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**SUBSIDIARY BODY ON SCIENTIFIC, TECHNICAL  
AND TECHNOLOGICAL ADVICE**

Ninth meeting

Montreal, 10-14 November 2003

Item 5.2 of the provisional agenda\*

**SUSTAINABLE USE: DEVELOPMENT OF PRACTICAL PRINCIPLES, OPERATIONAL  
GUIDANCE AND ASSOCIATED INSTRUMENTS**

*Report of the Fourth Open-ended Workshop on Sustainable Use of Biological Diversity*

*Note by the Executive Secretary*

The Executive Secretary is circulating herewith, for the information of participants in the ninth meeting of the Subsidiary Body on Scientific, Technical and Technological Advice, the report of the Fourth Open-ended Workshop on Sustainable Use of Biological Diversity, which was held in Addis Ababa from 6 to 8 May 2003, with financial support from the Governments of Norway and the Netherlands. The report was originally issued under the symbol UNEP/CBD/WS-Sustainable Use/4/4.

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\* UNEP/CBD/SBSTTA/9/1.

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## REPORT OF THE FOURTH OPEN-ENDED WORKSHOP ON SUSTAINABLE USE OF BIOLOGICAL DIVERSITY

### INTRODUCTION

#### A. *Background*

1. In decision VI/13 adopted at its sixth meeting, in April 2002, the Conference of the Parties welcomed the outcome of the three regional workshops on the sustainable use of biological diversity, which took place in Maputo, Hanoi and Salinas, Ecuador, in 2001/02 and requested the Executive Secretary, *inter alia* “to organize a fourth open-ended workshop on the sustainable use of biodiversity to synthesize the outcomes of the three workshops, integrate different views and regional differences and develop a set of practical principles and operational guidelines for the sustainable use of biological diversity, to be submitted to the Subsidiary Body on Scientific, Technical, and Technological Advice for its consideration prior to the seventh meeting of the Conference of the Parties”.
2. In response to this request the Executive Secretary convened, with the support of the Governments of Norway and the Netherlands, the fourth workshop on sustainable use of biological diversity in Addis Ababa, Ethiopia, from 6 to 8 May 2003. The report of the workshop will be submitted to the ninth meeting of the Subsidiary Body on Scientific, Technical, and Technological Advice for its consideration in November 2003.

#### B. *Attendance*

3. The workshop was attended by 53 government-nominated experts, representatives of international organizations, non-governmental organizations and resource persons (see UNEP/CBD/WS-Sustainable Use/4/INF/3/Rev.1).
4. Experts from the following countries attended: Benin, Burundi, Canada, Colombia, Congo, Cuba, Czech Republic, Dominica, Dominican Republic, Ecuador, Ethiopia, Ghana, Guatemala, Haiti, Iran (Islamic Republic of), Italy, Jamaica, Kenya, Mexico, Mozambique, Nepal, Netherlands, Nicaragua, Niger, Norway, Panama, Saint Lucia, Sierra Leone, Slovakia, Slovenia, Sweden, Tajikistan, United Kingdom, and United Republic of Tanzania.
5. The following intergovernmental and non-governmental organizations were also represented in the workshop: The World Conservation Union (IUCN), Ramsar Convention on Wetlands, Tropical Soil Biology and Fertility (TSBF) Programme of CIAT, Defenders of Wildlife, International Council for Game and Wildlife Conservation (CIC), Safari Club International Foundation (SCIF).

### ITEM 1. OPENING OF THE MEETING

6. The Workshop was opened by Mr. Jo Kalemuni Mulongoy, Principal Officer for Scientific, Technical and Technological Matters, Secretariat of the Convention on Biological Diversity, on behalf of the Executive Secretary of the Convention at 10 a.m., on Tuesday, 6 May 2003.
7. Introductory statements were made by Mr. Dessalegne Mesfin, Deputy Director General of the Environmental Protection Agency, Ethiopia, H. E. Mr. Rob Vermaas, Ambassador of the Government of the Netherlands to Ethiopia, and Mr. Peter Schei, the representative of the Government of Norway.
8. In his statement, the representative of the Secretariat of the Convention on Biological Diversity expressed his appreciation to the Government of Ethiopia for hosting the meeting, and to the

Governments of the Netherlands and Norway for their financial support. He highlighted the importance of the practical principles and operational guidelines for the implementation of the objectives of the Convention and the provisions of the Plan of Implementation of the World Summit on Sustainable in Ethiopia as well as in all the countries in the world. Finally, he recalled the mandate of the workshop and emphasized that all views expressed by participants, relevant case-studies and regional differences would have to be taken into account.

9. In his statement, Mr. Mesfin welcomed participants to the meeting and to Ethiopia. He began by reminding participants that biodiversity was a common concern for all people. He noted that care for biodiversity had been present in various historical civilizations and beliefs. Humankind had depended on the richness of nature for food, clothing, shelter, health and many other purposes: the richer the diversity of life, the greater the opportunity for discovery, economic development and adaptation to new challenges. Poverty was increasing its pressure on the healthy balance of the environment. In that context, conservation and sustainable and equitable use of biodiversity contribute to sustainable development by maintaining and enhancing the ethics to preserve gene species and ecosystems for the benefit of present and future generations. He observed that the goal of sustainable development faced three challenges; the first one was an environmental challenge related to the limitations of scale; the second challenge pertained to the need to ensure equitable distribution of resources; the third challenge was economic in nature and related to the efficient allocation and use of scarce resources. Despite the ratification of international environmental conventions, national policies, strategies and laws, environmental degradation and poverty continued to prevail, since the measures needed were only in the first stages of implementation. Funding was crucial to the implementation of many of these environmental programmes.

10. Ambassador Vermaas said that the Government of the Netherlands gave high priority to achieving the sustainable use of biodiversity as a means of halting biodiversity loss, eradicating poverty and reducing alarming food shortages. The link between poverty alleviation and conservation of the environment had also been stressed by the World Summit on Sustainable Development, which had recognized that sustainable use was not the concern of Governments alone but that the private sector, international organizations and non-governmental organizations should play an important role. Such cooperation was also needed for the implementation of the guidelines to be developed at the current meeting. He also stressed the importance of the concept of agrobiodiversity, as it embodied the integration of the ecological dimension as well as the sustainable use of biodiversity in agriculture. He reminded participants of the role and experience indigenous and local communities possessed in that area. Their knowledge was to be used to boost productivity, raise income, increase food security, and generally enhance well-being. Finally, he said that habitat loss and biodiversity degradation were the greatest threat to poor people. He looked forward to the approval of the guidelines at the seventh meeting of the Conference of Parties and to the start of the implementation process.

14. Mr. Peter Schei expressed his appreciation for the work undertaken during the previous three workshops and welcomed the organization of the fourth one in Ethiopia. He suggested that, while finalizing the principles, participants should consider integrating the objective of sustainable use of the Convention with the broader context of sustainable development. Indeed, the guidelines should stress that biodiversity was the living basis for sustainable development and that conservation and sustainable use were two sides of the same coin. The principles and guidelines should address the consequences of ecosystem change and the effects on ecosystem functions and services in the case of non-sustainable use. Biodiversity was the life insurance for life itself; intra-specific diversity was the life insurance for the survival of the species; the diversity of species within an ecosystem was the insurance for the functioning of that system; and the variation of functional ecosystems was the life insurance for people and sustainable development.

## **ITEM 2. ORGANIZATIONAL MATTERS**

### **2.1. Officers**

11. At the opening session of the workshop, on 6 May 2003, participants elected Mr. Mesfin, from Ethiopia, as Chair and Mr. Scott Muller, from Panama, as the Rapporteur for the meeting.

### **2.2. Adoption of the agenda**

12. The Workshop adopted the following agenda on the basis of the provisional agenda proposed in document UNEP/CBD/WS-Sustainable Use/4/1/Rev.1:

1. Opening of the meeting.
2. Organizational matters:
  - 2.1. Election of officers;
  - 2.2. Adoption of the agenda;
  - 2.3. Organization of work.
3. Introduction to the Convention on Biological Diversity and mandate of the fourth workshop.
4. Outcome of the three regional workshops on the sustainable use of biological diversity held in 2001 and 2002.
5. Synthesis of case-studies and views, including regional differences, submitted to the Secretariat and identification of gaps.
6. Development of practical ways for measuring components of biological diversity and their decline.
7. Further development of practical principles and operational guidelines for the sustainable use of biological diversity.
8. Other matters.
9. Adoption of the report.
10. Closure of the meeting

### **2.3. Organization of work**

13. At the opening plenary meeting, participants decided to consider items 2-5 and 8-10 in plenary. They established two working groups for the consideration of items 6 and 7, on the understanding that: (i) a progress report would be presented every day to the plenary to ensure that the results of the two groups were complementary and did not contain unnecessary duplication; and (ii) the results of their deliberations would be brought together in a final report to be agreed upon in plenary.

**ITEM 3. INTRODUCTION TO THE CONVENTION ON BIOLOGICAL DIVERSITY AND MANDATE OF THE FOURTH WORKSHOP.**

14. Mr. Mulongoy of the Secretariat of the Convention on Biological Diversity presented a brief overview of the Convention articles and reviewed the relevant decisions of the Conference of the Parties including the programmes of work on the thematic areas and work on cross-cutting issues. During the introduction of the issues pertaining to the sustainable use of biological diversity reference was made to the Plan of Implementation of the World Summit on Sustainable Development (document UNEP/CBD/WS-Sustainable Use/4/INF/1) and the WEHAB (“water, energy, health, agriculture, biodiversity”) themes. The linkages between the Convention objectives and Strategic Plan and the broader goals of sustainable development and poverty alleviation were highlighted.

