



## THIRD OPEN ENDED WORKING GROUP (OEWG-3) – INFORMATION PAPER

### THE EDINBURGH PROCESS FOR SUBNATIONAL AND LOCAL GOVERNMENTS ON THE DEVELOPMENT OF THE POST-2020 GLOBAL BIODIVERSITY FRAMEWORK

Global online engagements, April-July 2020



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**Report on the Edinburgh process for subnational and local Governments on the  
development of the post-2020 Global Biodiversity Framework  
Global online engagements 2020**

**Table of contents**

<b>Introduction.....</b>	<b>1</b>
<b>Views On The Post 2020 Global Biodiversity Framework Zero Draft From A Subnational And Local Government Perspective.....</b>	<b>3</b>
<b>Key Outcomes.....</b>	<b>5</b>
<b>Views Of The Subnational Constituency On The Plan Of Action On Subnational Governments, Cities, And Other Local Authorities For Biodiversity (2011- 2020).....</b>	<b>7</b>
<b>The Edinburgh Declaration.....</b>	<b>9</b>
<b>Conclusion.....</b>	<b>11</b>
<b>Annex 1: Subnational Views On The Post-2020 Global Biodiversity Framework.....</b>	<b>13</b>
<b>Annex 2: Subnational Constituency Views On The Plan Of Action On Subnational Governments, Cities, And Other Local Authorities For Biodiversity (2011-2020).....</b>	<b>28</b>
<b>Annex 3: Edinburgh Declaration.....</b>	<b>33</b>

## Introduction

### Development of the Edinburgh Process

1. The Conference of the Parties to the Convention on Biological Diversity at its fourteenth meeting adopted decision 14/34 on the preparatory process for the development of the post-2020 global biodiversity framework and requested the Executive Secretary to facilitate the implementation of the process. The Conference of the Parties also decided that the post-2020 global biodiversity framework should be accompanied by an inspirational and motivating 2030 Mission as a stepping stone towards the 2050 Vision of “Living in harmony with nature”. In order to support the preparation of the post-2020 global biodiversity framework, an open-ended intersessional working group was established. Mr Francis Ogwal (Uganda) and Mr Basile van Havre (Canada) were designated as Co-Chairs of the Working Group on the post-2020 global biodiversity framework, which held its first meeting in Nairobi from 27 to 30 August 2019, with discussions centred on the possible elements of the post-2020 global biodiversity framework and recommendations regarding future steps for its preparation.

2. In decision 14/34 (para. 6), the Conference of the Parties urged Parties and invited other Governments and stakeholders to “actively engage and contribute to the process of developing a robust post-2020 global biodiversity framework in order to foster strong ownership of the framework to be agreed and strong support for its immediate implementation”. Therefore, it was agreed that regional consultations and thematic workshops would serve as a platform for the discussions. At its first meeting, the Open-ended Working Group took note of a preliminary list of meetings, consultations and workshops for the development of the post-2020 global biodiversity framework and requested that this be further developed and updated. The Scottish Government took the lead to develop a partner workshop to seek the views of subnational and local governments on the development of the post 2020 framework.

3. Due to the Covid-19 pandemic the partner Workshop for Subnational and Local Governments, which was due to be held at the Royal Botanic Garden Edinburgh on the 1-3 April 2020, was moved online and renamed the Edinburgh Process. The Edinburgh Process was led by the Scottish Government with the support of the following organisations: [ICLEI - Local Governments for Sustainability](#), [Regions4 Sustainable Development](#), [Group of Leading Subnational Governments toward Aichi Biodiversity Targets \(GoLS\)](#), [European Committee of the Regions \(CoR\)](#), [Welsh Government](#), [Government of Quebec](#), [UK Government](#), [UN Environment Programme - WCMC](#), [NatureScot](#), [Royal Botanic Garden Edinburgh](#).

4. The Edinburgh Process was chaired by [Professor Sir Ian Boyd](#) of St Andrews University and former Chief Scientific Advisor to the UK Government Department for Environment, Food and Rural Affairs (Defra).

5. The Edinburgh Process had four main aims. Firstly to gather the views of the Subnational and Local Government constituency on the Zero Draft and Monitoring Framework of the post-2020 global biodiversity framework (GBF) and its suitability for the “whole of government”. Secondly to seek input to an updated CBD Plan of Action for Subnational Governments, Local Authorities and Cities (Subnational Plan of Action) to be considered at SBI-3 and COP 15. Thirdly to develop an Edinburgh Declaration outlining the high level political objectives of subnational and local governments in relation to the post-2020 GBF. And finally, to provide a platform for the subnational constituency on the development of the post-2020 GBF up to COP 15.

6. The online format of the process consisted of a mix of interactive information sessions, thematic webinars and traditional consultations. Four regional introductory webinars (Europe/North America; Africa; South America; and, Asia/Pacific) were held to introduce participants to the process and the consultations. Thematic Webinars were held on the following topics: Monitoring and Reporting Tools; Linkages between Climate change and Biodiversity; Nature Based Solutions; and Resource Mobilisation. Three online consultations were held on the Zero Draft of the post-2020 GBF (as presented to the second OEWG in Rome, February 2020), the elements for an updated CBD Subnational Plan of Action and the draft Edinburgh Declaration. These were then followed by a second online discussion session on the consultation results and next steps. The Co-Chairs of the Open-ended Working Group on the post-2020 global biodiversity framework, Basile van Havre and Francis Ogwal, participated in the online information and discussion sessions to ensure the linkage and consistency with the overall post-2020 GBF development process.

### **Engagement of Subnational and Local Governments**

7. The move to an online event due to the Covid-19 pandemic allowed the Edinburgh Process to engage with more subnational and local government participants than would have been possible through a physical event, whilst minimising the environmental impact. Over 400 delegates participated in the Edinburgh Process, double the expected participation in the initially proposed physical workshop.

8. Participation was relatively well balanced and most UN regions were represented, however Eastern Europe had a limited representation. Participation is as follows: 50% Western Europe/other, 24% Asia Pacific, 14% Africa, 11% Latin America/Caribbean, 1% Eastern Europe. Gender balance was even with 51/49 female/male split.

9. Edinburgh Process participants represented a range of organisations with the majority representing subnational and local government; 23% City/Local Authority, 18% Subnational Government, 17% Others, 14% National Government, 13% Subnational Networks, 12% Research Institute/University, 2% Think Tanks, 1% Youth.

### **Views on the post 2020 global biodiversity framework zero draft from a subnational and local government perspective**

10. The key objective of this part of the Edinburgh Process was to seek the views of subnational and local governments (SNLG) on the Zero Draft document of the post-2020 global biodiversity framework. In particular whether it covered the key biodiversity issues, achieved the level of ambition required and provided the implementation framework needed by subnational and local governments, in line with the whole of government approach.

11. Views were sought through a series of online regional information sessions, thematic webinars and a written consultation. Four regional information sessions were held to initiate the process and inform participants: Europe/North America (Chair: Prof Sir Ian Boyd, Scottish Government); Africa (Chair: Kobie Brand, ICLEI); South America (Chair: Renata Gomez, Regions4); and, Asia/Pacific (Chairs: Togo Uchida, ICLEI Japan; Teru Kisuna, GOLS/Aichi Prefecture). These events were attended by the Co-Chairs of the Open-ended Working Group on the post-2020 global biodiversity framework who outlined the post-2020 process and the role of subnational and local governments.

12. These sessions highlighted the valuable role that the subnational constituency plays in helping people adapt to addressing major issues such as pandemic responses. It was noted that action will take place at a local government level to implement the framework therefore it is clear that cities and regions will have a key role in delivering the framework and in helping to meet the targets - they will be a key part to helping deliver a successful framework. Participants noted that the outputs of the Edinburgh Process are intended to deliver positive and transformative actions for biodiversity, therefore subnational participation in this process was critical.

13. A series of four thematic webinars were also held across May and June 2020 with presentations from national and sub-national perspective, to allow participants to discuss in more detail specific topics of interest to subnational and local governments. The thematic webinars were convened by Edinburgh Process partners and collaborating organisations and covered the following topics: Monitoring and Reporting (Organiser: ICLEI); Linkage between Climate change and Biodiversity (Organiser: IDDRI); Nature Based Solutions (Organiser: ICLEI); and, Resource Mobilisation (Organiser: European Committee of the Regions). Details on the key

outcomes of these webinars can be found [here](#); and the webinars are available to view on the [Edinburgh Process YouTube channel](#). Key messages are set out in figure 1 below:

#### **Monitoring and Reporting**

- A strong layered framework for all levels of government should be developed to capture the collective actions of cities and regions in implementing the GBF;
- There is a strong willingness at local and subnational levels to engage and monitor progress, and for strong multi-level governance and vertical integration to monitor at various scales;
- The post-2020 GBF should be explicit on the role of local and subnational governments in its goals and action targets, and that within the accompanying monitoring framework monitoring and reporting of progress at the local and subnational level is considered;
- Greater involvement of local and subnational levels in monitoring progress is a key element of the framework and should be captured within a renewed Plan of Action for the next decade.

#### **Linkage between Climate change and biodiversity**

- Subnational authorities would contribute strongly from the bottom-up to a greater convergence of climate and biodiversity policies, having established regional and global networks to share lessons on the challenges, best practices, multi-level interactions, and increased mobilisation to deliver enabling conditions and means of implementation for local action;
- They face diverse realities, especially on growing land-use conflicts, which need to be taken into account by the international community;
- It is crucial for States to implement highly coordinated climate and biodiversity ambitions; to properly consult with the subnational level when formulating and implementing national climate and biodiversity strategies and policies; and explore multi-level interactions to help delineate clearer roles for each governance level;
- It is imperative that subnational governments are better integrated into the implementation process and that States, global and regional networks reflect subnational voices.

