

# United Nations Framework Convention on Climate Change

## Sessions of the Subsidiary Bodies

### 2-13 June 2008, Bonn, Germany

IUCN recommends the Subsidiary Bodies (SBSTA 28 and SBI 28) and the Ad Hoc Working Groups (AWG-KP 5 part 2 and AWG-LCA 2) to:

#### In terms of mitigation and emission reduction targets:

- Consider emissions reduction targets to be consistent with the urgent need to limit the increase of the average global temperature to a maximum of 2°C compared to pre-industrial levels, as mentioned in the IPCC Fourth Assessment Report, and with the principle of common but differentiated responsibilities;

#### In terms of adaptation, including national adaptation programmes of action (NAPAs):

- Provide the necessary means to accelerate the implementation of practical adaptation activities with appropriate funding and with the participation of local communities, in an integrated manner to better consider ecosystems and livelihoods,
- Find new and additional sources of funding for adaptation,
- Define criteria for disbursement of available funds for adaptation that ensure priority is given to the most effective adaptation actions;

#### In terms of Reducing Emissions from Deforestation and Degradation in Developing countries (REDD):

- Adopt a framework for REDD actions that:
  - Is based on an ecosystem approach,
  - Includes equitable participation of local level stakeholders,
  - Is integrated into a broader strategy focused on securing deeper reductions of emissions from the use of fossil fuels,
  - Is designed to complement and reinforce ongoing forest governance reform processes,
  - Includes sufficient and diverse financial resources for countries to prepare for REDD activities;

#### In terms of development and transfer of Technology:

- Simplify the existing Clean Development Mechanism (CDM) and facilitate the access of developing countries to clean technologies;

#### In terms of capacity-building for developing countries for integrating social and gender equity:

- Integrate social and gender equity considerations into UNFCCC work through support of relevant focal points on these issues,
- Take action on equity in collaboration with efforts of other relevant conventions and agreements, especially the CBD;

#### In terms of collaboration with the other Rio Conventions:

- Strengthen the synergies with other relevant multilateral agreements, especially the Convention on Biological Diversity and the United Nations Convention to Combat Desertification, that can support Parties' actions to mitigate and adapt to climate change.

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Scientific evidence clearly highlights the current and potential impacts of climate change on the environment and, consequently, on human wellbeing, especially poor and vulnerable communities. IUCN stresses the need to give due consideration to the links between climate change, equity and biodiversity, and the opportunities and challenges these links pose, for mitigating and adapting to climate change.

### **Mitigating climate change and setting emission reduction targets**

IUCN welcomes the Bali Action Plan, adopted at the 13<sup>th</sup> Conference of Parties in December 2007, showing the increasing level of attention given by the international community to the serious threat of climate change. However, specific targets of emissions reduction were not included in the final text.

IUCN urges the United Nations to aim for a comprehensive and equitable post- 2012 regime by 2009, allowing enough time all the countries to ratify the new regime before the end of the first 2008-2012 commitment period. Such regime should aim at achieving the ultimate objective of the Convention contained in its Article 21 and include elements addressing mitigation, adaptation, technology and finance. Concerning mitigation, there is a need for clear and stronger emission reduction commitments from developed countries. Voluntary measurable action by non-Annex I countries is also needed, based on gradual strengthening of capacity and provision of incentives, in coherence with the principle of common but differentiated responsibilities.

IUCN recommends that:

- Emissions reduction targets should be consistent with the urgent need to limit the increase of the average global temperature to a maximum of 2°C compared to pre-industrial levels, as mentioned in the IPCC Fourth Assessment Report, in coherence with the principle of common but differentiated responsibilities.

### **Advancing adaptation, including national adaptation programmes of action (NAPAs)**

Biodiversity supports ecosystem resilience which, through enhanced adaptability to a changing environment, will better buffer against climate change. In that regard, IUCN notes the need to better assess and map the vulnerability

of ecosystems, protected areas and species to climate change, particularly for the most vulnerable ecosystems such as islands, coastal areas and drylands.

The traditional way of handling extreme events, (e.g. floods and droughts), with engineering works can be complemented with the ecosystems approach. The ecosystem approach is a strategy for the integrated management of land, water and living resources that promotes conservation and sustainable use in an equitable way. Thus, the impacts of climate change can be addressed by deliberately investing and rehabilitating natural infrastructure such as wetlands and floodplains to enhance the resilience of vulnerable ecosystems. Approaches such as implementing environmental flows aim to manage equitable water allocations to different users. Assessing the buffering storage capacity of the different elements of the watershed is an additional means to promote adaptive management among the full spectrum of stakeholders.

