

# IUCN Position: Zero Draft of the Post-2020 Global Biodiversity Framework

**Convention on Biological Diversity**  
**Second meeting of the Open-Ended Working Group on the post-2020 Global Biodiversity Framework (OEWG2)**  
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## Summary of Key Messages

IUCN welcomes the Zero draft of the Post-2020 Global Biodiversity Framework and commends the work done by the Co-Chairs and the Executive Secretary. This paper follows the headings in CBD/WG2020/2/3 and is accompanied by **Table 1**, which lays out IUCN's response to Annex I of CBD/WG2020/2/3. We also welcome the preliminary draft monitoring frameworks (CBD WG2020/2/3/Add.1).

IUCN strongly supports the structure of five high level 2030-2050 Goals, consistent with the three objectives of the Convention and its definition of biodiversity.

The theory of change as presented should be strengthened. The 2030 action targets must "add up" to achieve the goals, and the goals must "add up" to achieve the Mission. Every target must deliver the action necessary to attain the goals, such that in aggregate, delivery of all 20 targets would result in the delivery of the 5 goals. Each goal should therefore be framed as an outcome by 2030 and 2050. In addition, the precise relationship between the Mission and the 2030 milestones of the goals should be better explained and included in the theory of change.

**As drafted, the proposed draft action targets will not deliver the goals, and will not therefore halt the net loss of biodiversity by 2030.** It follows that the framework as currently presented will not deliver the required transformative change.

IUCN supports the structure of 2030 Targets, clustered into (a) "reducing threats", (b) "sustainable use and benefit sharing", and (c) "tools".

IUCN stresses that the baseline needs to be 2020 unless otherwise specified. It is essential that every goal and target should be accompanied by a rationale (adopted at the same time as the Post-2020 Framework) and a glossary of terms.

Specifically, in relation to 2030 and 2050 Goals, IUCN welcomes all five Goals but observes the following:

- In Goal (a) on ecosystems, the formulation of "no net loss" (by 2030) is appropriate but it is critical to be clear on the limits to the compensation of losses with gains elsewhere.
- The proposed formulation of Goal (b) on species is weak and perverse: the goal could be achieved by extinction of all currently threatened species, and by increases in abundance of widespread species. In addition to proposing alternative wording for Goal (b), IUCN proposes a new target under (a) "reducing threats" as follows: *Implement intensive management (emergency) actions, both in situ and ex situ as required, for species whose continued survival depends on such actions, and whose recovery cannot be enabled through the implementation of Targets 1-6 above.*
- An alternative formulation for Goal (c) on genetic diversity to address issues with the phrase "or enhanced on average" is suggested.
- For Goal (d) we strongly suggest that "sustainable use of nature" as well as the concept of nature-based solutions be included.
- The lack of a baseline or available data for indicators is a challenge for Goal (e).

For more information, please contact :

**Dr. Jane Smart**  
Global Director, Biodiversity Conservation Group  
Director, Global Species Programme  
IUCN Headquarters  
[jane.smart@iucn.org](mailto:jane.smart@iucn.org)

**Mrs. Sonia Peña Moreno**  
Coordinator, Global Biodiversity Policy and Governance  
Global Policy Unit  
IUCN Headquarters  
[sonia.penamoreno@iucn.org](mailto:sonia.penamoreno@iucn.org)

**IUCN World Headquarters**  
Rue Mauverney 28  
1196 Gland  
Switzerland  
Tel: +41 22 999 0000  
Fax: +41 22 999 0002  
[mail@iucn.org](mailto:mail@iucn.org)  
[www.iucn.org](http://www.iucn.org)

## Introduction

IUCN welcomes the zero draft of the Post- 2020 Global Biodiversity Framework and commends the work done by the Co-Chairs and the Executive Secretary.

This short paper (that follows the headings in CBD/WG2020/2/3) is accompanied by Table 1, which lays out IUCN's response to Annex I of CBD/WG2020/2/3.

## General comments

### Background (Section I) and Introduction to the Zero draft (Section II)

The organisation of the zero draft into Goals and targets is welcomed and IUCN strongly supports the structure of five high level 2030-2050 Goals. However, it is our view that the theory of change, as presented, should be strengthened and better explained – its stated aspiration is to evaluate both long and short term impacts in a consistent, meaningful and transparent manner (para 3 of Section I).