#### **Nature Based Solutions**

- Subnational and local governments (SNLG) play a crucial role in delivering NBS - adopting adequate local environmental legislation, providing guidance for implementation at landscape and local scales, financial and technical support within their jurisdictions, working in partnership with various authorities, private, academic, and non-profit sectors, and creating new economic and R&D sectors through NBS planning and implementation;
- SNLG networks ensure alignment for dedicated biodiversity action and synergies across jurisdictions, creating the enabling conditions needed to implement NBS at local levels, and ensuring capacity building with input and engagement across the whole of society;
- A convergence of the biodiversity agenda with other international agenda, e.g. SDG and Climate, would strengthen the position and importance of both the biodiversity agenda and NBS simultaneously addressing multiple challenges;
- SNLG can highlight the importance of NBS for quality of life and human health (especially in the context of a global pandemic such as COVID-19) and help to build the public support needed for NBS implementation.

#### **Resource Mobilisation**

- Subnational governments are on the front line in taking action on biodiversity, and national governments are often unaware of the scale of investment required at local level. The inclusion of investments into reporting structures, would allow assessment of investments made at different levels of government;
- While some finance opportunities exist, such opportunities are not enough to meet the investment needs of subnational governments. Especially after the COVID-19 pandemic, national governments should support subnational governments in the leveraging of finance from additional sources, such as the private sector;
- The ecosystem approach is a wide and well-structured system that should be applied in resource implementation to create efficiencies across all levels of governance;
- The post-2020 framework must improve the readiness and capacity of local and subnational governments to access and harness financial resources in support of the implementation of the post-2020 framework.

**Figure 1 Thematic webinar key messages**

14. During a six week consultation period the subnational constituency submitted written, online responses to their views on the Zero Draft document of the post-2020 GBF. The key outcomes and issues were collated and presented to participants at a second online regional information session:

- Asia/Pacific (Chairs: Togo Uchida, ICLEI Japan; Teru Kisuna, Aichi Prefecture);
- Americas/Africa/Europe (Chair: Prof Sir Ian Boyd, Scottish Government).

15. The OEWG Co-chairs again attended these sessions, updating participants on the progress of the post-2020 process and participating in discussions on the role of the subnational constituency in implementing the post-2020 framework. The results of the online consultation are set out below – for clarity this is on the first version of the Zero Draft version, which was presented at OEWG-2 and not the updated version published on 17 August 2020.

## **Key outcomes**

### **Goals, Targets and Monitoring Framework**

16. The Edinburgh Process consultation asked participants about their views on the 2030 Mission, Goals and Targets, and the monitoring framework – as set out in the first version of the Zero Draft document. The key points are summarised below with more detail on individual goals and targets provided in **Annex 1**:

- The role of subnational and local governments needs to be clearly recognised within all relevant sections of the framework to ensure that it is politically relevant, vertically integrated and governments at all levels feel responsibility for its implementation.
- Subnational and local governments are well placed to address mainstreaming, in line with the long-term strategic approach, due their closer links to stakeholders, including businesses, NGOs and local communities and indigenous peoples.
- It is critical to capture the collective actions of subnational governments, cities and local authorities in measuring the overall implementation of the post-2020 global biodiversity framework.
- Therefore the monitoring framework should be explicit in setting out which monitoring elements should be undertaken at which level of governance, so that the appropriate resources can be put in place.
- The ambition of the subnational governments can act as a lever for the ambition of state parties. It is therefore important to include all levels of governments (including sub-national and local) and stakeholders (civil society and private sector) in order to engage with the whole of society.



## **Engagement across levels of government**

17. On engagement across all levels of government the key points raised during the consultation are set out below, with more detailed comments are available in **Annex 1**:

- Whilst most respondents were engaged with the development of the post-2020 global biodiversity framework, only 14% are engaging through their National Focal Point (NFP).
- Better vertical harmonisation and co-operation are needed to improve engagement of a majority of NFP with their subnational and local counterparts.
- During the development of National Biodiversity Strategies and Action Plans (NBSAPs) only 34% of respondents reported engagement with their NFP despite 88% stating they would like to actively contribute); and only 25% had actively engaged with their NFP around national reporting despite 91% willing to do so.
- Many NBSAPs and national reports do not take into account the requirements, actions and resources of subnational and local authorities.
- Monitoring activities at subnational levels are critical components of national contributions and this should be recognised within the post-2020 global biodiversity framework.

## **Implementation**

18. This consultation provided a reminder that whilst parties to the Convention are responsible for undertaking all of the processes that enable implementation of the global framework, many different sub-national stakeholders and actors deliver the actions - therefore national policies and strategies are enacted by subnational, cities and local authorities as essential partners in implementing the framework. Indeed, across Europe 70% of biodiversity legislation is enacted at the subnational and local level and some Edinburgh Process respondents noted that they have a devolved responsibility for implementing many elements of the framework.

19. The key issues that were raised by respondents are shown below, with more detail in **Annex 1**:

- 60% of respondents considered that the issues set out in sections E-H of the Zero Draft framework document would provide a sufficient framework for ensuring subnational contributions however the role of SNLG in implementing the framework should be clearly set out.
- SNLG are an integral part of government, therefore the mission, goals and targets apply equally to them as they do to state parties.
- Across the issues of capacity building, knowledge and information sharing and technical co-operation, technology transfer and innovation SNLG play a



critical role in engaging effectively with a wide range of stakeholders, as well as their national counterpart. This engagement aligns with the outreach, awareness and uptake aspect of the framework.

- Vertical integration and harmonisation across all levels of governance - global, national and subnational/local - is critical in delivering a coherent implementation of the framework.
- Harmonisation across private and public sectors is critical in ensuring finance mechanisms are in place – leveraging from bottom up as well as top down, and recognising that that often bottom-up, business-led nature based solutions are most effective in delivering biodiversity benefits across local level landscapes.
- NBS provide opportunities to address multiple challenges, simultaneously. Alignment of cross-convention issues is most effectively achieved at the level of subnational governments, cities and local authorities
- SNLG should be recognised across the framework as critical to its delivery. Decentralisation of biodiversity issues is essential to create the supportive conditions (people and funding) needed for specific local and regional ecosystems and to ensure that local projects are undertaken as needed with effective data collection and reporting platforms in place.
- There was a call for a definitive implementation plan and a formal mandate for participation and action by subnational and local authorities, with the framework setting out the clear responsibilities and tasks of subnational and local governments.

It is noted that many of the aspects above have been addressed in the updated zero draft document, however specific reference to SNLG remains limited to the *Enabling Conditions* section of the framework, with references to ‘*government at all levels*’; ‘*all actors*’; and ‘*non-State actors*’ in other sections. This does not fully recognise the specific role that SNLG has to play across all areas of implementing the framework.

### **Views of the subnational constituency on the plan of action on subnational governments, cities, and other local authorities for biodiversity (2011-2020)**

20. One of the main objectives of the Edinburgh Process was to consult the subnational and local government constituency on the current *Plan of Action on Subnational Governments, Cities, and Other Local Authorities for Biodiversity (2011-2020)*, adopted under [Decision X/22](#). To this end, a review document on the current PoA was co-produced by ICLEI - Local Governments for Sustainability, the Group of Leading Subnational Governments toward the Aichi Biodiversity Targets (GoLS), Regions4 Sustainable Development (Regions4), Government of Quebec and the Scottish Government. It included recommended elements for a stepped-up decision

and renewed PoA, and formed the basis for the consultations. The review document was shared with respondents and they were invited to provide inputs on the recommended elements through an online consultation document.

21. The current Plan of Action (PoA) concludes its 10-year implementation term in 2020, with no successor to guide biodiversity actions for subnational and local governments in the same way over the coming decade. Building on the invitation in [Decision 14/34](#) to participate in the post-2020 process and shape the new global biodiversity framework, ICLEI, Regions4, the European Committee of Regions, and GoLS committed to mobilising and coordinating subnational and local action and contributions to the Action Agenda for Nature and People on the journey to COP 15; and to the associated consultation and negotiation process on the post-2020 GBF. This commitment was made at the 6th Global Biodiversity Summit of Local and Subnational Governments, held in parallel to CBD COP 14 in Sharm El-Sheikh, Egypt. The Edinburgh Process provided opportunity for reflection on the role and contribution of subnational and local governments, and for communicating this constituency's ambitions to the post-2020 GBF process. Outcomes of the consultation are set out in **Annex 2**, with key points and reflections set out below;

- Respondents had a good understanding of the current PoA, indicating that it has been widely used by subnational and local governments, therefore renewal is appropriate.
- Whilst notable progress has been made across all aspects of the PoA in the last decade, particularly on knowledge sharing and peer exchange, there is room for improvement in all areas, pointing to the need for a stepped-up Decision and renewed Plan of Action to replace Decision X/22.
- Respondents identified the following areas needing improvement:
  - greater vertical integration of policies and plans (NBSAPs in particular);
  - strengthen resource access and mobilization, and capacity building for subnational and local governments;
  - improved integration of subnational networks and global platforms, and to develop tools, guidelines, plans, and programmes with the support and participation of subnational and local governments, NGOs and civil society;
  - more inclusivity and flexibility of policies and guidelines at subnational levels;
  - development of Communication, Education and Public Awareness (CEPA) initiatives and programmes at each level of government, addressing language barriers and use of non-technical language;
  - a more unified and standardized reporting system at global, national, regional & local levels; and

- flexible resource mobilisation mechanisms, to allow the decentralisation of re-allocation funds to subnational and local levels.

