



30 September 2019

## **Submission by Switzerland responding to the invitation to provide proposals on the post-2020 global biodiversity framework**

---

Reference: S385-1454

This submission responds to Notification SCBD/OES/CPP/JMF/88326 issued on 6 September 2019. The open-ended working group on the post-2020 global biodiversity framework invites Parties and others to submit proposals on the structure of the post-2020 global biodiversity framework. This submission comments on the conclusions of the first meeting of the working group contained in CBD/WG2020/1/L.2 and on the non-paper submitted by the Co-chairs of the discussion group entitled “Possible elements of a post-2020 global biodiversity framework for further discussion”, dated 30 August 2019. It is complementary to the Swiss submissions of 19 December 2018 and 23 April 2019. It does not prejudge 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 the 15th meeting of the Conference of the Parties to the Convention on Biological Diversity (‘the Convention’).

### **General remarks**

We welcome the development of a proposal for a structure and format of the decision text to be negotiated and adopted by the 15th meeting of the Conference of the Parties to the Convention on Biological Diversity (CBD COP-15). An agreement on the structure and format will facilitate the negotiations leading up to the CBD COP-15. At the same time, we think that the current proposal would benefit strongly from some changes, as outlined further down in this submission.

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 parties or ministries than the ones competent for the Convention) as well as the other Rio conventions. To that purpose, Switzerland is offering to host a second consultation workshop of the biodiversity-related and Rio conventions on the post-2020 global biodiversity framework.

### **Comments regarding the non-paper entitled “Possible elements of a post-2020 global biodiversity framework for further discussion”**

Detailed comments regarding the non-paper submitted by the Co-chairs of the discussion group entitled “Possible elements of a post-2020 global biodiversity framework for further discussion”, dated 30 August 2019, are presented in the Annex to this submission. With reference to the Annex, we would like to further simplify the structure and suggest grouping chapters 4 – 6 (Vision; Mission and/or apex goal and milestones; Goals, targets, sub-targets, and indicators) under a common chapter “Target framework”.

This simplification would streamline the process and allow for a better coordination between the topics that are dependent from one another. Furthermore, and for the same reason, we suggest to group chapter 7 (Means of implementation), chapter 8 (Cross-cutting issues) and chapter 10 (Outreach) to a common chapter entitled “Means and principles of implementation”. In addition, Switzerland suggests adding new chapters on “Non-state actors” and “Institutional arrangements”.

## Annex: Comments on possible elements and the structure of a post-2020 global biodiversity framework

Comments by Switzerland in this Annex are formatted in italics and highlighted with boxes and refer to the text of the document “non-paper submitted by the Co-chairs of the discussion group - possible elements of a post-2020 global biodiversity framework for further discussion”, dated 30 August 2019.

### 3. Rationale and scope

*Comment by Switzerland: We suggest to discuss if the issues mentioned under chapter 3 could be reflected in the “Preamble”.*

- (a) Possible issues to reflect:
    - (i) The importance of biodiversity and ecosystem services;
    - (ii) The current state of biodiversity and the implications of this for human well-being;
    - (iii) The need for ambition in addressing the current challenges facing biodiversity;
    - (iv) The direct and indirect drivers of biodiversity loss;
    - (v) Transformative change;<sup>1</sup>
    - (vi) Theory of change;<sup>2</sup>
- Comment by Switzerland: In our view, the issues (v) and (vi) can be merged to “Transformative change”.*
- (vii) Principles;<sup>3</sup>
- Comment by Switzerland: We suggest to change this issue to “Principles for implementation of the global biodiversity framework post-2020” that would include human rights and gender.*
- (viii) The challenges for implementation;
  - (ix) The results of the global assessment of the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services (IPBES) and other relevant assessments.

### 4. 2050 Vision

1. *Comment by Switzerland: We would like to further simplify the structure and suggest grouping chapters 4 – 6 (Vision; Mission or apex goal and milestones; Goals, targets, sub-targets, and indicators) under a common chapter “Target framework”. The global biodiversity framework post-2020 including its mission or apex goal should later be endorsed by global biodiversity-related conventions and organizations and possibly the UN General Assembly.*
2. *Mission or apex goal: We see a lot of benefit in a simple and clear mission or apex goal that is easy to communicate.*
3. *Targets: A set of specific targets should build on the Aichi Biodiversity Targets and address the drivers of biodiversity loss (as noted in the IPBES Global Assessment).*

<sup>1</sup> Some Parties requested a clear understanding of the difference between transformative change and theory of change.