15. Lastly, the representative of the Secretariat introduced the mandate of the fourth workshop, which entails the finalization of practical principles and operational guidelines for the sustainable use of biological diversity.

**ITEM 4. OUTCOME OF THE THREE REGIONAL WORKSHOPS ON THE SUSTAINABLE USE OF BIOLOGICAL DIVERSITY HELD IN 2001 AND 2002.**

16. Ms. Paola Deda, Programme Officer for Sustainable Use and Tourism, Secretariat of the Convention on Biological Diversity, and Mr. David Lawson resource person, reported on the outcome and results of the previous regional workshops on the sustainable use of biological diversity held in Maputo, Hanoi and Salinas. Areas identified in those workshops for specific consideration by the fourth workshop were highlighted. The workshop had before it the reports of the three regional workshops (UNEP/CBD/COP/6/INF/24 and Add.1-3) and a note by the Executive Secretary on the development of practical principles and operational guidelines for the sustainable use of biological diversity (UNEP/CBD/WS-Sustainable Use/4/2).

17. For each of the three workshops, the representative of the Secretariat reported on the thematic areas focused on, the results achieved, the items raised but not fully addressed, and the recommendations made. Mr. Lawson described in particular the process that led to the development of the principles.

**ITEM 5. SYNTHESIS OF CASE-STUDIES AND VIEWS, INCLUDING REGIONAL DIFFERENCES, SUBMITTED TO THE SECRETARIAT AND IDENTIFICATION OF GAPS**

18. Ms. Deda and Mr. Steve Edwards, resource person, presented a synthesis of case-studies on best practices and lessons learned from the sustainable use of biological resources compiled and analysed by the Secretariat (UNEP/CBD/WS-Sustainable Use/4/3) to illustrate how the practical principles and operational guidelines apply to different geographical conditions in the context of the thematic areas addressed by the Convention. Ms. Deda identified the relationship between the lessons learned and the principles and practical guidance developed in the note by the Executive Secretary (UNEP/CBD/WS-Sustainable Use/4/2). She explained how lessons learned could be integrated in the current text of the principles and guidelines in order to address recognized gaps.

19. Subsequently, Mr. Edwards, presented the results of the electronic forum organized by the Secretariat to gather comments from experts participating in the meeting on the note by the Executive Secretary (UNEP/CBD/WS-Sustainable Use /4/2) with regard to the measurement of decline of biological diversity components and the principles and practical guidelines for implementation.

20. Following the presentations, comments were made by the experts from Nicaragua, Niger, TSBF-CGIAR, IUCN, Guatemala, the Ramsar Convention, the Safari Club International Foundation, Panama, Netherlands, Slovenia, and Haiti.

**ITEM 6. DEVELOPMENT OF PRACTICAL WAYS FOR MEASURING COMPONENTS OF BIODIVERSITY AND THEIR DECLINE**

*and*

**ITEM 7. FURTHER DEVELOPMENT OF PRACTICAL PRINCIPLES AND OPERATIONAL GUIDELINES FOR THE SUSTAINABLE USE OF BIOLOGICAL DIVERSITY**

21. In the afternoon of Tuesday, 4 May 2003, participants split into two working groups, which took up agenda item 6 and 7, respectively. Working Group I, chaired by Mr. Alfred Oteng-Yeboah, from Ghana, assisted by Mr. Scott Muller from Panama and Mr. Herbert Prins from the Netherlands, took up item 7. Working Group II, chaired by Peter Schei, from Norway, assisted by Mr. David Lawson and Mr. Steve Edwards, took up item 6. The two working groups met five times each. Participants and reconvened in plenary on Thursday afternoon, 8 May 2003. The draft Addis Ababa Principles and Guidelines for the Sustainable Use of Biodiversity, contained in annex I below, were discussed and agreed upon at the plenary meeting for transmission to SBSTTA at its ninth meeting, in November 2003. Recommendations from the Workshop are contained in annex II below.

**ITEM 8. OTHER MATTERS**

22. There were no other matters.

**ITEM 9. ADOPTION OF THE REPORT**

23. The present report was adopted at the plenary meeting, on Thursday, 8 May 2003, on the basis of the draft report prepared and presented by the Rapporteur.

**ITEM 10. CLOSURE OF THE MEETING**

24. Following the customary exchange of courtesies, the Chair declared the Workshop closed at 8:30 p.m. on Thursday, 8 May 2003.

*Annex I*

**DRAFT ADDIS ABABA PRINCIPLES AND GUIDELINES FOR THE SUSTAINABLE USE OF BIODIVERSITY**

**I. BACKGROUND**

**A. *Explanation of the mandate***

1. In recent decades, biodiversity components have been used in a way leading to loss of species, degradation of habitats and erosion of genetic diversity, thus jeopardizing present and future livelihoods. Sustainable use of the components of biodiversity, one of the three objectives of the Convention, is a key to achieving the broader goal of sustainable development and is a cross-cutting issue relevant to all biological resources. It entails the application of methods and processes in the utilization of biodiversity to maintain its potential to meet current and future human needs and aspirations and to prevent its long-term decline.

2. Sustainable use of the components of biological diversity is addressed by the Convention in Article 10, 1/ which, *inter alia*, requires Parties to “adopt measures relating to the use of biological diversity to avoid or minimize impacts on biological diversity”. In order to assist Governments in their implementation of Article 10, the Conference of the Parties at its fifth meeting requested the Executive Secretary “to assemble practical principles, operational guidelines and associated instruments, and guidance specific to sectors and biomes, which would assist Parties and Governments to develop ways to achieve the sustainable use of biological diversity, within the framework of the ecosystem approach” (decision V/24).

**B. *The three regional workshops held in 2001-2002***

3. In response to decision V/24, the Executive Secretary, in collaboration with the Governments of Mozambique, Viet Nam and Ecuador and with financial support from the Government of the Netherlands, held three regional expert workshops in 2001/02 designed to develop a set of principles and practical guidelines and associated enabling instruments for Parties, resource managers and other key stakeholders to operationalize them.

4. The first workshop, held in Maputo in September 2001, focused on key elements relating to the sustainable use of dry-land resources and wildlife utilization in Africa. 2/ The second workshop was held

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1/ Article 10 reads as follows:

“Each Contracting Party shall, as far as possible and as appropriate:

(a) Integrate consideration of the conservation and sustainable use of biological resources into national decision-making;

(b) Adopt measures relating to the use of biological resources to avoid or minimize adverse impacts on biological diversity;

(c) Protect and encourage customary use of biological resources in accordance with traditional cultural practices that are compatible with conservation or sustainable use requirements;

(d) Support local populations to develop and implement remedial action in degraded areas where biological diversity has been reduced; and

(e) Encourage cooperation between its governmental authorities and its private sector in developing methods for sustainable use of biological resources.”

2/ The report of the Maputo workshop is contained in document UNEP/CBD/COP/6/INF/24/Add.1.

in Hanoi in January 2002 and addressed in particular the uses of forest biological diversity, including timber and non-wood forest products in Asia, with references to agricultural biological diversity. <sup>3/</sup> The third workshop, held in Salinas, Ecuador, in February 2002, focused on marine and freshwater fisheries uses particularly in Latin America and the Caribbean. <sup>4/</sup>

### C. *The fourth open-ended workshop*

5. At its sixth meeting, the Conference of the Parties, in its decision VI/13, called for a fourth workshop in order to:

- (a) Synthesize the outcomes of the three workshops;
- (b) Integrate different views and regional differences; and
- (c) Develop a set of practical principles and operational guidelines for the sustainable use of biological diversity.

6. The outcome of the fourth workshop will be submitted for the consideration of the Subsidiary Body on Scientific, Technical and Technological Advice at its ninth meeting, in November 2003. In turn, the Subsidiary Body will submit its advice to the seventh meeting of the Conference of the Parties.

### D. *Use of terms*

7. The Convention recognizes the need of the sustainable use of biological diversity, but for this exercise, the terminology is not sufficiently specific. Indeed, “sustainable use of biological diversity” is mentioned in many articles (table 1), in other articles the Convention mentions “sustainable use of its components” (table 1), and in the main article dealing with sustainable use, namely Article 10, but also elsewhere (table 1) the Convention refers to the “sustainable use of biological resources”.

8. “**Biological resources**”, as defined in Article 2 of the Convention, “includes genetic resources, organisms or parts thereof, populations, or any other biotic component of ecosystems with actual or potential use or value for humanity”.

9. The definition of “**components of biological diversity**” is not provided in Article 2, and the definition of “**biological diversity**” should be further clarified for operational purposes. In Article 2, “*biological diversity means the variability among **living** organisms [emphasis added] from all sources including, inter alia, terrestrial, marine and other aquatic ecosystems and the ecological complexes of which they are part; this includes diversity within species, between species and of ecosystems*”. “Variability” according to the Oxford Dictionary is derived from the word “*variable 1. that can be varied or adapted ...; (Bot. & Zool., of species) including individuals or groups that depart from the type*”. In this context, it is suggested to use the word “variety (defined as “*being various, diversity, absence of monotony or uniformity*”).

10. In this respect the appendix to the programme of work on agricultural biodiversity adopted by the Conference of the Parties (decision V/5, annex) is enlightening, defining **agricultural biodiversity** as “*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*”.

