



Stories of change

Mainstreaming biodiversity and development



UNEP WCMC



Getting biodiversity concerns into the policies and plans of government ministries and private sector companies is a goal that can take many years to achieve. Huge amounts of energy and determination are needed to bring the right people together. These stories highlight where this has been done and a change is starting to be seen.

The stories come from five of the member countries in the African Leadership Group of the NBSAPs 2.0 Mainstreaming Biodiversity and Development project, facilitated by IIED and UNEP-WCMC, led by Steve Bass. They are based on interviews conducted by Rosalind Goodrich and Emily Benson from IIED.

We would like to thank everyone involved in putting the stories together, particularly staff and consultants from the Ministry of Environment and Tourism in Namibia; the National Environment Management Authority and Ministry of Finance, Planning and Economic Development in Uganda; Department of Environmental Affairs in Malawi; Ministry of Environment, Water and Climate in Zimbabwe; and the South African National Biodiversity Institute.

Do you have a story of change you would like to share? Do let us know by getting in touch with Dilys Roe (dilys.roe@iied.org) or John Tayleur (john.tayleur@unep-wcmc.org).

For more information and outputs relating to the NBSAPs 2.0 project:

www.iied.org/nbsaps

Contents

Introduction	2
Seeds of change: Lilongwe City Council recognises the value of urban nature	4
Encouraging collaboration: drafting a new law to stop biopiracy in Namibia	8
Mining for common ground: putting biodiversity on the agenda of mining companies in South Africa	12
Getting to know you: stronger relationships contribute to better biodiversity development mainstreaming	16
Biodiversity stories: building understanding in the media leads to richer reporting	20
Photography credits	24



Introduction

From 2012 to 2015 IIED and UNEP-WCMC worked with four African countries – Namibia, Botswana, Seychelles and Uganda – as they revised their National Biodiversity Strategy and Action Plans (NBSAPs).

The reason? To provide technical support and capacity development in biodiversity mainstreaming. We wanted to help them develop resilient and effective NBSAPs that communicated the importance of biodiversity to key development sectors and to poverty reduction. The plans needed to make a compelling argument for conservation, influence development decisions and have the potential to improve outcomes for biodiversity and poverty.





Along the way, other countries became interested in the initiative. South Africa, Malawi and Zimbabwe joined our group of African leaders seeking to include development concerns in biodiversity policy and planning – and vice versa. Representatives from these countries met together at regular project workshops and reported not just on how their NBSAPs were progressing but also on other evidence of how biodiversity was being incorporated into decision making at different levels of society.

Working with journalists, the private sector, and with government, these countries have started to make real strides in ensuring that biodiversity is mainstreamed across government and society – a key objective of the Convention on Biological Diversity's Strategic Plan for Biodiversity 2011-2020.

The stories of this progress – 'stories of change' – are described in this booklet. They aren't revolutionary but they tell us about small, everyday changes with the potential to turn into something big. They are intended to inspire and encourage others to look for their own stories of change that can make a difference to how biodiversity is valued, used and protected.



Seeds of change: Lilongwe City Council recognises the value of urban nature

Lilongwe, the capital of Malawi, is known as the Garden City by its residents. Forests, savannah woodlands and botanical gardens break up the urban space and give a home to diverse species. But in recent years these green retreats have been at risk. New developments have been built on river buffer zones, protected parkland has been bought for private developments, and new housing plans have been made with no provision for green or public space.

Now, thanks to the persistence of a small group of champions, and the support of international partners, Lilongwe City Council has been developing an action plan to integrate biodiversity into its planning decisions.





Martha Kalembe, an environmental officer at Malawi's Department of Environmental Affairs, first became interested in biodiversity while studying at university. Inspired by stories of how other capital cities as diverse as Tokyo and Manila were restoring nature, Martha's thesis investigated how lower income countries could integrate biodiversity into the planning process and she used Lilongwe as her case study.

Malawi is one of the poorest countries in the world and Lilongwe is one of the fastest growing cities in Africa. Ever since the first Urban Master Plan (1968), Lilongwe City Council has earmarked space for afforestation and conservation but as the population has expanded, new settlements have started to encroach into protected areas, forests have been depleted as people have sought fuel for cooking and heating, and freshwater sources have been polluted.

A turning point

Martha recalls that the issue of biodiversity hit the national agenda for two reasons. The first was that the government had recently begun to revise its National Biodiversity Strategy and Action Plan, which underscored the economic as well as social benefits of biodiversity to Malawians via food, shelter,

medicine and income. As part of this process the government had started to map the biodiversity profile of the capital city, Lilongwe.

At the same time, at meetings for the Convention on Biological Diversity (CBD), Martha had connected to ICLEI-Local Governments for Sustainability's Cities Biodiversity Centre, which was working with 21 local governments to improve ecosystem management as part of its Local Action for Biodiversity programme. Lilongwe was awarded a place on ICLEI's programme as a pilot project.

Taking action

With ICLEI's support, the city council decided to develop an in-depth biodiversity report for Lilongwe that would assess the status of its ecosystems, including wetlands, parks and planted forests, as well as the institutional arrangements in government for protecting the city's natural assets.

As a signal of its commitment to the process, the government seconded two national staff members to Lilongwe City Council to share their experiences of developing the national strategy.

The first step was to put together a task force of different departments to explore



the role of biodiversity in different aspects of urban life. The task force included departmental staff from fisheries, wildlife and parks, national herbarium, forestry, and local officials from urban planning, information, finance, trade, and from recreation, as well as local NGOs.

Monipher Musasa, also based with the Department of Environmental Affairs, recalls that few local government officials had heard of the term biodiversity or considered it as an issue for their programmes of work. By exploring the different services that ecosystems provided the city, local officials began to see the economic as well as environmental benefits of biodiversity. Staff working with the water and electricity boards described how their budgets were going towards the clearance of invasive species, while representatives at the Ministry of Wildlife and Tourism shared their experiences of how the city's precious parks and nature reserves were under threat from development. *"For the first time officials began to see the relevance of biodiversity to their programmes of work and activity"* comments Monipher.

The city council published its biodiversity report in 2013. It provides a

comprehensive overview of the role and value that biodiversity plays in the city, and as a result the task force has gone on to develop an action plan for the city. Soon to be completed, the plan is a practical roadmap for integrating biodiversity issues into all planning processes. This will restore the city's precious natural reserves as a means of delivering on broader developmental aims.

Seeds of change

For Martha Kalemba the big step forward is the fact that city-level officials are taking ownership of parts of the action plan and have started to collaborate with other government departments. *"The participatory process of developing the action plan created awareness in city officials not working directly in biodiversity management,"* she says. This is a marked change from two years ago when the term 'biodiversity' was still unfamiliar to many of them.

For Tiyamike Malija, a desk officer at the city council, the process has already made an impact: *"All along people have been applying to have these [protected] plots for construction, but recently a decision has been made to turn these areas into parks."* She describes how



the city council has also decided to scale up the afforestation programme which takes place every rainy season.

Looking ahead

With ICLEI's support, the task team has learned some important lessons along the way. For example, representatives from key sectors, such as health and education, were not present at the first meeting and as a result it has proved difficult to engage them. The team has also learnt that rather than host meetings at the city council buildings, which has allowed officials to drop in and out of the meetings, in future they would hope to host them at other departments to ensure that members participate in the whole meeting.

Putting the action plan into motion will require funds and commitment from across the government admits Monipher Musasa, and so the task ahead is still daunting given the number of other challenges that the country is facing. However, the experience so far has begun to convince the city council that biodiversity is not merely a rural and remote issue but one that is central to the urban context.

Interviews

Martha Kalembe, *environmental officer, Department of Environmental Affairs, Malawi*

Monipher Musasa, *environmental officer, Department of Environmental Affairs, Malawi*

André Mader, *biodiversity strategy Coordinator, Local Action for Biodiversity (LAB) ICLEI*

Tiyamike Malija, *desk officer, Lilongwe City Council*



Resources

National Biodiversity and Action Plan, Ministry of Energy, Mines and Natural Resources, Malawi Government (2006) <https://www.cbd.int/doc/world/mw/mw-nbsap-01-en.pdf>

City of Lilongwe Biodiversity Plan (2013) <http://www.cbc.iclei.org/Content/Docs/LLC%20BIODIVERSITY%20REPORT%20FINAL.pdf>

Encouraging collaboration: drafting a new law to stop biopiracy in Namibia

Communities and indigenous groups have worked with departments from across the Namibian government to understand the value of their country's biodiversity, shaping a national bill to protect genetic resources and the ecosystems in which they live.





Biopiracy has been a serious problem for Namibia. According to Lazarus Kairabeb, secretary general of the Nama Traditional Leaders Association, the lack of legitimate opportunities for communities has allowed the phenomenon to thrive. Marula oil and the hoodia plant, for example, are lucrative commodities internationally, yet neither Namibia nor its communities have benefited from their sale.

"We have had corporations from the developed world claiming ownership of our genetic resources and traditional knowledge," Lazarus says, "and it has been made easier by a kind of symbiotic relationship between some sections of the community and the biopirates." Tensions, disaffection and illegal use by local people have been seen in communities, he thinks, because of the pressures of poverty and the lack of any kind of regulation requiring private companies to compensate the communities, or even recognise them as stakeholders in the international business.

Talking about benefit sharing

In a bid to tackle this, the Namibian government set up an Interim Bioprospecting Committee in 2007 to discuss benefit sharing and genetic resources with different organisations and local communities. Departments

from across government, such as the Ministry of Agriculture, Water and Forestry, the Ministry of Trade and Industry and the Ministries of Justice and Education, plus the University of Namibia and representatives from the private sector and nongovernmental organisations were on the committee, chaired by the Ministry of Environment and Tourism. The first step was to draft an indigenous local community strategy on access to benefit sharing with the aim of local communities having a say on what resources could be shared and how. If for example, an international buyer or their representative wanted to harvest marula oil or Devil's claw (used to treat osteoarthritis), it was proposed that they should sign a contractual agreement before extracting the resource.

In 2011, Netumbo Nandi Ndaitwah, Minister of Environment and Tourism at the time, injected new energy into the government-wide process to base these principles in law. Her revised bill reflected the objectives set out in the 2010 Nagoya Protocol (Namibia had played a key role in its negotiation). Participants ranging from government institutions to the police and home affairs departments and traditional authorities, were brought together to understand the implications of biopiracy at national and local levels and contribute to the bill's content.



Cooperation between institutions was strong, says Ndapanda Kanime, chief conservation scientist in the Department of Environmental Affairs. She thinks the situation was helped by the existing structure of topical cross-department steering committees – the Interim Bioprospecting Committee being one of them – which had already fostered a spirit of collaboration. Committee members were willing to share information and play a part in discussions and felt responsible for going back to their ministries to update colleagues on progress. As with all steering committees, this one met quarterly, but people were prepared to come together more frequently if needed.

At the same time, the environment ministry team went out into villages and local communities to consult with traditional leaders and chiefs and gather their views on what the bill should contain, encouraging buy-in to the political process. In a complex logistical exercise to make sure that participants from Namibia's 14 regions could attend, five regional meetings as far apart as Caprivi and Karas were held between June and

August 2011, with a national workshop to present the final bill in February 2012.

Recognising biodiversity's role

Decision makers at all levels are beginning to recognise the role and value of biodiversity in the culture and economy of the country. A 2012 UNEP report clarified that legal biotrade contributed around 4.5 per cent to Namibian GDP and was particularly important for the country's poverty reduction efforts in rural areas, providing harvesters and other 'resource stewards' received a greater share of the retail value of the resources being traded.

The proposed law states that any person who wants to conduct research, commercialise or add value to any genetic resource, including a genetic resource associated with traditional knowledge must first gain a permit from the Ministry of Environment and Tourism. It also makes clear that external actors must obtain a letter of consent from a local leader to research or export a natural product. Lazarus Kairabeb points out that to insist that international corporations



do this traditional leaders will need the support of strong local institutions – such as well-resourced conservancy committees. He welcomes the fact however, that national government consulted outside its own four walls and believes this is an ongoing learning process.

Since 2012, staff from the Ministry of Environment and Tourism have engaged parliamentarians in both upper and lower houses to explain the significance of the bill. Despite members of parliament changing over that time, many people are now briefed about the potential for biotrade and the negative effects of biopiracy.

In early 2015 the Cabinet Committee on Legislation certified the bill, having checked with the Office of the Attorney General that it was consistent with the Namibian Constitution. The change of government in March 2015 delayed the process a little but the Ministry of Environment and Tourism is hopeful that the bill will obtain presidential approval early in the 2015-16 financial year. Meanwhile the Interim Bioprospecting Committee is providing guidance on

regulations needed to support the bill once it becomes law, including deciding which institutions need to be involved in its enforcement.

Interviews

Ndapanda Kanime, *chief conservation scientist in the Department of Environmental Affairs, Ministry of Environment and Tourism (MET), responsible for biodiversity and sustainable land management.*

Elize Shakalela, *environmental legal officer and acting biodiversity management and climate change project coordinator, MET*

Lazarus Kairabeb, *secretary general of the Nama Traditional Leaders Association*

Jonas Nghishidi, *former project coordinator for biodiversity management and climate change*

Resources

UNEP (2012) Green Economy Sectoral Study: Biotrade – a catalyst for transitioning to a green economy in Namibia. <http://www.iecn-namibia.com/green-economy/>

Mining for common ground: putting biodiversity on the agenda of mining companies in South Africa

In 2011 the Vele Colliery — a large open-cast mine in South Africa — hit the national headlines. Civil society groups accused the mining company of damaging the environment near the Mapungubwe National Park, while the mining company argued that its operations were in line with the law. The mine was closed temporarily for non-compliance with environmental regulations but reopened after lengthy discussions between the main parties.

Controversies such as this had become familiar in South Africa until civil society groups, mining companies and the government took the initiative to find common ground. Together they drafted a set of guidelines to help mining companies understand the status of and risks to biodiversity, and the opportunities for using a biodiverse environment sustainably in their operational context. The process of defining shared principles across different interest groups has laid the foundation for change.





South Africa is the third most biodiverse country in the world. From wetlands and grasslands to coastlines and forestland, the country contains 10 per cent of all plant species on Earth and is home to rare species, big and small.

South Africa is also a mine for the world, producing metals ranging from platinum required for our catalytic converters and chemotherapy drugs, to kyanite for bricks and mortar, rutile used to protect our skin from ultra-violet (UV) light, and coal. The mining industry employs more than 500,000 people, and has been central to the country's economic development.

Laying the ground for change

Stephen Holness, a consultant working with the South African National Biodiversity Institute (SANBI), helped to facilitate the guidelines. He describes how – surprisingly – it was the mining sector that initiated the idea rather than government environment or mining departments. Mining companies were encountering too many risks to their business operations and company reputations, and while there is a wealth of information about the country's biodiversity, much of it is fragmented or too complex to understand. The sheer volume of data makes it difficult to know what is important without

doing detailed and expensive studies. Industry representatives recognised that they needed some practical guidance on how to use all this information to help them manage the environmental approval process better and reduce their impact on the environment.

The South African Mining and Biodiversity Forum brought together industry, civil society, government and academic representatives to discuss how to generate a set of guidelines. Patti Wickens, environmental principle at DeBeers who chairs the forum, recalls the atmosphere at the early meetings as different interest groups met:

"The mining industry was nervous.

They were worried about meeting NGOs and even the government for fear that it would lead to mines being shut down or operations being slowed."

Crossing the language divide

Unlike past efforts to mainstream environmental issues into private sector practices, the Mining and Biodiversity Forum decided against a legislative or regulatory approach. Rather, it opted for consensus-based and voluntary guidelines, which incorporated all existing legal requirements.



One of the biggest challenges in drafting the guidelines was developing a common understanding of key terms across all interest groups: *“The ecologist’s definition of a wetland and an engineer’s definition of a wetland are two very different things,”* recalls Stephen Holness. The drafting process took over two years. But it was this painstaking approach that proved important in the long run. Patti Wickens notes that for the first time, biodiversity has been framed in terms of the business risks and opportunities, while technical teams working in the mining houses began to understand the ecological needs of the areas they were working in.

Putting guidelines into practice

The final set of Mining and Biodiversity Guidelines provides the mining sector with a practical, user-friendly manual for integrating biodiversity considerations into the planning processes and managing biodiversity during the operational phases of a mine, from exploration through to closure. It gives direction for where mining-related impacts are legally

prohibited, and where biodiversity priority areas may present high risks for mining projects.

For many people the final product is a symbol of the strengthening relationship between industry and civil society as well as within government. In May 2013 the guidelines were launched jointly at the highest political level by the Minister of Water and Environmental Affairs and the Minister of Mineral Resources alongside the Chamber of Mines and SANBI — a collaboration that signals a new attitude among policymakers towards the country’s shared natural assets.

Wilma Lutsch, director of biodiversity conservation at the Department of Environmental Affairs comments that the process has prompted some long lasting change: *“Internally, there is a better understanding between government departments on each other’s roles and responsibilities, as well as the consequences of mandatory operations and impacts and interdependencies.”* New coordination mechanisms have been established to help government departments and the provinces identify



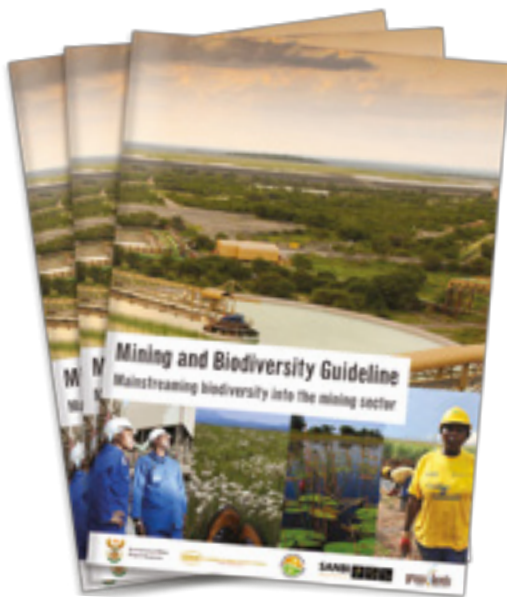
issues of mutual concern. *“Through these joint forums, it is expected that industry values will be changed and improvement in industry practice will follow,”* she adds.

For Stephen Holness and his SANBI colleagues, the most significant achievement has been the shift in language and approach at the strategic level in mining companies. For the first time, the technical departments of big platinum and coal mining houses have started to use spatial, ecosystem level data as they plan their activities. As a signal of the continued practical value of the guidelines, the mining industry supported workshops to train over 500 environmental consultants, industry experts, policymakers and researchers in how to use them.

As the trust between the different interest groups has grown, so other collaborations have emerged including more practical tools for implementing the guidelines and a new approach to biodiversity offsetting in wetlands.

The road ahead

It is still too early to gauge the longer term impact of the Mining and Biodiversity Guidelines. But, by reframing the risks and opportunities of protecting biodiversity in a language that businesses can understand, the foundations for more responsible practices have been laid.



Interviews

Anthea Stephens, *director: Grasslands Programme, SANBI*

Dr Stephen Holness, *consultant, SANBI*

Patti Wickens, *environmental principal, De Beers Group*

Wilma Lutsch, *director: Biodiversity Conservation, Department of Environmental Affairs South African government*



Resources

<http://www.pwc.co.za/en/assets/pdf/sa-mining-2012.pdf>



Getting to know you: stronger relationships contribute to better biodiversity development mainstreaming

Development specialists outside the Ugandan Ministry of Environment have not always considered biodiversity concerns in their policy and planning decisions. The National Biodiversity Strategy and Action Plan (NBSAP) revision team, including Monique Akullo from the National Environment Management Authority (NEMA), wanted to change this. They involved a representative from the Ministry of Finance, Planning and Economic Development in the NBSAP revision process and she has passed on her new knowledge to colleagues, encouraging them to undertake training at NEMA.



Angella Rwabutomize is a principal economist working on the Water and Environment Sector desk in the Ministry of Finance, Planning and Economic Development in the Ugandan government. In 2013 she was assigned by the ministry to liaise with the National Environment Management Authority (NEMA) as it was revising the National Biodiversity Strategy and Action Plan (NBSAP).

