primary or recognized ecologically valuable forests by September 2002 (immediate phase-out for the World Summit on Sustainable Development, September 2002)

b. Timber supply / plantations

By 200Y, X % of the national / global timber supply should come from plantations outside primary (natural/old growth/ancient) forests, in particular from plantations on land degraded before December 2001.

c. Timber supply / primary (natural/old growth/ancient) forests

By 200Y, X% of the timber supply from natural forests should come from certified managed forests, according to an internationally recognized certification system that is equally based on ecological, and social criteria.

d. Fuelwood supply / plantations, degraded forests

By 200Y, X% of the fuelwood is produced in smallholder plantations, young secondary or forests degraded before December 2001, and specifically managed by communities for fuelwood production.

(11) Plantation target

The area of plantations for forest biodiversity enrichment and redevelopment with indigenous species to increases by XX% by 20YY.

(12) Recycling target

By 20YY, X% recycled fibre in paper, based on the 19XX/20YY consumption level

(13) Fuelwood substitute target

By 20YY, X% of the households use substitute products instead of fuelwood or use improved cooking practices requiring less wood,

Or

By 20YY, increase sustainable alternative energy sources by 50 % (eg. Solar, gas, etc) in countries where fuelwood is excessively used, in cooperation with bilateral and multilateral economic and development cooperation agencies.

(14) Government procurement target

Government procurement on timber and pulp and paper comes from sources that are certified according to an internationally recognized certification scheme based equally on ecological, economic and social criteria. The timeline for developed countries is 50 % of its procurement by 2004 and 100 % by 2006. The timeline for developing countries is 50 % by 2008, 100 % by 2012.

Article 8 f (Restoration)

(15) Forest rehabilitation target

The area of degraded forests under rehabilitation and/or restoration schemes to increase by XX% by 200Y in low forest cover countries and countries that have comprehensive conservation and sustainable land use plans for their natural forests.

(16) Species recovery target

By 2010, 50 percent of threatened forest species should be recovered, measured species by species, specified for each species individually, and based on endangered species laws.

Article 8 h (Invasive species)

(17) Decrease new invasive species events by 2006, based on an agreed list of events at COP7.

Article 9 (ex-situ)

(18) Ex-situ conservation target

Consistent with the target proposed in UNEP/CBD/SBSTTA/7/10, 90% of threatened plant species should be in accessible ex situ collections, and 20% of them included in recovery programmes.

Article 11 (incentives)

(19) Certification target – see Article 8c, d, e, 10

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Article 13 (education and awareness)

(20) Study programmes

Integrate in national educational curricula on forestry, biology and other relevant subjects awareness programmes addressing the value of forest biological diversity and the ways production and consumption patterns impact forest biological diversity and its functioning by 2004.

(21) Training of environmental agencies

Integrate education and awareness programmes in training of environmental training agencies by 2004.

Article 14 (Impact Assessment)

(22) Impact Assessment target

Parties to include procedures addressing forest biological diversity issues in Environmental Impact Assessment (EIA) and Strategic Environmental Assessment (SEA) procedures addressing FBD and use such assessments in all industrial activities (such as logging, mining, infrastructure development) by 200Y.

Developed countries to legislate mandatory Environmental Impact Assessment in all their industrial activities that may affect forest biological diversity including those they develop or finance abroad by 2004.