<sup>2</sup> Some Parties were not in favour of including theory of change and/or requested further clarification of what it referred to. Further, some Parties would like to exclude theory of change from this part of the framework.

<sup>3</sup> Some Parties were not in favour of including principles and/or requested further details on what these would entail.

4. *Indicators: Each target of the post-2020 framework should be concretized with robust indicators. We consider this important to evaluate the achievement of the targets. The implementation of the post-2020 targets should be regularly monitored and reported. Technical accompanying documents for each target could further develop the indicator(s), monitoring scheme and reporting template for each target.*

(a) Possible issues to reflect:

*Comment by Switzerland: We consider the four elements of the vision (valuing, conserving, restoring, wisely using biodiversity) important and therefore suggest to focus on the small roman letter (ii).*

- (i) The 2050 Vision for Biodiversity remains relevant and will be a part of the post-2020 global biodiversity framework (as per decision 14/2);
- (ii) The elements of the 2050 Vision could be used to inform the development of other parts of the post-2020 global biodiversity framework;
- (iii) Linking other elements of the post-2020 global biodiversity to the 2050 Vision may require the consideration of timeframes beyond 2030;
- (iv) A better understanding of the 2050 Vision for Biodiversity may require an unpacking of the different issues it addresses.<sup>4</sup>

## 5. **2030 Mission and/or apex goal and milestones<sup>5</sup>**

(a) Possible issues to reflect:

- (i) Statement on the status<sup>6</sup> of biodiversity by 2030;
- (ii) Action oriented statement related to a desired change;
- (iii) Milestones;<sup>7</sup>
- (iv) The three objectives of the Convention and the Protocols;
- (v) Based on the elements of the 2050 Vision (biodiversity conserved, wisely used, restored, and ecosystem service maintained);<sup>8</sup>
- (vi) Desired state of biodiversity in 2030;
- (vii) Sustainable use;
- (viii) Sustainable consumption and production;<sup>9</sup>
- (ix) The Sustainable Development Goals;<sup>10</sup>
- (x) Addressing the drivers of biodiversity loss;
- (xi) Effective adaptation to climate change;
- (xii) Simple, easy to communicate, actionable and measurable;
- (xiii) A pressure state impact response model.

<sup>4</sup> Some Parties felt that the 2050 Vision was sufficiently clear and did not require unpacking. Other felt that if it was to be unpacked or further explained. This could be done in the element of the post-2020 global biodiversity related to rationale and scope.

<sup>5</sup> Parties expressed a range of views on if the post-2020 global biodiversity framework should have a mission, apex goal and/or milestones, and expressed varying levels of support for one of the three options. Some felt that the post-2020 global biodiversity framework should only incorporate one of these options. Others felt that it should reflect all three or a combination of two of them.

<sup>6</sup> Some Parties noted the need to define what is meant by status in the context of this element of the post-2020 global biodiversity framework.

<sup>7</sup> Some Parties felt that milestones, for example to 2050, could be reflected in the element of the framework referring to rationale and scope. Further, some Parties would like to add ecosystem-based adaptation and mitigation to this element of the framework.

<sup>8</sup> Some Parties felt that repeating the 2050 Vision in this element of the post-2020 global biodiversity framework may cause confusion.

<sup>9</sup> Some Parties were not in favour of including this as part of the mission and/or apex goal and milestones in the post-2020 global biodiversity framework. Some Parties would like to rephrase it to also include mainstreaming.

<sup>10</sup> Some Parties were unclear as to what this meant and/or how it could be reflected under this element of the post-2020 global biodiversity framework.