### **The call for a stepped-up dedicated Decision and renewed Plan of Action**

22. The Edinburgh Process consultations resulted in a clear message from subnational and local governments, calling on Parties to increase the ambition and renew Decision X/22 at COP 15 by adopting a stepped-up decision and Plan of Action on subnational and local governments that is more ambitious than the current PoA.

### **The Edinburgh declaration**

23. The Edinburgh Declaration for subnational governments, cities and local authorities on the post-2020 global biodiversity framework<sup>1</sup> is a key output of the Edinburgh Process. It represents the high level political objectives of subnational and local governments in relation to the post-2020 GBF and highlights subnational views on the framework, and its implementation, to CBD Parties.

24. Since the 9<sup>th</sup> meeting of the Conference of the Parties (COP9) in 2008, Global Biodiversity Summits of cities and subnational governments have emphasised the role and contribution of all levels of subnational governments and resulted in COP decisions focused on their full engagement. The Edinburgh Declaration should be understood in the context of previous meetings of subnational governments, i.e. Aburrá Valley - Medellín Declaration of Metropolitan Areas to the post-2020 Global Biodiversity Framework<sup>2</sup>; Carta de Sao Paulo<sup>3</sup>; Sharm El-Sheikh Communiqué for local and subnational action for nature and people<sup>4</sup> and Quintana Roo Communiqué on mainstreaming local and subnational biodiversity action<sup>5</sup>. Indeed the Edinburgh Declaration aligns to, and builds upon each of these communiques.

25. The Scottish Government and the Edinburgh Process partners developed the draft declaration which was open for online consultation from 26 June until 24 July,

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<sup>1</sup> See [Edinburgh Declaration for the post 2020 global biodiversity framework \(2020\)](#)

<sup>2</sup> See [Aburra Valley – Medellín Declaration of Metropolitan Areas to the post-2020 global biodiversity framework \(2019\)](#)

<sup>3</sup> See [Carta de São Paulo - BIO2020 – Brazilian Perspectives for the Post-2020 Global Biodiversity Framework \(2020\)](#)

<sup>4</sup> See [Sharm El-Sheikh Communiqué for local and subnational action for nature and people \(2018\)](#)

<sup>5</sup> See [Quintana Roo Communiqué on mainstreaming local and subnational biodiversity action \(2016\)](#)

2020. Forty-two representatives from a wide spectrum of national and subnational governments, cities and local authorities, NGOs, academia and the public used this opportunity to contribute to the consultation by submitting comments and suggestions.

26. The vast majority of respondents (92%) agreed with the commitments outlined in the draft declaration, and no-one who responded commented negatively. Most of the respondents agreed that the subnational constituency have played, and will play, key roles in delivering upon globally agreed targets, and advocated strengthening the role of certain stakeholder groups, e.g. indigenous people, NGOs, cities and the private sector. Taking into consideration the consultation comments, the Scottish Government and Edinburgh Process partners finalised the Declaration text.

27. The final Edinburgh Declaration, set out in **Annex 3**, was published on 31 August, 2020, and signed by the Scottish Government and Edinburgh Process Partners and will remain open for signature until COP15. The Declaration calls on States Parties to:

- I. take strong and bold actions to bring about transformative change;
- II. recognise the vital role of subnational governments, cities and local authorities, in delivering the post-2020 global biodiversity framework;
- III. support the adoption of a new dedicated Decision and Plan of Action for subnational governments, cities and local authorities within the post-2020 global biodiversity framework;
- IV. establish a multi-stakeholder platform that ensures representation of subnational governments, cities and local authorities to support the implementation of the post-2020 global biodiversity framework.

28. The Declaration also sets out ten commitments from SNLG with regard the post 2020 global biodiversity framework. These set out how SNLG will work to deliver the framework, including by:

- recognising the overall value of nature and integrating it into planning, management and governance instruments;
- implementing appropriate actions that deliver on the post-2020 global biodiversity framework goals and action targets;
- aligning biodiversity strategies and actions, and our monitoring and reporting efforts with NBSAPs;
- increasing resource mobilisation;
- mainstreaming biodiversity across public, private and business sectors;
- communicating, educating and raising public awareness;
- strengthening capacity building;
- providing opportunities for knowledge exchange;

- sharing best practices across subnational, city and local levels;
- delivering convergence with other intergovernmental agreements and processes.

## Conclusion

29. The Edinburgh Process has resulted in a broad online consultation, engaging with more than double the number of participants than was originally envisioned and allowing a wider range of views to be captured from the subnational constituency. Subnational participation in the process to develop and deliver upon a new global framework and set of targets are critical, and the outputs of the Edinburgh Process are intended to make positive and transformative actions for biodiversity. Given that only 14% of Edinburgh Process respondents have been engaged by their National Focal Point there is still much to do in developing multilevel co-operation and vertically integrated approaches to biodiversity action.

30. Through regional online sessions, the Edinburgh Process was introduced to subnational and local representatives across the globe, and was recognised by the Open Ended Working Group co-chairs as an important part of the development of the post-2020 global biodiversity framework. In addressing the key challenges for biodiversity over the coming decade - the direct and indirect drivers for biodiversity loss; setting a new social and economic paradigm around sustainable production and consumption - it will be essential to find a way to achieve multilevel co-operation. The co-chairs stressed the importance for the subnational constituency in engaging with like-minded Parties, to enable greater contribution and engagement within the post-2020 framework.

31. Through the Edinburgh Declaration, SNLG have demonstrated their willingness and commitment to making transformational change for nature over the coming decade and beyond. As this consultative process shows, SNLG across the world have a key role to play and in many cases are in the forefront of implementing change. Subnational governments, city and local authorities are willing to work actively with Parties within their competencies to achieve the goal of living in harmony with nature however it is essential that national governments cooperate with, and include, their sub-national counterparts to ensure coordinated approaches across all levels of government.

32. Dialogue with the global subnational constituency has highlighted the strong role that SNLG has to play across the post-2020 global biodiversity framework, particularly with respect to monitoring and implementation elements, to ensure uptake and delivery of actions for positive biodiversity outcomes at regional and local levels. Therefore a version of this report focused on the role of SNLG in monitoring

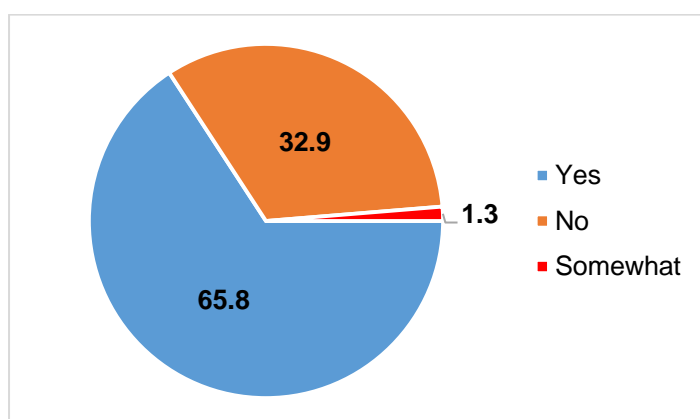
and reporting elements of the framework is prepared for submission into the twenty fourth meeting of the Subsidiary Body on Scientific, Technical and Technological Advice (SBSTTA-24) as an information paper.

33. The Edinburgh Process consultations have resulted in a clear call for parties to adopt the greater inclusion of SNLG in the implementation of the convention, through a new dedicated decision for subnational governments, city and local authorities to replace decision X/22. The Edinburgh Process outcomes have informed a draft decision, 15/x, which has been submitted to SBI-3 under agenda item 11 on 'Mainstreaming of biodiversity within and across sectors and other strategic actions to enhance implementation'. A version of this report focused on implementation aspects was also submitted as an information paper for SBI-3.

## Subnational views on the post-2020 global biodiversity framework

### GOALS, TARGETS AND MONITORING FRAMEWORK

1. When asked about their general view on the whether the 2030 Mission, Goals and Targets addressed the key biodiversity issues for subnational governments, city and local authorities (SNLG), the view was overwhelmingly positive with 66% saying yes, 33% saying somewhat and only 1% saying that they did not (figure 1).



**Figure 1 View from subnational governments and local authorities including cities (SNLG) on whether the 2030 Mission, Goals and Targets address key biodiversity issues**

2. A key recurring theme raised by participants was the need for the role of SNLG in implementing the framework to be clearly highlighted in the post 2020 Global Biodiversity Framework and that vertical integration should be a key principal. SNLG are an integral part of government, therefore the mission, goals and targets apply equally to them as they do to state parties.

3. Participants highlighted the following general issues in relation to the framework:

- It was important that the post 2020 framework remains simple, clear and concrete with the role and importance of SNLG clearly indicated when it is strategic;
- SNLG have a critical role in mainstreaming due to their close links with stakeholders and business at the local scale and this should be recognised in the CBDs long term approach to mainstreaming biodiversity (LTAM);
- There should be a stronger link to the direct and indirect drivers of biodiversity loss set out in the IPBES Global Assessment;



- There is a lack of measureable targets in relation to some of the main threats for biodiversity, as set out in the IPBES report, particularly sector-based targets for agriculture and fisheries that specifically address declines;
- As the zero draft was developed before the Covid-19 crisis it was highlighted that there now needed to be a more specific reference to zoonotic pandemics building on the target 7 action to reduce human-wildlife conflict;
- Respondents highlighted the links between biodiversity and climate change and welcomed the increased focus on biodiversity's role as a solution to climate change in the framework but felt this could go further especially in relation to nature based solutions.