"It started when Monique Akullo from NEMA wrote to the ministry, asking for a technical person to attend an NBSAP meeting," says Angella. "I was interested in natural resource economics, which someone must have known, so I was assigned to go. NEMA pitched a strong business case to me about why it was important to consider biodiversity issues in our development planning in the Ministry of Finance, and they kept in regular contact. I quickly became engaged with what they were doing."



Considering the relevance of biodiversity in development

As liaison person, she attended regular NEMA policy review meetings and NBSAP review and update meetings. In turn, she reported back to colleagues in her department about what NEMA was trying to do and in detail about the critical status of national biodiversity. She met up with most sector representatives in her directorate on a one-to-one basis to discuss how the environment and within that, biodiversity, was relevant to decisions about road building, for example, or tourism, encouraging them to attend the training on offer from NEMA. She made sure that she attended relevant meetings within the ministry to put forward similar messages.

David Okwii, working on the Land, Housing and Urban Development desk in the Ministry of Finance, Planning and Economic Development, took the opportunity to go on a training day at NEMA. *"They took us through environmentally sensitive planning; how we should bear in mind the effect that building a road will have on crops, species and the forest,"* he recalls. *"We were asked to consider mitigating factors to reduce biodiversity loss, even if that meant diverting the route of a road, for instance, away from going straight through a forest."*



At the same time, NEMA linked up its environment experts from other government ministries, agencies, departments and local government with the Ministry of Finance, Planning and Economic Development, to provide input and to review any significant reports to check that biodiversity concerns were incorporated. While this was time and labour intensive it was worth it for the awareness it raised around the importance of considering biodiversity.

Building relationships and understanding

Increased mutual understanding about the NBSAP revision process and the Ministry of Finance, Planning and Economic Development's priorities helped the 2014 National Development Plan II process, including elements of the NBSAP. Accompanying this is a budget for around US\$ 6.2 billion (approximately US\$ 2,500,000) funding for NBSAP activities over the plan's five-year period.

In addition, understanding the importance of biodiversity led to the Ministry of

Finance, Planning and Economic Development increasing NEMA's budget by US\$ 3 billion (US\$ 1,200,000) per year to cater for managing the environmental impacts of oil and gas development in a biodiversity rich area (the Albertine Graben). Oil and gas are key emerging issues in Uganda's NBSAP.

"While we might have got funding from other ministries," says Monique Akullo, "getting funding from the Ministry of Finance links what we are doing to the government budgeting system. This means there's more chance that funding for biodiversity conservation is institutionalised within the system, rather than remaining as one off payments. This makes a big difference since it will improve biodiversity and sectoral policies and better align Uganda's national expenditures with biodiversity and development goals and strategies."

"Aside from the funding, it is easy now to identify environmental and biodiversity activities across sectors and attach a NEMA resource to them – it wasn't like this before because we just didn't know what was going on."



Angella Rwabutomize adds a word of caution: the familiarisation and liaison exercise must be continuous to make sure that the process of using NEMA as a reviewer is followed every time, particularly since staff come and go. Daphne Rutazaana, senior economist working with the Tourism, Trade and Industry desk, adds: *"The training was excellent but one day isn't enough — I'd like a refresher. And I think more technical people in the sector from the permanent secretary down should be told about the value of mainstreaming biodiversity, so that we can really make progress."* Angella still has to persuade some colleagues about the benefit of considering biodiversity in development plans.

But overall, she and Monique Akullo are optimistic about the change in attitude among staff in the Ministry of Finance, Planning and Economic Development. They are now willing to consider biodiversity concerns and include them in their planning, and the NEMA staff are beginning to present their case in a way that resonates with both development and biodiversity priorities.

Interviews

Monique Akullo, *National Environment Management Authority, Uganda*

Angella Rwabutomize, *Ministry of Finance, Planning and Economic Development (Water and Environment)*

Daphne Rutazaana, *Ministry of Finance, Planning and Economic Development (Tourism)*

David Okwii, *Ministry of Finance, Planning and Economic Development (Land)*



Resources

<http://www.nemaug.org>

Biodiversity stories: building understanding in the media leads to richer reporting

The number of journalists able to report on biodiversity issues in Zimbabwe has grown significantly thanks to a focused effort by the NBSAP revision committee to build understanding across the media.

Before the beginning of 2013 there were few journalists in Zimbabwe who knew what the term 'biodiversity' really meant. Likewise only a handful knew why policy people should consider the effect on biodiversity of the decisions they made in the name of development. As a result, media reporting on biodiversity issues was infrequent and lacked impact.

In March 2013 things began to change. At a stocktaking workshop in Kadoma organised by Dr Chip Chirara, a member of the NBSAP revision team, participants from across sectors pointed out that communicating biodiversity messages in a concise and understandable way remained a major challenge for the nation's media. The response, three





months later, was a capacity building workshop on biodiversity reporting facilitated by the Biodiversity Office of the Ministry of Environment, Water and Climate. Journalists from print, radio and TV attended, taking the opportunity to find out about the threats to the country's biodiversity caused by activities such as mining for minerals in national parks and the cutting down of huge swathes of indigenous trees for the tobacco curing process.

Elizabeth Chengeta works for the Zimbabwe Broadcasting Corporation, reporting on current affairs and local, environmental and social issues for Radio Zimbabwe. She broadcasts in the Shona language *"simplifying issues for the ordinary person across the country."* She attended the workshop. *"Before I was involved my knowledge of biodiversity was zero,"* she says. *"I learnt so much from the event."*

Chipo Masara agrees. A journalist on the independent newspaper *The Standard*, she was one of those who had already reported on how wetlands around Harare were being affected by construction work. *"The workshop cemented what I already knew and made me realise how vital biodiversity was to an area's overall environmental status."*

She noticed that after the workshop in June 2013 the number of environmental stories in print and TV increased. Whereas she had been one of no more than ten people at the most reporting on the environment, now there were around 30. *"I used to think I was really good at what I did"* she says, *"but now I was seeing a better understanding, stories backed up by strong research, journalists attending conferences and showing a real interest."*

Masara herself wrote a column in *The Standard* on environmental and biodiversity topics for three years. The paper appeals to both urban and rural readers, largely from low income groups, and covers a lot of political stories. Masara's column dealt with many contentious issues including the wildlife-based land reform programme and its impact on wildlife conservation and the tourism industry; the shortage of funds for national parks management which has contributed to incidences such as the poisoning of more than 90 elephants by poachers in Hwange National Park; and the switch by many Zimbabweans away from maize growing to tobacco with a resulting increase in deforestation nationwide.



Biodiversity benefits at first-hand

In August 2014 the Chirinda Forest in Chipinge in the Eastern Highlands was the destination for 18 journalists from different media houses, both national and regional, who had suggested the idea for the field trip the year before. Before setting out from Mutare, Steady Kangata from the Environmental Management Agency briefed them on the different components of biodiversity including ecosystems, species and genetic diversity. They then travelled towards Birchenough Bridge, experiencing the vegetation change from evergreen forests to a landscape dominated by acacias and baobab trees.

“They saw at first-hand how local people use the range of natural resources to earn a living,” said Dr Chirara. “They had debarked the baobab tree for its fibre to make mats for sale by the road. The bark is allowed to grow back and the next time bark is collected it is taken from a different spot to reduce the risk of the tree being harmed. Boiling the fibre with acacia

pods dyes it black; cream dye is created from the bark of the Forest Natal Mahogany tree.”

Elizabeth Chengeta described how the three-day field trip fired her up to do more on the importance of conserving biodiversity and the environment.

“Chirinda Forest contains the Big Tree (Khaya anthotheca) which is thought to be over 1,000 years old; it has a species of butterfly and the Chirinda toad which are only found in that area. But they are threatened by a growing community cutting down trees to clear spaces for crops,” she said.

When she got back to Harare she was interviewed on current affairs TV. With her newfound understanding she was able to explain what biodiversity was in both Shona and Ndebele and talk about the need to conserve it. Shortly afterwards, she produced her own programme on Radio Zimbabwe called Keep Zimbabwe Clean/Chenesai Zimbabwe/Kayihlanzeke iZimbabwe. Guests on the show, who



included Steady Kangata, Chief Nhema from the Shurugwi community and local people from around Mount Chirinda, touched on everything from litter to pollution, and the need to manage biodiversity and the environment in a sustainable way. Radio Zimbabwe is the most listened to station in the country, having 98 per cent coverage, and Elizabeth Chengeta received plenty of feedback from people asking for more information about how they could live sustainably.

Gaining media momentum

"We wanted journalists to identify with the issues so that they would convert ideas into stories. But biodiversity reporting is not taught at journalism college," explains Dr Chirara. "Following the workshop and field trip I think we're gaining momentum: gone are the days when the media say that reporting on trees and animals is not interesting for readers. They understand why biodiversity is important and how its sustainable use can contribute to people's

livelihoods. Now that interest is generated, we can use it as a launching pad for covering other areas, such as water purification and ecosystem services."

Elizabeth Chengeta has the last word. *"I can foresee Keep Zimbabwe Clean and other coverage changing people's mind sets. I think we need to go out into communities and stimulate enthusiasm – we're experienced communicators after all. I want to be part of a society that talks much more about how important biodiversity is to Zimbabwe – if there could be a project to do that I'd support it."*



Resources

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<http://www.thestandard.co.zw/2012/09/16/preserve-the-aura-of-mana-pools/>

Photography credits

- Page 2 Aquaculture in Malawi
Flickr/World Fish
- Page 4 Lilongwe — known as
'the Garden City'
Gome Jenda
- Page 6 Butterfly in Lilongwe
Flickr/Robin Cafolla
- Page 7 A Lilongwe market
Flickr/NeilJS
- Page 7 Biodiversity provides economic
and social benefits for many
people *Flickr/LucianF*
- Page 8 Marula oil production
Flickr/CIFOR
- Page 10 Hoodia flower
Flickr/Petr Kosina
- Page 10 Lilac breasted Roller
Flickr/Martin Heigan
- Page 11 The Khwe community in
Kavango East uses traditional
knowledge to heal sickness
with fruits from local trees.
Elize Shakalela
- Page 12 Site discussions to integrate
biodiversity into mine planning
and operations *SANBI*
- Page 14 Randfontein Mine,
Johannesburg
Flickr/Paul Saad
- Page 15 Mining and Biodiversity
Guidelines *SANBI*
- Page 16 Agama lizard
Flickr/Michael Sale
- Page 18 Rainforest replaced
with cultivation
Flickr/Rod Waddington
- Page 18 Giant lobelia
Flickr/James Gaither
- Page 19 Cooking fish heads
Flickr/Rory Mizen
- Page 20 Mana Pools Wildlife
Conservation Area
Flickr/Vince O'Sullivan
- Page 22 Making rope from baobab bark
*Flickr/Bioversity
International/B Vinceti*
- Page 23 Elephants in Hwange
National Park
Flickr/Peter Glenday
- Page 23 Agincourt Mine
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Getting biodiversity concerns into the policies and plans of government ministries and private sector companies is a goal that can take many years to achieve. Huge amounts of energy and determination are needed to bring the right people together. These stories highlight where this has been done and a change is starting to be seen.

They cover:

- Working with mining companies
- Working with the media
- Work to draft legislation for tackling biopiracy
- Mainstreaming biodiversity in an urban context
- The importance of building relationships with the right people.

Do you have a story of change you would like to share?

Do let us know by getting in touch with Dilys Roe (dilys.roe@iied.org) or John Tayleur (john.tayleur@unep-wcmc.org).

For more information and outputs relating to the NBSAPs 2.0 project:
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GLOBAL ENVIRONMENT FACILITY
INVESTING IN OUR PLANET

Mainstreaming biodiversity and development

Guidance from African experience 2012-17



Contents

Navigating this guidance document	4
The African Leadership Group on biodiversity mainstreaming	6
1 Biodiversity mainstreaming	7
2 Understanding the political economy of biodiversity and development	9
3 Embedding development priorities in NBSAPs	13
4 Embedding biodiversity priorities in national, sub-national and sector development plans	26
5 Implementation – system change through continuous improvement	35
6 Communication throughout the mainstreaming process	46
7 Reflections and looking to the future	52
References	55
Annex 1: African Leadership Group on Biodiversity Mainstreaming	56
Annex 2: Project resources	58

Navigating this guidance document

What is 'biodiversity mainstreaming'?

Section 1: Biodiversity mainstreaming. Introduces a practical approach developed through the experience of eight African countries:

- Definitions of biodiversity mainstreaming.
- The iterative elements and tasks involved in mainstreaming.

What are the opportunities and barriers to mainstreaming in our specific national context?

Section 2: Understanding the political economy of biodiversity and development. Sets out how to assess the institutional and political factors that link (or divide) development and biodiversity:

- Identify the main institutions involved
- Get to know the planning, budgeting and other decision-making processes that need to be engaged
- Analyse the extent of institutional integration to date, and
- Identify the stakeholders who might either support or undermine mainstreaming.

How can the NBSAP or other biodiversity plans be made more development-friendly?

Section 3: Embedding development priorities in NBSAPs. Covers the tasks of getting biodiversity plans fit for influencing development decisions:

- Build on mainstreaming initiatives to date in-country
- Involve economic and development stakeholders in biodiversity planning
- Assemble the evidence on biodiversity-development links (national and sectoral)
- Identify the biodiversity opportunities and risks for development players
- Shape outcomes that work for both biodiversity and development interests, and
- Check how 'fit' the NBSAP is as a bridge between biodiversity and development.

How can development plans be made more biodiversity-friendly?

Section 4: Embedding biodiversity priorities in national, sub-national and sector development plans. This is the reciprocal of section 3 and covers these tasks:

- Establish or refresh a multi-stakeholder biodiversity mainstreaming group
- Identify which policies, plans and budgets need to change – both one-off 'hot issues' and regular processes like national development plans
- Apply criteria to make a strategic choice – high-profile, future-relevant, tractable, etc

- Select best policy instruments – legislative, voluntary, procurement, information, etc
- Develop a specific business case for biodiversity – with its economic and social outcomes, and
- Check the list of actions needed for biodiversity mainstreaming.

What else is needed to truly integrate biodiversity and development, beyond plans?

Section 5: Implementation – system change through continuous improvement. Introducing the policy cycle and showing how mainstreaming has a role at many stages:

- Influence budgets to include biodiversity
- Highlight promising biodiversity initiatives to attract investment
- Mobilise and develop capacity for mainstreaming – individual, organisational
- Work towards a target of a fully integrated national institutional framework, and
- Monitor, evaluate and learn from the mainstreaming efforts.

How do we keep everyone informed and interested in biodiversity mainstreaming?

Section 6: Communication throughout the mainstreaming process. Mainstreaming is about the right people becoming aware of the issues, working together and adjusting policy and practice. Communications tasks occur throughout the mainstreaming process:

- Map the audiences
- Develop biodiversity messages that work for those audiences
- Develop materials and use media that work for those audiences, and
- Ensure the timing is right.

What has the African Leadership Group learned about biodiversity mainstreaming, and what are its ideas for the future?

Section 7: Reflections and looking to the future. Five years of working together has shed light on:

- Tips on running a multi-stakeholder biodiversity learning and leadership group to steer mainstreaming nationally or (in our case) Africa-wide, and
- A ten-point road map towards more fully integrated biodiversity-development outcomes – what we would like to see in the next five years.

Where can we find out more?

The references at the back of the document on page 55 and the list of project tools in Annex 2 both provide more information on effective biodiversity-development mainstreaming.

The African Leadership Group on biodiversity mainstreaming

If biodiversity is to be better considered, more carefully conserved and sustainably used in developing societies and economies, key people in those societies and economies need to be involved.

This is the approach to 'biodiversity mainstreaming' taken by the African Leadership Group (ALG). Representing development and financial interests as well as biodiversity, and civil society as well as government, the group has been able to pioneer ways for biodiversity to grab the attention of those in charge of planning and investment in different African contexts. It is not a small group of experts, but an expanding community of practice whose members learn from one another and lead in their own contexts.

Membership comprises eight African countries which have been part of the Mainstreaming Biodiversity into Development Initiative facilitated by IIED and UNEP-WCMC (Botswana, Ghana, Malawi, Namibia, Seychelles, Uganda, Zambia and Zimbabwe) – see Annex 1. It also includes independent members from across Africa who offer relevant mainstreaming expertise and experience, and it has welcomed international participation from the Secretariat of the Convention on Biological Diversity (CBD), UNDP Biodiversity Finance Initiative (BIOFIN), the UNDP–UN Environment Poverty-Environment Initiative and the NBSAP Forum.

The group's role is to offer support and leadership on different aspects of the link between biodiversity and poverty and on mainstreaming biodiversity. Over five years it has:

- Enriched national NBSAPs in terms of their development coverage
- Improved the biodiversity coverage of several national, sub-national and sector development plans
- Peer reviewed mainstreaming plans and activities between countries
- Co-produced five international statements at the ALG annual meetings and promoted them at the Convention on Biological Diversity Conference of Parties meeting – encouraging other countries with practical ways to ensure biodiversity and development are integrated
- Co-produced and tested eight guidance documents and tools on biodiversity mainstreaming (which this document synthesises), and
- Formed a knowledgeable and influential community of practice embracing biodiversity, development and finance; sectors such as energy and agriculture; and officials, academics and civil society.

The informal networks of champions established in the eight project countries have come to be seen as national and international mainstreaming mentors, sharing experiences in their countries to develop and broaden leadership and capacity. Plans are being made to develop the ALG's role in Africa and globally.

As the Mainstreaming Biodiversity into Development Initiative facilitators, IIED and UNEP-WCMC have prepared this guide on the basis of the ALG's experience, and their reflections on it over five annual ALG meetings. IIED and UNEP-WCMC acknowledge with gratitude the ALG's lead role in scoping, trialing and assuring proof of concept of the frameworks, tools and processes in this guidance – as well as their openness towards sharing their experiences of biodiversity mainstreaming.

1. Biodiversity mainstreaming

“Biodiversity is important to economic development. Biodiversity conservation is a driver of poverty reduction and contributes to national growth. So National Biodiversity Strategies and Action Plans need to respond to national development goals and become a tool for integrating biodiversity concerns across all sectors.”

Mr Teofilus Nghitila, Environment Commissioner,
Ministry of Environment and Tourism, Namibia

What is biodiversity mainstreaming?

Biodiversity mainstreaming is a process of getting biodiversity concerns – potentials, needs and risks – fully reflected in development policies, plans and activities in order to achieve sustainable outcomes for both biodiversity and development. It is more than applying ‘safeguards’ to make sure development processes do no harm to biodiversity. It is also about recognising the potential of biodiversity to achieve desirable development outcomes.

The process involves working with a range of stakeholders – government, private sector, civil society organisations (CSOs), non-governmental organisations (NGOs), politicians, the general public, communities, media and academia – to lead changes that work for biodiversity as well as development. Those changes may lie on a spectrum from becoming more aware of biodiversity potentials and risks, through to changes in policy, procedures and behaviours. It is as much a political and institutional issue as it is a technical one, requiring a process of change. And it takes time: mainstreaming is a long term, iterative process that entails integrating biodiversity in national, sector and local policies, plans, and budgets – and then supporting their implementation.

At the first meeting in Maun in 2012, the ALG of the Mainstreaming Biodiversity into Development Initiative developed a definition of biodiversity mainstreaming which emphasises dual biodiversity and development outcomes:

“The integration of biodiversity concerns into defined sectors and development goals, through a variety of approaches and mechanisms, so as to achieve sustainable biodiversity and development outcomes.”

ALG Maun Statement

The ALG's second meeting in Entebbe built upon this definition, asserting that biodiversity mainstreaming is not just a one-way push to get biodiversity concerns into development policy, but also involves incorporating development priorities in biodiversity strategies – an approach we term ‘reciprocal’ biodiversity mainstreaming (Entebbe Statement). This is based on the premise that biodiversity and development are interdependent and that their challenges and solutions are linked. Thus achieving both aims sustainably requires integration in both directions. In the long term, biodiversity underpins many development objectives, just as economic development and poverty reduction will support biodiversity goals:

“Biodiversity mainstreaming should be informed as much by development needs, potentials and conditions as by those of biodiversity, and should actively seek to achieve joint biodiversity and national development outcomes.”

ALG Entebbe Statement

The elements of reciprocal biodiversity mainstreaming

The process of reciprocal biodiversity mainstreaming involves a number of iterative elements and tasks. The order in which you undertake these elements depends on the national or sectoral context, notably what might have been done already.

