ラムサール条約、国際協力、地球温暖化と湿地

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ラムサール湿地条約

ラムサール条約は地球環境に関する国際条約の中では最も古いものである。この条約は1971年2月2日イランのラムサールで調印され、1971年12月に発効した。それ以来、湿地が水、食料、物資の確保と処理、洪水防止策などさまざまな価値と機能や利便や重要な働きを通して人々の生活の中で直接、間接的に果たしている役割を認識する中で、各国に対してその環境の持続可能な管理を達成するための援助をする地球規模の機構に成長してきた。

この条約の使命は、「各国の行動と国際協力による湿地の保全と賢明な利用であり、それを通して全世界において持続可能な発展を達成すること」である。本条約の言う「賢明な利用」とは人びとの利益のための持続可能な利用であって、生態系の自然資源の維持と両立する利用の仕方である。条約締約国128カ国は、近代的条約の主な3つの柱、すなわち、湿地の賢明な利用、国際的重要性をもつ湿地（ラムサール登録地）の登録と管理、そして、国際協力をとおして、協力してこの課題を遂行する。ラムサール登録地は全世界で現在1089カ所であり、総面積は8200万ヘクタールである。

締約国の条約実施を援助するために、9種類の「賢明な利用ハンドブック」からなる「ツールキット」が発行されている。これらは条約で何年もの間に採択された広範なテーマごとの実践的な指針をまとめたものであり、成功した実践の事例研究を通して指針を説明している。その多くは、条約の科学技術検討委員会（STRP）が準備したものである。本条約はNGOと密接な協力があり、バードライフインターナショナル、IUCN（国際自然保護連合）、国際湿地保全連合、およびWWF（世界自然保護基金）の4機関は公式な国際協力団体として技術面や条約実施についての広範な援助を行っている。

この条約は対象となる湿地を広く定義する：すなわち「天然のものであるか人工のものであるか、永続的なものであるか一時的なものであるか、淡水であるか汽水であるかを問わず、沼沢地、湿原、泥炭地または水域を言い、低潮時における水深が6メートルを超えない海域を含む。」（本条約第1条第1項）従って、内陸淡水域と沿岸、及び岸近くの海洋生態系が対象である。

本条約を通した国際協力

国際協力は本条約にとって主要なテーマであり優先事項である。一番最近の締約国会議で承認された国際協力に関する指針（COP7, Costa Rica, 1999)は、共有する湿地また集水系（条約の実施にとってより重視されている事項）や回遊性の生物種に関する国家間の共同行動、情報や専門性の共有、湿地の賢明な利用の財政基盤の確保、そしてますます緊密化する他の環境条約・協定との協同作業に言及している。

このことは、世界遺産条約、回遊性生物条約(CMS)、砂漠化防止条約(UNCCD)などとの合意または協力覚え書きや協力計画を通して実現される。特に重要なのは、生物多様性条約(CBD)との協力計画である。両条約が締結した第二次協力計画(2000-2001)は条約同士の協力に関するモデルとして認められた。また第三次協力計画も現在準備中である。UNFCCC などその他の条約との間でも同様な協力活動が試みられている。

生物多様性条約 CBD とラムサールの間の第二次協力計画(2000-2001)は、CBD の多くの活動分野における共通基盤の存在を認識し、生態系の課題（内陸水面、海洋および沿岸、森林、乾燥地等)、横断的課題（外来種、動機付け、影響評価、保護区、持続可能な利用等）に関する協力活動、そして機構的な連携（補助機関、専門家の登録等）を含んでいる点で重要な意味を持っている。

地球温暖化と湿地

ラムサール締約国は地球温暖化が将来の湿地の賢明な利用のための最優先課題と認識してきた。そして地球温暖化の議論にあたっては湿地について全面的に考慮することが緊急な課題である。ラムサール締約国は地球温暖化問題について意見表明をする助けとなるように、2002年スペインにおける第八回締約国会議に向けて「気候変動の湿地に対する影響と、気候変動と海水面上昇の影響を緩和する湿地の役割に関する総括的検討」を報告することを STRP に要請した。

「気候変動と湿地：その影響、適応と緩和」と題する STRP のこの報告書は気候変動に関する多国間パネル IPCC のメンバーと共同で準備されており、IPCC 第三次評価報告書(TAR)を参考にし、また回遊性生物種などに関する追加的情報によって補足している。2001年末には、検討用の下書きが完成する。