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<sup>3/</sup> The report of the Hanoi workshop is contained in document UNEP/CBD/COP/6/INF/24/Add.2.

<sup>4/</sup> The report of the Salinas workshop is contained in document UNEP/CBD/COP/6/INF/24/Add.3.

11. Following this example, it is proposed to adopt as the working definition of biodiversity: “*biodiversity means the variety and variability of living organisms at the genetic, species and ecosystem levels and the ecological complexes of which they are part.*”

12. In this context, “components of biodiversity” include:

- (a) Genetic material;
- (b) Populations;
- (c) Species;
- (d) Functional groups (guilds such as pollinators) and communities;

(e) Ecosystems and habitats (for example, undifferentiated vegetation cover, forest, coral reefs, and other aggregate terms that denote the other biotic components of ecosystems).

**Table 1.** Use of the term “*sustainable use of ...*” in the different articles of the Convention of Biological Diversity

Sustainable use <b>of biological diversity</b>	Sustainable use <b>of components of biological diversity</b>	Sustainable use <b>of biological resources</b>
<i>Articles in the Convention:</i> 5, 6a, 6b, 7c, 8g, 8j, 12b, 13b, 16-1, 17-1, 21-4, 25-2c, 25-2d	<i>Articles in the Convention:</i> 1, 7a, 7b, 8i, 11, 12a, Annex I/1, 2, 3	<i>Articles in the Convention:</i> 8c, 10a, 10b, 10c, 10e, 12c
<i>defined in Article 2 as:</i> “variability of living organisms from all sources”	<i>Not defined in article 2</i> Decision V/23 on the sustainable use of dry lands, “operational objective, 8” may be of use (q.v.).	<i>defined in Article 2 as:</i> - genetic resources - organisms and parts thereof - populations - other <b>biotic</b> components of ecosystems

13. Sustainable use is defined in Article 2 of the Convention as “the **use** (key term 1) of **components** (key term 2) of biological diversity in a way and at a rate that does not lead to the **long-term** (key term 3) **decline** (key term 4) of biological diversity, thereby maintaining its potential to meet the needs and aspirations of present and future generations”.

14. Four key terms are used in this definition, namely “use”, “components”, “long-term” and “decline”.

**Key term 1**

15. *Use* is understood to be both consumptive and non-consumptive. *Use* is described in economic, social and cultural terms. The **effects** of use are described in biological, economic, social and cultural contexts.

**Key term 2**

16. Five categories of *components* of biodiversity are recognized:

- (a) Genetic material;
- (b) Populations;
- (c) Species;
- (d) Communities;
- (e) Ecosystems and habitats.

**Key term 3**

17. *Long-term* decline of components of biodiversity, as in Article 2 refers, to a time period linked to the life history of the component of biodiversity concerned. Whenever one or more indicators show that a form of use is not likely to be sustainable, remedial action should be taken.

18. To meet the needs and aspirations of future generations, long term decline for biodiversity as a whole also needs to be considered in human terms. For management purposes, *long-term* in this context means up to five human generations or 100 years. This time span approximates the present generation, parents and grandparents, children and grandchildren as a realistic human timescale for resource use. This can set the context within which goals and objectives can be framed and will provide a time frame for accountability. This time frame is intended to be used as a moving window and refers primarily to the future use potential of a resource by people.

**Key term 4**

19. Decline within the context of Article 2 refers to detrimental change that results in loss of biodiversity. *Decline* is defined in the context of each of the five recognized components of biological diversity:

(a) *Genetic material*: “A measurable reduction in any appropriate measure of genetic diversity in a population”;

(b) *Populations*: “A measurable reduction in the distribution and numbers of individuals of a population or increase in fragmentation or decrease in size of population range”;

(c) *Species*: “A measurable reduction of the total number of individuals, populations or geographical races of a species or increase in fragmentation or decrease in size of a species’ range below the limits necessary for the maintenance of viable populations”;

(d) *Communities*: “A measurable reduction of the number, variety and composition of non-alien species within a defined management area”;

(e) *Ecosystems, habitat, vegetation cover and other aggregate terms* “A measurable reduction in the extent or amount of the biological component within the management area; a measurable decrease in the provision of ecosystem services and goods”.

20. The aspects of indicators are applied in the context of adaptive management.

## II. PRACTICAL PRINCIPLES FOR THE SUSTAINABLE USE OF BIODIVERSITY COMPONENTS

### A. *Sustainable use in the framework of sustainable development*

21. The Plan of Implementation of the World Summit on Sustainable Development recognizes that poverty eradication is "... the greatest global challenge facing the world today and an indispensable requirement for sustainable development". Key actions envisaged in the Plan of Implementation related to poverty eradication that will be supported by adoption of practical principles and operational guidelines for the sustainable use of biodiversity components include:

(a) To promote "...national programmes for sustainable development and local community development";

(b) To promote "...policies and ways and means to improve access by indigenous people and their communities to economic activities ... [recognizing] that traditional and direct dependence on renewable resources and ecosystems, including sustainable harvesting, continues to be essential to the cultural, economic and physical well-being of indigenous people and their communities";

(c) To "promote a sustainable use of biomass and, as appropriate, other renewable energies through improvement of current patterns of use, such as management of resources ...".

22. The plan recognizes that "All countries should promote sustainable consumption and production patterns". In relation to biodiversity conservation, the Plan recognizes the central role the Convention plays and specifically:

(a) "Promotes the ongoing work of the Convention on the sustainable use of biological diversity ... as a cross-cutting theme relevant to different ecosystems, sectors and thematic areas;" and

(b) "Encourage[s] technical and financial support to developing countries and countries with economies in transition ... as appropriate ... with a view to conserving and the sustainable use of biodiversity".

23. In many cases sustainable use of biodiversity components provides incentives for its conservation because of the social, cultural and economic benefits that people derive from that use. In effect, conservation and sustainable use, the first two objectives of the Convention, should be seen as two sides of the same coin. Moreover, sustainable use in itself is an important aspect of the incentive measures called for in Article 11 of the Convention. It should be recalled that only a small percentage of the Earth's surface is designated as strictly protected against exploitation, from which it follows that sustainable use is the major conservation strategy elsewhere.

### B. *Practical principles for the sustainable use of biodiversity components and their rationale*

24. Fourteen inter-dependent practical principles have been identified that govern the sustainability of uses of biodiversity components. Because of their interdependence, they should be considered together and, as such, provide a framework for advising governments, resource managers and other stakeholders, including indigenous and local communities and the private sector, about how they can optimize uses of biological diversity. The principles are intended to be of general relevance, although not all principles will apply equally to all situations, nor will they apply with equal rigour. Their application will vary according to the biodiversity being used, the conditions under which they are being used, and the institutional and cultural context in which the use is taking place.

25. While it is recognized that the objectives of use are matters of societal and cultural choice, it is also recognized that ecosystems, and the functions within them, contribute to and maintain cultures, societies and communities. Furthermore, any adverse impact one ecosystems can also have an adverse effect on those cultures, societies and communities. Therefore, governments should consider means to recognize and facilitate the promotion of sustainable use within such social and cultural norms.

26. In many cultures and societies, women are often the primary users and managers of components of biodiversity. It follows that special consideration should be given to involve and empower women in the management of biodiversity components.

27. In applying these practical principles, it is recognized that there is considerable variability in ethical standards between cultures and hence it is difficult to articulate an all encompassing principle on ethics related to sustainable use. Nevertheless, all Governments and resource managers engaging in sustainable-use practices should support standards related to the ethical treatment of components of biodiversity an meet ethical standards that are consistent with the norms of the country in which the use is taking place.

28. Sustainable use can be a valuable tool to promote conservation of biodiversity and contribute to poverty alleviation within a country; however, the application of the practical principles will be most effective when appropriate measures are taken for the protection of biological resources and remediation of the harmful effects of pollution, fire, civil and armed conflicts, displacement of people and other externally derived impacts are being undertaken. The sustainability of uses of biodiversity components will be enhanced if provisions are made for mitigation, remediation, compensation, and/or rehabilitation if losses of biological diversity result from over-use.

29. The practical principles in most instances apply to both consumptive and non-consumptive uses of biodiversity components. They take into account requirements related to: (a) policies, laws, and regulations; (b) management of biological diversity; (c) socio-economic conditions; and (d) information, research and education.

30. It is a fundamental assumption that the application of the practical principles and operational guidelines is set within the context of the ecosystem approach (decision V/6, annex). For the practical principles, cross-references are provided to the relevant principle(s) of the ecosystem approach.

31. Sustainability of use of biodiversity components will be enhanced if the following practical principles are applied:

1. *Supportive policies, laws, and institutions are in place at all levels of governance and there are effective linkages between these levels.*

32. There is need to have congruence in policies and laws at all levels of governance associated with a particular use. For example, when a policy regarding use of biodiversity is adopted under an international agreement, national and subnational laws must be compatible if sustainability is to be enhanced. There must be clear and effective linkages between different jurisdictional levels to enable a “pathway” to be developed that allows the use of a resource to proceed from collection or harvest through to final use without unnecessary impediment. In most cases, the primary means for achieving congruence between local and international levels of governance should be through national and subnational governments.