At any one time the mainstreaming opportunity is likely to be in one direction. For example, when revising an NBSAP there is the opportunity to incorporate development priorities. Similarly, when developing or revising national development plans (NDPs) there will be opportunities to incorporate biodiversity priorities. If both plans are in place, emphasis will be on implementing these policies and plans to deliver dual biodiversity and development outcomes and ensuring these 'co-benefits' are reflected in financial decisions. If activities on the ground are addressing both biodiversity and development needs, it will be a priority to review what works through joined up approaches to monitoring. Communication, capacity building and regular monitoring and evaluation will ensure that the process remains adaptive and relevant.

The approach is one of implementation, review and continuous improvement to bring together biodiversity and development. The ALG reached early consensus that mainstreaming is a process of learning, trial, review and adaptation. This allows more integrated systems to evolve that can handle the linked challenges and potentials of people and nature – systems that will be much more resilient in a world where countries face increasingly complex and uncertain futures.

2. Understanding the political economy of biodiversity and development

Recognise that mainstreaming strategy will depend on the political economy

Biodiversity mainstreaming is as much a political and institutional issue as an economic or technical one. It requires an understanding of the political economy surrounding biodiversity and development, and the dynamics of power and influence that will affect the decisions made: whether they work for biodiversity, for development, for both – or neither.

The reality is that progress involves a mix of state-, market-, technology- and citizen-led action. Many sources of power drive change and finding out how they interact – positively or negatively – can be instructive. Biodiversity authorities may have a powerful mandate but their influence is often weaker in some areas of practice than in sector ministries, NGOs or big businesses. A political economy analysis aims to assess the various drivers of a problem/opportunity (in this case integrating biodiversity and development). It can clarify what the sticky issues are and where the power lies in order to resolve them. It can help in deciding who to target information and ideas to or who to partner. However, the information on institutional norms and practices that mainstreaming seeks to influence can be sensitive and does not need to be widely published.

Be clear on the main institutions involved

Mainstreaming can be viewed as an institutional development task. This task is necessary because the institutional frameworks for development and for biodiversity are separate or 'siloe'd', running along 'streams' that do not converge.

Successful mainstreaming starts with identifying the major institutions with a mandate for biodiversity, those for development, and those for integration, as well as particular players who present strong potentials or threats to mainstreaming. Once identified, you should engage all these at an early stage to explain the role that national financing (rather than external funding) can play in biodiversity conservation and the political risk of not addressing biodiversity.

Institutions with a formal mandate for biodiversity, development and/or integration are easy to identify: they tend to be ministries of environment, development and finance, with some key natural resource sector agencies and cross-sectoral sustainable development committees.

But there are many other institutions that affect what biodiversity and development stakeholders can do, for example cultural norms and traditional organisations. Some may be more conducive for future mainstreaming than formal government organisations, while others may present barriers.

You can think of institutions as covering:

- Formal roles, rights and responsibilities (eg law and the mandated responsible organisations)
- Informal rules of the game and norms (eg traditional resource management regimes and patronage networks)
- Networks and connections (eg environmental and peoples' movements affecting the state of biodiversity), and
- Political narratives and decision responses (eg narratives that promote or demote, integrate or trade-off biodiversity).

Understand planning and budgeting processes and institutional arrangements

It is important to understand the policy, planning, budgeting and review processes and cycles for biodiversity and for development:

- *When* key decisions that you want to influence are going to be made
- By *whom* and *how* these decisions will be made, and
- *What* and/or *who* is influencing those decisions.

National development plans (NDPs), for example, are usually revised on a five-year cycle and there would be little point in seeking to influence the plan when it has just been finalised. You should also identify when reviews are planned and understand the governance mechanism. For example:

- The role of sectoral or thematic working groups
- The role of parliamentarians (and their processes for consulting with constituents)
- The type and nature of consultation processes involved, and
- The influence of key, powerful individuals in these processes.

In some contexts you may need to understand customary rules and engage with traditional authorities rather than civil servants.

You may also find it necessary to target several different policies or initiatives at the same time. For example, making sure that biodiversity's importance is articulated within the NDP is one step in the process. However, this will not result in any changed outcomes on the ground if there is no budget allocation.

Similarly, if sub-national and sectoral level activities are not coordinated and aligned with national visions the outcomes are unlikely to change. In this example, to achieve the greatest impact, you may need to work with those responsible for the NDP, the national budget and for implementation at national and sub-national level, and by sector.

Look at the extent to which institutions have already become integrated

The scope for institutional change is also important. Mainstreaming tactics depend on how far institutions have become integrated – how far they have already embraced biodiversity or how 'siloes' they are still. Countries tend to be at different levels of institutional maturity in integrating biodiversity and development. There is no point in pushing a generic biodiversity argument if this has been accepted and what the 'mainstream' needs is a much more specific business case. Equally, there is little point in promoting sophisticated approaches to biodiversity economic valuation if there is no recognition of biodiversity as an economic asset.

Progress in how the national institutional framework integrates biodiversity and development may be assessed in relation to four levels (Poverty-Environment Partnership, 2017):

- *Silos* – no integration (little cooperation and sometimes conflict between biodiversity and development institutions)
- *Safeguards* – 'do no harm' (eg using an environment impact assessment to minimise developmental damage to biodiversity and a social impact assessment to minimise social damage from biodiversity activities)

- *Synergies* – ‘do what we can for co-benefits’ (eg ‘win-win’ biodiversity and development joint pilots and schemes), and
- *Full integration* – ‘do more by changing the rules’ (eg structural change that enables far more win-wins – in rights, distributive, fiscal, financial reforms and so on).

Identify and engage stakeholders and understand their sources of influence

Developing or revising an NBSAP or a development plan provides a good starting point for identifying and bringing together stakeholders from across society.

Once you have a clear sense of the main stakeholders, build up a detailed picture of the roles that they play in the development and implementation of national plans and sectoral strategies. Couple this with an understanding of their interests and motivations with respect to biodiversity mainstreaming: some will be supportive, others less so (some might even work against mainstreaming). The champions/blockers exercise explained in section 6 gives you a framework for this exercise.

One of the lessons from the Zambia mainstreaming team was that the champions of mainstreaming in key institutions are not necessarily the top-level policymakers such as permanent secretaries or ministers, but technocrats who can influence decisions and support embedding NBSAP targets in their plans and budgets.

Figure 1 presents a simple matrix to guide an interest/influence analysis. Other dimensions might also be considered – readiness and resources to act, for example. Try to engage most with the stakeholders with the greatest influence – whether positive or negative. Political or financial powers may influence how much attention and budget is paid to biodiversity. But powers to influence might also be scientific, traditional or practical knowledge. Biodiversity can be an important source of wealth both nationally and locally. There may be issues of corruption and profiteering around this wealth so be aware of this too.

It is important not to neglect those with low influence, however, especially those such as local communities whose dependence on biodiversity is considerable and who can potentially play biodiversity management roles if more influential people recognise them.

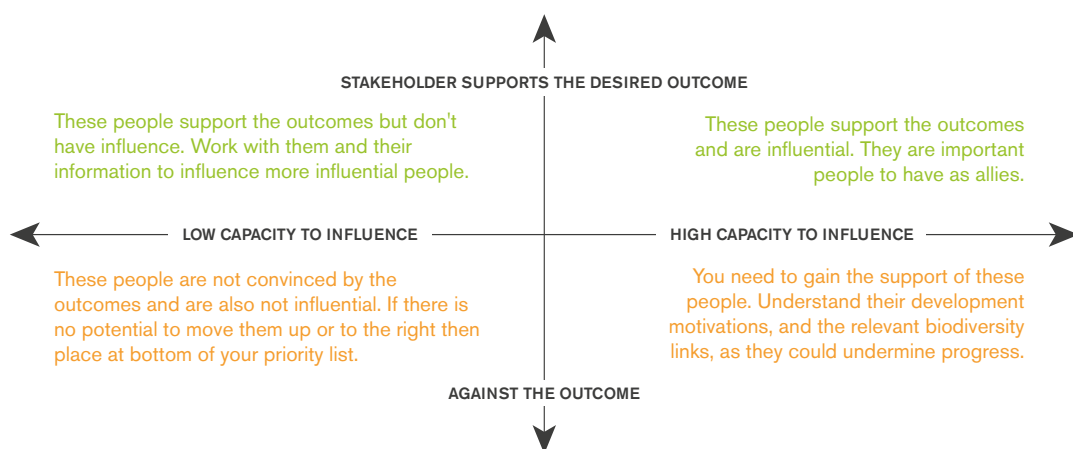


Figure 1. Simple mapping matrix to identify key stakeholders

Getting the right people on board leads to mainstreaming success in Uganda

During the revision of Uganda's NBSAP, the team invested time in identifying stakeholders vital for biodiversity mainstreaming. They identified 'biodiversity champions' in important ministries and involved them in the NBSAP's thematic working groups including the one on 'biodiversity for development, wealth creation and socio-economic transformation'. This approach has built up ownership and commitment to the NBSAP outside the National Environment Management Authority (NEMA). The approach has been particularly successful with the Ministry of Finance, Planning and Economic Development, where Uganda's champion has been successful in increasing resources available for implementing the NBSAP. The Budget Call Circular for 2017/18 issued by the Ministry of Finance, required for the first time, to plan for and allocate resources for implementing the revised NBSAP.

Resources

The Power Tools website provides examples of tools that can support stakeholder analysis and power mapping. See www.policy-powertools.org

Summarise the enabling and disabling factors for mainstreaming

The political economy and institutional analyses will have revealed information on many enabling and disabling factors for your mainstreaming process. It is worth bringing these together to inform your mainstreaming strategy. Typically they will include considering:

- Political will and leadership
- Media, public perception and awareness of values
- Lobbying by interest groups
- Inter-sectoral coordination
- Transparent, accountable and inclusive governance
- Stakeholder participation
- Availability of funding
- Competing development priorities
- The legal environment, and
- The state of the economy.

The Namibian government, for example, has put in place a legally-constituted NBSAP steering committee to coordinate implementation. The president has written a foreword for the NBSAP and the Cabinet has approved the NBSAP and asked all key agencies to make budgetary provisions for implementing NBSAP activities. The existence or absence of these factors in your context will help you to shape the specific approaches to take in your mainstreaming process and the tools to use. Working groups and consultations should aim to identify these factors and seek solutions, as discussed in the next two sections.

3. Embedding development priorities in NBSAPs

If you are preparing or revising your NBSAP or other biodiversity plan, the tasks laid out in this section will help you embed development priorities. If your revised NBSAP is already in place and 'ready to engage' with development issues, you may be keen to start using it to influence development policy. If so, then start from section 4.

Approach your NBSAPs with mainstreaming in mind

Those responsible for developing or revising an NBSAP should recognise from the outset that developing, revising and implementing the NBSAP all offer opportunities for mainstreaming. Responsibility for these tasks can be with an individual or a group. Most often it sits within an environmental ministry. Increasingly the responsibility is one of a cross-sectoral authority or a committee. Although sometimes responsibility may sit with an NGO, CSO, community-based organisation or even a private consultant.

Whatever the case, there needs to be the leadership and drive to seize the opportunity for a truly participatory process, which is open to different stakeholders and their points of view. The ideal process is one that can engage and rally support from different ministries, sectors, politicians, campaigners and other stakeholders relevant to mainstreaming success.

While mainstreaming is a requirement of the Convention on Biological Diversity (CBD)¹ and other global commitments, it may also be driven by the chance to capitalise on unexpected opportunities. These could be political change, the opening of new markets for natural products and services or as a positive reaction to unexpected events such as natural disasters.

Remember, the terms of reference and guiding principles for NBSAP revision should ask for the links between biodiversity and development at national, local and sector levels, (specifically development policies and plans) to be identified and for targets to be agreed to address them.

Carry out a rapid initial diagnostic of biodiversity-development mainstreaming progress

It is useful to start by taking stock of:

- Current and past initiatives aiming to link development and biodiversity
- Progress of these initiatives in terms of process, output, outcome and impact (see section 8)
- Constraints that stand in the way (including political economy, institutional roles, information, etc)
- New ideas that are being discussed and opportunities that have opened up (integrated initiatives such as green economy and trade, the Sustainable Development Goals (SDGs), Intended Nationally Determined Contributions, etc), and
- Stakeholders involved in the above, who now need to be involved in the NBSAP.

The framework suggested in section 5 on monitoring and evaluation can be used for this initial diagnostic, which can in turn help to shape the monitoring and evaluation baseline.

¹ Convention on Biological Diversity Conference of the Parties 10 decision X/2 urges Parties to revise and update their NBSAPs in line with the Strategic Plan and to ...use the revised and updated national biodiversity strategies and action plans as effective instruments for the integration of biodiversity targets into national development and poverty reduction policies and strategies. Decision X/6 recognises "the urgent need to improve capacity for mainstreaming the three objectives of the Convention into poverty eradication strategies and plans (eg Poverty Reduction Strategy Papers, national development plans) and development processes."

You should note that not all the information gathered from the baseline will be presented in an NBSAP. For example, the information on institutional norms and practices that mainstreaming seeks to influence can be sensitive and does not need to be included.

Laying the foundations for mainstreaming – Uganda's story

Uganda's revised NBSAP is much more robust to development needs and problems than its predecessor. Its revision involved setting up four thematic working groups, notably one specifically for 'biodiversity for development, wealth creation and socio-economic transformation'. Government ministries, CSOs, NGOs, academia, indigenous local communities and the private sector were represented in the thematic working group. The CBD national focal point oversaw the revision process and tasked each thematic working group with developing a thematic paper and provisional national biodiversity targets that not only aligned with the Aichi targets in the CBD Strategic Plan for Biodiversity 2011-2020, but also contributed to Uganda's national development goals, as set out in Vision 2040 and the national development plan. The national focal point gave clear terms of reference to the thematic working groups to do this, and the groups reviewed and refined these. The final terms of reference included a set of guiding principles asking the revised NBSAP to:

- Highlight and maintain the contribution of biodiversity and ecosystem services to human wellbeing, poverty eradication and national development, and
- Include measures to maintain biodiversity into sectoral and cross-sectoral policies and programmes.

This approach made sure that links between biodiversity outcomes and national development goals were at the heart of the revision process.

Resources

IIED and UNEP-WCMC (2012) A rapid diagnostic tool: Biodiversity mainstreaming – integrating biodiversity, development and poverty reduction. Available at: <http://pubs.iied.org/G03694/>

The Aichi biodiversity targets. CBD Strategic Plan for Biodiversity 2011-2020.

See www.cbd.int/sp/targets/

Include stakeholders from environment, key economic sectors and development planning

Typically, a steering committee and thematic working group will be set up to oversee the NBSAP formulating or revising process. This should include all key stakeholders within the environment sector to make sure that the sector is well aligned and speaks with one voice during implementation.

For many issues, biodiversity has similar needs to other aspects of environment and climate policy and a joint approach is needed – biodiversity mainstreamed within environment – rather than continuing to pursue a biodiversity ‘niche’.

But the NBSAP working group must also include biodiversity-linked economic sectors and development planning if the NBSAP is to be informed by, and robust to, relevant development interests. You should consider stakeholders from development, national planning, finance, agriculture, mining, forestry, energy, tourism, water and fisheries sectors, for example. You can draw these people from parliament and elected bodies, private sector, civil society or academia but government players are essential.

Invest time in mapping out who has a stake in NBSAP outcomes (see the stakeholder analysis in section 2, page 11). Identify people who are responsible for relevant tasks, have influence, who work hard and will take initiative. Use all this information to build the right team. The Namibian government has put in place a legally-constituted NBSAP steering committee to coordinate implementation. The president has written a foreword for the NBSAP and the cabinet has approved the NBSAP and asked all key agencies to make budgetary provisions for implementing NBSAP activities.

Your final task is to secure their support. They will need to generate commitment to the NBSAP process within their respective institutions, using relevant tactics. For example, the Ugandan team successfully alerted stakeholders to the nomination process before it was issued. Try to ensure that key advocates in other ministries are people who are less likely to change frequently.

Several countries have found that bringing on board representatives from non-biodiversity sectors can be a challenge. Often you may need to gather compelling evidence to help other ministries understand why they should participate (see page 16). Sometimes results from the rapid diagnosis can help to make the case, but often more in-depth work may be required. The process of involving stakeholders usually needs to be iterative and will require careful management.

This can be a time-consuming process, but the effort to engage stakeholders pays dividends in the long term. Mainstreaming is about institutional change and stakeholder motivation and behaviour; it is not merely putting words into documents. Your group of stakeholders will be an essential part of getting national interests embedded in the NBSAP and might become your wider champions to embed biodiversity concerns in formal development plans and initiatives.

Engaging partners in target mainstream policy areas – the Malawi story

Malawi deliberately included representatives from each of the target policy areas within its mainstreaming team. The team included the coordinator for developing the land policy, two officers from the Ministry of Economic Planning and Development in charge of revising the Malawi Growth and Development Strategy, a representative of the team coordinating the development of the environment impact assessment regulations and guidelines, and two participants in the National Adaptation Plan process. An ongoing process of cross-departmental meetings, presentations and information-sharing was planned in order to raise awareness about biodiversity among development stakeholders and ensure coordination between the different sectors and policy processes. The NBSAP was used as a key tool to promote biodiversity and to clarify sector roles in its implementation.

The Malawi mainstreaming team reported a 30 per cent increase in the 2016/2017 budget allocation to the Ministry of Natural Resources, Energy and Mining due to increased awareness of the need for biodiversity conservation.

Engaging development partners – the Seychelles' story

In implementing its first NBSAP, the Seychelles' team learned that there was limited ownership beyond the Ministry of Environment. It addressed this in the revision process by:

- Clarifying the relationship between biodiversity and development.
- Undertaking an iterative process of stakeholder consultation and endorsement. Stakeholders have included representatives from key economic sectors, national and local planning bodies and finance.
- The revised strategy aligns with Aichi targets and implementation is overseen not only by the Implementation Unit in the Department of Environment but also with the support of a National Biodiversity Partnership Forum (a cross-sectoral group of implementing partners). The result of this collaborative process is stronger recognition of the relationship between biodiversity and development and a greater emphasis on this within the NBSAP.

Resources

The guidance document 'Incorporating biodiversity and ecosystem service values into NBSAPs' (produced jointly by IEEP and UNEP-WCMC) contains useful case studies of good practice for engaging with stakeholders.

See <https://ieep.eu/publications/biodiversity/biodiversity-and-climate-change/guidance-and-annex-incorporating-biodiversity-and-ecosystem-service-values-into-national>

Assemble the evidence

Once you have the right people in place you need the right kinds of information and evidence to help them understand problems and potentials and achieve consensus on ways forward. The most critical information will show the links between biodiversity and development.

Clarify the links between biodiversity and development at the national level

Many stakeholders will be unaware or unconvinced of just how much development – and indeed, economy, livelihoods and society more generally – depends upon biodiversity and what further potential there is for biodiversity to support development goals. Evidence of the links may help to:

- Support the case for biodiversity to compete with other government priorities for limited resources, and
- Inform discussions on trade-offs and synergies between economic activities and conserving biodiversity.

Gathering evidence on the importance of biodiversity will involve interpreting existing data in new ways eg why protected areas matter for sustainable water supply and not only for wildlife. It will also involve collecting and analysing new data eg the dependence of poor households on biodiversity for income, subsistence and health. Useful data come from both biodiversity and development sources. There are a number of typically routine sources:

- State of environment reports
- Poverty status reports

- National or sectoral development plans
- National statistics on the contribution of different sectors to GDP, employment and foreign exchange earnings, and
- National census and demographics.

There are also a number of one-off and experimental sources that should not be ignored. Look for those where evidence has been successfully deployed in decision making before, as policymakers tend to trust some sources more than others:

- Natural capital accounts, covering stocks of natural assets and benefit flows in, for example, forests, land, water and ecosystems, such as supported by the World Bank's Wealth Accounting and the Valuation of Ecosystems (WAVES) programme. See www.wavespartnership.org
- Public environmental expenditure reviews which may correlate government budgets, spending and results (in terms of revenue raised, added value, job creation) in sectors such as biodiversity conservation.
- Environmental economic valuations, which may be available if programmes such as the Millennium Ecosystem Assessment, The Economics of Ecosystems and Biodiversity (TEEB), or the UNDP–UN Environment Poverty-Environment Initiative have operated in your country. See www.teebweb.org
- National development plans (NDPs) and national sustainable development strategies/plans. They will provide an overview of key issues that affect the poor, from the perspective of poor and marginalised people.
- Strategic environmental assessments and large-scale environmental impact assessments which may have brought together considerable evidence on the environmental potentials and risks of development proposals.
- Reports from programmes supporting community environmental management and natural resource-based small, medium and micro sized enterprises. These may have examples of how biodiversity is important to local livelihoods and economies.