*Comment by Switzerland: We suggest to change this issue to “A driver pressure state impact response model (DPSIR)”.*

## 6. Goals, targets, sub-targets, and indicators

### (a) Possible issues that could be reflected in Goals:<sup>11,12</sup>

- (i) Three objectives of the Convention (conservation, sustainable use, and access and benefit-sharing);
- (ii) The Protocols;

*Comment by Switzerland: In our view, the Protocols do not need to be mentioned here, as the goal of Access and Benefit Sharing (ABS) is already mentioned in the objective of the Convention and as biosafety should be considered a concretization of the sustainable use in the context of modern biotechnologies. Furthermore, targets that are too specific and relate to a Protocol could hinder other biodiversity-related MEAs to adopt the common global biodiversity framework.*

- (iii) Based on the elements of the 2050 Vision (biodiversity valued, conserved, restored, wisely used, and ecosystem service maintained);
- (iv) Five direct drivers of biodiversity loss (changes in land and sea use; direct exploitation of organisms; climate change; pollution; and invasion of alien species) noted in the IPBES Global Assessment;<sup>13</sup>
- (v) Indirect drivers of biodiversity loss, including those noted in the IPBES Global Assessment (production and consumption patterns, human population dynamics, and trends, trade, technological innovations and local through global governance);<sup>14</sup>
- (vi) Facilitating/enabling implementation;<sup>15</sup>

*Comment by Switzerland: Facilitating/enabling implementation should be addressed under the chapter “Means and principles of implementation”.*

- (vii) Be informed by the conclusions of the fifth edition of the *Global Biodiversity Outlook*;

*Comment by Switzerland: The Global Biodiversity Outlook (GBO) will be an important basis to define the new goals but should not be a goal by itself.*

- (viii) Implementation.

*Comment by Switzerland: Implementation should be addressed under the chapter “Means and principles of implementation”.*

### (b) Possible issues that could be reflected in targets:

- (i) Themes from the Aichi Biodiversity Targets as a starting point but potentially simplified;
- (ii) Targets should be specific, measurable, achievable, results-based, and time-bound (SMART);

<sup>11</sup> Some Parties noted that wording is required to explain the relationship between the possible goals, targets and sub-targets of the post-2020 global biodiversity framework. Some felt that goals could be used to help structure and organize the targets of the post-2020 global biodiversity framework. It was also noted that goals and targets are interrelated.

<sup>12</sup> Some Parties asked to include the concept of mainstreaming in this element of the framework.

<sup>13</sup> Some Parties felt that the direct drivers of biodiversity loss should be reflected in the element of the post-2020 global biodiversity framework related to rationale and scope and not as goals.

<sup>14</sup> Some Parties felt that the indirect drivers of biodiversity loss should be reflected in the element of the post-2020 global biodiversity framework related to rationale and scope and not as goals to not overreach the mandate of the Convention

<sup>15</sup> Some Parties felt that implementation issues might not need to be reflected as goals in the post-2020 global biodiversity framework.

*Comment by Switzerland: We suggest adding the following issue to be reflected in targets: “Each target will be accompanied by a document describing its technical specifications”.*

- (iii) Consistent, coherent, compatible and mutual supportive of other relevant multilateral environmental agreements and processes;
- (iv) Not duplicative of other processes;

*Comment by Switzerland: We suggest adding “not duplicative of other processes but take them into account”.*

- (v) Informed by the fifth edition of the *Global Biodiversity Outlook*;

*Comment by Switzerland: This should not be a target by itself but should be considered when drafting the targets; unfortunately, the final version of GBO 5 will be released only a few month before the CBD COP-15.*

- (c) Possible issues that could be reflected in sub-targets:<sup>16</sup>
  - (i) Address more specific elements of the targets;
- (d) Possible issues that could be reflected in indicators:
  - (i) Use the existing indicators identified by the Conference of the Parties, those for the 2030 Agenda for Sustainable Development, those used in the IPBES assessments, indicators identified through the Biodiversity Indicators Partnership and by other relevant processes as a starting point in order to monitor progress;
  - (ii) Indicators and baselines should be identified at the same time as the targets of the post-2020 global biodiversity framework;
  - (iii) Provisions should be made to review the list of indicators and baselines once the post-2020 global biodiversity framework is adopted in order to make any necessary refinements.

*Comment by Switzerland: Indicators should be clear and simple. Indicators and baselines should whenever possible be identified at the same time as the targets.*

*We suggest to add the following issues to be reflected in indicators:*

- *Each indicator will be described with its technical specifications.*
- *To ensure measurability, indicator(s) linked to each target should be developed in consultation with the Biodiversity Indicator Partnership (BIP).*
- *Internationally agreed indicators should be the backbone to evaluate the targets, and the agreed indicator set could be complemented by each Party with specific indicators.*

## 7. Means of implementation and enabling conditions<sup>17</sup>

*Comment by Switzerland: We suggest to change the title to “Means and principles of implementation” and group chapters 8 (Cross-cutting issues and approaches) and 10 (Outreach) under this common new chapter.*

- (a) Possible issues to reflect:
  - (i) Resource mobilization;

<sup>16</sup> Some Parties noted that sub-targets might not be necessary. However, they also noted that, if the number of targets is kept small, sub-targets might be needed to reflect all desired issues.