2. *Recognizing the need for a governing framework consistent with international, <sup>5/</sup> national and subnational laws, local users of biodiversity components should be sufficiently empowered and supported by rights to be responsible and accountable for use of the resources concerned (see principle 2 of the ecosystem approach).*

33. Uncontrolled access to biodiversity components often leads to over-utilization as people try to maximize their personal benefits from the resource while it is available. Resources for which individuals or communities have use, non-use, or transfer rights are, in general, used more responsibly because they no longer need to maximize benefits before someone else removes the resources. Therefore sustainability is enhanced if governments grant “rights” or “stewardship” authority, responsibility and accountability to the people who use and manage the resource, which may include communities, indigenous peoples, and private landowners. Moreover, to reinforce local rights or stewardship of biological diversity and responsibility for its conservation, resource users should participate in making decisions about the resource use and have the authority to carry out any actions arising from those decisions.

3. *International, national and subnational policies, laws and regulations that distort markets and promote habitat degradation or otherwise generate perverse incentives for conservation and sustainable use of biodiversity, should be identified and removed or mitigated (see principle 4 of the ecosystem approach).*

34. Some policies or practices induce unsustainable behaviours that reduce biodiversity, often as unanticipated side-effects as they were initially designed to attain other objectives. For example, support policies in agriculture that encourage domestic over-production often generate perverse incentives against the conservation and sustainable use of biological diversity. The requirement in the WSSD Plan of Implementation to eliminate subsidies that contribute to illegal, unreported and unregulated fishing and to over-capacity in order to achieve sustainable fisheries is a further instance of the recognition of the need to remove perverse incentives.

4. *Adaptive management should be practiced, based on:*

- (a) *Science and traditional and local knowledge;*
- (b) *Iterative, timely and transparent feedback derived from monitoring the use, environmental, socio-economic impacts, and the status of the resource being used; and*
- (c) *Adjusting management based on feedback from the monitoring procedures.*

*(See principles 9 and 11 of the ecosystem approach)*

35. Biological systems and the economic and social factors that can affect the sustainability of use of biological diversity are highly variable. It is not possible to have knowledge of all aspects of such systems before a use of biological diversity begins. Therefore, it is necessary for the management to monitor the effects of that use and allow adjustment of the use as necessary. In this context, it is preferable to use all sources of information about a resource when deciding how it can be used. In many societies, traditional and local knowledge have led to much use of biological diversity being sustainable over long time-periods without detriment to the environment or the resource. Incorporation of such knowledge into modern use-systems can do much to avoid inappropriate use of a resource. In addition, irrespective of scientific information about a resource, its use will most often be determined by the cultural beliefs and social norms of local society.

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<sup>5/</sup> Where consistency with international law is referred to this recognizes: a) that there are cases where a country will not be a party to a specific international convention and accordingly that law will not apply directly to them; and b) that from time to time countries are not able to achieve full compliance with the conventions to which they are a party and may need assistance.

5. *Sustainable use management goals and practices should avoid or minimize adverse impacts on ecosystem services, structure and functions as well as other components of ecosystems (see principles 3, 5 and 6 of the ecosystem approach).*

36. Use of any resource must take into account the functions that resource may fulfil within the ecosystem in which it occurs, and that use must not adversely affect ecosystem functions. For example, clear-felling in a watershed could lead to erosion of soil and impairment of the water filtration function of the ecosystem. Avoidance of this situation would involve setting conservative cutting-quotas with appropriate harvesting techniques and monitoring the effects of the harvest as it occurs. As another example, the shrimping industry has developed nets that can separate out juveniles and by-catch and also reduce negative effects on benthic and other associated communities.

6. *Interdisciplinary research into all aspects of the use and conservation of biological diversity should be promoted and supported.*

37. International conventions and national and subnational decisions that affect use should always apply the best information on which to base decisions and be aware of the local circumstances where a use is undertaken. In addition, there is need to ensure that research is supported on the biological and ecological requirements of the species to ensure that the use remains within the capacity of the species and ecosystem to sustain that use. Furthermore, to enhance incentives that promote sustainability, there would be value in investing in research to develop new commodities and open up new economic opportunities for stakeholders.

7. *The spatial and temporal scale of management and regulation should be compatible with the ecological and socio-economic scales of the use and its impact (see principles 2 and 7 of the ecosystem approach).*

38. Management and regulation of sustainable use activities should be scaled to the ecological and socio-economic needs of the use. If, for example, fish are harvested from a lake the owner of the lake, should be in charge of, and accountable for, the management of the lake subject to national or subnational policy and legislation. Likewise, if neighbouring countries share a resource, then the appropriate authority should include representation from those States and all should participate in the management and regulatory decisions about that resource. Accountability over decisions governing multi-jurisdictional shared resources will remain with the cooperating sovereign States; however, in such cases there is need to promote transparency in decisions by all parties and to foster an approach of joint decision-making.

8. *There should be arrangements for international cooperation where multi-national decision-making and coordination are needed.*

39. If a resource is shared between two or more countries, it is advisable to have a bilateral or multilateral agreement between those States to determine how the resource will be used and in what amounts. Absence of such agreements can lead to each state implementing separate management regimes which, when taken together, may mean that the resource is over-utilized.

9. *An interdisciplinary, participatory approach should be applied at the appropriate levels of management and governance related to the use.*

40. Sustainability of use depends on factors other than purely biological parameters of the resource being utilized. It is recognized that social, cultural, political and economic factors are equally important. It is therefore necessary to take such factors into consideration and involve the stakeholders, including

indigenous and local communities and the private sector, and the people experienced in these different fields, at all levels of the decision-making process.

10. *International, national and subnational policies should take into account:*

- (a) *Current and potential values derived from the use of biological diversity;*
- (b) *Intrinsic and other non-economic values of biological diversity; and*
- (c) *Market forces affecting the values and use.*

41. Recent work in calculating the potential costs of replacing natural systems with man-made alternatives has shown that such natural systems should be valued very highly. It follows that international, national and subnational policies that guide trade and development should compare the real value of natural systems against any intended replacement uses before such development is undertaken. For instance, mangroves have the function of fish-spawning and nursery sites, erosion and storm-surge alleviation and carbon sequestration. Coral reefs provide protection for juvenile fish and many species as well as coastal zone protection.

11. *Users of biodiversity components should seek to minimize waste and adverse environmental impact and optimize benefits from uses.*

42. Users should seek to optimize management and to improve selectivity of extractive uses through environmentally friendly techniques, so that waste is minimized, especially with regard to fisheries discards and by-catch, and socio-economic and ecological benefits from uses are optimized.

43. For example, in the energy industry, survey roads are typically 30 metres wide. With such roads, there is virtually no chance for the surrounding forest to re-colonize the roadbed. There exists equipment that can "cut" a 2.5 metre swath through the forest which is adequate for seismic studies. In this case, the forest is capable of re-colonizing the cleared area.

12. *The needs of indigenous and local communities who live with and are affected by the use and conservation of biological diversity, along with their contributions to its conservation, should be reflected in the equitable distribution of the benefits from the use of those resources.*

44. Local communities often shoulder significant costs or forgo benefits of potential use of biological diversity, in order to ensure or enhance benefits accruing to others. Many resources (e.g., timber, fisheries) are over-exploited because regulations are ignored and not enforced. When local people are involved as stakeholders such violations are reduced. Management regimes are enhanced when constructive programmes that benefit local communities are implemented, such as capacity-building and training, which can provide income alternatives, or assistance in diversifying their management capacities.

13. *The costs of management and conservation of biological diversity should be internalized within the area of management and reflected in the distribution of the benefits from the use. (see point 4 of the operational guidance for the application of the ecosystem approach (decision V/6, annex, section C, para. 11))*

45. The management and conservation of natural resources incur costs. If these costs are not adequately covered, management will decline and the amount and value of the natural resources may also decline. It is necessary to ensure that some of the benefits from use flow to the local natural-resource management authorities so that essential management to sustain the resources is maintained. Such benefits may be direct, such as entrance fees from visitors to a national park paid directly to, and retained by, the park management authority or indirect, such as stumpage tax revenue from timber-harvesting paid

by loggers, which flows through a national treasury to a local forest service. In some cases, licence fees for fishing rights are paid directly to the management authority, or to the national treasury.

14. *Education and public awareness programmes on sustainable use should be implemented and more effective methods of communications should be developed between and among stakeholders and managers.*

46. To ensure that people are aware of the connectivity between different parts of biological diversity, its relevance to human life, and the effects of uses it is advisable to provide means to engage people in education and awareness of the opportunities and constraints of sustainable use. It is also important to educate people on the relationship of sustainable use and the other two objectives of the Convention. An important way to achieve sustainable use of biological diversity would be to have in place effective means for communications between all stakeholders. Such communications will also facilitate availability of the best (and new) information about the resource.

### ***C. Operational guidelines for the sustainable use of biodiversity components***

47. Sustainable use is not a fixed state, but rather the consequence of balancing an array of factors that vary according to the context of the use. In addition, the sustainability of uses cannot be expressed with certainty, but rather as a probability that will change if the conditions in which management is taking place change. Sustainability is also dependent on institutional capacities to adapt to changing conditions based on monitoring and feedback. Given the uncertainties, sudden changes and different contexts in which the use of biodiversity is taking place, participants in the previous workshops recognised that sustainable use entails the adaptive management of biological resources, and decided to elaborate on this concept.

48. Progress towards sustainability will require the political will to bring about changes to create the necessary enabling environment at all levels of government and society. The operational guidelines are intended to provide functional advice on the implementation of the principles. This guidance has been developed taking into account regional and thematic differences and best practices and lessons learned that have been documented in case-studies on the sustainable use of biological diversity in different biomes as well as existing codes of conduct, e.g., the Code of Conduct on Responsible Fisheries of the Food and Agriculture Organization of the United Nations (FAO) and the non-detriment-finding standards of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES). For case-studies, see document UNEP/CBD/WS-Sustainable Use/4/3.