The individual know-how of national and local stakeholders should also not be ignored as a source of evidence. Many government officials, academics, private sector actors, civil society, indigenous groups and local communities will have considerable knowledge of how biodiversity and development interact but are not mandated to record it. Their insights can be gained through either informal discussions, surveys or consultations.

In pulling together all this evidence, frame your arguments around what types of information key stakeholders tell you they need when making decisions, and how they prefer information to be presented to them. Sometimes this is specified eg in countries which have legislation requiring evidence-based policymaking. If this is not an option, then test your messaging with them, to see if it resonates with their interests. In any case, use headline-grabbing and robust statistics, including facts, figures and real-life stories and use metrics that mainstream players find important. For example:

“The economic value of forests to rural people in Uganda is about US\$4.0 billion. Of this, 28 per cent comes from sales of forest products such as fuelwood, building materials, forest foods, fibre, medicines and timber; 72 per cent is generated from forest products used and consumed at home.”

FAO (2013)

Remember, there are also many non-financial values of biodiversity (eg cultural, spiritual, emotional and wellbeing) – and indeed its existence value on which life depends (eg air and water cycling) – that you can bring into your argument, depending on your target audience. No individual has just one frame of reference. As many ALG members have found, even ministers of finance are interested in the wellbeing that biodiversity brings, as well as its GDP and job-creating potentials.

If you find there are particular gaps in the information you need for convincing some stakeholders, then consider including research to gather data as one of the objectives within the NBSAP. If no relevant data is immediately available consider using analogous regional or even global data.

Finally, the word 'biodiversity' is a complex, scientific term which may be difficult for policymakers to grasp. The term 'natural capital' (of which biodiversity is a part) works for some economists and statisticians. The term 'ecosystem services' (which biodiversity supports) works with some planners and scientists. These terms are not identical to biodiversity but can attract the interest of key audiences. But, to make your case clearly and with the widest appeal, consider using familiar language about 'nature', 'forests' and 'wildlife'.

Presenting a strong argument for biodiversity – Namibia's revised NBSAP

Namibia has been able to link biodiversity conservation to key national policy goals by using strong, relevant and well-presented evidence.

Biodiversity and the natural environment are of critical importance to Namibia. Natural resource-based sectors including mining, fisheries, agriculture and tourism are the basis of the Namibian economy. Around 70 per cent of Namibia's population is directly dependent on the natural resource base for income, food, medicinal and health needs, fuel and shelter.

The tourism industry, of which national parks are considered the bedrock, is recognised as the fastest growing sector of the Namibian economy. Travel and tourism accounted for 20.5 per cent of GDP in 2011 (directly and indirectly). It is a key industry in Namibia linking economic development with both poverty alleviation and biodiversity conservation.

In 2012 Namibia's conservancies employed around 900 people permanently and 3,500 on a temporary basis. In 2011, over \$50 million Namibian Dollars (about US\$4.2 million) was generated by conservancies, mainly through trophy hunting, accommodation, and the harvesting and sale of natural resource products and crafts. Not surprisingly, national parks are now being promoted as 'engines of growth' in rural areas.

Resources

IIED and UNEP-WCMC (2014) Developing a 'business case' for biodiversity: Tips and tasks for influencing government and the private sector. See <http://pubs.iied.org/14627IIED>

The national sectoral assessment tool (developed by the Biodiversity Finance Initiative) presents a series of questions to help develop an understanding of both the positive and negative impacts of different sectors on biodiversity: www.biodiversityfinance.net/knowledge-platform

Clarify the links between biodiversity and development in and between sectors

Biodiversity is often treated as a narrow sub-sector of the environment, or as synonymous with the 'wildlife' sector. Yet a large number of sectors and their associated livelihoods are intimately dependent on biodiversity and vulnerable to its decline: agriculture, forestry, water and sanitation, industrial development, health, trade, transport, energy, education and tourism. Moreover, this dependence on biodiversity is rarely acknowledged and managed in the sector policy and administrative 'machinery'.

It may not be necessary to commission new research to deliver evidence of the links to biodiversity; existing information can be drawn on from the sources already listed. But it is nearly always important to present it in terms that appeal more to sector stakeholders than to biologists: less in terms of species presence and abundance and more in terms of biodiversity development assets and potentials available to a sector, associated risks, and how these vary between sectors.

The example below, from Brazil, makes a general point about making practical links between biodiversity, food and nutrition, and could be applied in Africa and elsewhere.

Mainstreaming biodiversity and nutrition

In Brazil, clarifying the links between biodiversity and food and nutrition has resulted in a programme uniting ministries of environment, health, education, agriculture, agrarian development and social development, with the Fight Against Hunger programme and the National Supply Company responsible for the federal government's food procurement programme.

This cross-sector collaboration is working to understand and raise awareness of the nutritional value of native species, while also creating markets for species that are nutritionally rich. The collaboration has encouraged the National Supply Company to buy products from native species cultivated by family farmers, which it then sends to social entities and schools. Government has also put in place a minimum price guarantee for native species. Looking to the future, there are plans to raise awareness among school nutritionists about the value of native species, so that they can incorporate these into school menus.

Find out more about this programme at: www.iied.org/camila-oliveira-nbsaps-revision-brazil

Clarify the links between biodiversity and other environmental issues

Biodiversity will not be the only environmental issue being mainstreamed in a country at any one time. There is a major movement to mainstreaming climate in national economic and industrial climate change. This has implications for biodiversity: on the one hand, there are differential effects of climate change on species and habitats; on the other, there is an urgent need to adapt biodiversity conservation to climate change.

Other initiatives that may present a need and an opportunity for biodiversity mainstreaming could include poverty-environment links (which have so far tended to focus on issues of pollution and soil and water conservation rather than biodiversity) and disaster risk reduction.

Actors in all such mainstreaming initiatives may want to collaborate with and influence a similar group of stakeholders as you. They can be important allies, but they can also lead to duplication of effort, confusion and 'mainstreaming fatigue'. So explore potential opportunities for collaboration and in the long term develop a common approach and joint messaging to present a united message to decision makers. Think about when to talk about biodiversity on its own, and when to relate it to ecosystem services, natural resources or wider environmental issues being mainstreamed.

The environment sector is congested: everyone is trying to show that their area is more important than anyone else's. The sector should work together to build an alliance around common approaches and message. The Sustainable Development Goals may be one holistic opportunity and green economy plans another.

Promoting better collaboration between Multilateral Environmental Agreements

The Ministry of Environment and Tourism (MET) in Namibia recognised a growing need to:

- Coordinate implementation of the various Multilateral Environmental Agreements (MEAs) that the country is a signatory to, and
- Present a unified approach and message to other ministries.

In response to this, in 2014 a Division of Multilateral Environmental Agreements was set up within MET. This division focuses on MEA implementation and considers biodiversity, climate change and land use issues together, where previously these were addressed on a project-by-project basis. Key approaches being used to promote collaboration and synergies are:

- Launching the revised NBSAP, the National Action Plan on Desertification and the National Climate Change Strategy and Action Plan on the same day
- Mapping the revised NBSAP against the action plans of the other MEAs to identify opportunities for potential joint work and shared reporting
- Developing a joint communications strategy and messaging, and
- Establishing a formal coordination mechanism that brings the national CBD focal point together with the coordinators/focal points of the other 'Rio' conventions.

Resources

The UN Environment Sourcebook can be used to help achieve greater coherence and synergies between biodiversity-related conventions at national and regional levels.

See <https://nationalmeasynergies.wordpress.com/the-sourcebook/>

'Synergies Success Stories: Enhancing cooperation and coordination among the Basel, Rotterdam and Stockholm conventions' (UNDESA, UN Environment and FAO, 2011) provides examples of how others have promoted collaboration between conventions.

Available at: <https://sustainabledevelopment.un.org/resourcelibrary>

Time and resources are needed to establish coordination between a country's mechanisms to implement and report on diverse multilateral environmental agreements. But such coordination can lead to many benefits:

- To promote greater collaboration and synergies
- To reduce duplication of effort in implementation and save time in reporting
- To open up funding opportunities: donors prefer projects addressing many conventions
- To help unify the ministry of environment's strategies, message and external image, and

- To show how climate change, land degradation, water, etc, relate strongly to biodiversity, making the argument for biodiversity mainstreaming more powerful.

Consider including approaches to improve collaboration between national focal points for multilateral environmental agreements, and relevant ministerial departments and agencies, as part of a wider strategy to promote mainstreaming.

Identify the key opportunities and risks for biodiversity that are perceived by development players

Biodiversity can present opportunities for development – for example, through wildlife tourism or bio-trade. But equally, development can present risks for biodiversity — for example, if lucrative mining is scheduled in or near a biodiversity rich area.

Section 4 looks in detail at which development sectors and processes to target. Here it is useful to identify what stakeholders of specific sectors think of the opportunities and risks presented by biodiversity. You should ask stakeholders to identify what they think are the:

- Opportunities and risks for biodiversity in their sector
- Existing examples in-country that they believe offer models for synergies or conflict resolution
- Actions that would maximise returns on biodiversity investment, and
- Actions required for mitigating any negative impacts on biodiversity.

Providing decision makers with estimates of the benefits provided by biodiversity and ecosystem services to human wellbeing and the economy, and/or the costs of providing these benefits by alternative means if biodiversity were to be damaged, helps them to understand both the opportunities and risks of investing or not investing in biodiversity.

Influencing land use decisions from mining to forest conservation – a convincing economic case from Ghana

A report on the economics of the Atewa Range Forest is proving influential in convincing the government Ghana to forgo planned bauxite mining in the forest. The report shows how the watershed protection/freshwater supply role of the Atewa Forest is flipping the argument in favour of forest conservation as the best economic use of the forest. Even current figures compare well with the potential use of land for bauxite mining:

- Atewa Range timber products offer the largest economic benefits, estimated at US\$40.6 million per year.
- The economic value of animal and plant non-timber products that are extracted, consumed and sold by local communities is estimated at US\$12.4 million per year.
- The land of the Atewa Range is well-suited to cocoa farming, which provides additional benefits to local communities of over US\$9.3 million per year.
- Downstream from the Atewa Range, water consumed by the industrial sector and domestic households is valued at US\$25 million per year. In Greater Accra alone, over 1 million people depend on water from Atewa. Furthermore, water for agriculture provides benefits that account for about US\$3.1 million per year in irrigated lands and floodplains.

The Atewa TEEB report and policy brief is available here:

<http://ghana.arocha.org/resources/download-atewa-teeb-report-policy-brief/>

Opportunities and risks for Uganda's biodiversity

Uganda's revised NBSAP does a good job of highlighting both opportunities and risks. It notes the role that biodiversity and ecosystem services play in supporting some of the poorest and most vulnerable people – in particular women, landless and rural poor communities. It also shows how biodiversity underpins some of the country's most important economic activities (eg fishing, tourism, livestock, agriculture, forestry and energy).

The strategy also discusses which development policies and practices present potential risks to biodiversity. For example, the high population growth rate (3.2 per cent) which exerts pressure on biodiversity.

In response, the NBSAP includes targets to influence the national development plan and to improve livelihood security and human wellbeing. The strategy also identifies new and emerging issues into which biodiversity concerns will need to be integrated, namely climate change, discovery of oil, biofuel production, disaster risk management, pollution and green procurement.

Identify a shared vision, desirable outcomes and indicators of success

The next step with key stakeholders is to develop clear outcomes for biodiversity mainstreaming in key development areas, which will be targeted by the mainstreaming component of the NBSAP (or other biodiversity plan).

Mainstreaming can result in a spectrum of outcomes that:

- Bridge social, economic and biodiversity spheres
- Can be described in terms of economic or social success, and not only in terms of biodiversity
- Can be at the policy level (upstream), and
- Can be at the implementation level (downstream).

Figure 2 presents examples of typical upstream and downstream outcomes. Some countries may aspire to address all these outcomes, while others may find they have already successfully implemented some elements and can focus on others.

At the Mainstreaming Biodiversity into Development Initiative workshop in 2014, participants used their own varied perspectives of what success would look like to develop desirable mainstreaming outcomes that speak not only to conservationists but also to many other stakeholders (Box 1).

Discussion of the range of desired outcomes provides raw material for a succinct vision for better integrating biodiversity and development. If that vision embraces social, economic and financial outcomes as well as biodiversity outcomes, it will appeal to more people.

To help people keep track of whether the outcomes are being achieved, it is useful to propose specific, measurable, attainable, relevant and time bound (SMART) indicators: section 5 provides more detail on this. This requires an understanding of the perspectives of success for all relevant stakeholders. To do this, you should aim to draw links between the NBSAP's own indicators of success and what other bodies may consider success to be. If they are meaningful to stakeholders, they will look for their achievement – keeping mainstreaming 'alive'.

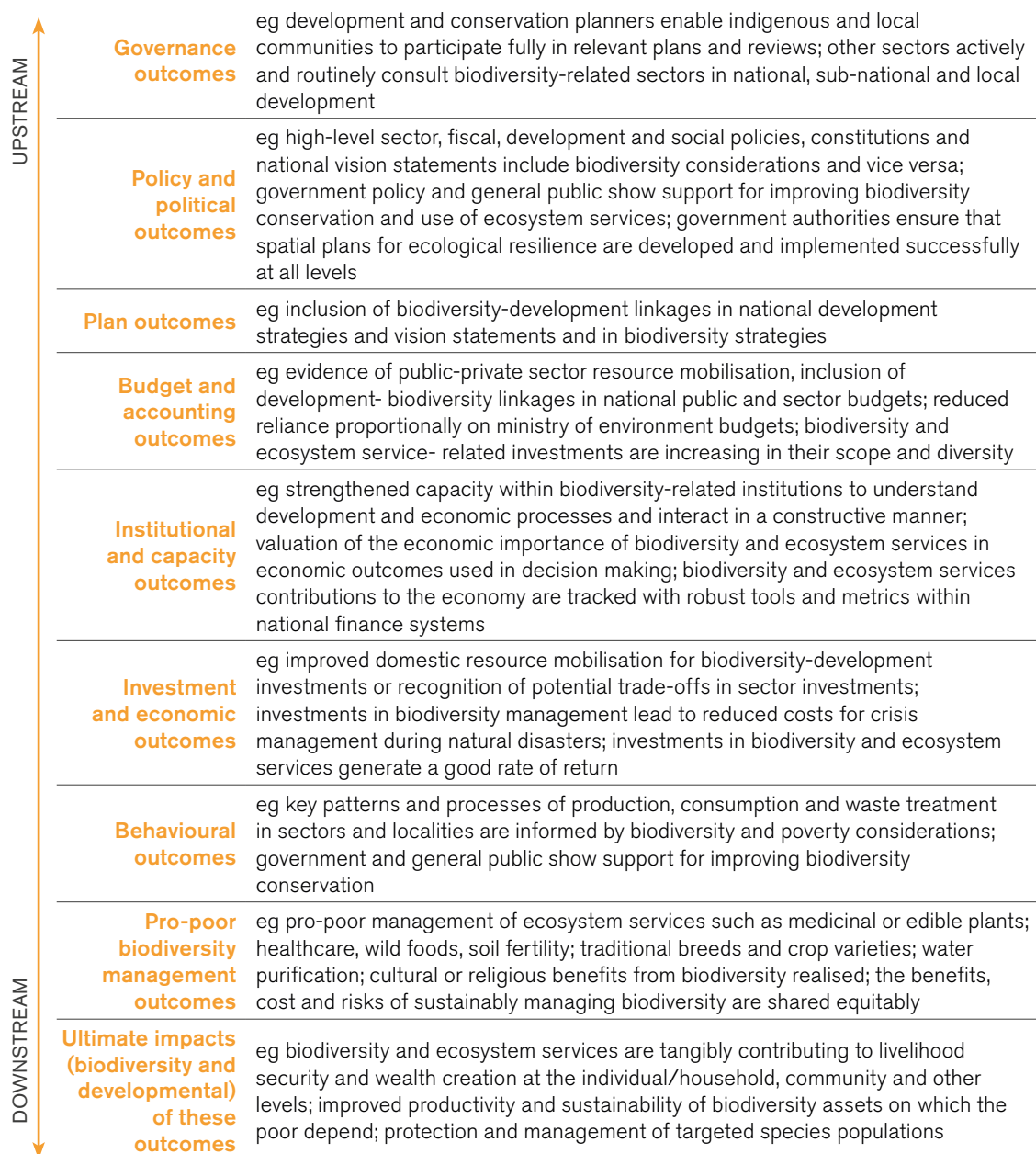


Figure 2. Upstream and downstream outcomes of reciprocal biodiversity mainstreaming

Source: Adapted from IIED and UNEP-WCMC (2012)

Box 1. Examples of successful biodiversity mainstreaming outcomes from different perspectives

From a biodiversity perspective:

- Government policy and the general public show support for improving biodiversity conservation and sustainable management and use of ecosystem services
- Government authorities ensure that [scenario-based] spatial plans for ecological resilience are developed and implemented successfully at all levels
- Other sectors actively and routinely consult biodiversity-related sectors in national and sub-national/local development, and
- Public and private sectors increasingly integrate biodiversity and ecosystem services into their own activities.

From a social perspective:

- Development and conservation planners invite and enable indigenous and local communities to participate fully in relevant development and conservation plans and reviews
- Biodiversity and ecosystem services are tangibly contributing to livelihood security and wealth creation at the individual/household, community and other levels, and
- The benefits, costs and risks of sustainably managing biodiversity and ecosystem services are shared equitably.

From a finance/economic perspective:

- Regular trend analysis shows that biodiversity and ecosystem service-related investments are increasing in their scope and diversity
- Governments provide funding in order to meet their commitments under the CBD
- There is reduced reliance proportionally on Ministry of Environment budgets for biodiversity-related activities
- Investments in biodiversity and ecosystem services generate a good rate of return
- Biodiversity and ecosystem services' contributions to the economy are tracked with robust tools and metrics within national finance systems, and
- Investments in biodiversity and ecosystem management lead to reduced costs for crisis management during natural disasters.

Source: ALG (2014) Windhoek Statement on Achieving Success in Biodiversity Mainstreaming

Check how ‘fit for purpose’ the NBSAP is as a vehicle for mainstreaming biodiversity

Once the NBSAP has been drafted, it is useful to step back and review it to double check that:

- It addresses key development issues – those that create potential for biodiversity as well as those that may present problems
- It makes sense to development actors and reflects their concerns, the biodiversity mainstreaming outcomes that they seek in their work and the indicators they use
- The right people were involved in its creation, and
- It directly links to development plans, programmes and funding.

Although this review can be done internally, this type of reflection is more effective when done by a team taking a fresh look, bringing their own experience to bear. The Seychelles mainstreaming team felt their NBSAP had been strengthened as a result of their interactions with other members of the ALG. But the ALG also organised some specific peer reviews between countries to get focused input on the plans and results of the country requesting the review.

Conducting an independent peer review in this way has added advantages:

- It can support and encourage mutual learning between colleagues, ministries or countries, and
- It is often viewed as being more objective and so may enable governments to win domestic support for what might be difficult measures.

Developing targets through a multi-stakeholder process

Brazil's NBSAP revision started when biodiversity was seen as an important issue nationally and was already a theme within the national multi-year budget. After national programmes such as Biodiversity for Food and Nutrition, awareness of biodiversity's importance to broader development issues was growing. But, despite the understanding and financial commitment, a lack of involvement by stakeholders outside the environment sector resulted in weak implementation of the previous NBSAP.

Revising the NBSAP was seen as an opportunity to address this weakness. So the revision team worked closely with other ministries, academics, local communities, private sector and local government to develop 20 targets based closely on Aichi targets. Three of these targets took over a year to agree, but this process was seen as essential to achieve buy-in and commitment from other partners. Support for implementing the targets involved 31 ministries and federal agencies, each asked to identify and align what they were already doing to address biodiversity issues as well as what was already funded. The Ministry of Planning played an important role in this process, helping to broker relations and encourage buy-in from other ministries. This was followed by a similarly collaborative approach to identify outcomes and indicators for measuring progress.