この重要な報告書の内容は以下のとおりである。

1．序論
2．湿地の重要性、その価値および機能
3．地球規模の気候変動の湿地に対する影響のまとめ
4．気候変動の湿地に対する地域的な影響
5．適応措置の選択肢
6．緩和措置の選択肢
7．喪失が懸念される湿地
8．評価
9．主な不確定要素と大胆な結論

この報告書は要約版があり、そこで意思決定に参加する人々から提起された重要な10の質問に答えている。それらは

A. 湿地の価値と機能

1．地球規模の気候に対して湿地のもつ価値と機能は何か？
2．地球規模の生物地球化学的サイクルの中で湿地はどのような役割を果たし、この役割に対する人間活動の影響は何か？

B. 影響

3．湿地に対する気候変動の生物物理的、社会経済的な主たる影響は何か？
4．これらの影響は湿地のタイプや地域によって異なるか？
5．その他湿地に影響を及ぼす外圧に関して気候変動はいかなる重要性をもつか？

C. 適応措置
6．湿地を気候変動に適応させるのにどのような選択肢が存在するか、また、ラムサールによる湿地の賢明な利用の指針にこれらの選択肢のどれが適合しまたは競合するか？
7．これらの選択肢は湿地のタイプおよび地域によって異なるか？
8．適応の選択肢を展開するために考慮すべき生態系または機構的な反応の慣性的な効果または限界がどこにあるのか？

D. 緩和措置
9．温室ガス放出の影響の緩和に湿地を利用するにあたってどのような選択肢があるのか、また、湿地の賢明な利用に関するラムサール指針にこれらのどれが適合し、どれが競合するのか？
10．これらの選択肢は湿地のタイプおよび地域によって異なるか？

報告書「*Climate Change and Wetlands （気候変動と湿地）*」は湿地の価値と機能、たとえば泥炭地の役割と炭素の蓄積について UNFCCC の議事と議定書を通してはまだ明確にされていないとの認識を示し、地球温暖化と海水面上昇の影響に対して多くのタイプの湿地が果たすことのできる主要な役割を強調している。報告書は今後、ラムサールと UNFCCC の間の協力活動を発展させるにあたって強固な基盤となるであろう。

The Ramsar Convention, International Cooperation, Climate Change and Wetlands

Taej Mundkur
Wetlands International on behalf of the Ramsar Convention on Wetlands

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Abstract

The Ramsar Convention on Wetlands

The Ramsar Convention is the oldest of the global environmental intergovernmental Conventions. It was finalised in Ramsar, Iran on 2 February 1971 and entered into force in December 1971. Since then it has matured into a powerful global mechanism for assisting countries achieve the sustanaible management of their environment, in recognition of the major importance that wetlands play, directly and indirectly, in everyones' lives through their great range of values and functions, goods and services including the capture and processing of water, food and materials, flood control and many more.

The Convention's Mission is "The conservation and wise use of wetlands by national action and international cooperation as a means of achieving sustainable development throughout the world." "Wise use" under the Convention is sustainable utilisation for the benefit of mankind in a way compatible with the maintenance of the natural properties of the ecosystem." The Convention's 128 Contracting Parties, work together to deliver this Mission through the three main pillars of the modern Convention: the wise use of all wetlands, designation and management of Wetlands of International Importance ('Ramsar sites'), and international cooperation. There are now 1089 Ramsar sites covering over 82 million hectares worldwide.

To assist its Contracting Parties in their implementation of the Convention, a Ramsar "Toolkit" of 9 Wise Use Handbooks have been published, which draw together under different themes the wide range of practical guidance adopted over the years by the Convention, and illustrates this guidance with good practice case studies. Much of this is prepared by the Convention's Scientific and Technical Review Panel (STRP). The Convention has also worked closely with NGOs and has four formal International Organisation Partners – BirdLife International, IUCN, Wetlands International and WWF – who provide a wide range of technical and implementation support.

The Convention has a broad definition of the wetlands it covers: "areas of marsh, fen, peatland or water, whether natural or artificial, permanent or temporary, with water

that is static or flowing, fresh, brackish or salt, including areas of marine water the depth of which at low tide does not exceed six metres" (Article 1.1 of the Convention). Hence it covers both inland freshwater and coastal and near-shore marine ecosystems.

International Cooperation through the Convention

International cooperation is a major theme and priority for the Convention. Guidance on international cooperation, approved by the most recent meeting of the Conference of Parties (COP7, Costa Rica, 1999) covers joint action between countries on shared wetlands and river basins (an increasingly strong focus for the delivery of the Convention) and on migratory species, sharing of information and expertise, financing wetland wise use, and the Convention's increasingly close collaboration with other environmental conventions and agreements.

