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## Submission by Switzerland responding to the discussion paper on the post-2020 global biodiversity framework

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Reference: S141-0126

This submission responds to Notification SCBD/OES/PPP/JMF/87868 and to questions posed in the discussion paper CBD/POST2020/PREP/1/1. It is complementary to the submission of 19 December 2018<sup>1</sup>. It does not prejudice the Swiss position in the upcoming negotiations but is a presentation of reflections Switzerland is currently undertaking to prepare its position for the upcoming preparatory process of the post-2020 global biodiversity framework and 15<sup>th</sup> meeting of the Conference of the Parties to the Convention on Biological Diversity ('the Convention').

### 1. General Remarks

We recommend to initiate developing the structure and format of the decision text to be negotiated and adopted by the 15<sup>th</sup> Conference of the Parties to the Convention on Biological Diversity (CBD COP-15). An outline of such a decision is presented in the Annex to this submission. A debate on the structure and format of this decision will help focusing the negotiations leading up to the CBD COP-15. The process to develop the post-2020 global biodiversity framework requires an active involvement of other biodiversity-related conventions and their constituencies (which can be other ministries than the ones competent for the CBD).

### 2. Response to questions raised in the discussion paper

#### A. Structure of the post-2020 global biodiversity framework

*What could constitute an effective structure for the post-2020 global biodiversity framework, what should its different elements be, and how should they be organized?*

The post-2020 global biodiversity framework should be underpinned by a clear vision of our relationship with nature and nature's contributions to people. It should be based on sound scientific knowledge, such as developed by IPBES, FAO and other relevant organisations. The framework should be inclusive and integrate the various knowledge, visions and approaches on conservation and sustainable use of biodiversity.

The post-2020 global biodiversity framework should include:

- Overarching elements which should later be endorsed by biodiversity-related conventions, international organizations and possibly the UN General Assembly. These overarching elements should include the 2050 Vision, an apex goal, a set of global headline targets and global indicators.
- Elements which are required to be implemented by Parties of the Convention and the other biodiversity-related conventions should include: a decision to update NBSAPs, a decision to mainstream and conduct biodiversity impact assessments, a decision to use global indicators, possibly complemented with national indicators, for biodiversity monitoring, a solid reporting and reviewing mechanisms, as well as awareness raising and mainstreaming biodiversity
- Review: review mechanisms should be established with regard: a) Review of implementation of the Convention and other biodiversity-related conventions by Parties through a regular mechanism built on the current voluntary peer-review mechanism methodology<sup>2</sup>, b) Review of

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<sup>1</sup> <https://www.cbd.int/doc/strategic-plan/Post2020/postsbi/switzerland2.pdf>

<sup>2</sup> <https://www.cbd.int/nbsap/vpr/default.shtml>

implementation of the post-2020 global biodiversity framework, including through recognition of the support lent by the biodiversity-related conventions and relevant international organizations and other entities.

The post-2020 global biodiversity framework provides an opportunity to review the operations of the Convention and its institutions in order to ensure their readiness to support the framework.

Further elements should be incorporated in the framework:

- The work programmes which have already been adopted under the Convention and will be reviewed in the light of the post-2020 global biodiversity framework;
- Policy measures related to NBSAPs, regulations, incentives, economic instruments, technology and voluntary commitments;
- Strategies for engagement, including through partnerships, of policy makers at national and subnational levels, for the inclusion of indigenous peoples and local communities, local knowledge holders as well as for engaging the private sector, civil society, farmers, academia and individuals as citizens and consumers;
- Strategies for engaging with research organizations;
- Approaches to mainstreaming;
- Public education and awareness;
- Capacity building, facilitation of technology transfer, partnership and cooperation.