Resources

Putting biodiversity at the centre of development: a checklist for reviewing the mainstreaming potential of a country's NBSAP. Available at: <http://pubs.iied.org/17572IIED/>

4. Embedding biodiversity priorities in national, sub-national and sector development plans

“The revision process has been important to mainstreaming biodiversity. It’s meant that 31 ministries and Federal Agencies have been discussing and thinking about biodiversity issues. The Ministry of Agriculture gave a lecture the other day and it talked about biodiversity. That’s due to the NBSAP process.”

Camila Oliveira, Environment Analyst, Ministry of Environment, Brazil

Section 3 addressed how to make sure your NBSAP considers development issues. When development issues are effectively mainstreamed into the NBSAP, it becomes a much ‘fitter’ vehicle for the reciprocal situation – mainstreaming biodiversity into development.

This section looks at the other side of the coin – using your NBSAP to mainstream biodiversity concerns into national, sub-national and sector development planning. The NBSAP needs to be credible to development stakeholders, targeted strategically at the right development process or issue, and make a compelling business case in developmental terms.

Set up or refresh your biodiversity mainstreaming group and assess status of biodiversity mainstreaming

Through the process of formulating or revising the NBSAP you will develop relations with a wide variety of stakeholders. To make the most of this you may want to:

- Set up a specific biodiversity mainstreaming group
- Make use of cross-sectoral working groups set up during the NBSAP or national development plan (NDP) process and extend their mandate, and
- Write up the results of your analysis in a highly accessible summary paper, to serve as a reference for discussion with stakeholders.

Uganda’s ‘Working Group on biodiversity for development wealth creation and social-economic transformation’ was set up to contribute to the NBSAP revision process. It continued with a new mandate once the NBSAP was approved: to spearhead biodiversity mainstreaming into national development frameworks, including the monitoring and budget for Uganda’s national development plan (2015/16-2019/20).

Consider carefully which institution this group sits in: there are advantages to be gained from positioning it within ministries responsible for national development plans, such as finance or planning, rather than the ministry of environment. But the latter should not be alienated – it has much of the evidence and many of the experts needed.

A useful early activity for the group will be to identify existing biodiversity mainstreaming activities and the degree to which biodiversity is mainstreamed. This may mean building upon the assessment carried out during the NBSAP revision and incorporating any changes and new knowledge (see initial diagnostic of mainstreaming progress to date at the beginning of section 3).

Developing targets through involving key ministries and agencies

The National Environment Management Authority (NEMA) has made a point of involving key ministries and agencies such as the Ministry of Finance, Planning and Economic Development (MFPED) and the National Planning Authority in the NBSAP revision process. NEMA worked closely with a designated economist, who attended NBSAP committee meetings and reported back to her colleagues. This helped staff from MFPED understand and appreciate biodiversity issues and their importance to economic development. The improved understanding contributed to the Ugandan NBSAP being integrated into the national development plan (2015/16–2019/20). This will provide the basis of around 6.2 billion Ugandan Shillings (about US\$2.5 million) funding for NBSAP activities over the five-year period of the plan.

Better understanding of biodiversity's developmental importance led to MFPED increasing NEMA's budget by 3 billion Ugandan Shillings (US\$1.2 million) per year to cater for managing the environmental impacts of oil and gas development in a biodiversity-rich area (the Albertine Graben). Oil and gas are key emerging issues in the Uganda NBSAP.

Resources

IIED and UNEP-WCMC (2016) Mainstreaming biodiversity. A guide to selecting strategic development targets. Available at: <http://pubs.iied.org/17586IIED/>

Identify policies, plans and budgets that need to change

Start by looking at routine policy and planning processes with high impact on biodiversity

The specific policy, plan and budget targets you choose will depend on the biodiversity issues and opportunities that have been identified in your country and articulated in your NBSAP. The challenge here is that there are many development processes and issues with implications for biodiversity. If there is an opportunity to influence the overall national (or sub-national or sectoral) development plan that is usually a good bet as there are mechanisms to support this. Most countries in the Mainstreaming Biodiversity into Development Initiative successfully targeted their national development plans – although the typical five-year cycle meant that the opportunities to do so were not always available and the entry points differed (at formulation, review or budgeting stages, for example). The typical entry points to routine policy and planning processes are noted in Table 1.

Table 1. Entry points for mainstreaming at different levels

Level	Planning/policy target
NATIONAL	
National government	National Vision (long term development plan), five-year national development plan, national sustainable development strategy, Sustainable Development Goals, national budget/medium term expenditure framework
Development assistance agencies	UN Development Assistance Framework; Bilateral Country Assistance Strategies
SECTORAL	
Sectoral ministries	Sector investment plans, sector strategies, policies and budgets
Private sector companies	Company-wide strategies, environmental and social reporting, certification schemes; management plans
Investment agencies	Investment standards and safeguards
SUB-NATIONAL	
Local government	District development plans and budgets; decentralised sector policies
Private sector companies	Site/programme level corporate social responsibility reporting, certification schemes; site management plans

Source: Adapted from Poverty-Environment Initiative (2009)

Table 2. Checklist for scoping strategic development targets

1 Development-biodiversity links	Dependence of development on biodiversity Vulnerability of development to biodiversity problems Biodiversity-development dynamics New potentials of biodiversity
2 Development policy and planning processes	Core development processes addressing biodiversity Traditional and cultural institutions affecting biodiversity
3 Development implementation and financing	Business models and development control processes Government spending on biodiversity Fiscal policy and procedures on biodiversity Investment in biodiversity, foreign and domestic
4 Stakeholders in mainstreaming and their capacities	Protagonists supporting positive biodiversity-development links Antagonists damaging biodiversity-development links Effective 'bridges' linking biodiversity and development interests
4 Development debate	Narrative and 'policy space' that could help or threaten biodiversity Biodiversity values of different development stakeholders
5 Mainstreaming efforts to date	Mainstreaming initiatives and their results to date Use of biodiversity safeguards and related procedures Development information available on biodiversity Communications approaches

Look at 'hot issues' as well as routine development plans

But such routine plans have not proven to be powerful in making a step-change in how biodiversity is treated. So it could be more catalytic to target one or two of the following (in addition to the development plan):

- A particular production sector such as agriculture, fisheries, forestry, tourism or mining
- A specific development challenge such as food security, disaster risk reduction, or climate change adaptation
- A specific development opportunity such as major foreign investment
- A broader economic development or poverty reduction strategy, or
- The process of planning to achieve Sustainable Development Goals (SDGs).

The choice of development target should be strategic and you need to map these options using the scoping questions set out in Table 2.

Make a strategic choice of target development process or issue

This diagnostic will produce a longlist of possible development processes and issues for biodiversity mainstreaming together with their entry points. Narrowing the choice down to one or two priorities is a highly strategic exercise best done by first applying the following criteria. Is it:

1. High profile today – inspires or concerns many stakeholders eg jobs, poverty reduction
2. Future-relevant – will be more high-profile in future years eg resource shortages, SDGs
3. Magnitude of probable outcomes – affects prospects for many groups and many ecosystems eg farming
4. Tractable – many organisations have the capacity and are ready to handle it; there is political will eg five-year planning
5. Urgency – high threat of biodiversity and development problems if not tackled eg land conflicts
6. Learning and institution-building – scope for stakeholders developing integrated approaches
7. Critical path – the 'next step' that will build on progress to date and unleash more, and
8. Catalytic – the development target which will best help the country to make a leap forward in mainstreaming biodiversity across several development needs.

The ALG found that the most strategic development targets are of two types: those 'hot topics' that engage and energise development stakeholders, and those that relate to existing planning processes and budget cycles, which they are obliged to undertake, such as five-year plans. Such targets in the near term achieve development and biodiversity gains and in the long run shape more integrated institutions.

The group suggested an option for the first type of target is to focus on the major biodiversity investment needs and addressing the policy blocks to fulfilling those needs. For the second type of target, the group found that mapping out the policy processes that are already under way can reveal pressure points and helpful processes. But successful mainstreaming into a sector relies on an intimate understanding of the policy and institutional context in that sector. From the experience of one ALG member, this can only be developed through substantial contact and careful listening (SANBI, 2014).

Engaging in the NDP revision and Vision 2041 – Botswana

The process of developing Botswana's latest national development plan (NDP 11) began in 2014. The Ministry of Finance set out a framework, identifying priority areas. It put in place thematic working groups (TWGs) to develop the content, including one on sustainable environment.

Ensuring that the environment pillar of sustainable development is recognised as strongly as the social and economic pillars within NDP11 is a focus of the environment community. One approach to achieving this has been raising awareness of sustainable development across all TWGs and the coordination team in the Ministry of Finance through briefing meetings.

The process of formulating a new long-term Vision 2041 that will shape Botswana's development landscape has provided a number of entry points for the NBSAP to inform its development. First, it recognises the importance of environmental sustainability and biodiversity to the nation. Second, it acknowledges that in the long term Botswana will need to manage trade-offs between this and economic development. It sets out a series of outcome indicators, including several for environmental sustainability including biodiversity, which has provided an opportunity for the NBSAP indicators to inform Vision 2041.

Resources

IIED and UNEP-WCMC (2016) Mainstreaming biodiversity. A guide to selecting strategic development targets. Available at: <http://pubs.iied.org/17586IIED/>

The UNDP-UN Environment Poverty-Environment Initiative has a wealth of guidance material and case studies on environmental mainstreaming into government policy, plans and budgets.

See <http://www.unpei.org/pei-pep-publications>

The NBSAP Forum has a thematic page on policy and legislation and lists key resources.

See www.nbsapforum.net/#categories/293

'Mainstreaming climate and environment for poverty reduction and sustainable development' (UNDP-UN Environment, Poverty-Environment Initiative, 2015) provides a good overview of the poverty-environment mainstreaming pathways into policy, planning and budget processes. See <http://www.unpei.org/pei-pep-publications>

Select appropriate tools and approaches for your context

There is a wide range of mechanisms for bringing about biodiversity mainstreaming, including:

- **Case making** – Tools to make a business case such as valuation, public environmental expenditure reviews, and poverty and social impact assessments (PSIAs²)
- **Machinery of government and business** – Tools to enable the necessary policy and legal reform such as awareness raising, spatial and land use planning, and use of fiscal and economic incentives
- **Capacity** – Building staff and institutional capacity, especially in non-environment ministries, and
- **Incentives** – Changing incentive structures for people's jobs and for businesses.

² A PSIA involves the analysis of the distributional impact of policy reforms on the wellbeing of different stakeholder groups, with a particular focus on poor and vulnerable people.

The approach that you use will depend on the:

- Development process or 'hot issue' that you are aiming for
- Stakeholders that you are seeking to influence, and
- Level of institutional maturity reached in handling integrated issues (see page 10).

Table 3 provides an overview of useful tools and approaches.

Table 3. Biodiversity mainstreaming tools and approaches and their application

Policy instrument	Examples of tools and approaches
Legislation	Harmonised land use planning; nature protection and conservation; forests; prohibitions and restrictions on use; quality, quantity and design standards
Planning policies	Integrated land, water and living resources management (such as the ecosystem approach); land tenure and zoning; biodiversity offsets, cost-benefit analysis and scenario analysis, integrating Environmental Impact Assessment (EIA) requirements into planning policy
Environmental fiscal reforms and policies	Reform of harmful subsidies, taxes, fees and charges such as land taxes or fossil fuel subsidies; payment for ecosystem services
Voluntary agreements	Between businesses, civil society and government for nature protection and conservation and benefits for local communities eg equator principles
Education and information policies	Eco-labelling and certification; education campaigns; education curricula
Green public procurement	Using certified products to guide procurement, eg of sustainably harvested timber or fish and fairly traded agricultural products

Source: Adapted from Drutschinin, A *et al.* (2015)

Spatial biodiversity mapping: integrating biodiversity into land use planning decisions

Development and biodiversity are ultimately place based. If the people concerned about a particular place know of differential biodiversity and development impacts and prospects, they are inclined to act. There are many integrated institutions with the potential to make real use of spatial biodiversity information – notably land use planning and land capability mapping - in ways which improve both biodiversity and development outcomes.

For many years the South African government has taken an innovative approach to mainstreaming biodiversity into national, provincial and local planning decisions. It is identifying national and regional priority areas for biodiversity conservation and displaying this information on maps. These maps are accessible to decision makers online (see <http://bgis.sanbi.org/>), accompanied by guidelines on how to use them. The government has recognised that mainstreaming can't be achieved simply by handing maps and guidelines over and expecting them to be used. Training workshops support uptake but are also not enough. Successful mainstreaming requires in situ support to tool users, usually over an extended period (several years, for example).

Find out more about work in this area at: www.sanbi.org/biodiversity-science/science-policyaction/mainstreaming-biodiversity/biodiversity-planning

Economic valuation of biodiversity assets and ecosystem services has proved a useful tool for engaging ministries of finance and planning as well as business (see the next section). However, other biodiversity values beyond purely financial (cultural, emotional, wellbeing and spiritual), should also be considered in decision making – and indeed they appeal to people in government and business too.

Resources

The CBD's NBSAP Capacity Building Training Module 'Mainstreaming biodiversity into national sectoral and cross-sectoral strategies, policies and programs' provides an overview of the different tools for biodiversity mainstreaming and how they can be applied. See www.cbd.int/NBSAP/training

The Economics of Ecosystems and Biodiversity (TEEB) is a global initiative focused on drawing attention to the economic benefits of biodiversity including the growing cost of biodiversity loss and ecosystem degradation. TEEB presents an approach that can help decision makers recognise, demonstrate and capture the values of ecosystem services and biodiversity. See www.teebweb.org

The UNDP–UN Environment Poverty-Environment Initiative has more than a decade's experience of bringing together poverty, climate and environment concerns across many countries. The initiative's website contains a wealth of tools and guidance, including a comprehensive handbook. During 2017, the initiative is planning to pull together a compendium of tools including assessments of how they have been used, as well as training modules. These will be available at: www.unpei.org

Develop a 'business case' for biodiversity

"Development of a biodiversity business case is key to stimulate mainstreaming. The more monetary value biodiversity is perceived to have, the more likely the development sector is to mainstream and thus conserve biodiversity."

Zimbabwe NBSAP Team

The business case for taking action needs to be as specific as possible and presented in a language that resonates with those whom you are trying to influence – many of whom will not be used to dealing with biodiversity. It can be built around a narrative that describes the importance and value of biodiversity to their organisation's mission (or 'business'). It should include a core message that captures tangible benefits, along with the associated costs and the risks of 'business as usual'.

Tangible benefits could include revenue, jobs, products or other desired outcomes of policy and plans – real-life issues with political and electoral resonance as well as financial. Presenting the case in positive terms – the potential gains to the organisation and its stakeholders in terms of revenue, profit, cost savings, jobs, reputation and resilience – is usually more compelling than negative terms of biodiversity loss. However, a clear supplementary argument on biodiversity-related risks is often useful for those in charge of both government organisations and businesses.

You can draw upon the evidence you have already gathered and present your case as a well-structured written document. A short, verbal argument or presentation is often a most compelling complement to this. You must be ready to respond to whatever opportunities are presented to make the case for biodiversity. Individual ALG members have found it useful to practise a 'dragon's den' rehearsal of five-minute case-making in front of a 'decision-making board'.

Many stakeholders will have counter arguments to proposed initiatives or solutions. Try to predict what these might be so you are ready to be challenged and have appropriate responses lined up.

Politicians, in particular, will want to know about the distribution effects of the biodiversity actions you are proposing – the winners and losers, and how losers can be compensated. This sometimes requires more data gathering.

Think what the points for negotiation might be. Where will stakeholders be prepared to compromise and what will constitute the 'red line' beyond which they will not go? You can draw up your own table of 'trade-offs' and options for handling them, working out where you are prepared to compromise (or not) in order to achieve the ultimate goal of biodiversity integrated into business and government strategies. Making the business case for biodiversity requires a strong evidence base of information that is relevant and accessible:

- Economic data that places a value on biodiversity assets and ecosystem services
- Data on how investing in biodiversity and ecosystem services will lead to a reduction in risk and public expenditure on poverty reduction, disaster relief, food security and so on
- Cost analysis of biodiversity conservation vs the long and short-to-medium term benefits it will provide to national development, along with the cost of no action.
- Data on the distributional impacts, positive and negative – winners and losers – of the proposal, and

Use your knowledge of planning and budgeting processes, providing information in the format that government uses for budgeting and projecting revenue and expenditure.

Can natural resource management contribute to national development goals?

Rwanda's story

In 2006, the Government of Rwanda (supported by UNDP-UN Environment Poverty-Environment Initiative), conducted an economic analysis of natural resource management. Environmental degradation was found to be the cause of increased poverty, escalating provincial health budgets, and soil loss. Soil degradation alone cost the country 2 per cent of its GDP annually, equivalent to a reduction in the country's capacity to feed people by 40,000 people a year. Soil erosion had increased siltation and reduced water levels in lakes and reservoirs – requiring US\$65,000 per day to replace lost hydro-electricity capacity with fossil-fuel alternatives.

This evidence was instrumental in convincing key decision makers that sustainable natural resource management can contribute to Rwanda's development goals. The result was the inclusion of environment as a cross-cutting issue in the Economic Development and Poverty Reduction Strategy (EDPRS I), and a specific target on soil erosion control.

Source: Poverty-Environment Initiative (2015)

Resources

IIED and UNEP-WCMC (2014) Developing a 'business case' for biodiversity: Tips and tasks for influencing government and the private sector. See <http://pubs.iied.org/14627IIED>

See how the Mainstreaming Biodiversity into Development Initiative participants make their business case at <https://www.iied.org/making-business-case-for-biodiversity>

The CBD's NBSAP Capacity Building Training Module 3 'Mainstreaming biodiversity into sectoral and cross-sectoral strategies, plans and programmes'. Available at: www.cbd.int/nbsap/training

Develop an action plan for biodiversity mainstreaming

Drawing on the information gathered in previous tasks, collate this into a mainstreaming action plan that incorporates good timing and an approach to implementation that is flexible, adaptive and opportunistic (GEF, 2013). You should include (CBD, 2012):

- **Outcomes** – Expected outcomes that you want to achieve. Much will come from your NBSAP and/or national, sub-national or sector development plan targets
- **Institutional arrangements** – What exists, or needs to be put in place, to support mainstreaming eg a working group, its secretariat, and its link to decision makers (see section 4, page 26)
- **Approaches and tools** – The 'toolkit' for diagnostics, dialogues and case-making that you will use to support mainstreaming (see sections 3 and 4)
- **Communications** – A plan which should include your key messages, your target audiences and the format in which these messages will be communicated (see section 6)
- **Capacity building** – A plan for the key institutions and individuals that will be driving mainstreaming (see section 5, page 38)
- **Finance** – A budget and sources of funding from internal (government) and external (donor) sources, and
- **Monitoring and evaluation** – A plan with clear milestones and SMART indicators (see section 5, page 40).

5. Implementation – system change through continuous improvement

Mainstreaming success starts when biodiversity issues and targets are included in documents such as the national development plan and sector plans and, reciprocally, when development goals are included in the NBSAP.

But creating real long-term change requires progress beyond the plan – progress in influencing budgets, in securing finance, implementation, monitoring and review. Then it requires revising the plan depending upon what we learn has been achieved. Biodiversity mainstreaming can add value at all these stages.

In this way, this ‘policy cycle’ (Figure 3) can become a cycle of continuous improvement. What drives it is the capacity and engagement of individuals and institutions in increasingly systemic ways. Where we might begin with individual mainstreaming efforts, we would hope that over time, this evolves towards a more integrated process of institutional decision making, so that in the future, all aspects of policy become informed by biodiversity.



Figure 3. The notional cycle of continuous improvement

This section focuses on four key tasks which can support implementation and achieve system-wide change, with biodiversity and development increasingly interconnected:

- Influencing budgeting processes – moving on from the plan
- Highlighting initiatives to invest in – best bets for attracting finance
- Mobilising and building capacity for biodiversity mainstreaming – towards mainstreamed institutions, and
- Active monitoring, evaluation and learning – driving the cycle of continuous improvement.

Influence budgeting processes

Government budgeting processes involve both setting out what government will spend and how it will collect revenue. It is the budget and how it is actually spent that is the first 'acid test' of how well biodiversity has really been mainstreamed. It is a crucial opportunity for influencing that has been given less attention by biodiversity interests than development planning. Yet it mobilises resources for mainstreaming and incentivises good biodiversity-development outcomes.