## **2050/2030 Goals**

4. When asked their views on the on the 2050/2030 goals as set out in the zero draft of the framework respondents highlighted that the goals were an improvement on the previous goals as they were more targeted and specific but they should generally still be more 'SMART' (Specific, Measurable, Achievable, Realistic, and Time-bound) and better linked to the monitoring framework. Having both 2030 goals and 2030 action targets was confusing and did not help with the clarity of the message, and it may be better to focus the goals on the desired outcomes to achieve the 2050 vision. The mismatch between goal D and the other goals was also highlighted, which could be addressed through the use of sub goals across all goals. It is therefore welcome to see these changes already reflected in the updated zero draft.

5. Respondents questioned the language in the goal relating to the benefits derived from nature. Rather than nature providing benefits to people it should be turned around so that people can benefit from good and services provided by nature. The intrinsic value of biodiversity should also not be undervalued by resigning certain species and habitats to extinction/degradation simply because they do not provide optimised ecosystem services to humans. There were also calls for a specific reference to nature based solutions and the contribution they could make to achieving climate change mitigation and adaptation.

6. It was noted that Local Communities and Indigenous People have been coexisting with nature in areas of rich biodiversity for millennia and their views needed to be taken on-board before commercial interests. Traditional knowledge generate by such communities should also be owned by those communities and not state parties as this appropriation results in indigenous peoples being less willing to share such knowledge.

7. Respondents also highlighted that some areas were underexposed in the goals, including ecological footprint, mainstreaming, urban greening and health, through peoples connection with nature.

## Targets

8. Respondents provided their views on the action targets, as set out in the zero draft framework:

a. Reducing threats to Biodiversity

- The link between the targets and the drivers of biodiversity set out in the IPBES global assessment should be strengthened with clear, measureable targets that address the five direct drivers.
- In relation to species-related targets there is too much focus on species that are important for socio-economic reasons rather than their own intrinsic value.
- The targets are not as clear and concise as they could be and in some cases contained multiple elements which could hinder implementation, e.g. the target on pollution where a general reduction target was applied to all pollutants, without differentiation between pollution types. This could be addressed by including sub targets. Again it is welcome to see this addressed in the update version of the Zero draft published on the 17 Aug 2020.
- The closer linking of the Climate and Biodiversity agendas was welcomed but could be refocused from the Paris agreement targets - which may not be within the remit of the CBD - to increasing and protecting known carbon stores and implementing nature based solutions at all levels of government.

b. Meeting people's needs through sustainable use and benefit sharing

- Respondents generally considered that the targets are action and outcome focused but in keeping a maximum of 20 targets, whilst placing greater emphasis on meeting people's needs through sustainable use and benefit-sharing, the Zero Draft has lost specificity for a number of sector based targets - in particular fisheries and aquaculture, which are no longer directly referenced unlike agriculture. Lowering the visibility of these sectors will not convey the required political priority and urgency.
- The impacts of the coronavirus COVID-19 pandemic, the lockdown restrictions and the resulting economic recession have not been shared equally across society. Similarly, the future impacts of climate change and the loss of nature will not be borne equally by all therefore interventions that will benefit sectors of society most heavily impacted by the climate and nature emergency and the pandemic, e.g. improving access to nature, should be prioritised.
- A more specific reference to zoonotic pandemics - building on the target to reduce human-wildlife conflict - would provide an important hook for

governments of all levels to take action towards a fundamentally greener future with more positive outcomes for biodiversity.

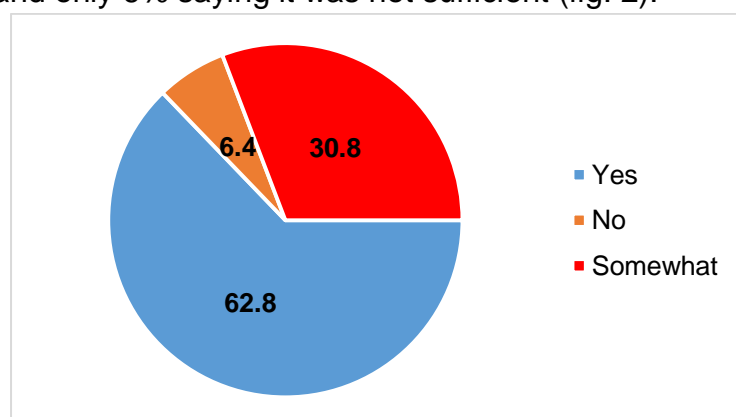
c. Tools and solutions for implementing and mainstreaming

- The targets in this section lack sufficient clarity and direction in terms of pressures and drivers, and the draft indicators tended to be too process-based rather than focusing on ecological outcomes.
- The clearer the global targets the better subnational and local governments - which have unique and essential capacity for on-the-ground local and regional delivery of ecological outcomes - will be able to construct local action that will contribute to the 2050 goals.
- The target on mainstreaming biodiversity is welcomed, particularly the link to planning at all levels however an even more explicit reference to SNLG would be welcome to ensure that there is a clear hook for policy makers. It was also felt that specific objective on EIA and SEA should move to a sub target to avoid multiple objectives in the same target, and recognised tools that measure results should be used (such as natural capital accounting) otherwise the target would be difficult to measure.
- Targets covering people's individual actions, education, and effective access could be more concise or combined to allow for expansion in other parts of the framework.
- One respondent suggested that there should be a target on effective governance added to the framework.

We note that these final two points have been somewhat addressed in the updated Zero Draft document.

### **Ambition**

9. The general view on overall ambition of the zero draft framework was positive with 63% stating that the level was sufficient, 31% saying it was somewhat sufficient and only 6% saying it was not sufficient (fig. 2).



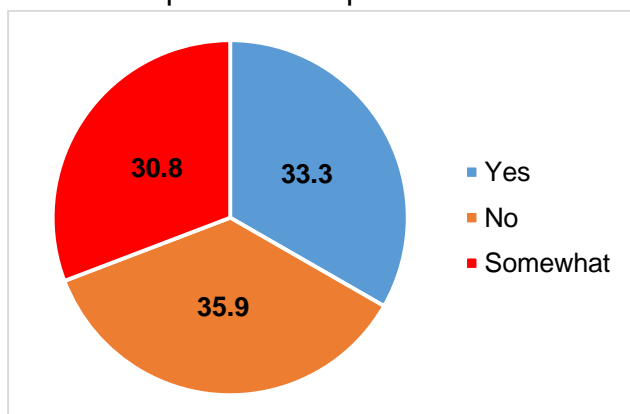
**Figure 2 Sufficiency of the level of ambition as set out in the zero draft framework document**

10. The overall level of ambition was considered to be towards what is needed to set us on the road to recovery, however much of this will depend upon the how the final negotiations play out. Respondents highlighted that;

- levels of ambition should not differ between national, subnational and local governments - all jurisdictions should feel challenged to raise their ambition for the next framework to engender meaningful action.
- the ambition of the subnational governments can be a lever for the ambition of the state parties. It is important to ensure the inclusion of the role and importance of all governments (including sub-national and local) and stakeholders (civil society and private sector) in order to engage with those constituencies.
- Greater ambition is needed, recognising that 2021-2030 is the UN Decade of Ecosystem Restoration. As it stands, the target relating to ecosystem retention and restoration is less ambitious than the previous Aichi targets, as spatial planning doesn't guarantee restoration, and could benefit from being split into sub targets including focusing on the restoration of habitats that store carbon.

### Monitoring Framework

11. When asked, 67% of participants considered that generally the Monitoring Framework was not, or only somewhat, effective for monitoring the action targets at subnational level, with 33% indicating that the framework was sufficient (fig. 3). These responses were submitted on the Zero Draft version of the monitoring framework prior to the updated version included in the SBSTTA peer review.



**Figure 3 Sufficiency of the monitoring framework for subnational level monitoring of the action targets**

12. Respondents also indicated;

- Welcome inclusion of the monitoring framework as an integral part of the framework - a significant improvement on the Aichi targets where this was only considered afterwards. However the Monitoring Framework was more coherent for the targets than for the goals.

- The indicators should be reflective of the numerical metrics in the goals. There seems to be a disconnect between these for multiple goals, e.g. nature based solutions are addressed both in the goals and targets but there are no indicators on the implementation of NBS and how they deliver multiple benefits and enhance the integrity of ecosystems. \*This has been addressed in the updated Zero Draft document.
- It is important to ensure that SNLG that wish to monitor and report on the implementation of their commitments can do so through the next global biodiversity framework – though more direct inclusion of implementation by all levels of government; adding references to SBSAPs and LBSAPs, and; having SMART objectives that are easily transposable to all levels of governance.
- The existing indicators used at this stage (either from the Aichi targets or SDGs) may not be suitable to clearly monitor progress in implementing the new targets, e.g. target 6 indicators relate to deforestation and don't contain any indicators for other carbon-storage habitats (peatlands or blue carbon).
- The monitoring framework adopted now should remain in place for the period up to 2050, to allow the development of indicators, baselines and datasets that can monitor progress in the long term.
- Monitoring and reporting on progress is critical in order to capture the collective actions of subnational and local governments in measuring overall implementation of the post-2020 global biodiversity framework.
- SNLG need to have a clear role and responsibility for indicators that relate to data that they are best suited to collect and provide, through vertical integration and the development of tools for all levels. Resources to carry out these activities are essential and the use of citizen scientists in monitoring should be encouraged to empower, engage and contribute.
- A direct and demonstrable link should be made from delivery against each indicator and measurable benefits for nature. The roles of the targets, elements, and indicators needed to be clearly set out, e.g. the 'elements' column appears to be central in delivery of positive outcomes, but the relative weight of the different elements - in terms of that delivery - is not yet clear. Further guidance should be included in the monitoring framework including clear definitions for the elements to be monitored.
- Concern was raised that in some instances positive indicators may not deliver tangible benefit for nature. Some of the indicators for 'use' of biodiversity emphasise the number of people who derive benefits, without fully and explicitly incorporating sustainability. This could lead to confused or perverse interpretations and elevated exploitation with implications for fisheries management, for example.
- Most topics in the monitoring framework are in some way relevant at the subnational level, but many are not clearly connected to legally binding

responsibilities and regular roles of SNLG. Successful mainstreaming relies on clarifying status and responsibility of particular organisations at the subnational level and allocating relevant assignments. Not all SNLG would be able to provide data for all the elements due to the effort required, so that there was a need to clearly identify where they were best placed to contribute data, and put in place arrangements to facilitate its delivery.