IUCN also highlights the importance of capacity building in sustainable ecosystem management to enhance adaptive capacity. In collaboration with IISD, the Stockholm Environment Institute-US and Intercooperation, IUCN has developed a Community-based Risk Screening Tool – Adaptation and Livelihoods (CRISTAL) that could be used in the implementation of adaptation plans. IUCN and UNEP have also collaborated to support development of the TEMATEA Issue-Based Module on Climate Change and Biodiversity to support identification of mutually supportive action across the Conventions.

IUCN welcomes the decision adopted at the 13<sup>th</sup> COP in Bali regarding the establishment of the Adaptation Fund, hosted by the Global Environment Facility, and managed by the Adaptation Fund Board with equitable representation from developed and developing countries.

Thirty-two countries have now formally submitted their National Adaptation Programmes of Action (NAPAs) to UNFCCC, but very few NAPAs have been implemented.

IUCN urges Parties to accelerate the implementation of practical adaptation activities by improving NAPA development and implementation, ensuring mainstreaming of climate change into relevant processes, and promoting the development and use of tools for adaptation.

IUCN recommends to:

- Provide the necessary means to accelerate the implementation of practical adaptation activities with appropriate funding and with the participation of local communities, in an

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<sup>1</sup> “to stabilize greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system within a timeframe sufficient to allow ecosystems to adapt naturally, to ensure food production is not threatened and to enable economic development to proceed in a sustainable manner”.

integrated manner to better consider ecosystems and livelihoods using an ecosystem approach.

Additional and alternative finance mechanisms should be identified to finance adaptation at a much higher level than now, while the Adaptation Fund is expected to be financed initially through a 2% levy on carbon credits generated under the Clean Development Mechanism (CDM). At least 20 billions US\$ a year are needed, when the current Adaptation Fund is expected to raise initially 20 to 50 million US\$ a year. The levy tax on CDM could be extended to other flexible mechanisms under the Kyoto Protocol. More coherence is also needed between the existing climate change funds, and a special attention should be given to the development of innovative funding mechanisms similar to the GEF "Small Grant Programme", which has been very effective in reaching out local communities. Finally, criteria should be defined to ensure that the available funds are granted as a priority to the most effective adaptation strategies and to the ecosystems and livelihoods which will be the most severely affected by climate change.

IUCN recommends to:

- Find new and additional sources of funding for adaptation;
- Define criteria for disbursement of available funds for adaptation that ensure priority is given to the most effective adaptation actions.

#### **Reducing emissions from deforestation and degradation in developing countries (REDD)**

IUCN welcomes the decision adopted at the 13<sup>th</sup> Conference of the Parties in Bali, regarding the integration of REDD<sup>2</sup> in a post-2012 agreement (*Reducing emissions from deforestation in developing countries: approaches to stimulate action, 2/CP.13*). IUCN believes that it represents a real opportunity to help reduce greenhouse gas emissions. IUCN welcomes that fact that forest degradation has been included in the text as it is frequently the driving process for the ultimate loss of forests and REDD should adequately address degradation as one of the central causes for emissions from tropical forests. IUCN realizes that many unresolved questions remain, from the measurement and monitoring of forest carbon stocks to the effective implementation of REDD at the national level. Sound standards are needed to ensure verifiable data. However, IUCN also recognizes that such challenges will only be addressed through on-the-ground learning and therefore favors an early start to a REDD pilot phase to

allow some time for lessons to be learned to inform the design of a new framework for REDD.

IUCN recommends that REDD should :

- **be based on an ecosystem approach** taking a balanced account of the multiple functions and benefits of forests for biodiversity values, ecosystem functioning and local livelihoods. It should focus on enhancing the natural processes for the sequestration and storage of carbon, protecting existing forests and restoring degraded ecosystems. Special emphasis should be given to the maintenance of carbon-rich forests such as peatland forests and natural forests should not be treated as planted forests.
- **include equitable participation of local level stakeholders** to ensure that social equity, gender, land-use rights and tenure and poverty reduction are adequately taken into consideration throughout the design and implementation of REDD activities. The issue of indigenous rights is not sufficiently addressed in the decision that was adopted in Bali. REDD policies should also be flexible enough to address national circumstances and allow full participation on a voluntary basis with a stepwise approach enabling learning by doing. Positive incentives and benefit-sharing mechanisms should be put in place to encourage sustainable forest management and conservation activities;
- **be integrated into a broader strategy focused on securing deeper reductions of emissions from the use of fossil fuels**, where REDD is phased in alongside commitments to deeper reductions of emissions from the use of fossil fuels, rather than simply providing a new form of offset for business-as-usual emissions.
- **be designed to complement and reinforce ongoing forest governance reform processes** aimed at promoting sustainable forest management. The outcomes of individual REDD initiatives need to be clearly defined and transparent
- **include sufficient and diverse financial resources for countries to prepare for REDD activities**, including capacity building for sustainable forest management and design of distributional mechanisms that contribute to poverty reduction and benefit local communities and indigenous peoples that depend on forest resources.

