

Item 4

Guidance for national biodiversity strategies and action plans

1. In paragraph 4(c) of the annex to decision XI/22 on biodiversity for poverty eradication and development, the Conference of the Parties requested the Expert Group on Biodiversity for Poverty Eradication and Development to “*provide guidance through the Secretariat of the Convention to Parties on how poverty eradication and development processes should be integrated into the national biodiversity strategy and action plans (NBSAPs), to ensure their successful implementation at a national, subnational, and local level to address poverty, strengthen livelihoods, human well-being and sustainable development*”.
2. Biodiversity underpins all ecosystem goods and services which are responsible for providing food and water, controlling the outbreak of floods and disease, supporting nutrient cycling, and making up the foundation of many spiritual, recreational, and cultural benefits to all people.
3. The vision of the Strategic Plan for Biodiversity 2011-2020, adopted by the Conference of the Parties at its tenth meeting, is a world “*living in Harmony with Nature*” where “*by 2050, biodiversity is valued, conserved, restored and wisely used, maintaining ecosystem services, sustaining a healthy planet and delivering benefits essential for all people*”. Sustainable development requires uplifting the present generation without compromising the rights and needs of future generations. Biodiversity management needs to ensure the longest and highest possible adaptive potential of the range of ecological systems that sustain the variety of life. Food security and climate change are two critical issues where biodiversity provides opportunities to achieve multiple benefits within the social, economic and environmental pillars of sustainable development. Ecosystem-based approaches to mitigating climate change offer effective and cost efficient measures. Maintaining natural ecosystems and their ability to lessen the adverse consequences of climate-related disasters, such as floods, will help future generations to cope with the consequences of climate change.
4. The promotion of the conservation of biodiversity, not as a problem to be solved but rather as an opportunity to help achieve economic and social goals, is crucial. As recognized in the outcome document of Rio+20, “The Future We Want”, biodiversity has a critical role to play in maintaining ecosystems that provide essential services, which are the foundations for sustainable development, human well-being, livelihoods and poverty eradication.
5. Policies that aim at effective biodiversity conservation and the sustainable use of ecosystems and their services will gain rewards in better health, greater food security, water and energy security, poverty reduction and a greater resilience and capacity to cope with, and adapt to, changing social, economic and environmental conditions, including those brought about by climate change. The so-called “mainstreaming” of biodiversity is a critical component of effective policy responses, that is, integrating biodiversity issues and considerations into other economic policies, including targets or indicators for development sectors such as food, energy, water, health, urbanization, governance, education and employment.
6. The Strategic Plan for Biodiversity 2011-2020 considers biodiversity as opportunity necessary component for sustainable development. That is why the twenty Aichi Biodiversity Targets of the Strategic Plan relate not only to conservation, but also to addressing the underlying causes of biodiversity loss by seeking to mainstream biodiversity across all sectors of government and society. Overall, the attainment of the Aichi Biodiversity Targets require change in human lifestyles away from unchecked consumption and towards sustainability.
7. The aim of “mainstreaming” biodiversity is that the values of biodiversity and ecosystem services are fully recognized and that actions are taken to maximize the positive impacts of human activities on biodiversity and minimize the negative impacts. Through mainstreaming, biodiversity concerns would be internalized into the way development efforts operate, shifting responsibility and ownership for conservation and sustainable use from solely the hands of the environment ministry/authority to those also of economic sectors. This sharing of ownership and responsibility presents the opportunity of freeing up resources traditionally used by environment authorities to counter and neutralize

damaging policies and actions, and of substantially increasing the financial, human and technical capacity to implement the Convention.¹

8. However, the integration of biodiversity into poverty eradication and development strategies and endeavours may be seen as complex and time-consuming for national focal points of the CBD and NBSAP coordinators and managers. They recognize the added value but may not have the resources of time, people, and information to address it. Some countries have many difficulties to revise or implement NBSAP and may be reluctant to tackle the additional challenge of integration.

9. Ideally, biodiversity policy should not be seen as independent of sectoral and cross-sectoral policies. Rather, these sectoral and cross-sectoral policies should be seen as the vehicles through which crucial biodiversity goals need to be addressed and attained in order to maintain and enhance human well-being. Sectoral strategies can form important components of biodiversity strategies.

10. As the revision of NBSAP is typically an exercise of two years effort while the mainstreaming of biodiversity can take many more years to be effectively implemented, the responsibility of governance of mainstreaming needs to be considered as an institutional process. To meet this challenge the offices responsible for biodiversity or NBSAP need a better understanding of other sectors, including those dealing with poverty and development, and vice-versa.