This is achieved through Memoranda of Agreement or Cooperation including with the World Heritage Convention, the Convention on Migratory Species (CMS), and the Convention to Combat Desertification (UNCCD); and joint work plans. Of particular significance is the Joint Work Plan with Convention on Biological Diversity (CBD). Our 2nd Joint Work Plan (2000-2001) is recognised as a model for Convention cooperation, and a 3rd Joint Work Plan in preparation. Similar joint work activity is under development with the other conventions, including the UNFCCC.

The CBD/Ramsar 2nd Joint Work Plan (2000-2001) is significant in that it recognises common ground in many of the CBD's areas of activity, and includes Cooperative action on Ecosystem themes (inland waters, marine & coastal, forests, drylands, etc.), Cross-cutting themes (alien species, incentives, impact assessment, protected areas, sustainable use, etc.) and institutional links (subsidiary bodies, expert registers etc.)

Climate change and wetlands

Climate change has been recognised by Ramsar Contracting Parties as a key priority issue for future wise use of wetlands, and there is an urgent need to ensure wetlands fully taken into account in climate change debate. To help them address climate change issues Ramsar Parties requested the STRP to prepare for COP8 (Spain, 2002) a "comprehensive review of impacts of climate change on wetlands, and role of wetlands in mitigating effects of climate change and sea-level rise".

The STRP report, entitled *Climate Change and Wetlands: Impacts, Adaptation and Mitigation*, is being prepared with members of the Intergovernmetal Panel on Climate Change, and draws both on the IPCC Third Assessment Report (TAR), and supplements this with additional information, e.g. on migratory species. A consultation draft will be available in late 2001.

The contents of this important report are:

1. Introduction
2. Importance of wetlands, their values and functions
3. Global summary of impacts of climate change on wetlands
4. Regional impacts of climate change on wetlands
5. Adaptation options
6. Mitigation options
7. Vulnerable wetlands
8. Assessment
9. Key uncertainties & robust conclusions

The report also includes an Executive Summary, which provides answers to 10 key questions raised by decision-makers. The are:

A. Wetland values and functions

1. What are the values and functions of wetlands in the context of global climate?
2. What is the role of wetlands in the global bio-geochemical cycle and how do human activities affect this role?

B. Impacts

3. What are the key biophysical and socio-economic impacts of climate change on wetlands?
4. Do these impacts differ between types of wetlands and between regions?
5. What is the importance of climate change relative to the other pressures affecting wetlands?

C. Adaptation

6. What options exist to adapt wetlands to climate change, and which of these options complement or conflict with Ramsar guidelines on the wise use of wetlands?
7. Do these options differ between types of wetlands and between regions?
8. Where are there inertial effects or thresholds in either ecosystem or institutional responses that need to be considered in developing adaptation options?

D. Mitigation

9. What options exist to utilise wetlands in mitigating greenhouse gas emissions, and which of these complement or conflict with Ramsar guidelines on the wise use of wetlands?
10. Do these options differ between types of wetlands and between regions?

The *Climate Change and Wetlands* report recognises that wetland values and functions e.g. the role of peatlands and carbon storage, are not yet fully addressed

through UNFCCC process and Protocols; stresses the key role many types of wetland can play in reducing impacts of climate change and sea-level rise; and will form a strong basis for developing further joint activity between Ramsar and UNFCCC.

Ramsar

CONVENTION ON WETLANDS

CONVENTION SUR LES ZONES HUMIDES

CONVENCIÓN SOBRE LOS HUMEDALES

(Ramsar, Iran, 1971)

The Ramsar Convention, international cooperation, climate change and wetlands

Presentation to International Workshop on Climate Change and Wetlands

Kushiro, Japan 20-21 September 2001

by

Taej Mundkur, Wetlands International

on behalf of the Ramsar Convention on Wetlands

Background to the Convention

- **UNESCO** - Depositary for Convention
- **December 1971** - Convention entered into force