## **B. Ambition of the post-2020 global biodiversity framework**

*In the context of the post-2020 global biodiversity framework, what would “ambitious” specifically mean?*

- Ambition in terms of reach and ownership: The framework should be in support of the overall aims and strategic plans of all biodiversity-related conventions as well as relevant multilateral and/or intergovernmental organisations and conventions. Mutual supportiveness with and strengthening the implementation of the 2030 Agenda for Sustainable Development and the SDGs is key. It has to contribute to the development of integrated approaches to mainstreaming biodiversity into agriculture, forestry, fisheries, aquaculture, tourism, energy and mining, infrastructure, manufacturing and processing sectors at national, regional and international levels and as well as to the biodiversity related goals between these sectors.
- Ambition in terms of enhancing environmental governance: The framework should strengthen the efficiency of policy-making and guiding task of the Convention. The framework should emphasize and further detail the obligations under the Convention. This can be achieved by improving the indicator, monitoring, reporting and review cycle as well as more precise guidance for NBSAP revision and implementation.
- Ambition in terms of targets: An apex goal can mobilize the international community behind a common measurable goal. The set of targets built on the current Aichi Biodiversity Target should increase in ‘SMART’-ness which will require the development of technical specifications and reporting frameworks for each target.
- Ambition in terms of scope: The new framework should promote innovative solutions for mainstreaming biodiversity into all sectors and a renewed understanding of (bio)diversity as the basic concept and value for life on earth. The way people look at nature and benefit from nature through its sustainable use should be a renewed perspective of us as part of nature but also as being responsible for the state and the development of the environment.
- Ambition in terms of adopting new approaches: The new framework should aim at enabling the transformative change needed to stay within the limits of what the planet can sustain. This includes, among others, new consumption practices. Biodiversity conservation will always rely in part on areas that are not protected or managed primarily for conservation outcomes, therefore the framework should strengthen the focus on conservation and sustainable use.
- Ambition in terms of enhancing partnerships, including with the private sector.

### **C. 2050 Vision for Biodiversity**

*What, in real terms, does “living in harmony” with nature entail, what are the implications of this for the scope and content of the post-2020 global biodiversity framework and what actions are needed between now and 2050 to reach the 2050 Vision?*

“Living in harmony” entails the three objectives of the convention, the awareness that nature is the ultimate source of human well-being and welfare but also the broader perspective of the intrinsic value<sup>3</sup> of biodiversity. We consider the 2050 vision still highly relevant to the Convention and multilateral biodiversity policy as a whole and therefore suggest focusing on developing a pathway towards this vision. Achieving the 2050 vision means much more than achieving the three objectives of the convention.

### **D. Mission**

*What would be the elements and content of an actionable 2030 mission statement for the post-2020 global biodiversity framework?*

We propose that the mission of the Convention and its parties takes the form of a commitment to achieve a transformative change in the trajectory away from continued unsustainable use of nature which has led to loss of biodiversity and depletion of ecosystem towards the 2050 vision.

### **E. Biodiversity Targets**

*(a) What does “SMART” targets mean in practical terms?*

The targets have to be formulated in an understandable and concise way. They should be more concise than the current Aichi Biodiversity Targets. That could be achieved by developing technical accompanying document for each target. These technical specifications could also further develop the indicator(s), monitoring scheme and reporting template for each target. We propose to develop the indicator(s) linked to each target in conjunction so that their measurability is ensured. The range of new targets need to cover the aims and objectives of the different biodiversity-related Conventions and Protocols, linked to the 2030 mission in a way that they are realistic but also ambitious enough to change the trajectory towards the 2050 vision.

*(b) How should the set of targets in the post-2020 global biodiversity framework relate to existing Aichi Biodiversity Targets?*

Aichi Biodiversity Targets which gained traction in the 2011-2020 decade should be revised in terms of temporal scope and they should be refocused (as mentioned under E.a)). Those Aichi Biodiversity Targets with currently limited success and uptake but which are still considered to be relevant in order to achieve the 2050 vision should be more thoroughly revised and pursued – either again as a target or as part of a work programme or strategy.