In this regard, the action targets must lead to the achievement of the Goals, and in turn, achieving the Goals must result in the attainment of the Mission (the precise relationship between the Mission and Goals (2030 milestones) should be better explained and included in the theory of change. The current draft Action targets will not deliver the Goals, and will not therefore halt the net loss of biodiversity by 2030. It follows that the framework will not deliver the required transformative change (the necessary response to the IPBES Global Assessment Report).

There also needs to be strong acknowledgement, currently lacking in the theory of change, that each national target will need to visibly contribute to global targets to make the national level contribution to the global target attainable, transparent and accountable. More focus is also needed on NBSAPs, as the main vehicle for the implementation of the CBD and other relevant global biodiversity targets (in other relevant MEAs) that will need to be updated to align with the new framework.

IUCN agrees with the “key experiences” as laid out in para 8, Section I. However, IUCN argues that these need to include additional focus on what did not work (and why) in the Strategic Plan for Biodiversity 2011-2020 to avoid repeating the mistakes of the past. In addition, this section is

rather passive and underplays both the scale and urgency of the task to be undertaken.

In Section II, “Introduction to the zero draft”, IUCN welcomes the acknowledgement that this framework is intended to be used beyond the CBD. However, this reference needs to be stronger and more “up front”. The framework needs to be a unified action plan that integrates and achieves the objectives of the CBD, the other two Rio Conventions and the biodiversity-related conventions and related processes. Its alignment and contribution to the 2030 Sustainable Development Goals and targets should also be evident. The same comment applies to para 8 on the theory of change in Annex I.

### The Framework (Annex I; see table 1)

IUCN welcomes the purpose of the framework as a truly global framework for all of society. All stakeholders should be clearly specified in the framework: countries, cities, sub-national governments, indigenous peoples and local communities, industry, women, youth, farmers, civil society and the private sector. It should be gender-responsive and reflect linkages between nature and culture, a crucial focus for achieving a world of living in harmony with nature.

Noting that far more than “policy action” (para 5) is required, IUCN welcomes the statement that biodiversity loss trends need to stabilise the net the loss of biodiversity by 2030, and achieve recovery and restoration by 2050. This is in line with “bending the curve” and “retention” targets (i.e. “no more net loss; towards net gain”). However, the baseline needs to be clearly stated as 2020: we need to start now.

#### A. The 2050 Vision

IUCN supports the Vision for 2050 of “Living in harmony with nature”. We welcome its underpinning by five high level 2030-2050 Goals, to track progress to 2050.

#### B. 2030 and 2050 Goals

IUCN recommends that every element of the framework should be accompanied by a one page rationale and scope (adopted at the same time as the Post-2020 framework) and a comprehensive glossary of terms. The baseline needs to be set in 2020 unless otherwise specified.

We note that there is structural inconsistency within and between the Goals and Targets. In

addition, there is redundancy (duplication) between Goals and Targets. This may need be addressed in subsequent revisions. At this stage, IUCN has focused suggestions onto issues of substance.

IUCN welcomes the coverage of the three objectives of the CBD, and all three components of biodiversity, all of which are essential.

IUCN notes that in Goal (a) the formulation of “no net loss” (by 2030) is appropriate but it is crucial to be clear on the limits to the compensation of losses with gains elsewhere.

IUCN welcomes the species Goal (b) for 2030-2050. However, the current formulation is weak and could be perverse: the Goal could be achieved by extinction of all currently threatened species, and by increases in abundance of widespread and commensal species. In addition, as stated below, the proposed action targets will not deliver this Goal.

IUCN welcomes a Goal (c) on genetic diversity. We suggest an alternative formulation to address issues with the phrase “or enhanced on average”. Increases in total genetic diversity from gradual evolutionary processes may or may not be beneficial or detrimental on short timescales. “On average” is also misleading as losses of diversity within some species will not be balanced by gains elsewhere.

For Goal (d) we strongly suggest that “sustainable use of nature” as well as the concept of nature-based solutions be included. If use is not sustainable, then benefits to people are compromised.