<sup>2</sup> REDD stands for Reducing Emissions from Deforestation and Degradation, as stated in the Report on the second workshop on reducing emissions from deforestation, held in Australia, in March 2007.

## Facilitating the development and transfer of new technology

From the 763 projects that were registered by the UNFCCC, only 3% were implemented in Africa, with most projects in China, India or Brazil. Capacity-building and financial support are needed for the poorest countries, and the administrative process should be simplified, especially for small-scale projects. Developing countries should have a stronger representation in the CDM Executive Committee and a special attention should be given to the unbalanced regional repartition of projects. New instruments are needed to better answer the needs of the poorest countries, and to provide incentives for the development of sectoral policies (e.g: public transports, sustainable rural energy options, etc...).

Capacity building and financial support are both needed to facilitate the access of developing countries to appropriate clean technologies. The Expert Group on Technology Transfer needs to identify priority sectors, which technologies are in the public domain and what the Intellectual Property Rights imply for the others. The Expert Group should be able to identify key incentives and constrains for technology transfer and to make recommendations to address these issues. A new framework is also needed for the development and transfer of adaptation technologies.

IUCN recommends to:

- Simplify the existing Clean Development Mechanism (CDM) and facilitate the access of developing countries to clean technologies with new instruments.

## Building capacity for developing countries to integrate social and gender equity

IUCN recognizes that climate change will have different impacts on different communities depending on regions, generations, age classes, income groups, occupations, and gender. IUCN also acknowledges that the voices of the most vulnerable groups are often not heard during the negotiating process taking place under the UN Framework Convention on Climate Change.

UNFCCC should ensure that the negotiating parties from developing countries are provided with the adequate technical support and linguistic services to allow them to take an active part in the negotiation process. There is strong need for capacity-building among the national delegates from the Least Developed Countries, in particular for those coming from non-Anglophone countries. Developing countries also often lack the financial, administrative and technical capacity to access the new opportunities created by mechanisms such as the Clean Development Mechanism, the Adaptation Fund, or the future REDD framework.

UNFCCC should be implemented in compliance with globally agreed commitments on gender equality and equity, including the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). UNFCCC should also develop a gender strategy, following the work carried out by UNEP and ongoing efforts in the context of the Convention on Biological Diversity. Gender should be mainstreamed in all the adaptation and mitigation activities developed under the UNFCCC.

IUCN recommends to:

- Integrate social and gender equity considerations into UNFCCC work through support of relevant focal points on these issues;
- Take action on equity in collaboration with efforts of other relevant conventions and agreements, especially the CBD.

## Working with the other Rio Conventions for linking climate change, biodiversity and livelihoods

IUCN also urges the UNFCCC to strengthen the synergies with other relevant multilateral agreements, especially the Convention on Biological Diversity (CBD) and the United Nations Convention to Combat Desertification (UNCCD), that can support Parties' actions to mitigate and adapt to climate change. IUCN welcomes the establishment of the Joint Liaison Group between the three Rio Conventions and encourages the Group to increase their cooperative efforts. Further, IUCN welcomes the recent decision adopted by the 9<sup>th</sup> Conference of the Parties to the CBD on biodiversity and climate change<sup>3</sup> and urges the UNFCCC Parties to welcome and honor this decision. In particular, IUCN welcomes the decision to establish an Ad Hoc Technical Expert Group on Biodiversity and Climate Change with a mandate to develop advice on biodiversity relevant to the Bali Action Plan and the Nairobi work programme; IUCN offers its input into this process. The UNFCCC should take this opportunity to adopt a more integrated approach to climate change, using an ecosystem approach and taking into account the importance of local and indigenous knowledge for adaptation.

IUCN recommends to:

- Strengthen the synergies with other relevant multilateral agreements, especially the Convention on Biological Diversity and the United Nations Convention to Combat Desertification, that can support Parties' actions to mitigate and adapt to climate change.

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<sup>3</sup> Adopted by CBD COP9, on 30 May 2008, as document UNEP/CBD/COP/9/L.36 (as amended in final Plenary).