<sup>17</sup> The possible issues identified under this element could also be relevant to the element of the framework related to cross-cutting issues and approaches and/or reflected in goals and targets depending on how they are formulated in the post-2020 global biodiversity framework.

*Comment by Switzerland: We suggest to also mention “Sustainable trade” as a way of mobilizing resources from non-state actors.*

- (ii) Provision of financial resources;
- (iii) Financial mechanism;
- (iv) Capacity-building;
- (v) Traditional knowledge and customary sustainable use;
- (vi) Science and evidence from relevant knowledge systems, including the natural and social sciences and lessons learned from the implementation to date of the Convention and its Protocols;
- (vii) Technical and scientific cooperation and technology transfer;
- (viii) Knowledge generation, management and information sharing;
- (ix) Communication and awareness-raising;
- (x) Promoting synergies with other relevant multilateral environmental agreements and processes;
- (xi) Promoting the greater participation of indigenous peoples and local communities, women, youth, civil society, local and subnational authorities, the private sector and academia and scientific institutions in implementation;
- (xii) Science based and standardize measures, natural capital accounting<sup>18</sup> and wholistic approaches to valuation;

*Comment by Switzerland: We suggest to add under this issue “Nature’s contribution to people” as defined by IPBES and “The economics of ecosystems and biodiversity (TEEB)”.*

- (xiii) Strengthened environmental governance, and policy processes;<sup>19</sup>
- (xiv) Ecosystem based management;

*Comment by Switzerland: It is not clear to us what this issue refers to.*

- (xv) National biodiversity strategies and action plans;

*Comment by Switzerland: We consider it important that the structure of NBSAPs will be updated and that NBSAPs are structured in a harmonized way to allow better comparability.*

- (xvi) Levers of transformation change in the scope of the Convention.

## 8. Cross-cutting issues and approaches<sup>20,21</sup>

*Comment by Switzerland: We suggest to delete this title as we prefer to group chapters 8 (Cross-cutting issues and approaches) and 10 (Outreach) under the common new chapter 7 (“Means and principles of implementation”).*

- (a) Possible issues to reflect:
  - (i) Mainstreaming, particularly for issues related to agriculture, forestry, fisheries, aquaculture, tourism, energy and mining, infrastructure, manufacturing and processing sectors and could address both the direct and indirect pressures on biodiversity;
  - (ii) Gender equality, women’s empowerment and gender responsive approaches;

<sup>18</sup> Some Parties were not in favor of including references to natural capital accounting.

<sup>19</sup> Some Parties felt this was too broad and were not in favour of including it in the post-2020 global biodiversity framework.

<sup>20</sup> The issues noted in this section could also be reflected in other elements of the post-2020 global biodiversity framework, such as in goals or targets or under the element related to means of implementation and enabling conditions, depending on how they are phrased. Some Parties noted that these issues should not be considered peripheral issues.

<sup>21</sup> Some Parties suggested to add multilateral collaboration mechanism to this element of the framework.

- (iii) Indigenous peoples and local communities;
- (iv) Rights based approaches;
- (v) Partnerships;
- (vi) Intergenerational equity;
- (vii) Connectivity.

## 9. Transparent implementation, monitoring and reporting mechanism<sup>22</sup>

*Comment by Switzerland: We consider this part as essential for the enhancement of the implementation of the global biodiversity framework and suggest to change this title to “Transparent implementation, monitoring, reporting and review mechanism”.*

- (a) Possible issues to reflect:
  - (i) Keep and strengthen NBSAPs as the main mechanism for implementing the Convention at the national level;

*Comment by Switzerland: We suggest to change this issue to “Keep, strengthen and further develop and harmonize NBSAPs as the main mechanism for implementing the Convention at the national level.”*

- (ii) Enhance guidance for national biodiversity strategies and action plans;
- (iii) Build from and strengthen the national reports;
- (iv) Improve comparability and the quality of the national reports and national biodiversity strategies and action plans;
- (v) Improve consistency/synergy across reporting processes within and outside the Convention;
- (vi) Improved collaboration among Conventions for the development of common reporting frameworks, and modular reporting systems;