- One respondent highlighted that despite the success of the Biodiversity Indicators Partnership over the last 10 years the CBD needs to develop a more comprehensive approach to indicator development and data management to ensure progress in implementing the post 2020 Global Biodiversity Framework up to 2050 can be measured.
- Ensuring data availability and establishing baselines, from which progress / success will be measured, will be essential but challenging. There is also a need for the framework to address the interplay between the global indicators and regional or national indicators that are already being used in different parts of the world and how these can be used. This could have formed a proposal for a decision on data, monitoring and assessment to sit alongside those on resource mobilisation, capacity building and mainstreaming that will be presented to SBI-3.

13. A number of specific elements were also highlight that should be included or strengthened within the monitoring framework elements or indicators:

- There was a need to have elements or indicators on the participation of SNLG in the section on tools and solutions for implementation and mainstreaming, particularly on the adoption of LBSAPs and nature based solutions.
- There should be stronger elements and indicators on mainstreaming biodiversity into other sectors and policy areas
- There is a need to develop indicators on target 11 on access to and benefits of greenspace. These should include the quality/diversity of these spaces.
- The marine elements of the monitoring framework in particular do not always fit with the proposed targets and goals under the Post 2020 GBF. An example for this is Target 1 where most of the elements to be monitored and indicators are land based and when there are marine indicators they are general indexes that are unlikely to give a clear answer in relation to the element to be monitored.
- There should be an indicator on conservation of traditional knowledge under ABS (Nagoya Protocol)
- There is a need for consistent and industry standard tools for monitoring implementation, at present there are too many approaches.

14. Comments received from Edinburgh Process participants were collated and fed into the Open Ended Working Group peer review process for the draft monitoring framework, which closed on 25 July, 2020. The full [Edinburgh Process submission](#) can be accessed through the CBD webpages.

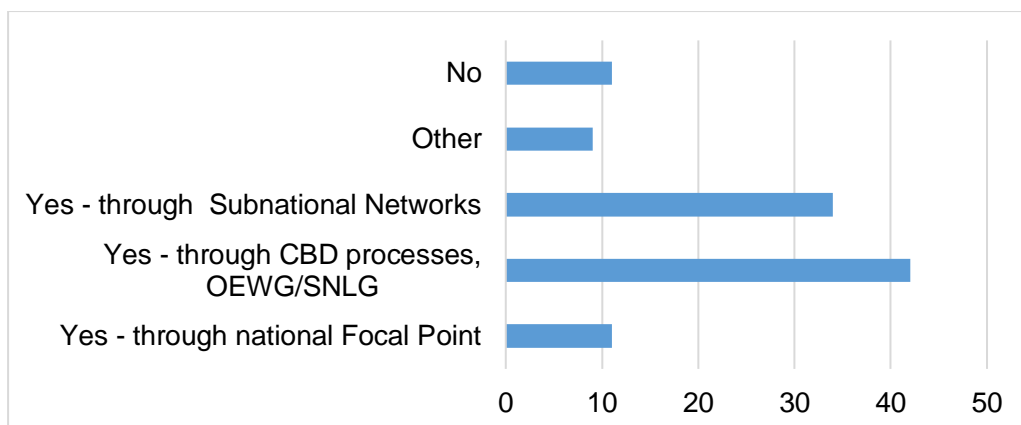
### **Key Points on Goals, Targets and Monitoring Framework**

- **The role of subnational and local governments need to be clearly recognised within all relevant sections of the framework to ensure that it is politically relevant, vertically integrated and governments at all levels feel responsibility for its implementation.**
- **Subnational and local governments are well placed to address mainstreaming, in line with the long-term strategic approach, due their closer links to stakeholders, including businesses, NGOs and local communities and indigenous peoples.**
- **It is critical to capture the collective actions of subnational governments, cities and local authorities in measuring the overall implementation of the post-2020 global biodiversity framework.**
- **Therefore the monitoring framework should be explicit in setting out which monitoring elements should be undertaken at which level of governance, so that the appropriate resources can be put in place.**
- **The ambition of the subnational governments can act as a lever for the ambition of state parties. It is therefore important include all levels of governments (including sub-national and local) and stakeholders (civil society and private sector) in order to engage with the whole of society.**

### **Engagement across levels of Government**

15. Respondents were asked a second series of questions related to the involvement of SNLG in CBD and national processes. Across 80 written submissions, most respondents were already engaged in the development of the post-2020 framework either through participating in CBD process (53%) or through Subnational Networks (43%), with only 14% not having any prior engagement (fig 4).





**Figure 4 Involvement of subnational and local governments responding to the consultation in the development of the Post 2020 Framework.**

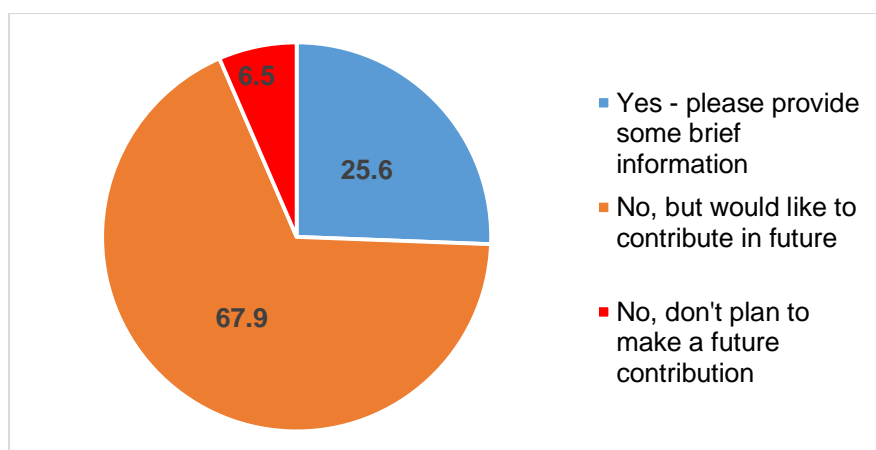
16. Whilst it is not surprising that participants to the Edinburgh Process are actively involved in the framework development, it is somewhat surprising that only 14% of respondents had been engaged with their National Focal Point (NFP). This suggests that there is still a disconnect between national and subnational authorities in many cases and there are opportunities for better vertical integration and improved collaboration.

17. This is mirrored when considering biodiversity strategies and action plans with the majority of consultees having or putting in place an LBSAPs (53%) and a further 35% would implement a plan if resources were available. Only a third of respondents (34%) had any involvement in the development of their NBSAP despite the vast majority of respondents (88%) stating that given the opportunity they would actively contribute to the development of their NBSAP.

18. Consultees highlighted the following areas for improvement between national and subnational/local authorities;

- i) greater communication in general between levels of government to improve levels of knowledge, understanding and relevance of contributions at local level;
- ii) clarification of the relationship between local level and national level actions and targets, and in respect of rural versus urban actions contributing to national targets.

19. For national-level reporting, three quarters (75%) of respondents indicated that they do not contribute, or did not have the opportunity to contribute, to a national report co-ordinated by their NFP. A majority (91%) of those not currently contributing would be willing to do so, given the opportunity in future (fig 5).



**Figure 5 Subnational and Local Government contribution to national reporting**

20. The main reason cited for lack of input was the absence of contact and consultation by the National Focal Point, or their third party (often agency) reporting/drafting team. Centralisation of reporting and monitoring issues was also an issue. For some there was a lack of clarity of whether contributions provided by subnational and local authorities are fully taken into account.

21. One quarter (25%) of respondents indicated that they had contributed to National Reports through positive and active engagement with their NFP, or representative agency. This was actioned through provision of monitoring and reporting data, involvement in workshops, drafting and reviewing. For some there is a legal duty to report.

22. This issue was further explored through the *Monitoring and Reporting Tools* webinar, and there was general recognition that monitoring and reporting on progress is critical in order to capture the collective actions of cities and regions in measuring overall implementation of the post-2020 framework. It is critical that the framework is explicit on the role of SNLG in its goals and action targets, and that consideration is given to monitoring and reporting on progress at the local and subnational level in the monitoring framework of the post-2020 global biodiversity framework.

