

13th Meeting of the Conference of the Parties (COP 13) to the UN Framework Convention on Climate Change and 3rd Meeting of the Conference of the Parties Serving as the Meeting of the Parties to the Kyoto Protocol (CMP 3)

UNFCCC COP13/CMP3, 3-14 December 2007

Bali, Indonesia

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. For this 13th COP, 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.

In summary, IUCN urges Parties to:

- **Agree on a strong and formal mandate in Bali to negotiate a comprehensive and equitable post- 2012 regime by 2009, respecting the ultimate objective of “preventing dangerous anthropogenic interference with the climate system”;**
- **Explore approaches and options for the inclusion of Reduced Emissions from Deforestation in Developing countries (REDD) in post 2012 arrangements that would:**
 - **Integrate with and complement a broader strategy for deep emissions reduction from fossil fuels,**
 - **Be based on an ecosystem approach,**
 - **Address forest degradation and deforestation in an integrated manner,**
 - **Include all stakeholders, in particular forest-dependent communities;**
- **Pursue development of robust sustainability standards and criteria for biofuels;**
- **Provide the necessary means to accelerate the implementation of practical adaptation activities with appropriate funding and technologies;**
- **Set up an effective and transparent Adaptation Fund;**
- **Mainstream gender in the work of the UNFCCC and in all mitigation and adaptation activities.**

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1. BEYOND KYOTO

IUCN welcomes the increasing level of attention given by the international community to the serious threat of climate change, with a particular emphasis on the linkages between climate change and the Millennium Development Goals and the need for an urgent global response to climate change.

IUCN urges Parties to agree on a strong and formal mandate in Bali to negotiate 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 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. Emissions reduction targets should be consistent with the urgent need to limit global warming to +2°C.

IUCN also urges the Conference of the Parties (COP) 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 the impacts of climate change.

2. OPTIMIZING OPPORTUNITIES FOR ECOSYSTEM MANAGEMENT TO CONTRIBUTE TO CLIMATE CHANGE MITIGATION

Adopting an integrated ecosystem approach to Reduced Emissions from Deforestation in Developing Countries (REDD)

IUCN believes that REDD represents a real opportunity to help reduce greenhouse gas emissions. IUCN highlights that forest degradation 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. This is insufficiently addressed by the current draft decision on this matter for the COP 13 (FCCC/SBSTA/2007/4). 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. 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 consideration of REDD in the negotiation process for a post-2012 framework.

IUCN recommends that the negotiating Parties request the Subsidiary Body for Scientific and Technological Advice (SBSTA) to evaluate mechanisms for a REDD framework that :

- *Is 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.
- *Includes 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. REDD policies should 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.
- *Is integrated into a broader strategy focused on securing deeper reductions of emissions from the use of fossil fuels* rather than simply offsetting carbon emissions.

¹ “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”.

- *Is 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.*
- *Includes 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.*

Ensuring that energy alternatives such as biofuels are ecologically and socially sustainable

When considering alternative energy options, such as biofuels as a means to reduce greenhouse gas emissions and thus mitigate climate change, certain production processes associated with biofuels, particularly those involving deforestation or land degradation, can result in increased greenhouse gas emissions as well as severe consequences for biodiversity and livelihoods. Developing and implementing biofuel strategies as an energy option should fully account for and safeguard against any associated negative environmental and social impacts.

IUCN recommends that:

- Parties pursue the development of robust standards and criteria for biofuels.

3. THE CHALLENGE OF ADAPTATION FOR ECOSYSTEMS AND LIVELIHOODS

Adaptation deserves decisive action by the COP and as a critical element of a post-2012 regime. In particular, the new framework needs to include an efficient mechanism that ensures that developing countries, including the most vulnerable, are given the support needed to adapt to unavoidable climate change impacts. IUCN wishes to highlight the following points:

Understanding and enhancing the capacity of natural ecosystems to adapt to climate change

Biodiversity supports ecosystem resilience which, through enhanced adaptability to a changing environment, will better buffer against climate change. IUCN strongly supports the need for better assessing and mapping of the vulnerability of ecosystems, protected areas and species, and for bridging the gap between scientists and resource managers to promote ways to enhance ecosystem and species resilience. Significant efforts should be made to address the specific issues faced by the most vulnerable ecosystems such as islands, coastal areas and drylands and the critical role of ecosystems in increasing community resilience to climate change.

Reducing the vulnerability of the poor to climate change

Rural poor, disadvantaged communities and women are particularly vulnerable to the effects of climate change, as their livelihoods often rely on local natural resources with low adaptive capacity. IUCN highlights the crucial role of forest and water resources in climate change adaptation, and 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 developed a Community-based Risk Screening Tool – Adaptation and Livelihoods (CRISTAL) that could be used in the implementation of the “Nairobi work programme on impacts, vulnerability, and adaptation to climate change” that was adopted at the COP 12 in Nairobi in 2006.

IUCN believes the information before SBSTA provides a very useful basis to identify remaining gaps; design more effective mechanisms to share and make available the existing experiences; and build further capacities for the implementation of adaptation measures and their integration in sectoral policies, investments and tools. There is sufficient knowledge to move to implementation without further delay.

IUCN recommends that:

- Parties provide the means to accelerate the implementation of practical adaptation activities with appropriate funding and technologies.

IUCN stands ready to assist Parties in implementation of adaptation activities, including participation on any associated SBSTA expert groups should they be established.

Establishing and managing effectively the Adaptation Fund

IUCN welcomed decision 10/CP.7 that established the Adaptation Fund, the initial guidance provided in decision 28/CMP.1, the provisions relating to principles, modalities and governance of the Fund and the text developed by the Subsidiary Body on Implementation in its 26th meeting. IUCN believes the adaptation activities should enhance ecosystem resilience and support adaptive capacity of communities.

With respect to the Adaptation Fund, IUCN recommends that:

- The governance structure of the Adaptation Fund reflects the principles of equity, differentiated responsibility and capability, balanced representation of all parties in decision making, transparency and accountability to the COP/CMP.
- Additional innovative finance mechanisms are identified to finance the Adaptation Fund 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).
- Criteria are 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.

4. EQUITY AND GENDER CONSIDERATIONS FOR MITIGATION AND ADAPTATION ACTION

IUCN recognizes that climate change impacts will be differently distributed among different regions, generations, age classes, income groups, occupations, and gender. IUCN also acknowledges that women are powerful agents of change by playing a key role in population growth, disaster reduction, deforestation and energy uses.

Mainstreaming gender equity and equality into the UNFCCC

IUCN recommends that:

- UNFCCC is 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).
- Parties develop a gender strategy for the Convention, following the work carried out by UNEP and ongoing efforts in the context of the Convention on Biological Diversity.

Mainstreaming gender equity and equality into mitigation and adaptation

IUCN recommends that:

- Design, implementation and evaluation of future REDD and CDM projects include equitable participation of men and women and governance frameworks, instruments, and capacities developed to use forests as carbon sinks need to enable a more equitable environment for women.
- Parties consider the establishment of gender-sensitive indicators and criteria to be used in national reporting and for assessing projects under the Clean Development Mechanism (CDM).
- Parties mainstream gender into international and national adaptation plans, strategies, and budgets including the development of a post-2012 regime.