*(c) How should the set of targets in the post-2020 global biodiversity framework align with other global targets, including those adopted under the 2030 Agenda for Sustainable Development?*

The conservation and sustainable use of biodiversity is key for achieving the Sustainable Development Goals and the objectives of the 2030 Agenda for Sustainable Development. Some Aichi Biodiversity Targets and biodiversity indicators have been incorporated as targets under the SDG framework and some biodiversity indicators have been incorporated under the SDG indicator framework developed by the Inter-Agency and Expert Group on SDG Indicators.

### **F. Voluntary commitments and contributions**

*What form should voluntary commitments for biodiversity take and how should these relate to or be reflected in the post-2020 global biodiversity framework?*

Voluntary commitments should not replace, dilute or deviate from obligations, commitments and formal requirements under the biodiversity-related Conventions and Protocols. Voluntary commitments must

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<sup>3</sup> Preamble to the Convention on Biological Diversity

also not weaken the universality of the post 2020 global biodiversity framework but be – among others – a tool for implementation.

In case the COP decides to create a space for announcements of voluntary commitments, reporting on the implementation of these commitments and the implementation of such commitments would have to be measured on the basis of the targets and indicators defined for the post-2020 framework as well as to be monitored internationally. This monitoring could be done by an international organization, such as IUCN.

### **G. Relationship between the post-2020 global biodiversity framework and other relevant processes**

*How could a post-2020 global biodiversity framework help to ensure coherence, integration and a holistic approach to biodiversity governance and what are the implications for the scope and content of the post-2020 global biodiversity framework?*

The post 2020 global biodiversity framework should be an overarching framework promoting and giving guidance to all biodiversity-related Conventions, Protocols and instruments. It should strengthen the different multilateral instruments and not duplicate them. Some elements in the framework need to address biodiversity in an overarching way whereas other elements can be designed to be specific to the biodiversity-related conventions and in particular the Convention on Biological Diversity. For instance the reporting requirement is specific to the Convention but a modular reporting approach should be taken, meaning that the Convention only requests reporting on elements which countries are not requested to report to other biodiversity-related conventions. For the global analysis to which extent targets have been reached, different information sources will be accepted. In particular encouraged will be reports by other biodiversity-related conventions and other intergovernmental organizations such as FAO and its Commission for Genetic Resources for Food and Agriculture on their contribution to implementing the post-2020 global biodiversity framework. The global analysis will be compiled and published by the Secretariat. This process would give visibility to all the different contributions to implement the overarching post 2020 global biodiversity framework.

### **H. Mainstreaming**

*How can the post-2020 global biodiversity framework incorporate or support the mainstreaming of biodiversity across society and economies at large?*

Switzerland supports the efforts to mainstream biodiversity into all sectors and the related decisions by CBD COP-13 and CBD COP-14 that were a move in the right direction. The FAO Biodiversity Mainstreaming Platform, welcomed by CBD COP13, has the mandate to mainstream biodiversity across the agricultural sector and which aims, among others, to contributing to the post-2020 process is a good example. However, we emphasize that the Convention needs to take a more strategic approach and we stress the importance of the request to the Executive Secretary in decision 14/3 para 19.c) in that regard. We see the programmes of work as still important and relevant instruments for cooperation with partner conventions and organizations. Another important tool for mainstreaming will be the overarching communication strategy directly targeting stakeholders and the public. Moreover, assessing the impact of policies and projects on biodiversity would be another effective tool to promote mainstreaming.

### **I. Relationship with the current Strategic Plan**

*What are the lessons learned from the implementation of the current Strategic Plan? And how can the transition from the current decade to the post-2020 framework avoid further delays in implementation and where should additional attention be focused?*

The formulation of the targets and the development of the indicators were lagging behind. The reporting framework was detached. Monitoring and review mechanisms were neglected. The guidance provided by the COP for the revision of the NBSAPs was very flexible which lead to very different NBSAPs. The degree of implementation varies a lot, which weakens monitoring of implementation

## **K. Indicators**

*What indicators, in addition to those already identified in decision XIII/28, are needed to monitor progress in the implementation of the post-2020 global biodiversity framework at the national, regional and global scales?*

Each target of the overarching post 2020 framework should be concretized with robust indicators. Technical accompanying documents for each target could further develop the indicator(s), monitoring scheme and reporting template for each target. These internationally agreed indicators could be complemented by each Party with specific indicators. Guidance for the development of such specific indicators should be developed. Parties, when monitoring progress in implementation of the post 2020 global biodiversity framework would use both, the internationally agreed and the more specific national indicators. SBSTTA could be tasked to assess potential new and additional indicators and recommend to the COP whether such additional indicators should be added.