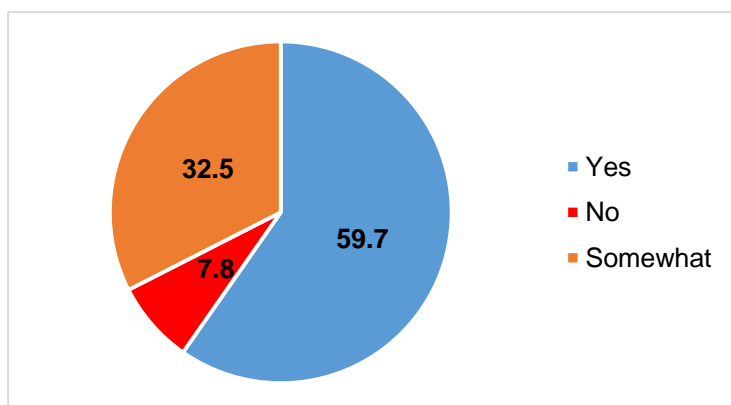
### **Key Points on Engagement**

- **Better vertical harmonisation and co-operation are needed to improve engagement of a majority of NFP with their subnational and local counterparts.**
- **Many NBSAPs and national reporting do not take into account the requirements, actions and resources of subnational and local authorities.**

- **Monitoring activities at subnational levels are critical components of national contributions and this should be recognised within the post-2020 global biodiversity framework.**

## IMPLEMENTATION

23. In considering the elements related to implementation of the post-2020 global biodiversity framework, a majority of Edinburgh Process respondents (60%) considered that the issues set out in sections E-H of the Zero Draft document would provide a sufficient framework for ensuring subnational contributions. Those who answered no (8%) or somewhat (32%), set out issues that they consider are missing and which would support SNLG in successfully implementing the Framework (fig 6);



**Figure 6 Sufficiency of implementation elements within the post-2020 framework, for SNLG.**

### a. Implementing support mechanisms

24. A general consensus emerged that this section of the Zero Draft is overly focused on Parties and that the roles of each actor are not clear. Gaps include;

- Consideration of the strong role of SNLG in providing available resources – in terms of both people and finance;
- The zero draft text calls for ‘*an increase in resources from all sources*’ however there is a need to quantify what constitutes ‘*sufficient*’ resources, and who provides the resources;
- The need to have in place appropriate economic instruments, e.g. conservation finance, with the support of business and wider society in order to support implementation of biodiversity action at local levels and recognising the coherence with SDG15 - “*Mobilize and significantly*

*increase financial resources from all sources to conserve and sustainably use biodiversity and ecosystems”;*

- Across the issues of capacity building, knowledge and information sharing and technical co-operation, technology transfer and innovation, there was a wide recognition that SNLG play a critical role in engaging effectively with a wide range of stakeholders, as well as their national counterpart. This engagement aligns with the outreach, awareness and uptake aspect of the framework.

b. Enabling conditions

25. There was general recognition that subnational authorities are contributing to national and global strategies, e.g. SDGs, in ways that are not often visible and this should be better recognised; political will is perhaps the most important aspect to enabling effective actions and this should be placed more prominently within the framework to ensure engagement from national level with subnational and local authorities, as well as “*all relevant stakeholders*”; harmonisation of policies across global, national and subnational/local levels was recognised as essential. Subnational policies often align to - therefore contribute to - global and/or national strategies, e.g. SDGs, and this needs to be recognised; harmonisation across private and public sectors is also important to ensure that enabling finance mechanisms are in place – leveraging from bottom up as well as top down. Discussions at the NBS and Resource Mobilisation webinars reflected that often bottom-up, business-led nature based solutions are most effective in delivering biodiversity benefits across local level landscapes.

c. Responsibility and transparency

26. In ensuring that the commitments set out in the Framework are properly monitored and reviewed, not only are national commitments important but subnational and/or regional/local commitments should be taken into account. When considering national reporting, drafting and implementation should include all stakeholders involved – particularly subnational and local authorities. Within the Framework it should be made clear who is accountable for what; there is a need for better assessment and measurement - at both national and subnational levels - to quantify engagement, implementation, action and monitoring, in order to ‘*sufficiently guarantee progress in the face of ongoing current biodiversity loss*’; decentralisation of biodiversity issues was considered as essential by some respondents, to providing the most effective contribution - through the identification of finance, people and scientific research, appropriate for their specific locality and biological ecosystems.

27. Some respondents suggested specific indicators for inclusion in the monitoring framework in order to assess the level and effectiveness of

implementation, e.g. the percentage of biodiversity integration in national level laws /decisions; number of NGOs working on (and cost of) specific programmes on Biodiversity issues; contribution of municipalities/local governments to biodiversity conservation (i.e. programmes & funding); required staffing per unit area or per human population.

d. Outreach, awareness and uptake

28. Subnational and local governments play a key role in explaining biodiversity action to, and engaging with, their local stakeholders across both private and public sectors. Respondents recognised that in the post-COVID world there will be an increasing need to use virtual engagement tools to ensure effective communication across all sections of society over the coming decade. There was a general recognition to the high commitment of subnational and local authorities, who are managing different ecosystems and biodiversity across different continents, therefore there is a need for Parties to meaningfully and consistently engage with this level of government.

**Critical Elements for Implementation**

29. In asking what are the most important elements for subnational authorities, enabling conditions and support mechanisms were commonly mentioned; and aligned to making the most effective use of partnerships, stakeholder and whole-of-society engagement through outreach, and awareness-raising.

30. It is key that subnational and local authorities are recognised across the framework as critical to delivery of the framework. Decentralisation of biodiversity issues is essential to create the supportive conditions (people and funding) needed for specific local and regional ecosystems and to ensure that local projects are undertaken as needed with effective data collection and reporting platforms in place.

31. Vertical integration and harmonisation across all levels of governance was thought critical in delivering a coherent implementation of the framework, including greater mainstreaming of biodiversity across policy areas. The need for a commitment by national and subnational level political leaders is critical and there needs to be alignment of national guidelines with subnational policies.

32. Though the *Resource Mobilisation* webinar it was recognised that whilst top-down approaches to financing for biodiversity and conservation have been extremely helpful, bottom-up approaches – involving local stakeholders, e.g. businesses and NGOs, and in partnership with public bodies – can deliver where there is a need for change across local landscapes. Successful delivery of financial resources relies upon effective mainstreaming approaches.

33. There was a call for a definitive implementation plan and a formal mandate for participation and action by subnational and local authorities, with the framework setting out the clear responsibilities and tasks of subnational and local governments.

34. Through our webinar on *Nature Based Solutions*, participants to the Edinburgh Process recognised that capacity building is crucial for fostering knowledge exchange, bringing different actors together, building trust for investors in nature-based solutions and for harnessing the community value and benefits of nature-based solutions. Enabling conditions are necessary for the implementation of NBS including measures such as investments and legal incentives, increasing their visibility and improving abilities to scale-up local NBS. A convergence of the biodiversity agenda with other international agendas such as the Sustainable Development Goals and the climate agenda would strengthen the position and importance of both the biodiversity agenda and NBS as a means to address multiple challenges simultaneously. This alignment is most effectively achieved at the level of subnational governments, cities and local authorities.

35. In the Zero Draft document, subnational governments, cities and local authorities are referenced only under enabling conditions - alongside other stakeholders. This does not represent their wider responsibility in implementing the post-2020 GBF.

It is noted that aspects related to implementation have been addressed in the updated zero draft document, however specific reference to SNLG remain limited to the *Enabling Conditions* section of the framework, with references to '*government at all levels*'; '*all actors*'; and '*non-State actors*' mentioned in other sections. This does not fully recognise the specific role that SNLG has to play across all areas of implementing the framework.

## **Key Points on Implementation**

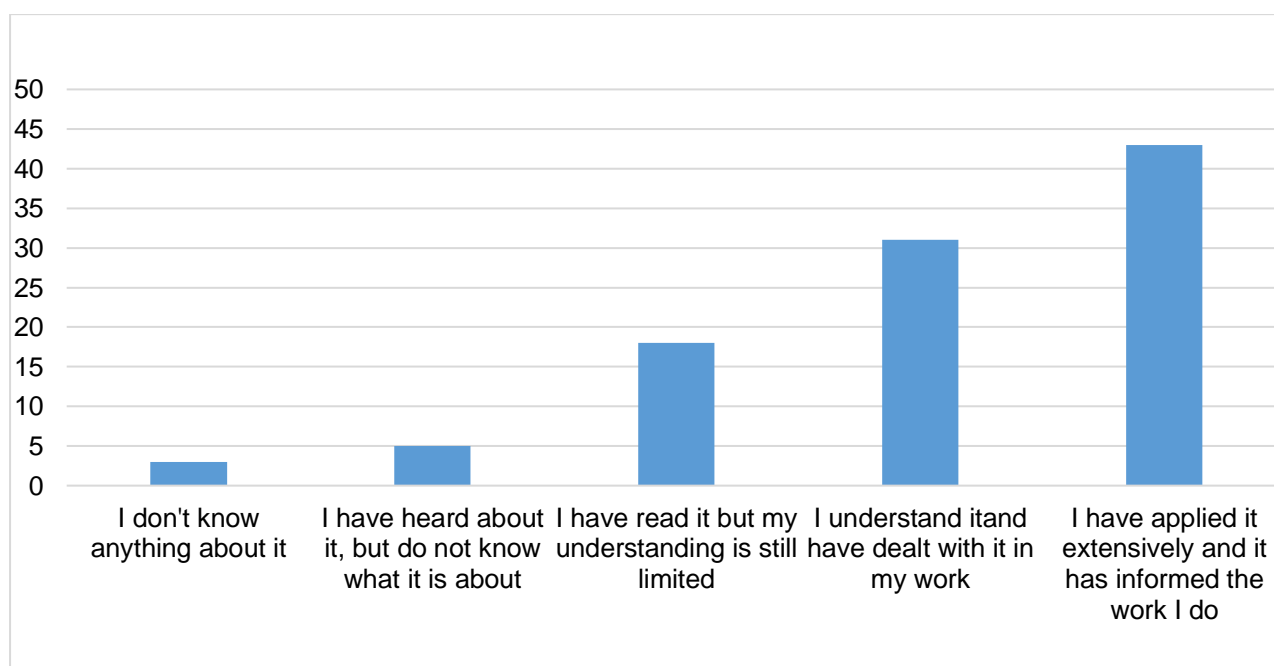
- **SNLG are an integral part of government, therefore the mission, goals and targets apply equally to them as they do to state parties.**
- **Across the issues of capacity building, knowledge and information sharing and technical co-operation, technology transfer and innovation SNLG play a critical role in engaging effectively with a wide range of stakeholders, as well as their national counterpart. This engagement aligns with the outreach, awareness and uptake aspect of the framework.**
- **Vertical integration and harmonisation across all levels of governance - global, national and subnational/local - is critical in delivering a coherent implementation of the framework.**
- **Harmonisation across private and public sectors is critical in ensuring finance mechanisms are in place – leveraging from bottom up as well as top down, and recognising that that often bottom-up, business-led nature based solutions are most effective in delivering biodiversity benefits across local level landscapes.**
- **NBS provide opportunities to address multiple challenges, simultaneously. Alignment of cross-convention issues is most effectively achieved at the level of subnational governments, cities and local authorities**
- **SNLG should be recognised across the framework as critical to its delivery. Decentralisation of biodiversity issues is essential to create the supportive conditions (people and funding) needed for specific local and regional ecosystems and to ensure that local projects are undertaken as needed with effective data collection and reporting platforms in place.**
- **There was a call for a definitive implementation plan and a formal mandate for participation and action by subnational and local authorities, with the framework setting out the clear responsibilities and tasks of subnational and local governments.**



## Subnational constituency views on the plan of action on subnational Governments, cities, and other local authorities for Biodiversity (2011-2020)

1. Respondents made their inputs to the Plan of Action (PoA) Review via an online consultation that was open between 29 April and 12 June 2020. The consultation tested the level of understanding and familiarity with the current PoA among respondents, and obtained inputs on a renewed and stepped up PoA.