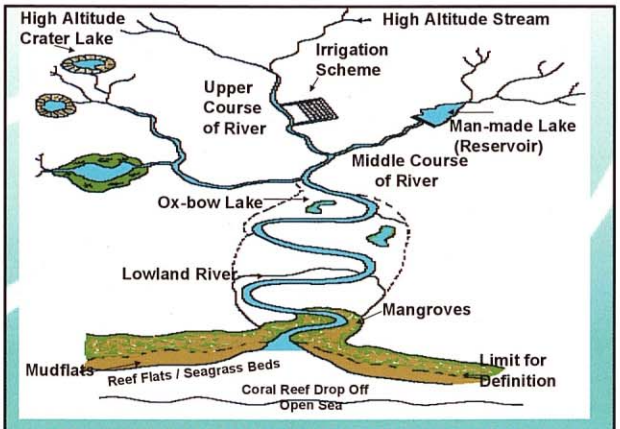
The Convention has been modified twice:

- **1982 Paris Protocol** - Established procedure to amend Convention; provided for official versions of Convention in Arabic, Chinese, French, English, German, Russian and Spanish
- **1987 Regina Amendments** - Established budget and key institutions of the Convention, such as the *Standing Committee* and the *Ramsar Bureau* (its secretariat)

Mission Statement

"The conservation and wise use of wetlands by national action and international cooperation as a means of achieving sustainable development throughout the world."

(Strategic Plan 1997-2002)



Type of Wetlands Included in the Ramsar Definition

What are wetlands ?

"areas of marsh, fen, peatland or water, whether natural or artificial, permanent or temporary, with water that is static or flowing, fresh, brackish or salt, including areas of marine water the depth of which at low tide does not exceed six metres"

(Ramsar Convention, Article 1.1)

What is "Wise Use"?

"sustainable utilisation for the benefit of mankind in a way compatible with the maintenance of the natural properties of the ecosystem."

(COP3, Regina, 1987)

In other words...
Wise Use = Sustainable development for wetlands

The word 'Ramsar'

- It´s NOT an acronym, it's a place!
- Ramsar, IRAN - where 18 countries agreed the Convention on 2 February 1971

Therefore...

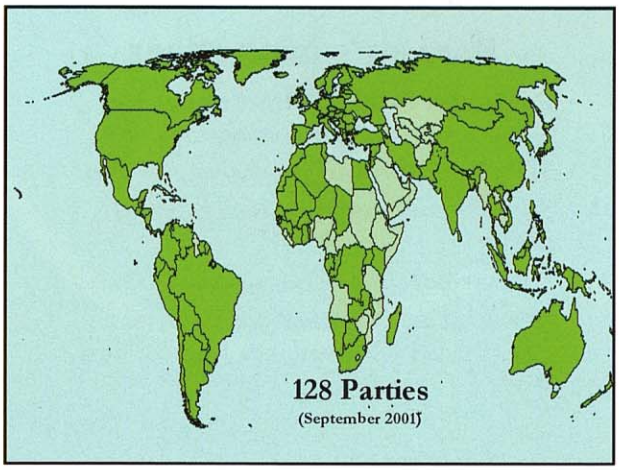
Convention´s common name = Ramsar Convention on Wetlands

World Wetlands Day
celebrated on 2 February



The Convention today

- 128 Contracting Parties
- 1089 Wetlands of International Importance - "Ramsar sites" (over 82 million hectares)
- at least 20 National Wetland Policies globally (and more in preparation)
- More than 40 National Ramsar Committees globally



Functions of wetlands

- Water storage
- Storm protection and flood mitigation
- Shoreline stabilisation and erosion control
- Groundwater recharge and discharge
- Water purification
- Biological productivity
- Retention of nutrients, sediments and pollutants, and
- Moderation of local climate

Values of Wetlands

- Biodiversity conservation
- Water supply
- Fish nurseries
- Timber production
- Flora and fauna
- Transport
- Recreation and tourism
- Aesthetic and spiritual values
- and more...

3 "pillars" of the modern Convention

- "wise use" of *all* wetlands
- designation and management of Wetlands of International Importance ('Ramsar sites')
- international cooperation

Strategic Plan 1997-2002

Priorities:

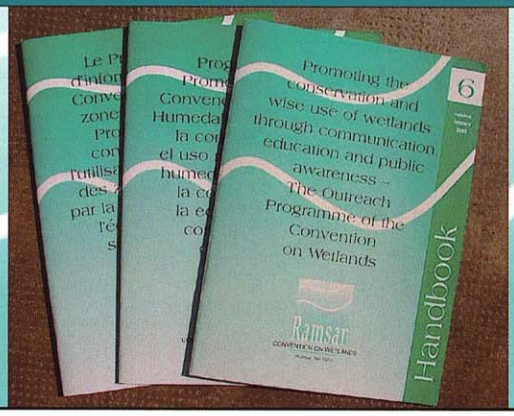
- Universal membership
- Wise use of all wetlands
- Raising awareness at all levels
- Reinforcing institutional capacity
- Ensuring conservation of all Ramsar sites
- Further listing of wetlands which meet the Ramsar criteria, and
- Mobilising international cooperation