#### ***General operational guidelines***

49. Operationalizing these principles will require an enabling institutional, legal and administrative structure at all levels of government and society within each Party. Further, to be effective, policies and regulations that are adopted should ensure that the application of the principles is flexible and adaptable to different local realities and adjustable to specific ecosystems, pursuant to the ecosystem approach.

50. In structuring a sustainable-use programme and the attendant policies, laws and regulations to implement such a programme, there are a few underlying conditions that should be taken into account in government and natural resource management planning:

(a) While it is possible to use biodiversity components with ecological processes, species and genetic variability remaining above thresholds needed for long-term viability, it is the responsibility of governments and resource managers to ensure that use does not exceed these capacities. It is crucial that the biodiversity in ecosystems is maintained to ensure that those ecosystems are capable to sustain the ecological services on which both biodiversity and people depend;

(b) Ecosystems, ecological processes within them, species variability and genetic variation change over time whether or not they are used. Therefore, governments and resource managers should take into account the need to accommodate change, including stochastic events that may influence the sustainability of a use;

(c) In circumstances where the risk of converting natural landscapes to other purposes, encouraging sustainable use can provide incentives to maintain habitats and ecosystems, the species within them, and the genetic variability of the species. Also, for particular species, such as crocodiles, sustainable use has provided substantial incentives for conserving a dangerous animal that represents a threat to humans;

(d) The basic necessities of life, such as food and shelter, are produced either directly or indirectly from using biological diversity. In many countries, there is complete or substantial dependence on harvested plants and animals by millions of people, often among the poorest, for their livelihoods. Increasingly other uses such as pharmaceuticals for disease prevention and cure are becoming evident and are also met from using biological diversity. Finally, indigenous and local communities and their cultures often depend directly on the uses of biological diversity for their livelihoods. In all of these instances, governments should have adequate policies and capacities in place to ensure that such uses are sustainable;

(e) The supply of biological products and ecological services available for use is limited by intrinsic biological characteristics of both species and ecosystems, including productivity, resilience, and stability. Biological systems, which are dependent on cycling of finite resources, have limits on the goods they can provide and services they can render. Although certain limits can be extended to some degree through technological breakthroughs, there are still limits and constraints imposed by the availability and accessibility of endogenous and exogenous resources;

(f) To ameliorate any potential negative long-term effects of uses it is incumbent on all resource users, to apply every precaution in their management decisions. Likewise, governments should be certain that licensed or authorized sustainable uses of biological diversity are taking such precautions in their management;

(g) In considering individual guidelines provided below, it is necessary to refer to and apply the provisions of Article 8(j) and related provisions and their development in relevant decisions of the Conference of the Parties on all matters that relate to indigenous and local communities.

### ***Operational guidelines in the application of the practical principles***

51. The operational guidelines that follow are set out for consideration by Governments, decision makers, resource managers and users.

*Principle 1: Supportive policies, laws, and institutions are in place at all levels of governance and there are effective linkages between these levels.*

(a) Consider local customs and traditions (and customary law where recognized) when drafting new legislation and regulations;

(b) Identify existing and develop new supportive incentives measures, policies, laws and institutions within the jurisdiction in which a use will take place;

(c) Identify any overlaps, omissions and contradictions in existing laws and policies and initiate concrete actions to resolve them;

(d) Strengthen and/or create cooperative and supportive linkages between all levels of governance in order to avoid duplication of efforts or inconsistencies.

*Principle 2: Recognizing the need for a governing framework consistent with international, national and subnational laws, local users of biodiversity components should be sufficiently empowered and supported by rights to be responsible and accountable for use of the resources concerned (see principle 2 of the ecosystem approach).*

(a) Where possible adopt means that aim toward delegating rights, responsibility, and accountability to those who use and/or manage biological resources;

(b) Review existing regulations to see if they can be used for delegating rights; amend regulations where needed and possible; and/or draft new regulations where needed. Throughout local customs and traditions (including customary law where recognized) should be considered;

(c) Refer to the programme of work related to the implementation of Article 8(j) with regard to indigenous and local community issues (decision V/16) and integrate tasks relevant for the sustainable use of biodiversity components;

(d) Provide training and extension services to enhance the capacity of people to enter into effective decision-making arrangements as well as in implementation of sustainable use methods.

*Principle 3: International, national and subnational policies, laws and regulations that distort markets and promote habitat degradation or otherwise generate 'perverse incentives' for conservation and sustainable use of biodiversity, should be identified and removed or mitigated (see principle 4 of the ecosystem approach).*

(a) Identify economic mechanisms, including incentive systems and subsidies at international, national and subnational levels that are having a negative impact on the potential sustainability of uses of biological diversity;

(b) Remove those systems leading to market distortions that result in unsustainable uses of biodiversity components;

(c) Avoid unnecessary regulations of uses of biological diversity because it can increase costs, foreclose opportunities, and encourage unregulated uses thus decreasing the sustainability of the use.

*Principle 4: Adaptive management should be practiced, based on:*

*(a) Science and traditional and local knowledge;*

*(b) Iterative, timely and transparent feedback derived from monitoring the use, environmental, socio-economic impacts, and the status of the resource being used; and*

*(c) Adjusting management based on feedback from the monitoring procedures.*

(a) Ensure that for particular uses adaptive management schemes are in place;

(b) Require adaptive management plans to incorporate systems to generate sustainable revenue necessary for successful implementation;

- (c) Provide extension assistance in setting up and maintaining monitoring and feedback systems;
- (d) Include clear descriptions of their adaptive management system, which includes means to assess uncertainties;
- (e) Design monitoring system on a temporal scale sufficient to ensure that information about the status of the resource and ecosystem is available to inform management decisions to ensure that the resource is conserved.

*Principle 5: Sustainable-use management goals and practices should avoid or minimize adverse impacts on ecosystem services, structure and functions as well as other components of ecosystems. (see principles 3, 5 and 6 of the ecosystem approach)*

- (a) Ensure management practices do not impair the capacity of ecosystems to deliver goods and services that may be needed some distance from the site of use. For example, selective cutting of timber in a watershed would help maintain the ecosystem's capacity to prevent soil erosion and provide clean water;
- (b) Ensure that consumptive and non-consumptive use does not impair the long-term sustainability of that use by negatively impacting the ecosystem on which the use depends, e.g., when a tourism operation destroys a coral reef on which it was based;
- (c) Apply the "precautionary approach" to management decisions as provided in principle 15 of the Rio Declaration on Environment and Development;
- (d) Identify successful experiences of management of biodiversity components in other countries in order to adapt and incorporate this knowledge in their efforts to resolve their own difficulties;
- (e) Where possible consider the aggregate and cumulative impact of activities on the target species or ecosystem in management decisions related to that species or ecosystem.

*Principle 6: Interdisciplinary research into all aspects of the use and conservation of biological diversity should be promoted and supported.*

- (a) Ensure that the results of research inform and guide international, national and subnational policies and decisions.
- (b) Invest in research into techniques and technologies of management of biodiversity components that promote sustainability;
- (c) Encourage active collaboration between scientific researchers and people with local and traditional knowledge;
- (d) Encourage and support international support and technology transfer;
- (e) Involve local people who use biodiversity as research partners and use their expertise to assess management methods and technologies;
- (f) Make research results available in a form which decision makers, users, and other stakeholders can apply;

- (g) Promote exchange programmes in scientific and technical areas.

*Principle 7: The spatial and temporal scale of management and regulation should be compatible with the ecological and socio-economic scales of the use and its impact (see principles 2 and 7 of the ecosystem approach).*

- (a) Link responsibility and accountability to the spatial and temporal scale of use;
- (b) Define the management objectives for the resource being used;
- (c) Enable full public participation in preparation of management plans to best ensure ecological and socio-economic sustainability.

*Principle 8: There should be arrangements for international cooperation where multinational decision-making and coordination are needed.*

- (a) Make arrangements for international cooperation when the distribution of populations or communities/habitats being used span two or more nations;
- (b) Promote multinational technical committees to prepare recommendations for the sustainable use of shared resources;
- (c) Have bilateral or multilateral agreements between or among the States sharing the resource;
- (d) Spell out the basis for taking decisions governing sustainable use of shared resources in such agreement.

*Principle 9: An interdisciplinary, participatory approach should be applied at the appropriate levels of management and governance related to the use (see principle 12 of the ecosystem approach).*

- (a) Consider providing mechanisms that encourage interdisciplinary cooperation in management of biodiversity components;
- (b) Set standards for resource-management activities that promote interdisciplinary consultations;
- (c) Facilitate communication and exchange of information between all levels of decision-making;
- (d) Identify all relevant stakeholders and seek their participation in planning and executing of management activities;
- (e) Take account of socio-economic, political, biological, ecological, institutional, religious and cultural factors that could influence the sustainability of the management;
- (f) Seek guidance from local, traditional and technical specialists in designing the management plan;
- (g) Provide adequate channels of negotiations so that potential conflicts arising from the participatory involvement of all people can be quickly and satisfactorily resolved.