2. Figure 1 below, shows a strong level of understanding of the PoA among respondents: The majority have either dealt with it in their work or applied it extensively as an informant to their work; 18% indicated a limited understanding but had read the PoA; while only 5% said they had heard about it but did not know what it is about; and 3% knew nothing about it. This affirmed the relevance of the responses received, and indicated that the PoA has been used by subnational and local governments. This is further rationale for the need to renew the Plan of Action through a new, dedicated, stepped-up Decision at COP15.



**Figure 1 Respondents' level of understanding of the PoA**

### Recommended elements for a renewed Plan of Action

3. The review document of the current PoA, proposed seven elements for subnational and local government action to be included in a stepped-up decision and renewed PoA. Respondents were asked to rank each element in terms of its relevant importance in

informing the work of subnational and local governments in the coming decade (2020-2030). The results of the ranking process are reflected in table 1 below:

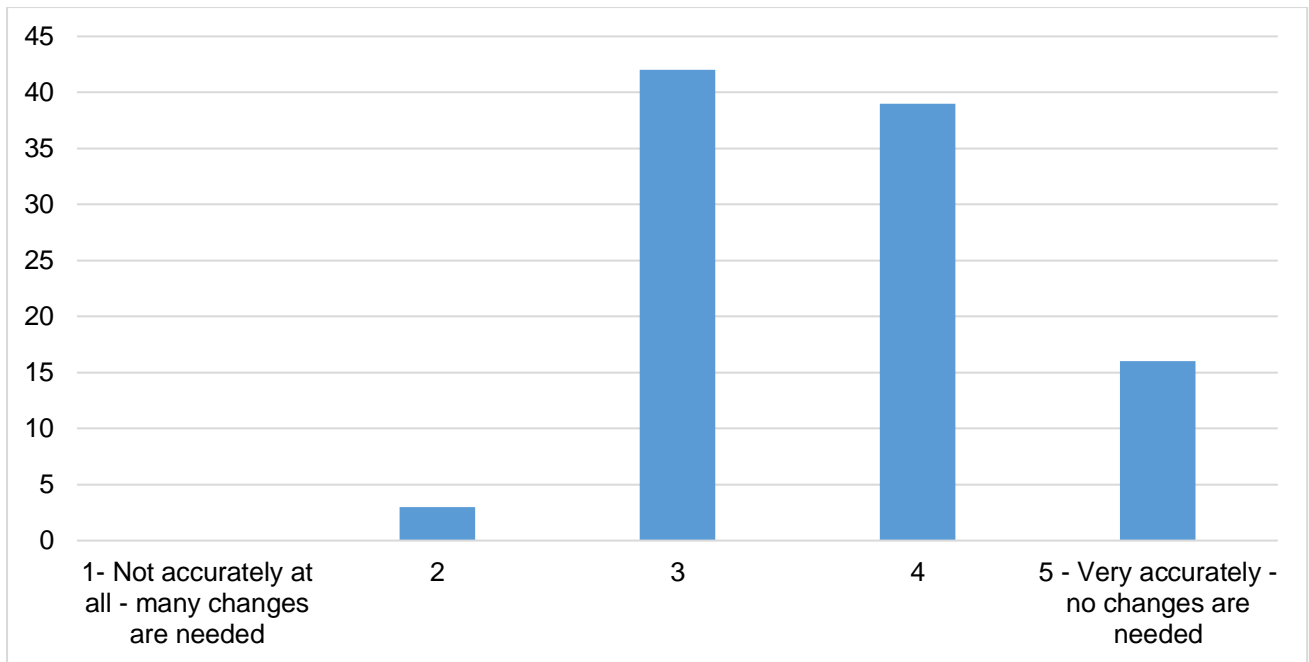
**Table 1 Average ranking of elements**

<b>Elements for inclusion in renewed PoA</b>	<b>Av. Ranking (out of 5)</b>
The inclusion, as appropriate, of subnational and local government in 2030 and 2050 goals and 2030 action targets;	4.89
Mainstreaming of biodiversity at subnational and local levels;	4.85
Resource mobilization for increased investment in biodiversity action at subnational and local levels;	4.84
Tailoring CEPA initiatives and instruments to the subnational and local contexts (communicating, educating and raising public awareness); and	4.77
Monitoring, evaluation and feedback by subnational and local governments;	4.74
Support for networks and alliances to accelerate biodiversity action by subnational and local governments.	4.71
Capacity-building for subnational and local governments;	4.69

4. Generally, there was a low degree of variance between the rankings, showing that all were seen as being important; and the need for including subnational and local governments in the goals and targets of the post-2020 GBF was seen as critically important. Respondents identified biodiversity mainstreaming as key to achieving the objectives of the post-2020 GBF and indicated that this can only be achieved by strengthening multi-level governance in the coming decade.

5. Concerning resource mobilisation to support subnational and local biodiversity action, respondents pointed to a lack of access to funding mechanisms at subnational and local levels; the need for greater involvement of subnational and local governments in setting targets, monitoring frameworks, and reporting mechanisms; and a need for stronger cooperation between subnational and local governments and for stronger recognition of their critical role in implementing the post-2020 GBF.

6. Respondents were asked to what degree they believed the above-mentioned elements accurately captured the needs of subnational and local governments to fully support Parties in the development and implementation of an effective, inclusive and bold new global biodiversity framework. Using a ranking of 1-5, the majority of respondents felt the recommended elements accurately reflected the constituency's needs but required some changes. The results of the ranking are reflected in figure 2 below:



**Figure 2 Degree of accuracy reflected in recommended elements**

### **Reflections on the current Plan of Action**

7. Respondents were asked to reflect on the current Plan of Action by ranking the degree to which they perceived that it had achieved its objectives. Their responses are captured in table 2 below:

**Table 2 Respondents reflections on the current plan of action**

<b>Question</b>	<b>Av. Ranking (out of 5)</b>
In your view, to what extent has the level of engagement between national and local/subnational governments improved in the last decade in pursuit of the successful implementation of National Biodiversity Strategies and Action Plans, the Strategic Plan for Biodiversity 2011-2020, the Aichi biodiversity targets, and the programme of work under the Convention on Biological Diversity?	<b>2.97</b>
In your view, to what extent has coordination and the exchange of lessons learned improved over the last decade between Parties, regional and global organisations, United Nations and development agencies, academia, and donors on ways and means to support local and subnational authorities to manage biodiversity sustainably, provide ecosystem services to citizens, and incorporate biodiversity concerns into urban planning and development?	<b>3.18</b>
In your view, to what extent have policy tools, guidelines, and programmes that facilitate local action and build local capacity to support national governments in implementing the global biodiversity agenda been identified, enhanced, and disseminated to date?	<b>3.00</b>
In your view, to what extent have local and subnational awareness-raising programmes on biodiversity for local residents, in line with communication, education, and public awareness strategies, been developed over the last decade?	<b>3.16</b>
In your view, to what extent have global partnerships been leveraged effectively to implement the Plan of Action, in alignment with national and local/subnational priorities?	<b>3.05</b>
In your view, to what extent has the success of local and subnational action for biodiversity (under the Plan of Action) been measured by appropriate mechanisms, including, for example, assessment tools and/or requirements that national government include information on cooperation between different levels of government, and with relevant local organisations, in its monitoring and reporting processes?	<b>2.87</b>
In your view, to what extent have national governments supported local and subnational governments with regards to identifying, leveraging, and earmarking funding?	<b>2.58</b>

9. The above results indicates that while there has been notable progress made in the last decade, there is room for improvement in all areas, pointing to the need for a stepped-up Decision and renewed Plan of Action to replace Decision X/22.

10. Respondents were also asked to provide inputs about what they perceived to have worked well under the current Plan of Action, in respect of each of the questions posed in Table 2 and what they perceived to be possible areas for improvement in a renewed Plan of Action. Some key reflections on what worked well were:

- Knowledge sharing and peer exchange were seen to have improved among subnational and local governments; and
- Some programmes were highlighted as best practice.