However, the budget is a complex and highly political process and the right entry points need to be selected. UNDP-UN Environment Poverty Environment Initiative has identified potential entry points for mainstreaming during the budget formulation process:

- **Ministries of Finance budget call circulars and guidelines** These will include a list of priorities for public spending. Consider influencing finance ministries to include biodiversity conservation, or at least environmental sustainability, as one of those priorities.
- **Ministry of Planning capital investment project screening** Typically capital projects are screened to assess costs and benefits and their contribution to a set of criteria reflecting national objectives (eg job creation, poverty reduction). Consider opportunities for biodiversity or environmental sustainability to become at least one criterion.
- **Line agencies costing the required expenditures** Expenditure plans for the Ministry of Finance need to provide prioritised and costed programmes. The biodiversity sector often has well-articulated strategies and action plans but should also aim to have a prioritised and costed strategy to complement this. It might be in a position to help sector authorities, notably from natural resource sectors.

During budget monitoring and oversight, public environment expenditure reviews (PEERs) can be used to assess and track both the quantity and quality of spending. They can be undertaken on an ad hoc basis or institutionalised within the budget process to provide regular data.

Influencing fiscal policy is a final entry point. This might, for example, involve setting up payment for environmental services (PES) schemes. Alternatively, it might involve adjusting subsidies away from 'bads' such as farm chemical inputs that are harmful to biodiversity, and towards goods such as farmer investment in wildlife management.

Environmental mainstreaming in Uganda's Ministry of Finance, Planning and Economic Development

Uganda's Ministry of Finance, Planning and Economic Development (MFPED) budget call circulars now include a requirement for other ministries to consider environment issues in their plans and budgets. Economists for each sector (who help oversee this process within the MFPED) have received training on environmental issues and have an environmental expert assigned to them. Their joint role is to assess the environmental considerations in sector-specific budgets, and to make sure relevant environmental issues are identified and addressed appropriately.

Such an approach is beginning to improve MFPED's mainstreaming of environmental issues in national development initiatives. For example, improved understanding of the revenue generated by wildlife tourism has led to increased funding for the Ugandan Tourism Board to improve tourism marketing. Consideration of environmental issues is not limited only to sector plans and budgets; capacity is also being built to consider environmental issues in the development of the macro- economic framework. The Budget Call Circular for 2017/18 required, for the first time, to plan for and allocate resources for implementing the NBSAP.

Public environmental expenditure review sheds light on funding gaps in Malawi

Periodic public expenditure reviews on environment and climate change spending are potentially powerful tools. They improve the evidence and levels of awareness on what public funds are used for and how effective and efficient (and sometimes how equitable) the results are. The UNDP-UN Environment Poverty-Environment Initiative has shown how they have been particularly useful to highlight the discrepancy between investments required for securing pro-poor environmental sustainability, the actual investments made, and the resulting costs to the economy and livelihoods. Where reviews have shown how low funding has been – in relation to the national importance of environmental assets or threat of climate change – it has sometimes justified increasing public funds for the environment. For example, a public environmental expenditure review in Malawi showed that only 1 per cent of the country's environment and climate funds were allocated to the districts where people are most affected by environmental degradation and climate change. This spurred the Government of Malawi to explore how more funds can be allocated to the overlooked districts and the major barriers to this.

Source: Westman, M *et al.* (2017)

Resources

Poverty-Environment Initiative (2015) Mainstreaming environment and climate for poverty reduction and sustainable development: a handbook to strengthen planning and budgeting processes. Available at: www.unpei.org/pei-pep-publications

Westman, M *et al.* (2017) Accelerating Sustainable Development in Africa: Country lessons from applying integrated approaches. UNDP-UN Environment Poverty-Environment Initiative, Nairobi. Available at: www.unpei.org/pei-pep-publications

Highlight initiatives with tangible biodiversity and development outcomes, to attract investment

While it is important to influence national, sub-national and sector budgets (above) if biodiversity mainstreaming plans are to materialise in practice, you may also find it helpful to point to examples of what should be funded.

Funders are often particularly interested in initiatives at the sub-national level which demonstrate the tangible impacts that biodiversity and ecosystem services can bring to peoples' livelihoods, wellbeing and the economy. The ALG has considered 'catalogues' of such initiatives, which point the way forward.

To highlight the value of such initiatives, you may wish to consider supporting them to capture lessons learned and to realise the full range of development outcomes (Box 1, page 24). You could also help set up mechanisms for this to be fed back into national and local decision-making processes. This might involve developing:

- Case studies covering the full range of mainstreaming outcomes and basic cost-benefit figures
- Lesson-learning workshops with policymakers, perhaps targeted at mainstream events concerning jobs, government revenue, etc, rather than biodiversity, and
- Opportunities for decision makers to visit programmes, meet the beneficiaries, and see the benefits at first hand.

Delivering biodiversity and development outcomes in innovative ways in South Africa

South Africa is showing how biodiversity conservation and environmental management can contribute to national development priorities, such as job creation and supporting rural development and agriculture, while also addressing energy and water needs.

Since 1995 SANBI, in partnership with the Department for Environmental Affairs, has designed multi-sectoral programmes to restore important ecosystems and biodiverse areas. They have tied this into labour intensive work programmes as part of the government's Expanded Public Works programme: Working for Water, Working for Land, and variants for Wildlife, Coast, Wetlands and Fire. Each of these seeks to conserve, restore and/or rehabilitate the degraded biodiversity while alleviating poverty through job creation and small enterprise development.

Science-based mapping tools identify the priority areas for conservation or restoration and inform the work of the programmes. This ensures the best return on investment that is successful restoration, as well as creating work opportunities for many disadvantaged and unemployed people.

The programme might be a day's work or it might last much longer. The public works department funds the cost of hiring workers and ensures that they are treated fairly and in line with the Labour Act. As there is no unemployment benefit in South Africa this may be their only form of income.

During the financial year 2013/14 the 'working for' programmes successfully employed the full-time equivalent of 35,323 people from villages adjacent to the projects. The flagship programme alone, Working for Water, alone treated 821,198 hectares of invasive alien plants.

Find out more about this programme: www.environment.gov.za/projectsprogrammes

Mobilise and build capacity for biodiversity mainstreaming

Throughout the mainstreaming process there is invariably a need to develop the capacity of those involved, both those doing the mainstreaming and those on the receiving end who can effect changes in policies, practices and behaviours in the long term.

Institutions' and individuals' capacity needs will change throughout the mainstreaming process so it is a good idea to have a regularly reviewed capacity building plan that remains fit for achieving mainstreaming success. You could consider carrying out a needs assessment, which would focus on assessing current capabilities, in order to mobilise them better and, if needed, to develop them. It would consider issues such as:

- Levels of understanding among key stakeholders of biodiversity-development links
- Capacity of institutions to work together to support mainstreaming
- Institutional capacities to engage with all stages of national planning, and
- Technical capacity to implement the mainstreaming plan (Poverty-Environment Initiative, 2015).

At the level of individuals important capacities for mainstreaming that you should look for include the ability to build relations both within and outside the biodiversity field, and to gain trust and legitimacy (soft capacities) as well as technical, data management, logistical and managerial skills (hard capacities). Job descriptions, interdisciplinary incentives, and the availability of knowledge and training are good indicators. Key people whose capacity needs to be sound include those who are responsible for biodiversity (or environment) in sector and sub-national agencies.

At the level of organisations you may wish to look for structures and systems that can undertake the tasks described in this guide, and which bring individual capacities effectively together, preserving continuity when staff turnover is high. Levels of employment (numbers and seniority) in environment or sustainable development-related jobs and the composition of cross-cutting biodiversity or environment committees are good indicators. But functional capacities alone may not be enough for organisations to drive mainstreaming. They depend on qualities at the 'meta-institution' level.

At the level of the institutional enabling environment a report from the Poverty-Environment Partnership describes ten qualities that are suited to driving sustainable development (PEP, 2017). These qualities are important for biodiversity-development reciprocal mainstreaming too. You may wish to look for institutions, networks and component organisations with such qualities to help drive mainstreaming, and encourage their development in the qualities in which they are weak:

1. Inclusive, participatory and empowering
2. Rooted in context
3. Resilient, future-focused and adaptive
4. Holistic and interdisciplinary
5. Internalising both social and environmental externalities
6. Innovative
7. Networked and collaborative
8. Horizontally integrated
9. Vertically integrated, and
10. Internationally orientated.

Figure 4 provides an overview of key areas for capacity development for biodiversity mainstreaming.

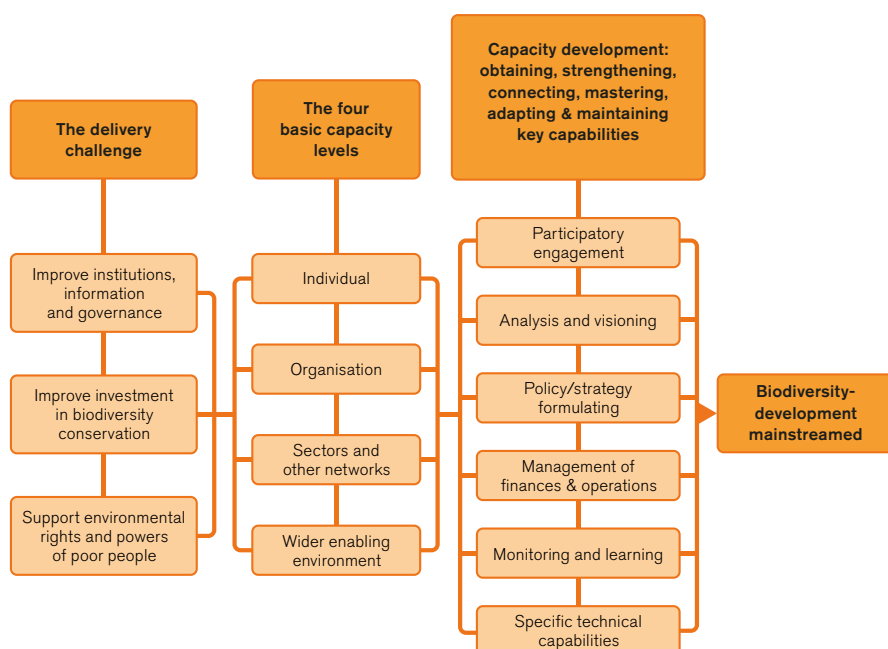


Figure 4. Dimensions of capacity development

Training approaches that have proven successful include:

- Experiential learning – taking staff and senior decision makers to experience issues for themselves (eg study tours to national parks, community projects, etc).
- Seconding staff from the biodiversity sector to non-environmental sectors, for example, finance and vice versa
- Specialised training to key groups that can make a difference (eg journalists, judiciary and parliamentarians)
- Making use of courses that already exist, for example, those run by the University of Cambridge's Institute for Sustainability Leadership
- E-learning modules, such as those available on the NBSAP Forum portal, and
- On-the-job training.

Resources

'Capacity development: A UNDP Primer' provides an overview of the UNDP's approach to capacity development. Available at: www.undp.org/content/undp/en/home/library.html

The Global Environment Facility's 'National Capacity Self-Assessment Resource Kit' provides tools and approaches for carrying out capacity assessments. Available at:

<http://www.unpei.org/knowledge-materials-for-institutional-and-capacity-development-0>

The NBSAP Forum web portal supports countries in finding the information they need to develop and implement effective NBSAPs. See <http://nbsapforum.net/>

'Greening Development: Enhancing Capacity for Environmental Management and Governance' (OECD, 2012) provides practical recommendations on how to develop capacity for greening development through integration of environmental concerns into policy frameworks and budgetary processes. Available at: <http://oedc.org/dac/environment-development/enhancingcapacityforgreeningdevelopment.htm>

Monitor, evaluate and reflect on biodiversity mainstreaming

Monitoring and evaluation critical for biodiversity mainstreaming success

Biodiversity mainstreaming involves bringing together biodiversity policy, aspirations and actors with those of development. Consequently, it embraces many areas of change. Well-organised monitoring and evaluation (M&E) is needed to keep track of them and to focus attention on whether they are achieving agreed targets or if they need to be modified as part of adaptive management. M&E provides information not only about what is happening and how activities are implemented, but also about why things are or are not happening. The questions to ask of mainstreaming and the choice of indicators that will inform the answers are particularly important.

In this section we define a biodiversity mainstreaming indicator as a measurable variable – quantitative or qualitative – that provides information about the inputs, processes/activities, outputs, outcomes and impacts of biodiversity mainstreaming.

The primary purpose of mainstreaming indicators is to assess progress or achievement of a biodiversity mainstreaming target, objective or goal. But the indicators are also an important communication tool: they help to report the progress and success of biodiversity mainstreaming in a consistent, regular and repeatable way to a variety of stakeholders (government, funders, business, news media, educators, for example). They can demonstrate progress both nationally and for international commitments such as the SDGs and CBD.

Plans for monitoring, and the choice of indicators, should therefore be included in the master plan for any biodiversity mainstreaming initiative. The plans should be put together in collaboration with the stakeholders who need to support mainstreaming, which will enhance ownership and commitment. They should be linked with mainstream processes and their time frames, for example, national budgeting and development planning cycles, so that the information generated can directly inform these processes.

Iterative steps in M&E for biodiversity mainstreaming

Step 1. Identify and consult biodiversity and development stakeholders along with others who need information on the progress/success of biodiversity mainstreaming

Biodiversity mainstreaming M&E, particularly the choice of indicators, should be developed to meet the needs of the end users.

Consult all relevant biodiversity and development stakeholders early in the M&E design process to identify the questions to be asked, the choice and purpose of indicators and the audience. Relevant stakeholders will tend to be potential users of mainstreaming progress information, data providers and those with a broader interest in biodiversity, environment and sustainable development.

Step 2. Set your biodiversity mainstreaming plans in terms of clear targets

This can make it easier to move from generalised words to specific actions and to focus actions on measurable results.

A biodiversity mainstreaming target is defined as a desired outcome for biodiversity and ecosystem services (eg ecosystems, species or genetic diversity) or development and human wellbeing (eg enhanced poverty reduction efforts, improved livelihoods) that is to be achieved in a certain period. It may also refer to concrete actions to be completed by a certain date, such as developing an integrated national biodiversity management policy framework. Biodiversity mainstreaming targets and objectives could be found in a country's vision document, sustainable development plan, national biodiversity strategy and action plan, national development plan or sector plan (agriculture, forestry, fisheries, tourism).

Clear, outcome-oriented biodiversity mainstreaming targets help shape expectations and create the conditions in which governments, the private sector or civil society can focus on developing solutions to common problems. Targets should be specific, measurable, attainable, relevant and time-bound (that is, SMART); and owned with an identified person being accountable and committed to its achievement.

Step 3. Develop a 'theory of change' for your biodiversity mainstreaming intervention

A theory of change is needed to link specific activities at defined entry points with desired outcomes and impacts.

The theory of change will help to identify the key questions for M&E's interrogation of progress and success. It will lay out:

- The stages of mainstreaming, described in terms of a notional policy cycle (introduced in Figure 3), and

- The kinds of progress, described variously in terms of input, process/activity, output, outcome and ultimate impact (mapped in Figure 5).

Mainstreaming success starts when biodiversity issues and targets are included in mainstream debates and analysis as part of, for example, development plan processes. Further success is when biodiversity is included in the plans resulting from those processes – more so if in terms of ‘activities and investments’ agreed than at the ‘problem statement’ level. But this is not just about the plan. The real test of mainstreaming biodiversity is at the level of influencing budgets, in securing finance, implementation, monitoring and review – and then, of course, revising the plan depending upon what stakeholders learn has been achieved through integrating biodiversity.

Step 4. Establish your baseline so that changes associated with mainstreaming can be tracked Your biodiversity mainstreaming targets or objectives should be based on understanding the current situation and trends, which will better inform the decision on what the desired future outcome or target should be.

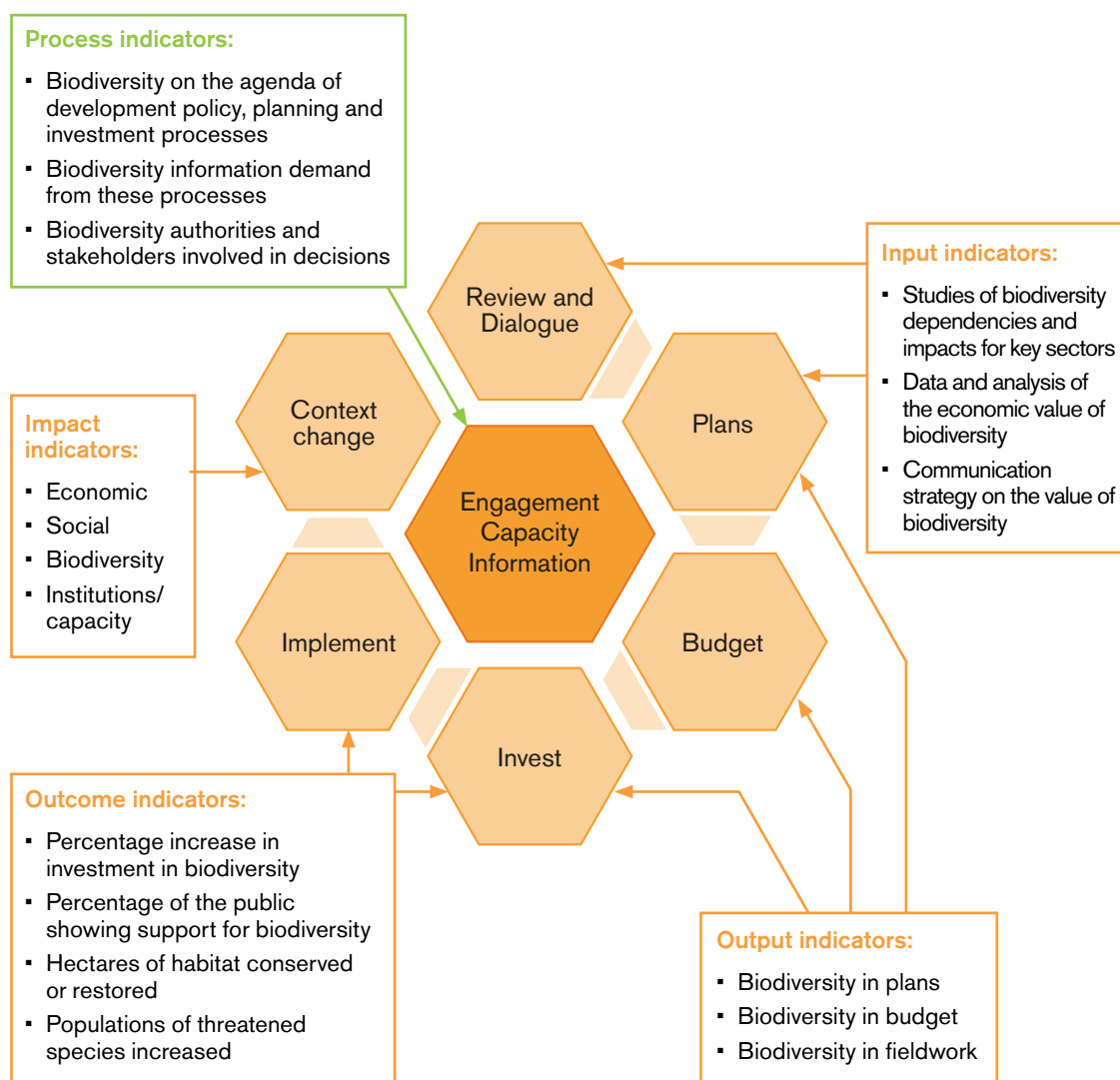
Thus baseline information is critical for monitoring and evaluating. Without a baseline it is impossible to monitor progress and assess the added value of biodiversity mainstreaming. At this stage a sketch baseline is all that is needed: it can be returned to once the indicators have been identified (below) and firmed up. In setting the baseline, it is important to highlight what is not known. For example, where there is currently no information to develop a policy paper on the value of biodiversity and ecosystem services, make the commitments to gather more information on the value of biodiversity and ecosystem services as part of the biodiversity mainstreaming process.