*Principle 10: International, national and subnational policies should take into account:*

- (a) *Current and potential values derived from the use of biological diversity;*
  - (b) *Intrinsic and other non-economic values of biological diversity; and*
  - (c) *Market forces affecting the values and use. (see principles 4 and 10 of the ecosystem approach)*
- (a) Promote economic valuation studies of the environmental services of natural ecosystems;
  - (b) Incorporate this information in policy and decision making processes, as well as educational applications, including providing alternative, non-consumptive uses of those resources;
  - (c) Consider this principle in relation to land use/habitat conversion tradeoffs. Recognize that market forces are not always sufficient to improve living conditions or increase sustainability in the use of components of biological diversity;
  - (d) Encourage Governments to take into account biodiversity values in their national accounts;
  - (e) Encourage and facilitate capacity building for decision makers about concepts related to economic valuation of biodiversity.

*Principle 11: Users of biodiversity components should seek to minimize waste and environmental impact and optimize benefits from uses.*

- (a) Provide economic incentives for resource managers to invest in development and/or use of more environmentally friendly techniques, e.g., tax exemptions, funds available for productive practices, lower loan interest rates, certification for accessing new markets;
- (b) Establish technical cooperation mechanisms in order to guarantee the transfer of improved technologies to communities;
- (c) Endeavour to have an independent review of harvests to ensure that greater efficiencies in harvest or other extractive uses do not have a deleterious impact on the status of the resource being used or its ecosystem;
- (d) Identify inefficiencies and costs in current methods;
- (e) Conduct research and development into improved methods;
- (f) Promote or encourage establishment of agreed “industry” quality standards of biodiversity component processing and management at the international, national and subnational levels, e.g., the Forest Stewardship Council Guidelines, the Tropical Timber Guidelines of the International Tropical Timber Organization (ITTO), and the Marine Aquarium Council Guidelines for tropical fish and coral trade;
- (g) Promote more efficient and humane transportation of biodiversity components.

*Principle 12: The needs of indigenous and local communities who live with and are affected by the use and conservation of biological diversity, along with their contributions to its*

*conservation, should be reflected in the equitable distribution of the benefits from the use of those resources (see principles 4 and 1 of the ecosystem approach).*

(a) Promote economic incentives that will guarantee additional benefits to the local stakeholders who are involved in the management of any biodiversity components, e.g., job opportunities for local peoples, equal distribution of returns amongst locals and outside investors/co-management;

(b) Adopt policies and regulations that ensure that local stakeholders who are engaged in the management of a resource for sustainable use receive an equitable share of any benefits derived from that use, relating to both consumptive and non-consumptive uses of biodiversity components;

(c) Consider ways to bring uncontrolled use of biological resources into a legal and sustainable use framework;

(d) Ensure that an equitable share of the revenues remains with the local people in those cases where foreign investment is involved;

(e) Involve local stakeholders in the management of any natural resource and provide those involved with equitable compensation for their efforts, relating to both consumptive and non-consumptive uses of biodiversity components;

(f) In the event that management dictates a reduction in harvest levels, to the extent practicable, assistance in gaining access to alternatives should be provided to local communities that are directly dependent on the resource.

*Principle 13: The costs of management and conservation of biological diversity should be internalized and reflected in the distribution of the benefits from the use (see principle 4 of the ecosystem approach).*

(a) Ensure that national and subnational policies do not provide subsidies that mask true costs of management;

(b) Ensure that harvest levels and quotas are set according to information provided by the monitoring system, not the economic needs of the management system;

(c) Provide guidelines for resource managers to calculate and report the real cost of management in their business plans;

(d) Create other alternative mechanisms to invest revenues from biodiversity management;

(e) Provide economic incentives for managers who have already internalized environmental costs, e.g., certification to access new markets, waiver or deferral of taxes in lieu of environmental investment, promotion of “green-labelling” for marketing.

*Principle 14: Education and public awareness programmes on sustainable use should be implemented and more effective methods of communications should be developed between and among stakeholders and managers.*

(a) Plan education and public awareness activities concerning: management, values of sustainable use, changing consumptive patterns and the value of biodiversity in the lives of people;

(b) Ensure that public awareness programmes also inform and guide decision-makers;

- (c) Target all levels of the chain of production and consumption with such communications;
- (d) Report lessons learned about sustainable use activities to the clearing-house mechanism of the Convention on Biological Diversity;
- (e) Encourage and facilitate communication of lessons learned and best practices to other nations;
- (f) Ensure that resource users report to government on their activities in a manner that facilitates broader communications.

#### ***D. Instruments associated with the operational guidelines***

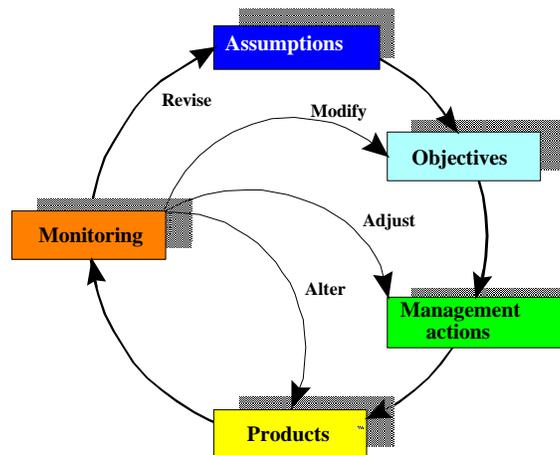
52. Implementation of the principles and guidelines for the sustainable use of biodiversity will depend on many inter-related factors including, but not limited to, existence of appropriate incentive measures, ability to manage and exchange information and sufficient capacity with which to implement. Several of these issues are being dealt with by other groups within the Subsidiary Body on Scientific, Technical and Technological Advice and the particular needs identified in the present document should be brought to their attention during detailed discussions. However, the issue of adaptive management, including monitoring and indicators, is of particular relevance to the case of sustainable use and merits more detailed description within the present document.

##### *1. Adaptive management*

53. Sustainable use is not a fixed state, but rather the consequence of balancing an array of factors that vary according to the context of the use. In addition, sustainability of uses cannot be expressed with certainty, but rather as a probability that may have to change if the conditions in which management is taking place change. Achievement of sustainability is also dependent on institutional capacities to adapt to changing conditions based on monitoring and feedback. Given the uncertainties, sudden changes and different contexts in which the use of biodiversity is taking place, participants in the previous workshops recognized that sustainable use entails the adaptive management of biological resources, and elaborated on this concept.

54. Because circumstances change and thus uncertainties are inherent in all managed uses of components of biodiversity, adaptive management must be an essential part of any management for sustainable use. The basic concept is illustrated in figure 1 below.

Figure 1. Feedback loops associated with Adaptive Management



55. Adaptive management is the most appropriate approach toward the management of biological resources because of its ability to deal with the uncertainty and natural variation, its iterative nature of monitoring biological resource through the management cycles, and the feedback/decision-making mechanisms to alter the management. <sup>6/</sup> Adaptive management can be applied at each of the recognized components of biological diversity, where the scale of management (and adaptive-management needs) is determined by the component being used. Adaptive-management systems should operate within the context of national policies concerning the use of biological resources.

56. As illustrated in figure 1, the successful application of adaptive management is dependent on monitoring changes in the indicators being used, which could lead to changes in an array of activities associated with the management system.

57. Effective incentives are necessary for successful sustainable use.

## 2. *Monitoring and indicators* <sup>7/</sup>

58. Monitoring is the key component of adaptive management. One of the first steps in monitoring is the establishment of baselines. The monitoring depends on separating exogenous disturbances from management action results. The monitoring requires defining and accepting benchmarks that identify the level beyond which adaptive management action should be implemented.

59. Managers should be accountable and responsible for developing and implementing the monitoring programme. The indicators and benchmarks that form part of that monitoring programme should be agreed upon by all relevant stakeholders including governments and scientists.

60. Adaptive management systems should be designed and refined so that:

(a) Monitoring should be bounded by spatial and temporal scales that are relevant to the potential impact, but should not ignore “downstream”, indirect or side-effects of management (for example, by-catch); <sup>8/</sup>

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<sup>6/</sup> See principle 9 of the ecosystem approach recommended by the Conference of the Parties in its decision V/6: “Management must recognize that change is inevitable”.

<sup>7/</sup> See the appendix hereto, on desirable properties for indicators.

(b) In the case of monitoring shared resources, including migratory species, Parties should ensure that the monitoring systems are compatible and that the costs and benefits of the monitoring are shared equitably. These issues may require action at higher levels, through, for example, transboundary cooperation, or even cooperation at global levels; 9/

(c) The cost of monitoring should be internalized (resource users should contribute significantly) to ensure the maintenance of monitoring programmes; 10/

(d) Resource users should participate in the design and implementation of the monitoring system; 11/

(e) Local and traditional knowledge of resources should be incorporated into monitoring systems, (and the use of such local and traditional knowledge in the management of biological resources may promote the maintenance of local and traditional knowledge systems, e.g. in the mapping of resources by communities); 12/

(f) Monitoring systems should be appropriate, cost-effective and achievable; 13/

(g) Monitoring systems and the evaluation of the results of monitoring should involve a transparent and consultative process; 14/

(h) The integrity of monitoring systems can be enhanced by measures for long-term data and information management and exchange;

(i) Monitoring systems should take into account modern techniques for statistical analyses that adequately identify limitations and possibilities of trend analyses.