## **L. Implementation and NBSAPs**

*How can the effectiveness and implementation of the NBSAPs be strengthened, what additional mechanisms or tools, if any, are required to support implementation of the post-2020 global biodiversity framework and how should these be reflected in the framework?*

The development of NBSAPs are one of the central obligations of parties to implement the Convention. New requirements arising from the post-2020 global biodiversity framework should trigger national-level analysis to which extent the existing NBSAP is still adequate and lead to a revision of both the National Strategy and Action Plan or just the Action Plan if the Strategy is encompassing enough. A process should be initiated by CBD COP-15 through which mandatory elements, e.g., indicators, biodiversity monitoring, reporting and review mechanisms for NBSAPs are identified and adopted by future COPs.

## **M. Resource mobilization**

*How should the post-2020 global biodiversity framework address resource mobilization and what implications does this have for the scope and content of the framework?*

The post-2020 global biodiversity framework needs to be set high on the political agenda of all Parties and its adoption should create ownership with all stakeholders. It should be seen as essential element in achieving the 2030 Agenda for Sustainable Development and the Sustainable Development Goals and therefore be embedded in national development strategies or other overarching policy frameworks. The most efficient and effective way to mobilize resources for the implementation of the framework will be a concerted effort to promote and enact schemes which foresee the payment for ecosystem services and other innovative biodiversity finance mechanisms, mainstream biodiversity into other sectors and activities such as agriculture and food systems, urbanization, infrastructure development and mitigation and adaptation to climate change. Moreover synergies are to be identified and used and perverse incentives are to be eliminated. The resource mobilization strategy for the post-2020 global biodiversity framework should be holistic and include other sources and actors, as well as innovative funding approaches and financing mechanisms..

## **N. Financial mechanisms**

*How can the Global Environment Facility support the timely provision of financial resources to assist eligible Parties in implementing the post-2020 global biodiversity framework?*

The GEF and the GEF Implementing Agencies could already now initiate programming and the development of projects which will be necessary to implement the post-2020 global biodiversity framework. Through the country support program, the GEF can support recipient countries to define their forward looking priorities and set ambitious biodiversity-related goals in their GEF supported projects and programs. The ambition of the post-2020 global biodiversity framework should also be reflected in the 8<sup>th</sup> replenishment of the GEF.

## O. Review process

*What additional mechanisms, if any, are required to support the review of implementation of the post-2020 global biodiversity framework and how should these be integrated into the framework?*

An effective review process is most critical to support implementation of the post-2020 global biodiversity framework. Two types of review mechanisms should be established:

- a. A review mechanism of the implementation of the Convention by Parties, contributing to the post-2020 global biodiversity framework, should be built on the current voluntary peer-review mechanism methodology. The implementation of the convention through the NBSAPs and reported through the national reports should be reviewed at international level. Public disclosure of reviewing results might enhance compliance in implementation. Information to be reviewed should be identified.
- b. A review of implementation of the post-2020 global biodiversity framework. The other biodiversity-related conventions and international organizations could be invited to contribute their own assessment of progress. Such a review would give visibility to the work of these partners and could be done regularly during the CBD COP.

## P. Relationship between the Convention and the Protocols

*What are the issues associated with biosafety under the Convention and what are the implications for the post-2020 global biodiversity framework?*

*What are the issues associated with access and benefit-sharing under the Convention and what are the implications for the post-2020 global biodiversity framework?*

The post-2020 global biodiversity framework will be the overarching, global framework for the conservation and sustainable use of biodiversity and the fair and equitable sharing of benefits arising from the utilization of genetic resources. Parts of it will be specific to the Convention. A decision will have to be made under each multilateral biodiversity-related instrument whether additional, more specific strategic instruments need to be designed or whether a programme of work or something similar can be used to specify the post-2020 global biodiversity framework.