Step 5. Identify possible indicators to track mainstreaming progress and successful achievement As part of selecting and developing biodiversity mainstreaming indicators, ask yourself how you will know that a particular *input* has been delivered, an *activity/process* has successfully been carried out to produce an *output*, and how you will know that this output has successfully brought about an *outcome*. Then how you will know if that outcome has ultimately led to an *impact* on biodiversity, development or institutions. Finally, there are *external moderators* affecting the potential of mainstreaming which it is useful to track as well.

All of these can usefully be tracked. They are illustrated against the notional policy cycle at Figure 5:

- **Input indicators of biodiversity mainstreaming** These measure the resources used (eg money, technical expertise, relationships, personnel and equipment required) for the implementation of a biodiversity mainstreaming intervention. Input indicators respond to the question “*What financial, human and material resources are required or have been provided to implement our biodiversity mainstreaming intervention in order to meet our mainstreaming target or objective?*”
- **Process or activity indicators of biodiversity mainstreaming** These indicators measure the many activities carried out to deliver the desired outputs of your biodiversity mainstreaming intervention, and include both what is done and how well it is done. Process or activity indicators signal the extent to which a biodiversity mainstreaming intervention was implemented as planned (for example, meetings held), and if it is of an acceptable quality (for example, participant composition and consensus reach), and to highlight obstacles to implementation. Process or activity indicators respond to the question “*What have we done or what do we need to do in order to meet our mainstreaming target or objective?*”

Figure 5. Mapping M&E against the notional cycle of continuous improvement



- **Output indicators of biodiversity mainstreaming** These measure the products or services resulting from biodiversity mainstreaming activities, (for example, the resulting studies or plans). Output indicators respond to the question *“What do we want to see as an immediate result of our efforts?”*
- **Outcome indicators of biodiversity mainstreaming** These are used for monitoring both upstream and downstream outcomes of biodiversity mainstreaming resulting from the outputs. Outcome indicators describe the real-world changes that outputs produce, such as new policies and rules. They respond to the question *“What are the real changes that our outputs have led to that support our mainstreaming target or objective?”*

- **Impact indicators of biodiversity mainstreaming** These consider how the biodiversity and development context is changing. Impact indicators measure the positive and negative and primary and secondary effects produced over time by a biodiversity mainstreaming intervention, directly or indirectly, intended or unintended. Impact indicators respond to the question *“How do the mainstreaming outcomes contribute ultimately to biodiversity conservation and development/ human wellbeing?”*
- **External moderators of biodiversity mainstreaming success** You cannot judge the progress or success of a mainstreaming intervention entirely on the above indicators without an accurate appreciation of the context within which it is being attempted. There will be moderating factors that are not necessarily part of biodiversity mainstreaming intervention but which influence the magnitude and quality of the outcomes. You should develop indicators of these moderators and see how they influence inputs, processes, outcomes and impacts:
 - *Governance/enabling environment:* its democratic nature, transparency, accountability and stability. Do systems (for knowledge, legal, economic governance, science, citizen participation, coordination and coherence) require evidence-based policy? Do they enable and incentivise individuals and organisations to contribute to biodiversity outcomes? Good indicators are accessible biodiversity knowledge bases, dialogue mechanisms and partnerships open to biodiversity interests and the ten institutional qualities above at page 39.
 - *Capacity* at individual and organisational levels:
 - *Individual:* levels of biodiversity-responsible jobs in sector and sub-national agencies, interdisciplinary incentives and knowledge and training availability.
 - *Organisational:* do organisational structures and systems effectively mobilise, develop, and bring together individual capacities; and preserve continuity with staff turnover? Good indicators are levels of employment in biodiversity-critical jobs and team and composition of cross-cutting biodiversity or environment committees.

Step 6. Develop and resource your monitoring and reporting system, including how often the indicator will be measured Various mechanisms can be used for monitoring the indicators. They include existing government consultation mechanisms and information systems at national or sub-national scales such as:

- National biodiversity monitoring and state of environment reporting systems
- National accounts, census and other centralised statistics, and
- National sustainable development information systems.

To make sure your monitoring and evaluation of biodiversity mainstreaming is effective, you must set aside enough financial and human resources. Endorsement and demand for biodiversity mainstreaming indicators by, for example, a national statistical agency provides a strong case for the necessary long-term investment of resources in monitoring and evaluation. The more an indicator meets a real decision making need and is effectively communicated, the greater the likelihood that resources will be found for its continued production.

Over time, effective biodiversity mainstreaming M&E can help to draw separate M&E mechanisms together, realising the potential for more holistic M&E across sectors and hierarchies, and thus the resilience of a country in tackling complex integrated policy issues.

Monitoring mainstreaming progress – experiences from the UNDP-UN Environment Poverty-Environment Initiative and SANBI

'The level of country leadership, ownership and coherent engagement towards promoting poverty environment objectives mainstreaming by national or sub-national institutions', is one of Poverty-Environment Initiative's indicators of mainstreaming success. To assess progress with this the initiative has defined a series of descriptive ratings around what good leadership and ownership looks like in practice. Progress is periodically assessed against these ratings and often a peer review is involved to bring in a broader perspective.

SANBI in South Africa has been working on mainstreaming into national and sector policies and plans for many years. Approaches have included promoting spatial biodiversity planning and integrating biodiversity issues into national water plans and mining guidelines. SANBI monitors mainstreaming success through tackling:

- Policy impact – looking at changes in the policy and practices of the key sector it is working with and the impact on the ground in terms of status of key ecosystems.
- The mainstreaming process – looking at changes in the awareness, behaviour and willingness of key stakeholders to embrace biodiversity concerns. One measure of this is requests by a particular sector for the sustainable utilisation tool to be developed on their behalf.

Resources

The Biodiversity Indicators Partnership (BIP) is a global initiative to promote the development and delivery of biodiversity indicators. Further information on indicators can be found at: www.bipindicators.net/

The background paper 'Defining and assessing success in mainstreaming' (Thomas J, 2014). Available at: <http://pubs.iied.org/G03828>

6. Communication throughout the mainstreaming process

Effective, ongoing communication is essential for bringing about the changes in awareness, policy and practice required if biodiversity is to be mainstreamed. Right from the start of the NBSAP revision process, through to using the NBSAP to inform and influence development decision making, there must be strong communication with a broad audience. To be most effective you should think of mainstreaming as being at least a two-way dialogue. The messages that you hear back from stakeholders are critical for adapting and aligning your approaches with others who may be allies in the mainstreaming process, or to convince those who stand in the way.

You will increase your impact and effectiveness by taking a strategic approach to the mainstreaming process. This section explains how to do that in a systematic way.

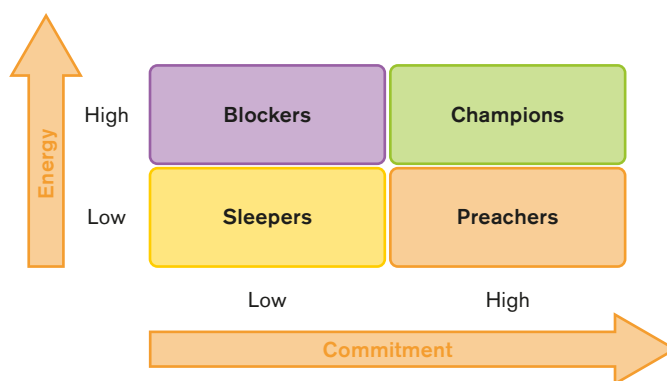
Audience mapping underpins a strategy

The starting point for a strategy is the stakeholder mapping exercise described on page 11. Identifying which stakeholders are influential, interested and (using the energy versus commitment axes) are likely to act as champions or – in contrast – be potential blockers of progress will help you to prioritise your audiences (see Figure 6 below). You need to engage the blockers as well as the champions but in different ways.

Identifying the ‘sleepers’ will help you think through who might be useful and interested if they knew more about the value of biodiversity mainstreaming, and how they could be moved to the ‘champions’ box.

The ‘preachers’ are people or organisations who are out there already advocating for biodiversity mainstreaming with whom it might be worthwhile working.

Figure 6. Mapping the diversity of audiences for mainstreaming



From this exercise will flow ideas about how to engage or raise awareness with the most appropriate messaging, the right tactics and a sense of timing for achieving maximum impact.

The communications strategy is likely to use both ‘push’ and ‘pull’ tactics. That is, depending on what you are trying to achieve and levels of audience understanding, you should plan to raise awareness and the profile of your work through ‘broadcasting’ information (‘push’), as well as

promoting debate and listening opportunities by bringing different audience groups together, both in person and virtually through social media ('pull').

Different communication tools and approaches will be needed during the various stages of mainstreaming, depending on these tactics and whether the focus audiences have lots of time, or a little (Table 4). Decisions on the approach should also be in line with how your audience likes to receive information: they may much prefer a two-minute video summarising policy recommendations (eg filmed on a smart phone) rather than a four-page paper briefing. Equally, if they only have poor access to the internet, then a Whatsapp group to encourage sharing of views and alerting people to new materials may be the answer. Usually a combination of approaches will have the best effect.

As with your mainstreaming action plan, the communications strategy will evolve as it responds to changes in the mainstreaming context and to your own monitoring and evaluation of its success.

Table 4. Target audiences and approaches

Target audience	Approach
Polymakers	Policy briefs, case studies, leaflets, videos, radio and media, visits to relevant programmes, breakfast / lunchtime briefing session, face-to-face meetings
Private sector	Fact sheets, case studies, videos, radio and media, visits to relevant programmes such as community projects, businesses already employing good environmental practices, breakfast / lunchtime briefing sessions, face-to-face meetings
Politicians	Briefing papers, radio and media, visits to constituency programmes, discussions with constituents, videos, face-to-face meetings
General public	Media stories (press, radio, TV), billboards, posters, social media, competitions
Local communities	Local media stories, comics, posters, theatre groups, videos, competitions

A word on messaging

To be effective your messaging should be audience-led. You should start from: "What does my audience want to know? What is relevant for them in their current situation? What are their priorities?" Even if there's something you want to tell them, make sure you communicate it in a way that makes sense to them and uses language they will understand. Presenting a 'business case' for biodiversity to people in the Ministry of Finance is an example of this – see section 4, page 32.

A great deal of research, particularly around climate change messaging, has shown that shock tactics can alienate audiences and cause them to be apathetic in their response. Presenting biodiversity positively can be more powerful in the right context and can motivate rather than alienate audiences. The example below from SANBI is a case in point.

Identifying credible messengers (experts converted to champions) to convey these messages could also make a big difference. If you don't have access to the expertise in your organisation it might also be worth using a communications practitioner to help you construct the right messages and tone of voice.

No more 'doom and gloom': reframing biodiversity messages in South Africa

SANBI has moved from a 'doom and gloom' message to one where it points out that biodiversity is a valuable national asset. Working with marketing and communications experts, the 'Making the Case for Biodiversity' project discovered that:

- The strongest proposition for decision makers in government is that biodiversity is a national asset that can contribute to the development priorities of the country, and
- The 'doom and gloom' message of impending extinctions and imminent collapse, which the biodiversity sector has used for decades not only has no traction but in fact attracts apathy.

In response, SANBI has developed a series of ten case studies that show how biodiversity is relevant to the South African government's priority issues — job creation, poverty alleviation and rural development. To help others in the biodiversity community shift their communication style, SANBI has developed a toolkit for developing case studies that make the case for biodiversity.

SANBI is also starting to create a shared language with other sectors. For example, it now uses the concept of ecological infrastructure which refers to naturally functioning ecosystems that deliver valuable services, such as water and climate regulation, soil formation and disaster risk reduction. In other words, a nature-based equivalent of built or hard infrastructure has been a powerful concept in engaging the national treasury and municipal engineers.

Resources

The journal article 'The Influence of Climate Change Efficacy Messages and Efficacy Beliefs on Intended Political Participation' (Solhart and Feldman, 2016). Available at: <https://doi.org/10.1371/journal.pone.0157658>

The Guardian article '12 tools for communicating climate change more effectively' (6 July 2015). See www.theguardian.com/sustainable-business/2015/jul/06/12-tools-for-communicating-climate-change-more-effectively

The IUCN Commission on Education and Communication has developed a range of materials for communicating biodiversity mainstreaming effectively. These are available at: www.iucn.org/commissions/commission-education-and-communication/resources/communicating-biodiversity

SANBI has developed a Biodiversity Case Study Development Toolkit 'Making The Case For Biodiversity'. The toolkit can be downloaded from the SANBI website at: <https://sanbi.org/information/documents>

Preparing materials – general writing tips

In analysing stakeholders to arrive at the audiences you want to influence and inform, you will have worked out the messaging and the tactics for reaching them and started to make a list of the products you need to put together to support your case. For the written products, you should pay attention to some general rules – these also apply to digital content:

Write for your audience Think about what your target audience will want or need to know. If you give them what they need, with a context that makes sense to them, they will want to read what you write.

Tell a compelling story Presenting just facts and figures may become boring – think what the data mean for your readers and the decisions they are making and create a narrative around that.

‘Don’t make me think’ Write in plain language that your target audience understands at first reading, without having to pause, think, and work it out. The more complex your ideas and the less time your audience has to listen, the more you need to do this.

Formality doesn’t add weight Writing a piece using language that is overly formal and uses lots of passive constructions (for example, ‘the report was written by the committee’ rather than ‘the committee wrote the report’) does not make the piece more important, authoritative or ‘high level’. It just makes it longer and harder to digest.

Write as you would speak A good tip is to imagine that you have one minute to tell someone from your target audience – a journalist or special adviser perhaps – about your work. Pick out the three most interesting aspects of the work, the things you think are important for the person to know and tell them direct. Your briefing paper may be read in the 20 minutes in a car from home to the office and you must make every word count.

Aim to keep sentences short This may not be the way you are used to writing, but think what you prefer to read and try to copy it.

Double check that you know your audience

Policymakers If you are writing a brief for policymakers or preparing a short video, double check before you start that you know exactly what kind of policymaker you are dealing with (a community leader, the minister of finance, a business leader?). The term ‘policymaker’ can cover many different types of person or groups of people, especially today when decisions are made by mixed groups of stakeholders. Knowing exactly who you are writing for will help you to use your time effectively and make the greatest impact with your words. Ask yourself what you are hoping to achieve and how the policymaker can help you. But also work out what’s in it for them and express this in your content.

They will be short of time and will want evidence-informed opinions and actionable recommendations. They don’t want jargon or words that make them feel excluded. They do want stories and case studies which show the negative impact of the policies you want to change and the positive impact of the solutions you are suggesting on human beings and the environment. Above all, make sure that if they only read one page of your document or watch the first 30 seconds of your film, they will have got your message.

A typical briefing structure

Front page: Key messages and recommendations and a first paragraph that summarises the briefing content.

Pages 2 and 3: Set out the argument, supported with evidence presented in words and graphics, split up into manageable sections with clear subheadings.

Back page: References and authors – giving authority to the writing and with contact details and website, an opportunity for debate and further information.

This content is usually framed by an organisational identity. If the organisation's reputation is known this lends weight to the content.

Media Working with the media is slightly different. Most of the time journalists will write their own stories but you may want to supply them with background material in the form of a short briefing or a press release.

Journalists have their own agenda and it's your task to try to fit into it They may be working on a daily paper and need instant news or they could work for a monthly magazine, for a popular website or a more academic journal. For all sorts of reasons they may be having to push hard to get any kind of environmental story published – it could be politically sensitive or simply, the editor thinks no one is interested. It is your job to supply information that is timely, relevant and newsworthy, expressed in as succinct a way as possible. As always, do not assume that the significance of terms that are familiar to you – biodiversity, mainstreaming, NBSAPs, Convention on Biological Diversity – will mean anything to them.

Relationship building So much about working with journalists is relationship building and subtle awareness raising. If you develop a track record of giving them good material, they may not only open your next email, but also read it!

Thoughtful and strategic targeting This makes all the difference to whether the story gets picked up and what happens after it has been published. Choose your journalist by seeing what they usually write about. Have they displayed an interest in biodiversity issues before?

Think beyond the obvious What is the news hook or reason why a journalist would be interested in your work? Is it new material? Start with who the issue affects and why, then work back from there.

Journalists are time-poor people They get hundreds of emails a day and don't have long to get their head around an issue. There is rarely a second chance to get a journalist interested in the story.

Generate trust in you and your organisation If you follow these tips, journalists will trust that when you contact them, it will be with a relevant and interesting story for their media outlet and worth their time.

Building journalists' biodiversity capacity in Zimbabwe

In Zimbabwe the NBSAPs revision committee worked with journalists for two years to raise their awareness of what biodiversity meant and why using it sustainably was an issue for the country.

The Biodiversity Office in the Ministry of Environment, Water and Climate ran a capacity building workshop for print, radio and TV journalists to tell them about the threats to biodiversity caused by activities such as mining in national parks, deforestation and the tobacco curing process.

In 2014, 18 journalists went on a field trip to the Chirinda Forest in Chipinge in the Eastern Highlands experiencing the landscape for themselves and seeing how people used natural resources to earn a living.

These combined efforts resulted in more reporting on biodiversity and the environment across all media and in all languages with journalists understanding much more about the value of ecosystems and genetic and species diversity.

You can read the full story in 'Stories of change: mainstreaming biodiversity and development'. See <http://pubs.iied.org/17305IIED>

Resources

You can find out more about writing for policymakers and the specifics of putting a press release or media briefing together in 'Writing about biodiversity. Tips and templates for policy and media material'. See <http://pubs.iied.org/17582IIED/>

Timing is key

The final step is to communicate your tailored material at the right time for maximum impact. Consider what else is happening in your district, country or even globally and how your product is relevant to that. Are there key meetings ahead, significant deadlines or important legislative changes coming up?

If so, get ready to release your material at the right moment, which may mean slightly ahead of time. The press use embargoes – a restriction on the publishing date – and there is more information about how to negotiate these in 'Writing about biodiversity' (see resources above).

Measuring your strategy's success

A communications strategy is an evolving document. Regular monitoring of the impact of your tactics will help you to remain responsive to changing contexts and choose the most effective activities.

Evaluating whether or not you have achieved your objectives requires you to think in advance about the indicators of success. These can be both qualitative and quantitative and can be as simple as: the finance minister responded to my email/tweet, the transport minister came to the meeting (if you are trying to build relations), or two-thirds of the business association said they had read and understood the briefing. Or they could be as ambitious as: the new national budget has a specific expenditure code for biodiversity conservation.

As with most things, it is a good idea to have a combination of indicators, because pure metrics (for example, downloads from a website) are never enough.

7. Reflections and looking to the future

A multi-stakeholder effort – looking back

Much of the guidance in this paper derives directly from the work of the African Leadership Group on Biodiversity Mainstreaming (ALG), as well as IIED's and UNEP-WCMC's global experience. The ALG has helped members across eight countries to successfully mainstream biodiversity in different ways, as well as to 'development-proof' their NBSAPs. Discussion among group members, particularly at the ALG's annual meetings, revealed several important lessons that could be replicated. These have been reinforced by a postgraduate-level thesis on the work of the ALG prepared by a Malawian colleague (Musasa, 2016):

- **Inclusion** – Participation of people from biodiversity, finance and development authorities as 'co-equals' in the group; also deliberately bringing in those from civil society and business.
- **Recognition** – Group members being seen as 'mainstreaming champions', whether they be from biodiversity or development sectors, from authorities or other stakeholders.
- **Shared voice** – Co-production and co-promotion of constructive narratives and principles for integrating biodiversity and development – in the ALG's case, annual declarations on biodiversity mainstreaming at the Convention on Biological Diversity Conference of Parties meetings.
- **Focus** – Group members taking a lead in defining and identifying priority mainstreaming entry points, targets and implementation plans for mainstreaming.
- **Group dynamic** – Informal nature and relatively small size of the group so that they can get to know one another; plus the idea of all group members being champions.
- **Peer approach** – Enabling group members both to learn from one another in a 'safe space' but also be motivated to compare well with colleagues (ie peer pressure).
- **Purposive meetings** – Face-to-face meetings and workshops to share mainstreaming progress made, lessons learned, challenges and develop solutions.
- **Demand-driven tools** – Co-development, testing and implementing tools and guides to meet country mainstreaming capacity needs.
- **Technical and financial facilitation** – For the ALG this was provided by IIED and UNEP-WCMC. Facilitation enabled activities to take place in spite of ALG members' busy schedules and provided an independent means for cross-country lesson learning and guidance development.