New Strategic Plan 2003-2008 in preparation

Ramsar's institutions

- **Conference of the Contracting Parties**
  - meets every 3 years - next: COP8 Spain, Nov 2002
- **Standing Committee** (intersessional governance)
- **Scientific and Technical Review Panel (STRP)**
- **Ramsar Bureau (Secretariat)**
- **International Organisation Partners (BirdLife, IUCN, Wetlands International, WWF)**

Ramsar's 'tool kit' - 9 Wise Use Handbooks



Ramsar's 'tool kit' - 9 Wise Use Handbooks

Wise Use	Site management	International co-operation
Policy	Ramsar site selection	Shared waters
Law & Institutions		Shared species
River basins	Management plans	Partnerships
Local peoples		Sharing knowledge
Education & public awareness	Monitoring	Development assistance
	Montreux Record	
	Risk assessment	Business sector

International Cooperation

- High priority under the Convention
- Streamlining and harmonising between environmental conventions a strong focus
- Developed through Memoranda of Cooperation and Joint Work Plans between Conventions
- Links with other wetland organisations (e.g. Society of Wetland Scientists, Ducks Unlimited, The Nature Conservancy) - technical cooperation

International Cooperation

- Memoranda with:
  - World Heritage Convention
  - Convention on Migratory Species (CMS)
  - Convention to Combat Desertification
- Joint Work Plan with Convention on Biological Diversity
  - 2nd Joint Work Plan (2000-2001) a model for Convention cooperation
  - 3rd Joint Work Plan in preparation
- Links under development with UNFCCC

CBD/Ramsar 2nd Joint Work Plan (2000-2001)

Improve cooperative action on:

- Ecosystem themes (inland waters, marine & coastal, forests, drylands, etc.)
- Cross-cutting themes (alien species, incentives, impact assessment, protected areas, sustainable use, etc.)
- institutional links (subsidiary bodies, expert registers etc.)

Climate change and wetlands

- recognised by Ramsar Contracting Parties as a key priority issue for future wise use of wetlands
- urgent need to ensure wetlands are fully taken into account in climate change debate
- requested STRP prepare for COP8 (2002): "comprehensive review of impacts of climate change on wetlands, and role of wetlands in mitigating effects of climate change and sea-level rise"

Climate change and wetlands

- STRP review *Climate Change and Wetlands: Impacts, Adaptation and Mitigation*
  - prepared with members of the IPCC
  - draws on IPCC Third Assessment Report (TAR)
  - supplemented with additional information, e.g. on migratory species
  - consultation draft available late 2001

Climate Change and Wetlands: Impacts, Adaptation and Mitigation

Executive Summary:

answers 10 key questions

Wetland values and functions

1. **What are the values and functions of wetlands in the context of global climate?**
2. **What is the role of wetlands in the global bio-geochemical cycle and how do human activities affect this role?**

Climate Change and Wetlands: Executive Summary questions

Impacts

3. **What are the key biophysical and socio-economic impacts of climate change on wetlands?**
4. **Do these impacts differ between types of wetlands and between regions?**
5. **What is the importance of climate change relative to the other pressures affecting wetlands?**

Climate Change and Wetlands: Executive Summary questions

Adaptation

6. What options exist to adapt wetlands to climate change, and which of these options complement or conflict with Ramsar guidelines on the wise use of wetlands?
7. Do these options differ between types of wetlands and between regions?
8. Are there thresholds or inertial effects in either ecosystem or institutional responses that need to be considered in developing adaptation options?

Climate Change and Wetlands: Executive Summary questions

Mitigation

9. What options exist to utilise wetlands in mitigating greenhouse gas emissions, and which of these complement or conflict with Ramsar guidelines on the wise use of wetlands?
10. Do these options differ between types of wetlands and between regions?

Climate Change and Wetlands

Ramsar's report:

- recognises that wetland values and functions (e.g. peatlands and carbon storage) are not yet fully addressed through UNFCCC process and Protocols
- stresses the key role many types of wetlands can play in reducing impacts of climate change and sea-level rise
- will form basis of developing further joint activity between Ramsar and UNFCCC

More information on Ramsar

www.ramsar.org