11. Choosing entry points for a mainstreaming effort (from CBD Secretariat (2011) NBSAP training modules version 2.1 – Module 3. Mainstreaming biodiversity into national sectoral and cross-sectoral strategies, policies, plans and programs²): Some criteria for choosing and prioritizing entry points can include:

(a) Those where the links between biodiversity (conservation and sustainable use) and human well-being are most easily demonstrated and communicated - i.e. most obvious links or where public awareness is greatest.

(b) Those where the links are the greatest - i.e. the greatest potential benefit to be derived from mainstreaming. Also, conversely, those where a lack of mainstreaming may have the greatest potential negative impacts.

(c) Those where there is a potential “champion” to take on the cause and/or where there is substantial interest in sustainability.

(d) Those whose timing creates an opportunity.

12. Possible entry points for mainstreaming poverty-environment linkages in national development planning, via PEI:⁴

Planning level	Entry points
National government and cross-sector ministries	Poverty reduction strategy paper National development plan MDG-based national development strategy National budget allocation process or review (e.g. medium-term expenditure framework, public expenditure review)
Sector ministries	Sector strategies, plans and policies (e.g. agricultural sector plan) Preparation of sector budgets Public expenditure reviews
Subnational authorities	Decentralization policies District plans Preparation of subnational budgets

¹ <http://www.cbd.int/doc/training/nbsap/b3-train-mainstream-revised-en.pdf>

² <http://www.cbd.int/doc/training/nbsap/b3-train-mainstream-revised-en.pdf>

D. Elements of the PEI toolkit:³

PEI APPLIED TOOLS	TOOL MAIN APPLICATION AREA
Communication Strategies	Awareness raising
Climate Public Expenditure and Institutional Reviews	Advocate for fiscal reform
Economic Analysis of sustainable and unsustainable use of natural resources	Making the economic case
Environmental (and Social) Impact Assessments	Inform policy making – environment
Household Surveys (social protection and household assets)	Inform policy making – poverty
Integrated Ecosystem Assessments	Inform country programme development
Institutional Capacity Assessments	Inform policy making and implementation
Monitoring and evaluation of P-E linked indicators in national M&E systems	Making the case – wider audience
Public Environment Expenditure Reviews	Advocate for fiscal reform
Strategic Environmental and Social Assessments	Inform integrated policy and planning processes
Valuation of Ecosystem Services	

13. In 2009, CBD Secretariat sought advice from development agencies on biodiversity mainstreaming⁴. They enumerated a set of challenges:

- (a) Insufficient evidence (case-studies and success stories) on the advantages of mainstreaming biodiversity to reach development goals;
- (b) Difficulties in the in the formulation of development outcomes incorporating biodiversity in programmes;
- (c) Results-based management is complex since biodiversity benefits are dispersed in space and time while development projects are often funded for a short period of time and decisions at the national level are often based on short term returns;
- (d) Difficulties to raise awareness and to ensure engagement from the private sector;
- (e) Lack of effective measurement of financial flows for biodiversity;
- (f) Lack of systematic utilisation of economic valuation tools - both at the national and at the donor agencies levels;
- (g) Finding biodiversity champions within ministries associated to development sectors or in ministries of finance and planning to make the case for biodiversity's critical input into their sectors; and
- (h) Current trends in funding moving away from conservation make mainstreaming activities more difficult to support.

³ Roe, D. 2013. *Biodiversity and Development Mainstreaming – A State of Knowledge Review*. Discussion paper. IIED, London and UNEP-WCMC, Cambridge, UK.

⁴ CBD. 2009. *Report of the expert meeting on mainstreaming biodiversity in development cooperation*. 13-15 May 2009. Secretariat of the Convention on Biological Diversity, Montreal, Canada.

14. Examples of mainstreaming guidance include those produced by the OECD Development Assistance Committee (DAC) on integrating environmental issues into development assistance⁵; those produced by the CBD on the ecosystem approach⁶ and on the NBSAP revision process⁷; and those produced by the UNDP-UNEP Poverty-Environment Initiative (PEI) included the practitioners handbook⁸ which is due to be revised and updated. The GEF mainstreaming principles⁹ encourage a coherent set of economic and regulatory tools and incentives that promote and reward integration and added value, while discouraging inappropriate behaviours. Most recently, the African Leadership Group on biodiversity mainstreaming produced some basic guidance following its first meeting in Maun in November 2012¹⁰, with ten steps to biodiversity mainstreaming that include:

- (a) Problem exploration and definition by stakeholders;
- (b) Identify elements of biodiversity to be mainstreamed;
- (c) Identify defined sectors and development aims into which biodiversity is mainstreamed;
- (d) Identify desired biodiversity and development outcomes of mainstreaming;
- (e) Shape strategy for communications;
- (f) Identify and engage stakeholders who might support or undermine progress towards the desired outcomes and understand their sources of influence;
- (g) Identify enabling factors for mainstreaming;
- (h) Identify and select a variety of approaches and mechanisms to achieve the mainstreamed biodiversity/development outcomes;
- (i) Develop a “business case” that persuades the stakeholders who need convincing; and
- (j) Develop a monitoring and evaluation (M&E) system for biodiversity mainstreaming.