The development of the post-2020 global biodiversity framework should address both biosafety and access and benefit-sharing issues, which at least are partly under the domain of the respective protocols.

The Cartagena protocol and its supplementary protocol (Nagoya Kuala Lumpur) on liability and redress, are the only specific instruments under the Convention to address the risks resulting from the use of organisms issued from modern biotechnology through the application of the precautionary approach. The speed of technical development in modern biotechnologies and in synthetic biology is increasing. This is challenging the risk discussion, both recalling a precautionary approach. Therefore biosafety issues are highly relevant with *the post-2020 global biodiversity framework*.

The Nagoya Protocol is the specific instrument under the Convention to address access and the fair and equitable sharing of the benefits resulting from the utilization of genetic resources. At the national level, it is not yet fully implemented and not yet fully functional (i.e. in terms of number of ratifications, national legislations, and effective functional implementation by all Parties). The framework should aim to contribute to the practical implementation of the Nagoya Protocol, which is crucial for facilitating access to genetic resources and for the realization of fair and equitable sharing of the benefits, and hence for the strengthening of the third objective of the Convention. Furthermore, coordination with other international access and benefit-sharing instruments is important to assure a practicable system as well as legal certainty. Due care shall be taken relative to chances and risks of technologies, regarding the growing concerns and need for conservation and sustainable use of biodiversity.

Cartagena and Nagoya protocols being specific instruments to address these important issues, their ratification should be promoted and the resulting obligations should be met by all parties. The framework should provide the necessary and long term support for that.

## **Q. Integrating diverse perspectives**

*How can the post-2020 global biodiversity framework facilitate the involvement of indigenous peoples and local communities and support the integration of traditional knowledge as a cross-cutting issue?*

The different strategies under the Convention should systematically involve IPLCs and include elements which are IPLC-specific, e.g. when it comes to communication, capacity-building. The requirements for future NBSAPs, reporting and review should be developed involving IPLCs.

*How should gender issues be reflected in the scope and content of the post-2020 global biodiversity framework?*

The Gender Plan of Action 2015-2020 should be updated, extended to 2030 and considered an integral element to the post-2020 global biodiversity framework. It should guide efforts on gender not only of the CBD but also other biodiversity-related conventions. Gender issues should be an integral part of mainstreaming biodiversity in order to support SDG goal 5 pursuing gender equality and empowerment of all women and girls.

*How should issues related to subnational governments, cities and other local authorities be reflected in the scope and content of the post-2020 global biodiversity framework? How can the post-2020 global biodiversity framework facilitate the involvement of civil society in the development and implementation of the framework? How can the post-2020 global biodiversity framework facilitate the involvement of youth in the development and implementation of the framework?*

The COP decision 14/34 is clear on the need to be inclusive to various stakeholders. The involvement of subnational entities as well as civil society should continue to be a requirement for NBSAP development and other processes under the Convention. The participatory approach in future revisions of NBSAPs and involvement of stakeholders in its implementation should be strengthened, including in future thematic and cross-sectoral programmes of work and other mainstreaming efforts. Engagement of various stakeholders is not a goal by itself but the objectives of the conventions and the post-2020 global biodiversity framework cannot be achieved without the engagement of the whole society.

*How should issues related to the engagement of the private sector be reflected in the scope and content of the post-2020 global biodiversity framework?*

There needs to be a substantial engagement of the private sector in the process for developing the post-2020 global biodiversity framework. It is clear that merely inviting representatives to the formal meetings will not be sufficient. Moreover, efforts should start timely to lead a substantial dialogue. We expect that the private sector fosters its buy-in to biodiversity conservation and sustainable use efforts, ensures an effective strategy implementation, and enters enhanced commitments to reach the goals.