*Comment by Switzerland: The reporting duties of parties alone for MEAs is constantly increasing. Therefor we should strive for an integrated, modular reporting system that allows parties to use the information available in a coherent manner. This means for Switzerland that all the biodiversity-related conventions should develop a common reporting system with a harmonized reporting cycle, containing common data for all of them and specific data for the specific scope of each of the treaties. A system such as the Data Reporting Tool (DaRT) – will allow cross references among the MEAs and allow an integrated reporting against the SDGs.*

- (vii) Lessons learned from the Convention and other international environmental instruments;
- (viii) The relationship between this element and the other elements of the post-2020 global biodiversity;
- (ix) Monitoring;
- (x) Voluntary commitments;<sup>23</sup>

<sup>22</sup> Another suggestion for the title of this element was accountability framework. However, some Parties did not agree with this term. Another suggestion was implementation structure. It was also emphasized that any mechanisms should not be punitive but aim to support implementation.

<sup>23</sup> Some Parties felt that voluntary commitments would be better reflected under the element of the post-2020 global biodiversity framework related to means of implementation and enabling conditions. Other Parties indicated that they were unclear as to what this term meant. Others noted that clear guidance for voluntary commitments would be needed. Some Parties also expressed the view that voluntary commitments were for non-State actors while others felt that they could be relevant to national Governments as a complement to the commitments in the national biodiversity strategies and action plans. Others felt that national voluntary commitments could undermine the national biodiversity strategies and action plans.

*Comment by Switzerland: We suggest mentioning “Voluntary commitments” under the new chapter 9a “Non-State Actors” as voluntary commitments should be open to non-state actors only.*

- (xi) Compliance mechanisms and transparency;<sup>24</sup>
- (xii) Measurements, reporting, review, and verification system, transparent and global biodiversity stock take, iterative synchronized, coordinated review process and ratcheting mechanism;<sup>25</sup>
- (xiii) Existing review processes, including peer review, under the Convention;
- (xiv) Guidance.

*Comment by Switzerland: We suggest to add the following issues under this chapter:*

- *A process 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.*
- *A review mechanism of the implementation of the Convention by Parties, contributing to the post-2020 global biodiversity framework, should be built on the existing review processes under the Convention and namely on the current voluntary peer-review mechanism methodology.*
- *The other biodiversity-related international conventions and organizations should take part in the review mechanism through a modular integrated reporting system. Such a common review would give visibility to the work of these partners and could be done regularly at a joint assessment meeting.*

## 10. Outreach, awareness and uptake<sup>26</sup>

*Comment by Switzerland: We suggest to add a separate chapter entitled “Non-State actors” after chapter 9. Possible issues to reflect in this chapter should include “Voluntary commitments”, “Reporting” and “Review”.*

*Comment by Switzerland: We would prefer to group this chapter together with chapter 8 (Cross-cutting issues and approaches) under the common new chapter 7 (“Means and overarching principles of implementation”).*

### (a) Possible elements:

- (i) A coherent, comprehensive, and innovative communication strategy for the global biodiversity framework itself;
- (ii) Raising awareness of the framework to ensure its alignment with other relevant international processes and strategies.

*Comment by Switzerland: We would like to add a new chapter on “Institutional arrangements”. Possible issues to reflect should be the following:*

<sup>24</sup> Some Parties noted that the purpose of a compliance mechanism in the context of the post-2020 global biodiversity framework was unclear. Others objected to the word “compliance”.

<sup>25</sup> Some Parties felt that the reference to a ratcheting mechanism would be better placed in the element related to means of implementation and enabling conditions. It was also noted by some that this issue should be limited to measurements, reporting and verification.

<sup>26</sup> Some Parties felt that the issues addressed under this element could be included under the element of the post-2020 global biodiversity framework addressing means of implementation and enabling conditions. Others noted that provisions for communication and outreach related to the post-2020 global biodiversity framework are already contained in decision 14/34.



- (i) Comparison by the biodiversity-related conventions of the operations and programmes of work of the conventions in the light of the global biodiversity framework post-2020.*
- (ii) Update of strategies such as on communication and capacity building.*
- (iii) Mid-term review of the post-2020 global biodiversity framework 2026.*