Examples of progress of mainstreaming biodiversity into national and sectoral development policy by African Leadership Group members

Country	Mainstreaming target	Examples of mainstreaming progress
Botswana	<ul style="list-style-type: none"> ▪ National Development Plan and Vision ▪ District Development Plans and Processes 	<ul style="list-style-type: none"> ▪ Vision 2036 now has an environment chapter with biodiversity featuring prominently ▪ National Development Plan 11 includes NBSAP activities ▪ An increase in budget allocation for biodiversity is expected ▪ Also expecting a strong biodiversity element in the new Environmental Management Act and EIA Act, and ▪ The mining and tourism sectors are now contributing to an environment fund.

Country	Mainstreaming target	Examples of mainstreaming progress
Ghana	<ul style="list-style-type: none"> Medium Term National Development Policy Framework (2018-21) with emphasis on agriculture, fisheries and forestry sectors 	<ul style="list-style-type: none"> The Medium Term Plan incorporates aspects of the NBSAP as a tool for mainstreaming biodiversity into all sector plans especially agriculture, forestry and fisheries As a result we are now expecting more attention to biodiversity in sector and district plans, and Also influenced the Green Economy transition process.
Malawi	<ul style="list-style-type: none"> Malawi Growth and Development Strategy (MGDS II) National Land Policy EIA Guidelines and Regulations National Adaptation Plan (NAP) 	<ul style="list-style-type: none"> Biodiversity integrated into many new policies/plans including physical planning policy, the Environmental Management Act, the NAP, EIA guidelines etc, and Public-private conservation partnerships have been established.
Namibia	<ul style="list-style-type: none"> National Development Plan (NDP5) Integrated Communication, Education and Public Awareness Strategy developed on environmental issues 	<ul style="list-style-type: none"> Biodiversity prominent in NDP5 (it was alluded to but not prioritised in NDP4) Have developed a communication strategy on the economic value of biodiversity, and Working on mainstreaming into other national strategies including SDGs and Harambee Prosperity Plan.
Seychelles	<ul style="list-style-type: none"> Blue Economy Road Map (BERM) Tourism Strategic Action Plan (TSAP) Seychelles Sustainable Development Strategy (SSDS) Seychelles Strategic Land Use and Development Plan (SSLUDP) 	<ul style="list-style-type: none"> Engagement in BERM process and gained subsequent buy-in to include biodiversity Plans in place for a biodiversity coordination mechanism between different sector policies and plans, and Tourism sector awareness raised.
Uganda	<ul style="list-style-type: none"> Energy Sector Development Plan (2015/16-2019/20) National Development Plan (NDPII) 	<ul style="list-style-type: none"> Biodiversity was already in the NDP but we have now influenced the budget process (biodiversity was in the Budget Court Circular for the first time in 2017/18). Sectors and districts have to indicate the financial resources they are going to allocate to biodiversity Have participated in sector working groups in preparation of diverse sector development plans, and Presidential directives made on forest restoration and wetlands.
Zambia	<ul style="list-style-type: none"> Seventh National Development Plan (NDP7) 	<ul style="list-style-type: none"> One member of the mainstreaming team invited to serve on the technical team finalising the NDP Sectoral ministries have been involved in national biodiversity stakeholder meetings Expecting that biodiversity will be in the NDP, and Adoption of smart planning has helped identify priority biodiversity areas.
Zimbabwe	<ul style="list-style-type: none"> The National Sustainable Development Goals (SDGs) Strategy 	<ul style="list-style-type: none"> Have engaged with the SDG domestication process. As a result, an additional focus on climate and environment has been included, with the National Biodiversity Forum on the steering committee.

An integrated future – looking forward

The ALG has reflected on the practices of biodiversity mainstreaming to date at its 2015, 2016 and 2017 meetings, both in relation to individual country progress and across the community of practice.

Their reflections suggest a ten-point roadmap for biodiversity mainstreaming in future (Table 5). The guidance collected from ALG experience and shared in this document should help in making the required shifts in emphasis.

Readers are also encouraged to share new challenges and approaches that work. One thing is clear: the Aichi Targets and the Sustainable Development Goals alike demand a truly integrated approach; biodiversity, social and economic factors need to be ‘put on the same page’ when decisions are being made. Yet development and biodiversity institutions still work separately from one another. Until such time as institutions become truly integrated, mainstreaming efforts will be needed so that biodiversity is considered in development decisions and *vice versa*.

Table 5. Ten-point roadmap towards fully integrated biodiversity–development outcomes

From	To
1. Supply-push mainstreaming – ‘pushing’ biodiversity arguments onto unreceptive people	Demand-driven – biodiversity stakeholders help others to meet their own needs better through biodiversity
2. Biodiversity is ‘bad news’ – biodiversity presented as poaching, deforestation, constraints, etc	Good news – business and livelihood opportunities from biodiversity
3. Complex and specialist – only PhDs and a few remote rural people appear interested in biodiversity	Everyday – biodiversity expressed in mainstream language eg development/economics/investment/poverty
4. NBSAPs a long, niche document – no-one except biodiversity wonks use it	NBSAPs supplemented by ‘sector guides’ – for key audiences, used in big development decisions
5. Generic case for biodiversity – promoting a general overall case that biodiversity matters	Specific, costed business cases for biodiversity – for real action in real places on what matters to people
6. One-off data – collected from what exists	An organised data system – on many biodiversity dimensions and spatial aspects, and supporting decision making
7. Biodiversity mainstreaming unsupported – lacking tools and capacities	Mainstreaming tools and capacity tested – made available through growing community of practice
8. Biodiversity mainstreaming too big a task – biodiversity authorities find it difficult to do in one project	Biodiversity mainstreaming happens step-wise – mobilising many people from biodiversity and development
9. Debate led by biodiversity authorities – with mainstream players in secondary roles	Strong national biodiversity forums – involving mainstream players that can help learn and lead
10. Separate mainstreaming projects – ‘imposed’ for biodiversity, climate, gender, poverty, etc	Integrated institutions – with the capacity to include biodiversity and other issues throughout the policy cycle

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Annex 1: African Leadership Group on Biodiversity Mainstreaming

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Natalia Heita	Namibia
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Brian Jones	Namibia
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Annex 2: Project resources

Toolkits

IIED and UNEP-WCMC (2012) A Rapid Diagnostic Tool: Biodiversity Mainstreaming - Integrating Biodiversity, Development and Poverty Reduction. IIED, London.

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ALG (2016) Accra statement on mainstreaming biodiversity in practice. IIED, London.

Available at: <http://pubs.iied.org/G04111/>

Do you want to highlight how biodiversity contributes to economic and social development, and ensure its potential is realised? Do you want to ensure biodiversity opportunities and risks are no longer ignored by development policy, plans and budgets?

Or perhaps you want to mainstream development concerns into biodiversity policy and planning? You may be developing or revising a National Biodiversity Strategy and Action Plan (NBSAP) and want to make sure it supports poverty reduction and social inclusion.

In all these cases, this guidance is for you. It aims to help people to:

- Understand the 'reciprocal' mainstreaming process – biodiversity into development and development into biodiversity – so that the real linkages between people and nature, economy and ecology, are dealt with properly
- Find out more about helpful tools and approaches – that have been tested in African contexts
- Effectively and efficiently select, assemble, analyse and present compelling evidence on the links between biodiversity and national development priorities
- Make better NBSAPs and development plans – and use them better
- Develop a communication strategy to support these aims.

This guidance draws on lessons from the African Leadership Group (ALG) for the Mainstreaming Biodiversity into Development Policy and Planning Initiative, covering progress in eight African countries since 2012.

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Biodiversity

Keywords:

Mainstreaming, National Biodiversity Strategy and Action Plans, Convention on Biological Diversity (CBD)





UNEP



WCMC

BIODIVERSITY MAINSTREAMING

Integrating biodiversity, development and poverty reduction



This Rapid Diagnostic Tool is an output of the project *NBSAPs 2.0: Mainstreaming Biodiversity and Development*. This is a three-year (2012-2015) project which is intended to build resilient and effective national biodiversity strategies and action plans (NBSAPs) that influence development decisions and improve outcomes for biodiversity and poverty. The project is implemented by the International Institute for Environment and Development (IIED) and the UNEP World Conservation Monitoring Centre (UNEP-WCMC) in collaboration with the CBD Secretariat, UNEP, UNDP and the Poverty Environment Initiative (PEI). Working with four African countries – Botswana, Namibia, Seychelles and Uganda – the project is encouraging leadership in biodiversity and development mainstreaming and highlighting the experience of these four focal countries to influence a whole new generation of NBSAPs.

This Rapid Diagnostic Tool is based on the Environmental Mainstreaming Diagnostic developed by Barry Dalal-Clayton and Steve Bass of IIED, available at www.environmental-mainstreaming.org/documents/EM%20Diagnostic.pdf.

For more information about the NBSAPs 2.0 Mainstreaming biodiversity and development project, go to: www.iied.org/nbsaps

WHAT IS BIODIVERSITY MAINSTREAMING?

Biodiversity and poverty reduction are intrinsically linked and demand an integrated approach. The Convention on Biological Diversity (CBD) has long emphasised the need for integrating, or 'mainstreaming', biodiversity into national and local development and poverty reduction strategies, most recently in its new Strategic Plan for Biodiversity (2011-2020).

Mainstreaming biodiversity is about more than applying "safeguards" to ensure that poverty reduction and development processes do no harm to biodiversity, but also recognising the potential of biodiversity for achieving desirable development outcomes. It is thus as much a political issue — requiring a process of institutional change — as it is a technical one. Although there has been limited experience in biodiversity mainstreaming to date, many lessons can be learned from environmental mainstreaming efforts.¹

This extensive experience shows that:

- It requires **collaboration** — a two-way exchange between biodiversity and development interests rather than a one-way push by just one. 'Integration' or 'reciprocal biodiversity-development mainstreaming' may be more accurate, if less well-known terms.
- It is as much a process of **political and institutional change** as one of procedural or technical change.
- **Cross-sector coordination** is essential. Often environmental mainstreaming is led by the environment sector, at times the politically 'weakest' sector. Yet environment, including biodiversity, cuts across key sectors (for example, agriculture, mining, forestry). Therefore it requires cross-sector coordination to strengthen links and actions between sectors and associated public and private sector institutions that affect and/or benefit from biodiversity.

¹ See www.environmental-mainstreaming.org and Dalal-Clayton, B., Bass, S. 2009. *The Challenges of Environmental Mainstreaming*. IIED, London.

- Proponents need to present compelling **information, analysis and recommendations** in a form that is decipherable and understandable by the economists and planners leading on development planning. This can involve economic valuation of biodiversity services (for example, cost-benefit analysis).
- It depends upon **leadership and catalytic organisations** to forge the necessary links and processes. Part of leadership is the element of 'champions' — that is, individuals who identify with and subscribe to the objectives of biodiversity mainstreaming and who have political traction or status to become effective supporters, ambassadors and or champions of the case. It is a continuing and **long term process** rather than a one-off project.

WHAT IS THE PURPOSE OF THIS TOOL?

For biodiversity mainstreaming to be effective, understanding the political context and development objectives are as important as making the case for biodiversity. This rapid diagnostic tool is intended to address this issue, helping policy makers — and other stakeholders — understand the extent to which biodiversity and development objectives are already integrated at the national level and the obstacles and constraints that need to be overcome to promote further, and more effective, integration.

The Tool sets out a framework of issues and questions that can be used to:

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

The 10th Conference of Parties to the Convention on Biological Diversity (CBD) urged Parties to revise and update their National Biodiversity Strategies and Action Plans (NBSAPs) in line with the new *Strategic Plan for Biodiversity 2011-2020*² and to "...use the revised and updated national biodiversity strategies and action plans as effective instruments for the integration of biodiversity targets into national development and poverty reduction policies and strategies..." (Decision X/2). This tool can be used by countries to inform the stocktaking and assessment and stakeholder engagement stages of their NBSAP revision process, and more broadly to review progress in policy change.

² Available at www.cbd.int/decision/cop/?id=12268

HOW DO I USE THIS TOOL?

Diagnosis can be undertaken as a self-assessment or externally by independent review. Identification and analysis of relevant policy documents is a useful starting point but documents alone are unlikely to provide a sufficient basis for reviewing how well biodiversity issues are currently being addressed in development decisions and vice versa. Document review needs to be complemented by engagement with a wide range of involved or affected stakeholders from government departments, NGOs, communities, private sector organisations and so on. Each question includes some suggestions of the kinds of issues to explore at each stage of the diagnosis. The questions can be explored in as much or as little detail as time and resources allow, and updated as new developments and insights occur. Writing up the results of the assessment as a summary paper, short policy brief, bullet points or graphic will provide a useful situation analysis that can act as a basis for discussion and validation with relevant stakeholders and for assessing and debating priorities.

ASSESSMENT FRAMEWORK

Vision: What is the ultimate vision for biodiversity mainstreaming in your country?	06
Institutions: What is the political and institutional context for biodiversity mainstreaming in your country?	08
Knowledge: What is the current state of knowledge about the interactions between biodiversity and poverty in your country, and where are the main gaps?	09
Initiatives: What attempts have been made to integrate biodiversity conservation and poverty alleviation in your country?	10
Mainstreaming progress: How successful have these initiatives been? What are the impacts achieved?	12
Constraints: What constraints still stand in the way of biodiversity being more fully integrated into key decisions and institutions?	13
Opportunities: Where are the opportunities to build a business case for biodiversity as a key development asset? What are the process-based opportunities where the necessary conditions can be institutionalised? Who are the champions that can carry the case forward?	14

1

VISION

What is the ultimate vision for biodiversity mainstreaming in your country?

Biodiversity mainstreaming can result in a spectrum of outcomes, ranging from influencing a policy, plans, budget or decision, to impacts in changing behaviour and delivering environmental improvements on the ground (Table 1). Some countries may want to address all these issues, others may feel they have the appropriate policies and plans in place but this is not being translated into effective action on the ground, or vice versa.

Table 1: **Upstream and downstream outcomes of biodiversity mainstreaming**

UPSTREAM	Governance outcomes	e.g. improved consideration of stakeholder's and rightholders' concerns (particularly those who are directly dependent on biodiversity)
	Policy and political outcomes	e.g. high-level sector, fiscal, development and social policies, constitutions and statements of national vision, include biodiversity considerations, and vice versa
	Plan outcomes	e.g. inclusion of biodiversity-poverty linkages in development and poverty reduction strategies and in biodiversity strategies
	Budget and accounting outcomes	e.g. evidence of public-private sector resource mobilisation, inclusion of development-biodiversity linkages in national public and sector budgets; inclusion of ecosystem services in national accounting systems
	Institutional and capacity outcomes	e.g. strengthened capacity within biodiversity-related institutions to understand development and economic processes and interact in a constructive manner; valuation of the economic importance of biodiversity and ecosystem services in the economic outcomes undertaken and used in decision making
DOWNSTREAM	Investment and economic outcomes	e.g. improved domestic resource mobilisation for poverty-biodiversity investments or recognition of potential trade-offs in sector investments such as mining
	Behavioural outcomes	e.g. key patterns and processes of production, consumption and waste treatment in sectors and localities are informed by biodiversity and poverty considerations
	Pro-poor biodiversity management outcomes	e.g. pro-poor management of ecosystem services, such as medicinal, cosmetic or edible plants; healthcare, wild foods, soil fertility; traditional breeds and crop varieties; water purification; cultural or religious benefits from biodiversity realised
	Ultimate (biodiversity and developmental) impacts of these outcomes	e.g. improved productivity and sustainability of use of biodiversity assets on which the poor depend; protection and management of targeted species populations

2

INSTITUTIONS

What is the political and institutional context for biodiversity mainstreaming in your country?

Describe the key institutional structures for decision making in development and in biodiversity, the associated political climate, socioeconomic and ecological situation. Identify what relevant national (and subnational) strategies, plans and processes have been put in place for poverty reduction, national development and biodiversity conservation and what international commitments have been made. This can also be expanded to cover sector plans (for example, agriculture and biodiversity, wildlife/protected areas/tourism sector planning).

What internal or external influences/factors are changing the level of attention afforded to biodiversity in your country?

KNOWLEDGE

3

What is the current state of knowledge about the interactions between biodiversity and poverty in your country, and where are the main gaps?

For example, what information exists concerning the interaction of specific poor groups and poverty-creating processes with biodiversity, conservation, protected area management, and so on?

Compile a list of key documents, research initiatives and data sources, and use this to identify key gaps where more information is needed.

4

INITIATIVES

What attempts have been made to integrate biodiversity conservation and poverty alleviation in your country?

Examples might include protected area benefit sharing schemes, sustainable use initiatives, biotrade.

Describe the range of activities such as:

Government processes: for example, development planning for economy growth and poverty reduction, sector strategies and planning (e.g. agriculture), forest management planning (including for REDD), state of environment reports, reports to the CBD, ratification of international agreements

Community-based processes: for example, achievements of: collaborative management of protected areas, community conservation and livelihood activities, involvement in wildlife tourism

Civil society: for example, achievements of: watchdog roles and other provisions for transparency; the different ways in which local issues surrounding land rights, social impacts of protected areas etc. have been dealt with

Media: for example, how the different media have investigated and promoted biodiversity-development interactions

Business activities: for example, ways to access and develop biodiversity markets such as tourism, forest products; promotion of environmental standards

Development assistance: in support of the above or other initiatives

5

MAINSTREAMING PROGRESS³

How successful have these initiatives been? What are the impacts achieved?

Is there any evidence of progress towards some of the outcomes identified in Table 1? For example:

- Governance
- Policy, politics, law, strategy
- Planning
- Budget
- Institutional and capacity strengthening to address biodiversity-poverty issues, including improved information base on biodiversity-poverty issues
- Investment
- Behavioral change
- Pro-poor biodiversity management
- Ultimate biodiversity and developmental impacts

What impact (positive and negative) are these outcomes having and on who?

³This question can potentially be asked before question 4 if this seems appropriate – i.e. identify where there have been improvements (question 5) explore what initiatives (question 4) might have led up to this. Explored in this way there is no presumption that the initiatives tried have been successful.

CONSTRAINTS

6

What constraints still stand in the way of biodiversity being more fully integrated into key decisions and institutions?

Some constraints will be long-standing obstacles — for example, entrenched ideologies, limited capacity, the challenge of connecting biological sciences with the social and economic discourse used by development planners. Others will emerge with new development opportunities — for example the opportunity for NBSAPs to connect with the economic growth and poverty reduction objectives of national and subnational development plans, trade-offs between biodiversity benefits and carbon benefits within emerging REDD+ schemes, or identification of oil or mineral reserves in high biodiversity areas.

Review these challenges using the categories above. Who benefits from a lack of integration and how?



OPPORTUNITIES

Where are the opportunities to build a business case for biodiversity as a key development asset? What are the process-based opportunities where the necessary conditions can be institutionalised? Who are the champions that can carry the case forward?

Opportunities can help make a 'business case' for biodiversity, for example through:

- Ecotourism
- Trade in biodiversity-based products and services
- Improved genetic diversity for agriculture
- Green economy, green investment and green jobs opportunities in agriculture, forestry, fisheries, energy, tourism, etc.

Another type of 'opportunity' is understanding at that point in time the national development planning process and how to engage. National development plans are normally five year plans, with annual progress reporting processes against national indicators, which are part of the plan. Years three and four of a five year cycle are an ideal time to start informing and influencing evaluation of the plans performance towards biodiversity mainstreaming and informing the planning of the next five year plan. This can also be similar with subnational plans (that is, district/provincial development plans) or national sector plans.

Where is your country in the relevant development planning cycles?

Furthermore, we know that successful mainstreaming often relies on 'champions' or those who have the necessary recognition and status to make their voices heard with those who need to be influenced.

Who are the potential champions for the mainstreaming business case?

WHAT NEXT?

Through this process you will have scoped the political economy and governance issues that affect biodiversity and poverty, identified the relevant stakeholders who need to be involved in mainstreaming, and looked at successfully mainstreamed outcomes and the initiatives behind them. Successful mainstreaming requires leadership, political acumen and good information. This analysis will allow the identification of appropriate entry points for promoting and/or further enhancing mainstreaming.



Project implementers



Project partners



Funders



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For more information about the NBSAPs 2.0 Mainstreaming biodiversity and development project, go to: www.iied.org/nbsaps