61. Monitoring of consumptive use should be conducted at the following levels, i.e.:

(a) Monitoring the status of the component of biological diversity that is the focus of the management programme (in order to obtain information about its status independently from any harvest programme) and monitor the services it can provide;

(b) Monitoring the off-take (in order to obtain detailed information about the biological characteristics of the component consumed, and trends in characteristics such as age and sex distribution and fecundity) and the direct and cumulative impacts of the uses on goods and services;

(c) Monitoring harvest effort (in order to determine changes in the yield per unit effort as an index of the impact of the management programme, taking into account improvements in technology and practice relating to the efficiency of harvesting);

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8/ See principle 3 of the ecosystem approach.  
9/ See point 4 of the operational guidance for the application of the ecosystem approach (decision V/6, annex, section C, para. 11).  
10/ See principle 4 of the ecosystem approach.  
11/ See principle 2 of the ecosystem approach.  
12/ See principle 11 of the ecosystem approach.  
13/ See principle 12 of the ecosystem approach.  
14/ See principle 11 of the ecosystem approach.

(d) Monitoring indirect impacts, downstream and side effects of the consumptive use, or use associated activities on other species (in order to obtain information about this status independently from any other consumptive-use programme).

62. Monitoring of non-consumptive use can be conducted at the following levels;

(a) Monitoring the status of the component of biological diversity that is the focus of the management programme and monitor the services it can provide;

(b) Monitoring indirect impacts, downstream and side-effects of the non-consumptive use.

63. Monitoring of both consumptive and non-consumptive use need not be conducted at the same frequency and by the same agencies, but the combination of monitoring may result in a greater probability that use-related impacts will be detected and that monitoring systems will be maintained in the long term. Monitoring at multiple levels is particularly important in cases where limited information is available about the current status of the component of biological diversity that is being used, or to avoid bias resulting from information derived as the result of use. (e.g., harvesting is most often targeted at specific components only).

64. It is important to consider impacts on a resource other than influence by direct management actions, such as illegal off-takes, and to use all other relevant sources of information to verify conclusions about the trends in resource status and recommendations concerning its management.

65. Indicators within the context of sustainable use were defined to describe; status of a system, change in a system, trends in a system, combinations of the above. Desirable characteristics of indicators are included in the appendix to the present document (see page 33 below).

66. Indicators are a practical tool for achieving sustainable use as referenced in the following articles of the Convention:

(a) Article 2: “Sustainable use” means 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;**

(b) Article 6(a): Develop national strategies, plans or programmes for the conservation and sustainable use of biological diversity or adapt for this purpose existing strategies, plans or programmes which shall reflect, *inter alia*, the measures set out in this Convention relevant to the Contracting Party concerned;

(c) Article 10(a): Integrate consideration of the conservation and sustainable use of biological resources into national decision-making;

(d) Article 10(b): Adopt measures relating to the use of biological resources to avoid or minimize adverse impacts on biological diversity;

(e) Article 10(c): Protect and encourage customary use of biological resources in accordance with traditional cultural practices that are compatible with conservation or sustainable use requirements.

67. Indicators are being developed at various scales. Some will be national-context, some will be management-area indicators. It is important for managers/planners to include in the monitoring system indicators relevant to their specific situation. Managers should be aware that there are many existing

sources of information on indicators (e.g. FAO, Agenda 21, United Nations System-Wide Earth Watch Indicators, World Bank).

**Biological context**

68. Annex I to the Convention indicatively identifies three components of biodiversity: ecosystems and habitats; species and communities; genomes and genes. The workshops listed five components (genetic material; populations; species; communities; and ecosystems, habitat, vegetation cover and other aggregate terms, that denote the other biotic components of ecosystems <sup>15/</sup>) and for each of those developed a set of indicators to measure their decline. In this biological context, indicators were identified for the components of biological diversity that can be subject to use. The assessment of the sustainability of use on a particular component will largely depend on the scale and extent of use. The components of biological diversity are nested. Indicators of sustainability should be applied to the component of biological diversity that approximates the unit of management.

69. The indicators outlined in the table below were identified as suitable to demonstrate the impact of use, and only refer to the biological status of each component of biological diversity.

70. In line with the mandate to develop indicators to detect decline in the status of biodiversity components, table 2 below sets forth the basis of declines in status. In the event that a decline is detected in any one or more categories of biodiversity components, it would prompt remedial management action.

71. The indicators outlined in Table 2, based on definitions of components of biodiversity mentioned in the introduction above, were identified as suitable to demonstrate the impact of use, and only refer to the biological status of each component of biological diversity.

**Table 2:** *Indicative list of indicators for measuring the decline in the status of categories of biodiversity components.*

<b>Category of component</b>	<b>Parameters measured</b>	<b>Elements to be assessed</b>	<b>Indicators</b>
<b>Genetic material</b>	A measurable reduction in any appropriate measure of genetic diversity in a population.	<b>Genetic material</b>	<ul style="list-style-type: none"> <li>• genetic variation</li> <li>• frequency of rare alleles</li> <li>• traditional varieties, cultivars and breeds</li> <li>• ecotypes</li> </ul>
<b>Populations</b>	A measurable reduction in the distribution and numbers of individuals of a population or increase in fragmentation or decrease in size of population	<b>Population size</b>	<ul style="list-style-type: none"> <li>• number of individuals (and other indices of abundance)</li> <li>• biomass or volume</li> <li>• density</li> </ul>

<sup>15/</sup> This component was inspired by the definition in Article 2 of “biological resources” and by decision V/23 of the Conference of the Parties (activity 7 (b): “The sustainable use or husbandry of plant and animal biomass ...”).

Category of component	Parameters measured	Elements to be assessed	Indicators
	range	<b>Extent of distribution</b>	<ul style="list-style-type: none"> <li>• extent of occurrence (sq. km)</li> <li>• area of occupancy (presence/absence)</li> <li>• area of habitat loss</li> <li>• evenness of distribution</li> </ul>
		<b>Fragmentation</b>	<ul style="list-style-type: none"> <li>• number of sub-populations</li> <li>• area of habitat loss</li> <li>• change in habitat</li> </ul>
		<b>Population structure</b>	<ul style="list-style-type: none"> <li>• age structure</li> <li>• sex ratio</li> </ul>
		<b>Production potential</b>	<ul style="list-style-type: none"> <li>• reproductive success and recruitment</li> <li>• fecundity</li> <li>• physical/physiological condition</li> </ul>
<b>Species</b>	<p>A measurable change of the total number of individuals, populations or geographical races of a species or increase in fragmentation or decrease in size of a species' range below the limits necessary for the maintenance of viable populations".</p>	<b>Population size</b>	<ul style="list-style-type: none"> <li>• number of individuals (and other species of abundance)</li> <li>• biomass or volume</li> <li>• density</li> </ul>
		<b>Geographical races, populations, and sub-species</b>	<ul style="list-style-type: none"> <li>• number of geographical races</li> <li>• number of populations</li> <li>• number of sub-species</li> </ul>
		<b>Variability of populations</b>	<ul style="list-style-type: none"> <li>• extent of decline and proximity to thresholds of viability</li> <li>• vulnerability</li> </ul>

Category of component	Parameters measured	Elements to be assessed	Indicators
		<b>Fragmentation</b>	<ul style="list-style-type: none"> <li>• number of fragments (sub-ranges) and distance between fragments</li> <li>• connectivity</li> <li>• form and size of fragments</li> </ul>
		<b>Extent of distribution</b>	<ul style="list-style-type: none"> <li>• extent of occurrence</li> <li>• area of occupancy</li> <li>• area of habitat loss</li> </ul>
<b>Communities</b>	A measurable change in the number, variety and composition of non-alien species within a defined management area	<b>Number of species (species richness)</b>	<ul style="list-style-type: none"> <li>• total number of species per specified management area</li> </ul>
		<b>Variety of species (diversity of species)</b>	<ul style="list-style-type: none"> <li>• appropriate index of community diversity</li> <li>• species/biomass relationship</li> <li>• species/abundance relationship</li> </ul>
		<b>Composition of species</b>	<ul style="list-style-type: none"> <li>• changes in species inventories</li> <li>• predators and top predators as indicators species</li> <li>• structurally dominant species</li> <li>• trophic relationships</li> <li>• bio-monitors (e.g. diet of selected species)</li> <li>• endemic species</li> <li>• number of threatened species (at different scales)</li> <li>• number of alien species</li> <li>• categories of species of special significance.</li> </ul>

Component	Decline	Elements of decline	Indicator
		<b>Community stress</b>	<ul style="list-style-type: none"> <li>• any appropriate indicator of stress (e.g. invasive species)</li> <li>• decline in extent</li> <li>• increase in fragmentation</li> <li>• abnormal mass mortality</li> </ul>
<b>Ecosystems, habitats and other aggregated terms</b>	<p>A measurable reduction in the extent or amount of the biological component within the management area; a measurable decrease in the provision of ecosystem services* and goods</p> <p>* See appendix 3 to the annex to decision VI/7 of the Conference of the Parties for description of services.</p>	<b>Extent and amount of ecological services that can be provided</b>	<ul style="list-style-type: none"> <li>• components of ecosystem</li> <li>• coverage (e.g. vegetation, coral reefs)</li> <li>• fragmentation (including measures of distribution, heterogeneity and connectivity)</li> <li>• fractal dimension, size and shape of patches</li> <li>• standing biomass</li> <li>• albedo, spectral reflectance</li> <li>• turbidity, light penetration</li> <li>• primary production</li> <li>• secondary production</li> <li>• keystone species</li> <li>• top predators</li> <li>• pollinators</li> </ul>

### *Economic context*

72. Economic indicators are essential in indicating status, change and trends of use of biological components of biodiversity in economic terms. Indicators can be used to assess sustainability of the use. For example, the degree to which biological resources are priced and reflect true value, being a condition for effective management, may serve as an economic indicator. Some useful example are:

- (a) Maximum sustained yield for a renewable biologic resource being used;
- (b) Household income;
- (c) Market prices of components;
- (d) Volume of natural resource products on the market;

- (e) Household food security;
- (f) Percent contribution of managed resource to green and net domestic product;
- (g) Earned revenue from biological resource management (e.g. nature tourism);
- (h) Market prices for ecological goods and services from biodiversity;
- (i) Market value of environmental permits traded or sold;
- (j) Value of exported environmental services, products and technologies.