*How should the post-2020 global biodiversity framework reflect diverse and multiple perspectives?*

Reflecting diverse multiple perspectives to achieve the vision, mission, goals and targets is necessary to create broad ownership of the framework and an opportunity to find new and innovative solutions. The framework will gain in relevance and be an innovative contribution to the 2030 Agenda for Sustainable Development and the Sustainable Development Goals. The conceptual framework of IPBES<sup>4</sup> provides a very good basis of the contemporary understanding biodiversity and 'the complex interactions between the natural world and human societies. It should encourage parties and partners to cover diverse and multiple perspectives when developing/revision NBSAPs or other strategies related to biodiversity.

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<sup>4</sup> <https://www.ipbes.net/conceptual-framework>

## **R. Communication and outreach**

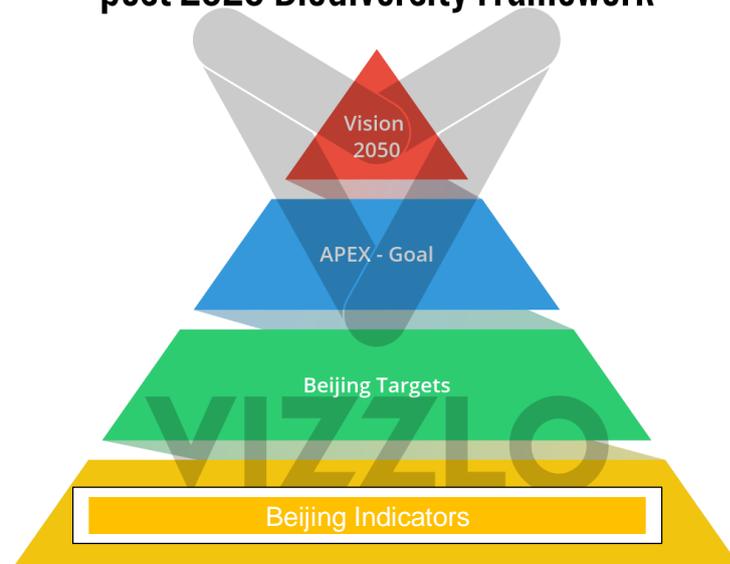
*How should the post-2020 global biodiversity framework address issues related to communication and awareness and how can the next two years be used to enhance and support the communication strategy adopted at the thirteenth meeting of the Conference of the Parties to the Convention on Biological Diversity to ensure an appropriate level of awareness?*

The communication strategy should be developed in cooperation with experts from other biodiversity-related conventions, international organizations and UN agencies to ensure the most efficient uptake of decisions and other outcomes of the Convention and its protocols. Communication efforts should be fit to different audiences, clients or target groups with, in the case of the Secretariat of the Convention being its Parties and partner organizations rather than the broad public. Partner organizations and national entities need mutually amplified messages and have to adapt the global messaging to their regional and local circumstances.

## Annex: Structure of the CBD COP-15 decision on the post-2020 global Biodiversity Framework

- A) Preambular Paragraphs PP, including recognition of overarching principles, underpinning science, mainstreaming and others.
- B) Operational Paragraphs OP
1. Adoption of post 2020 framework with the annexed vision, mission, apex-goal, targets and indicators
  2. Invitation to other biodiversity-related conventions (and others) to adopt the framework
  3. Implementation / Obligation / Actions
    - NBSAP revision
    - Obligations related to mainstreaming, e.g. to embed framework in (sustainable) development strategies, impact assessments
    - ....
    - Support mechanisms (Finance, Capacity Building)
    - Reporting: mandatory and flexible elements
    - Regular review of national reports and NBSAPs (peer-review)
  4. Non-state actors (voluntary commitments, reporting, review)
  5. Institutional arrangements (e.g. review of the operations of the conventions and programmes of work, update of strategies such as on communication and capacity building and review of the post-2020 global biodiversity framework by 2028).

### Structure post-2020 Biodiversity Framework



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Implementation	Support	Report	Review
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