15. The NBSAPs 2.0 project Mainstreaming Diagnostic Tool sets out a framework of issues and questions that can be used to:

- (a) Understand what progress has been made to mainstream biodiversity to date;
- (b) Map and analyse the mainstreaming approaches that have been adopted;
- (c) Assess how institutional structures and procedures support or inhibit biodiversity mainstreaming;
- (d) Examine performance — internally (within the institution) and ‘on-the-ground’ (in terms of outcomes and impacts); and
- (e) Identify areas for change and improvement.

16. At the second international workshop on NBSAPs 2.0 in Entebbe, Uganda¹¹, the participants identified five key principles for mainstreaming biodiversity into national development processes and plans:

⁵ OECD. 2012. *The DAC's work to integrate environment and development*. In: Development Co-operation Report 2012: Lessons in Linking Sustainability and Development. OECD, Paris, France.

⁶ <http://www.cbd.int/ecosystem/sourcebook/>

⁷ <http://www.cbd.int/nbsap/training/default.shtml>

⁸ UNDP-UNEP. 2009. *Mainstreaming Poverty-Environment Linkages into Development Planning: A Handbook for Practitioners*. UNDP-UNEP Poverty-Environment Facility, Nairobi, Kenya.

⁹ Petersen, C. & Huntley, B. 2005. *Mainstreaming Biodiversity in Production Landscapes*. GEF.

¹⁰ IIED and UNEP-WCMC. 2012. *NBSAPs 2.0: Mainstreaming Biodiversity and Development First Project Workshop Report*. Maun, Botswana, 14-16 November 2012.

¹¹ IIED and UNEP-WCMC. 2013. *NBSAPs 2.0: Mainstreaming Biodiversity and Development*. Report of the Second International Workshop, 8-12 July 2013, Entebbe, Uganda. IIED, London and UNEP-WCMC, Cambridge, UK.

- (a) Define biodiversity in functional terms that are relevant to development goals;
- (b) Assess the full value of biodiversity to socio-economic development – including service delivery, insurance/risk-reduction, information content and input to critical cultural and social capital – both currently and its future potential;
- (c) Be clear about the market potential of and threats to biodiversity as a public good, and ensure adequate safeguards;
- (d) Make trade-off analyses more transparent, notably by providing clarity on the long-term economic value of biodiversity assets versus the short-term benefits of unsustainable consumption; and
- (e) Integrate biodiversity into mainstream change processes that concern decision-makers, such as economic policy reforms, poverty reduction strategies, green economy plans, and especially (but not only) national and sector development plans.

17. A Medium-Sized GEF project was recently approved that will support the development of the NBSAP Forum (<http://nbsapforum.net>). The objective of the project is to provide technical support to all eligible countries accessing GEF Biodiversity Enabling Activities funding, with a view to improving the quality benchmark and policy relevance of the next generation of NBSAPs, while also enhancing public participation in the NBSAP preparation process. The project is led by UNDP working with UNEP and the CBD Secretariat.

The Expert Group may wish to consider the following ideas for possible inclusion in new recommendations and/or guidance for implementation

18. Effective action to address biodiversity loss depends on addressing the underlying causes or indirect drivers of that decline. This will mean for NBSAPs:

- Significantly increasing the efficiency of using land, energy, fresh water and materials, in order to meet growing demand;
- Better use of market incentives, and the elimination, phase out or reform of incentives, including subsidies, that are harmful to biodiversity, in order to minimize unsustainable resource use and wasteful consumption;
- Strategic planning of the use of land, inland waters and marine resources to reconcile development with conservation of biodiversity and the maintenance of multiple ecosystem services;
- Communication, education and awareness-raising to ensure that, as far as possible, everyone understands the values of biodiversity – including its unquantifiable but immense non-economic (intrinsic and spiritual) value – and what steps they can take to protect it, including through changes in personal consumption and behavior.

19. The CBD Secretariat should seek various means of ensuring that poverty linkages are considered and integrated in technical support provided to countries for mainstreaming within the NBSAP Forum and other relevant initiatives.