### ***Social context***

73. Social indicators reflect social values with respect to the sustainable use of biological components. The indicators identified below are suitable examples to demonstrate: (i) the incorporation of social values into the use of biological resources; (ii) how unique needs of individuals and communities are considered in management decisions; and (iii) the extent to which the allocation of resources can be considered to be fair and equitable:

- (a) Percentage of public participation in design, decision making and implementation of monitoring of sustainable use management programme;
- (b) Number of benefit-sharing arrangements and schemes associated with the particular programme;
- (c) Number of laws and regulations implemented and enforced (i.e. number of successful convictions for illegal off-take, corrected for enforcement effort);
- (d) Protected areas as a percent of total area;
- (e) Dependence of local and indigenous people on particular components of biological diversity (e.g., bushmeat/wild meat);
- (f) Demographics (population, poverty, distribution);
- (g) Percentage ownership of particular biological resource (public, private ownership, or other groups);
- (h) Number of laws or regulations or best management practices pertaining to sustainable use of biological resources;
- (i) Rate of change of wilderness areas.

### ***Cultural context***

74. All cultures use aspects of biological diversity for the maintenance of their cultures. Therefore using indicators to monitor sustainable use in a cultural context is important to understand the impact of the use upon cultures, and vice versa. Cultures need to be defined beyond indigenous groups; to include the beliefs, customs, practices and social behaviour of all people:

- (a) Components of biological diversity used for cultural purposes;

- (b) Number of new initiatives;
- (c) Effectiveness of traditional norms and their enforcement on the use of the components of biological diversity;
- (d) Percentage of women/men participating in resource extraction and decision making;
- (e) Size of culturally cohesive local /traditional indigenous groups;
- (f) Percentage of involvement of indigenous peoples in the management decision-making process;
- (g) State of traditional biodiversity-component management practices;
- (h) Proportion of formal and informal leadership involved in sustainable use programmes;
- (i) Number and extent of sacred sites;
- (j) Number of active nature- (conservation-) based non-governmental organizations;
- (k) Number of culturally-based off-take permits.

*Appendix I*

**DESIRABLE PROPERTIES OF INDICATORS**

1. Indicators of the status and trends of biological diversity are important in a monitoring programme. SBSTTA recommendation III/5, endorsed by the Conference of the Parties at its fourth meeting (decision IV/1 A), and decision V/7 of the Conference of the Parties provide for the development of a set of principles for designing national-level monitoring and indicators, addressing issues such as:

- (a) The way that indicators relate to management questions;
- (b) The ability to show trends;
- (c) The ability to distinguish between natural and human-induced change;
- (d) The ability to provide reliable results (i.e., through the establishment of standard methodologies);
- (e) The degree to which indicators are amenable to straightforward interpretation; and
- (f) The question of baselines for measurement, in light of the fact that application of a pre-industrial baseline may often prove problematic.

2. The Workshop noted that adaptive management does not rely on knowing pre-industrial baselines and has used the issues outlined in SBSTTA recommendation III/5 as a starting-point, but has added the ability to distinguish between external and internal causes of change. The Workshop identified the following desirable properties of indicators. The validity of indicators will be enhanced if they have as many of the following properties as possible, i.e., if they are:

- (a) *Unequivocal and reliable descriptor of a specific measurable characteristic*: This property describes the bare essence of an “indicator”(see paras. 1 (a) and (d) above);
- (b) *Sensitive to changes in components and systems subject to impact of use*: An ideal indicator should detect a signal of real change fast and reliably and should be robust (i.e. So that a measuring error does not affect the interpretation) (see paras. 1 (b) and (d) above);
- (c) *Viable*: The costs of measuring the indicator should be proportional to the benefit from using the biological resource;
- (d) *Amenable to the use of appropriate technology*: Some technologies may become outdated due to rapid technological changes, but many user groups, including local and indigenous ones, readily accept new technologies (see para. 1 (d) above);
- (e) *Repeatable*: The aim of using indicator is to determine whether there are long-term negative trends in the availability of the biological resource, and the measurement of any indicator should accordingly be repeatable. It is therefore imperative that the measurement is cost-effective and amenable to using appropriate technology (see para. 1 (b) above);
- (f) *Relevant to the impact of management*: The purpose of using indicators is to measure the impact of management on the status of a biological resource, and, ideally, it should enable the

resource manager to distinguish between natural and human-induced change. It is consequently important that the measurements are conducive to sound analysis (see paras. 1 (a) and (d) above);

(g) *Acceptable to all stakeholders by mutual agreement:* The repeatability of measurement often depends on the fact that measurement has to be carried out by resource managers who, in many cases, will be people living with the resource. The data that are collected should, on the other hand, be open to sound analysis and acceptable as reliable descriptors of change. Data should be accessible for inspection by either higher authorities or by other interested parties, including groups of civic society;

(h) *User-friendly for resource managers/users:* Methods for measuring indicators should be user-friendly or users may lose their interest and cease measuring, which negatively affects repeatability;

(i) *Appropriate to the scale of management:* The measurement of indicators should not result in making statements at the “wrong” scale; if resource management has to take place at, for example, a large scale and indicator measurement takes place at a small scale, then trend analysis may sometimes lead to “false alarm” or to a false sense of security;

(j) *Appropriate to the social and cultural contexts of resource managers/users:* The repeatability and accuracy of measurement of an indicator will be enhanced if the indicator is meaningful in the social and cultural contexts of resource managers/users;

(k) *Able to show trends:* This property is a fundamental requirement of an indicator that has been selected to be able to detect trends in the state of a biological resource (see para. 1 (b));

(l) *Conducive to sound analysis:* Sound analysis often may mean proper statistical analysis but as there are other knowledge systems that do not rely on classical statistical methods or Bayesian methods, other ways of sound analysis may be envisaged too (see para. 1 (e) above).

*Annex II*

**RECOMMENDATIONS**

The Fourth Open-ended Workshop on the Sustainable Use of Biodiversity recommended that, at its ninth meeting, the Subsidiary Body on Scientific, Technical and Technological Advice:

1. *Invite* Parties, other Governments and relevant organization to initiate a process for the implementation of the draft Addis Ababa principles and guidelines at the national and local levels, including the development of pilot projects, with a view to:
  - (a) Integrating and mainstreaming the principles and guidelines into national legislation and other regulations, sectoral and cross-sectoral plans and programmes addressing consumptive and non-consumptive use of biodiversity; and
  - (b) Gathering relevant information on experiences and lessons learned for the further improvement of the guidelines;
2. In order to facilitate the gathering of relevant information, *invite* the Executive Secretary to continue assembling and compiling case studies that can illustrate the importance of the draft Addis Ababa principles and guidelines for the sustainable use of biodiversity, in different thematic areas and geographical contexts. Case-studies should follow a format prepared by the Executive Secretary. Lessons learned from the case studies could be used to further elaborate and/or refine the draft Addis Ababa principles and guidelines;
3. *Invite* Parties and Governments, in collaboration with other relevant organizations (e.g. IUCN, FAO) and the Executive Secretary to undertake further research investigating:
  - (a) The impacts of sustainable use and non-sustainable use on livelihoods, and ecosystems goods and services;
  - (b) The role of women and other major groups in the sustainable use of components of biodiversity;
  - (c) The relationship between resilience of ecosystems and the sustainable use of biodiversity;
  - (d) The terms used in the description of sustainable use, in particular what “long term decline” of biodiversity should mean in concrete terms, taking into account the aspirations of present and future generations in different regions and situations;
  - (e) The elaboration of management plans at time scales appropriate to the life history of species or populations;
  - (f) The applicability of the draft Addis Ababa principles and guidelines to the use of components of biological diversity that are subject to multiple jurisdictions, (e.g., a resource shared between different countries, or migratory species moving across national jurisdictions), in collaboration with relevant international agreements (such as the Convention on Migratory Species);
  - (g) The functional relationships between different components of biological diversity in the context of sustainable use.

4. *Invite* the Executive Secretary to gather information and experiences on how sustainable use of biodiversity can contribute to the achievement of the biodiversity target of significantly reducing the rate of biodiversity loss by 2010 and how sustainable use can contribute to sustainable development;

5. *Invite* the Executive Secretary to take the draft Addis Ababa Principles and Guidelines into account while reviewing the principles and guidelines of the ecosystem approach as well as in the context of the Expert Meeting on Incentive Measures, held in Montreal in June 2003, to provide information on ways and means to reduce or mitigate perverse incentives for the sustainable use of biodiversity;

6. *Request* the Executive Secretary to integrate the work on indicators developed by the workshop with the broader work undertaken pursuant to decision IV/7 on the “identification, monitoring, indicators and assessment”. In particular, indicators of external influences (e.g. pollution, natural disasters, poverty, foreign debts, refugees and displaced persons) should be developed/identified.

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