11. Some key reflections on possible areas for improvement were the need:

- for greater vertical integration of policies and plans (NBSAPs in particular);
- to strengthen resource access and mobilization, and capacity building for subnational and local governments;
- to improve integration of subnational networks and global platforms, and to develop tools, guidelines, plans, and programmes with the support and participation of subnational and local governments, NGOs and civil society;
- for more inclusivity and flexibility of policies and guidelines at subnational levels;
- for communication, education and public awareness (CEPA) initiatives and programmes to be developed at each level of government, to address language barriers and use non-technical language;
- for a more unified and standardized reporting system at global, national, regional & local levels; and
- for flexible resource mobilisation mechanisms, to allow the decentralisation of re-allocation funds to subnational and local levels.

## Edinburgh Declaration for subnational Governments, cities and local authorities on the post-2020 Global Biodiversity Framework

31 August 2020

### Preamble

We, subnational governments, cities and local authorities - as participants and contributors to the *Edinburgh Process for Subnational and Local Governments on the development of the post-2020 global biodiversity framework*, and supported by the Secretariat and some Parties to the Convention on Biological Diversity - are **deeply concerned** about the significant implications that the loss of biodiversity and climate change has on our livelihood and communities. The impacts on our environment, infrastructure, economy, health and wellbeing, and our enjoyment of nature are already visible. Indeed, the COVID-19 global pandemic has reminded us how important it is to live in harmony with nature. Healthy biodiversity and the ecosystem services that it provides are key for human well-being and to build the resilience of our cities and regions, both during and after the pandemic, and it should be central to our recovery.

We **are concerned** that, as outlined in the fifth edition of the Global Biodiversity Outlook, none of the 20 Aichi Biodiversity Targets have been fully met; that action by CBD Parties alone is insufficient to put us on a path to the 2050 vision of 'living in harmony with nature' or to achieving the UN Sustainable Development Goals (SDGs); and that convergence across multilateral environment agreements (MEA's) is progressing at too slow a pace.

We **acknowledge** that the IPBES *Global Assessment Report on Biodiversity and Ecosystem Services* concludes that, despite insufficient action, it is not too late for the climate or for biodiversity, but that transformative action is needed at all levels.

We **recognise** the need for transformative change across terrestrial and marine ecosystems, and across urban development and all productive sectors to ensure enhanced food security, human health and sustainable livelihoods whilst avoiding, mitigating or minimising the negative impact on biodiversity. We also **recognise** the role that many indigenous peoples and local communities have in the management of their territories, though effective biodiversity mainstreaming across all sectors.

We **note** the need to develop effective policy, governance and financing solutions at all levels of government and to ensure vertical integration across national, subnational, city and local levels to affect transformative change. These should address both the direct and indirect drivers of biodiversity loss, and integrate all dimensions of sustainable development (environmental, economic, cultural and social).

We **also note** the vital role that indigenous peoples and local communities, women and youth, non-governmental organisations, and wider society, play in decision making and in taking action at subnational, city and local levels, and that there should be a fully collaborative approach to ensure active participation of these groups.

We **highlight** the key role of the private sector, including the financial sector, and **encourage** them to catalyse the transformative change needed through full, active and responsible engagement, in support of biodiversity conservation, ecosystem restoration and sustainable use.

We **emphasise** the key role that subnational governments, cities and local authorities already play in protecting and enhancing biodiversity and in delivering actions across planning, implementation, and monitoring.

We **welcome** the endorsement of the *Plan of Action on Subnational Governments, Cities, and Other Local Authorities for Biodiversity (2011-2020)* under Decision X/22 and **recognise** the productive role that this has played in the last decade mobilising subnational, city and local authorities actions towards implementing the goals of the Convention; and in fostering an increased recognition on the critical role of our constituency in the CBD.

We **celebrate** the commitments and statements already issued by subnational governments, cities and local authorities including recent declarations of intent<sup>67</sup>, and in particular the results achieved through the outputs of the 5<sup>th</sup> and 6<sup>th</sup> Global Biodiversity Summit of Cities and Subnational Governments – the *Quintana Roo Communique on Mainstreaming Local and Subnational Biodiversity* (2016) and the *Sharm El-Sheikh Communique for Local and Subnational Action for Nature and People* (2018).

We **acknowledge** the need to build upon the existing *Plan of Action* under Decision X/22, and the advocacy agenda of subnational governments, cities and local authorities over the past decade, and **collectively commit** to raising our ambition and action in the coming decade.

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<sup>6</sup> [Aburra Valley – Medellin Declaration of Metropolitan Areas to the post-2020 global biodiversity framework \(2019\)](#)

<sup>7</sup> [Carta de São Paulo - BIO2020 – Brazilian Perspectives for the Post-2020 Global Biodiversity Framework \(2020\)](#)



### **Development of the post-2020 global biodiversity framework**

We **welcome** the development of the post-2020 global biodiversity framework, in particular clear, action based, SMART (Specific, Measurable, Achievable, Relevant, Time-bound) targets and the inclusion of an integrated monitoring framework.

We **thank** the Co-Chairs of the Open-ended Working Group on the post-2020 global biodiversity framework for taking an inclusive and participatory approach in developing the framework; and **welcome** the ‘whole of government’ approach embodied in the framework, which captures the principle of governance across all levels of government, including at the level of subnational governments, cities and local authorities.

We continue to **support** the 2050 vision “*living in harmony with nature*” and stand ready with a raised ambition to make a contribution that will deliver a local to global impact, and meaningfully contribute to the long term goals.

We **share the ambition** of the 2030 Mission as was set out in the Zero Draft version of the post-2020 global biodiversity framework, ‘*To take urgent action across society to put biodiversity on a path to recovery for the benefit of the planet and people.*’ This ensures a clear pathway towards the 2050 Vision and corresponds with the ambition of subnational governments, cities and local authorities towards addressing the most pressing global challenges, including climate change, disaster risk reduction, health and poverty alleviation, as well as biodiversity.

### **Implementation of the post-2020 global biodiversity framework**

We **welcome** the inclusion of subnational governments, cities and local authorities, as key enablers for the implementation of the post-2020 global biodiversity framework. However, we **recognise** that our role extends beyond the provision of enabling conditions.

Subnational governments, cities and local authorities play key roles in conserving, restoring and reducing threats to biodiversity, in meeting people’s needs through sustainable use and equitable benefit-sharing, in developing the tools and solutions needed for implementing biodiversity protection actions, and in monitoring and reporting.

We **recognise** that our actions in implementing and mainstreaming biodiversity ensure that support mechanisms and enabling conditions are in place at subnational, city and local levels - and that a vertically integrated and cross-cutting governance approach would enhance these efforts.

We **highlight** the significant role that subnational governments, cities and local authorities play in resource mobilisation for implementation and mainstreaming of biodiversity actions. We **stress** the need for immediate and increased efforts to mobilise financial resources at all levels of government and from the private sector.

We are uniquely and most effectively positioned to deliver the outreach, awareness, and uptake of the framework across the whole of society, facilitating engagement with key stakeholders to implement the framework at subnational, city and local levels. Nevertheless, we **recognise** that more can be done to build upon already existing policies and frameworks to ensure the full participation of the whole of society in delivering the post-2020 global biodiversity framework.

### **Commitment for the post-2020 global Biodiversity Framework**

Subnational governments, cities and local authorities will continue to build upon our previous efforts, to deliver transformative actions by:

- Recognising the overall value of nature and integrating it into subnational, city and local planning, management and governance instruments;
- Implementing appropriate actions that deliver on the post-2020 global biodiversity framework goals and action targets;
- Aligning biodiversity strategies and actions, and our monitoring and reporting efforts with National Biodiversity Strategies and Action Plans (NBSAPs), within our subnational, city and local competencies;
- Increasing resource mobilisation for investment in biodiversity action at subnational, city and local levels, and providing incentives to ensure positive outcomes;
- Mainstreaming biodiversity across public, private and business sectors to achieve greater environmental, societal and economic resilience;
- Communicating, educating and raising public awareness with specific efforts to make knowledge available in several languages;
- Strengthening capacity building in order to implement nature-based solutions (NBS) and green and blue infrastructure, particularly through ecosystem based approaches and as a contribution to a green recovery from COVID-19;
- Providing opportunities for knowledge exchange across subnational, city and local levels, and between all sectors of society;
- Sharing best practices across subnational, city and local levels, to efficiently implement transformative actions;
- Delivering convergence with other intergovernmental agreements and processes, taking forward bold and innovative actions at the subnational, city and local level which result in mutually beneficial outcomes.

### **Call for action**

We subnational governments, cities and local authorities therefore **call upon** Parties to the Convention on Biological Diversity to;

- I. Take strong and bold actions to bring about transformative change, as outlined in the IPBES global assessment report, in order to halt biodiversity loss.
- II. Recognise the vital role of subnational governments, cities and local authorities, in

delivering the 2050 vision of the post-2020 global biodiversity framework, and the 2030 mission as set out in the Zero Draft document; and to explicitly place that recognition throughout the framework text, including the monitoring framework for the goals and targets.

- III. Support the adoption at COP15, of a new dedicated Decision for the greater inclusion of subnational governments, cities and local authorities within the post-2020 global biodiversity framework; that builds upon and renews the *Plan of Action on Subnational Governments, Cities and Other Local Authorities for Biodiversity (2011-2020)* as endorsed under Decision X/22; and that significantly raises ambition for subnational, city and local implementation of the post-2020 global biodiversity framework throughout the next decade.
- IV. Establish a multi-stakeholder platform that ensures representation of subnational governments, cities and local authorities to support the implementation of the post-2020 global biodiversity framework.

We, subnational governments, cities and local authorities, ***stand ready*** to meet the challenge of delivering, alongside Parties, the post-2020 global biodiversity framework, to ensure investment, and play a stronger role in the implementation of the framework through a renewed and significantly stepped-up *Plan of Action for subnational governments, cities and local authorities* for the coming decade.

## **Signed**

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On behalf of the Scottish Government

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