IUCN welcomes Goal (e), but points out the challenge of the lack of a baseline and available data for indicators.

### C. 2030 Mission

IUCN notes that the current formulation includes the phrase “path to recovery” which is too passive and ambiguous. We suggest: **From 2020, take urgent action across society to halt net biodiversity loss by 2030 and begin restoration for the benefit of planet and people.** This is framed positively, is succinct, action-oriented, bold, ambitious and ‘quotable’. It is also measurable and can be linked to the SDGs. It can apply to all countries and all sectors across all realms (land, freshwater and ocean).

### D. 2030 Action Targets

Refer to **Table 1**. As mentioned under the comments on the Goals, IUCN points out that for the framework to be “fit for purpose” every Action target must deliver the action necessary to deliver the Goals. IUCN supports the structure of 2030 Targets, clustered into (a) “reducing threats”, (b) “sustainable use and benefit sharing”, and (c) “tools”. It would be helpful to clarify whether these three phrases are simply headings or represent objectives (are connected to the Goals). We presume the former.

IUCN recommends that the title of (b) be amended to include nature-based solutions: “Meeting people’s needs through sustainable use, nature-based solutions and benefit-sharing”.

IUCN is particularly concerned that action targets 1-6 on reducing threats to biodiversity definitely do not “add up” to what is required to stop extinctions – or even “bend the curve” for reducing species extinction risks by 2030 IUCN proposes a new target under (a) “reducing threats” to support and complement the action targets 1 through 6 as follows:

**Implement intensive management (emergency) actions, both *in situ* and *ex situ* as required, for species whose continued survival depends on such actions, and whose recovery cannot be enabled through the implementation of Targets 1-6 above.**

Such species require a full range of *ex situ* measures and *in situ* intensive management measures. For example, reintroductions, or translocations between fragmented populations to maintain genetic diversity, or manipulating pH in coral reefs, or supplemental feeding, etc.

These management actions are in fact emergency actions for species about to go extinct right now. Such actions are essential to get species to the situation whereby Targets 1-6 (re-formulated appropriately) are sufficient.

Other comments on the Goals and action targets are contained in **Table 1**.

### E. Implementation Support Mechanisms

IUCN strongly agrees that implementation mechanisms need to be commensurate with the ambition needed to reach Goals and targets of the framework.

IUCN emphasises that the targets set should be flexible enough to allow implementation to take into account the precise conditions and opportunities of each country, including for example, the continuous variation in biodiversity, the variation in human impact (e.g. as reflected in the framework developed by the World Commission on Protected Areas (WCPA) entitled the “Three Global Conditions for Biodiversity Conservation and Sustainable Use”) and in socio-economic context. Targets should also be additive across countries to provide clarity on progress achieved at any given time with respect to the achievement of the 2030 Mission.

#### **F. Enabling Conditions**

IUCN concurs that progress towards the Sustainable Development Goals are essential enabling conditions for implementation. IUCN strongly supports participation by all stakeholder groups at all scales from global to local.

IUCN considers that IPLCs should not only participate in the implementation of the framework but also lead it (see comments on action target 19).

#### **G. Responsibility and Transparency**

IUCN strongly agrees that periodic review and stocktakes, including through the monitoring

frameworks are essential. Such reviews will need to be accompanied by fast adjustment of national targets in NBSAPs. IUCN looks forward to the discussions and outcomes of the Thematic Consultation on Transparent Implementation, Monitoring, Reporting and Review.

#### **H. Outreach, awareness and uptake**

IUCN agrees that there is a need for all actors to help raise awareness and ‘whole-of-society engagement’. Additional advice is needed on how to operationalise this aspiration in practical ways.

#### **Draft Monitoring Framework (Add.1)**

IUCN very much welcomes the preliminary draft monitoring frameworks for the Goals and Targets of the draft post-2020 global biodiversity framework. IUCN commends the proposed use of indicators that can be disaggregated at different scales.

IUCN highlights the possibilities of developing indicators from the Green List of Species and Green List of Protected & Conserved Areas and recommends that these be explored under the post-2020 global biodiversity framework.