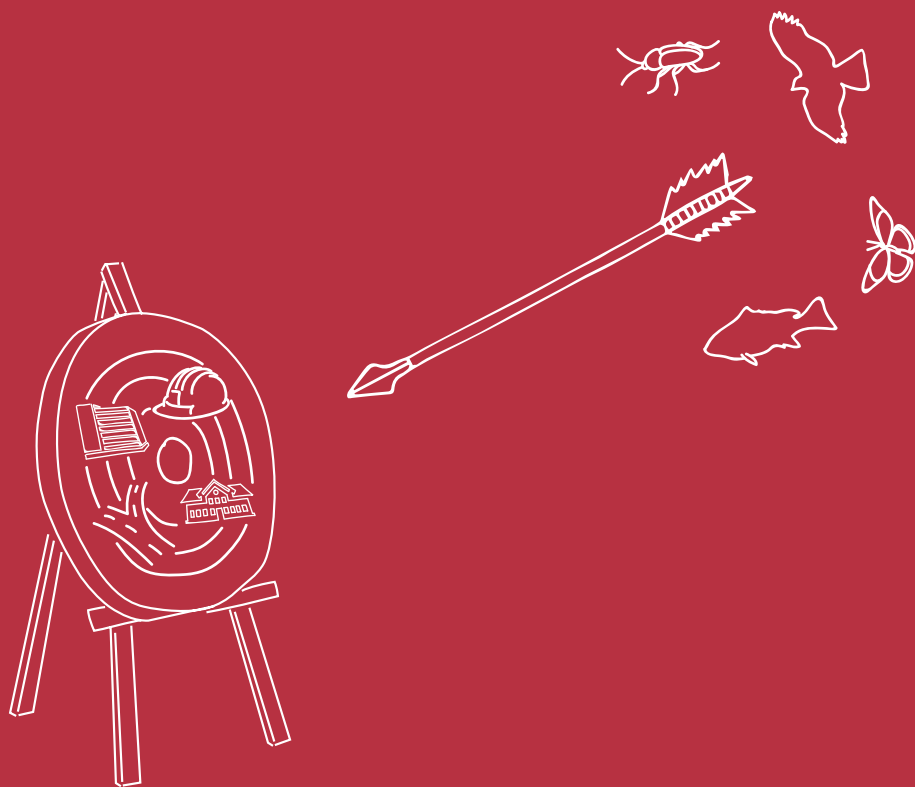


Mainstreaming biodiversity

A guide to selecting strategic
development targets



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 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*.

This guide addresses the first side of that equation – mainstreaming biodiversity into development.¹ The challenge here is that there are many development processes and issues with implications for biodiversity. The guide is aimed at biodiversity authorities and interest groups needing to select the most strategic development targets for biodiversity mainstreaming – to produce high gains for biodiversity as well as development, reduce any negative impacts, and accelerate the process of institutional integration. It describes how this can be done, based on the experience of eight African countries.

The Mainstreaming Biodiversity and Development into Policy and Planning initiative is a joint project between IIED and UNEP-WCMC and involves participants from Botswana, Ghana, Malawi, Namibia, Seychelles, Zambia and Zimbabwe. Steve Bass wrote this guide with contributions from the project teams at IIED and UNEP-WCMC.

Please share with us your ideas and experiences of biodiversity mainstreaming by emailing Dilys Roe: dilys.roe@iied.org or John Tayleur: John.Tayleur@unep-wcmc.org

For more information about the initiative: www.iied.org/nbsaps

¹ Previous work has also looked at mainstreaming development into biodiversity plans. For example, IIED and UNEP-WCMC (2015) Mainstreaming biodiversity and development. Tips and tasks from African experience. IIED, London. <http://pubs.iied.org/14650IIED>

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Introduction

Between 2012 and 2015, IIED and UNEP-WCMC worked with colleagues in Botswana, Namibia, Seychelles and Uganda to integrate development needs and risks into their second-generation National Biodiversity Strategies and Action Plans (NBSAPs).

The revised NBSAPs are now much more robust to economic and social issues. They have great potential to drive sustainable development. But they need to be put to use. This short guide suggests how countries can now get real value from their NBSAPs by influencing development – mainstreaming² biodiversity into development decisions, opening up opportunities for synergies, and reducing risks.

What will success look like?

Biodiversity will have been successfully mainstreamed into development if development objectives such as poverty reduction, job creation and economic growth are better supported by the conservation, management and sustainable use of biodiversity, particularly if prospects are improved for those groups and sectors that are dependent on biodiversity or vulnerable to its degradation.

² The project uses a definition of mainstreaming which emphasises dual biodiversity and development outcomes. It was developed by the African Leadership Group (ALG) of the previous NBSAPs 2.0 project: *“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.”* (Maun Statement 2013)

This guide finalises a draft trialled over 2015-16 by the original four African countries plus four more in a second phase of the project.³ While the project has focused on Africa, we contend that its lessons are useful globally. Our thanks are due to the country teams, who together make up the African Leadership Group on Biodiversity Mainstreaming.⁴

Purpose and approach

This guide aims to help countries use their revised NBSAPs to influence key national and sectoral development policies and decisions.

It recognises that all countries are different in their development and biodiversity contexts, and are at different starting points in how far biodiversity and development have been reciprocally mainstreamed. Thus a one-size approach to mainstreaming will not be useful. Neither is the idea that a country can finish the task of mainstreaming: it will always be necessary to respond to new information and political debates, to economic conditions, and to the level of institutional maturity.

The aim to influence major development plans and decisions is ambitious and takes time to achieve: there are so many aspects of development that could be targeted. Building on the experience of Botswana, Namibia, Seychelles and Uganda, our recommended strategy is to start by targeting one or two development processes, sectors and/or issues. For example:

- A mainstream planning process such as the five-year national plan or national expenditure review and budget
- A particular sector such as agriculture, tourism, fisheries, health or energy
- A significant development issue such as food security, disaster risk reduction or water security
- A specific major investment.

The choice of development target should be strategic, and you need to map the options. We suggest that the most strategic development targets are those that will engage and energise development stakeholders. They are those that in the near term achieve development and biodiversity gains and in the long run shape more integrated institutions.

³ The current paper reflects the experience of Botswana, Ghana, Malawi, Namibia, Uganda, the Seychelles, Zambia, Zimbabwe and supersedes earlier (August 2015) guidance.

⁴ <http://www.iied.org/mainstreaming-biodiversity-development-africa-leadership-group>

Biodiversity authorities and interest groups do not often have high influence; it is important that you focus your energies and select the development process/sector/issue which will best help the country to make a leap forward in mainstreaming biodiversity across several development needs.

The core of this guide is a **two-part diagnostic** to help determine this strategic focus for mainstreaming biodiversity into development.

Depending on what has already been done in country and what ongoing initiatives can be built upon, we are suggesting two practical options for carrying out the diagnostic exercise:⁵

Option 1 – focus on a cross-sectoral meeting: The diagnostic can be kicked off by organising a meeting involving knowledgeable people from biodiversity, development, (local) government and sector interests. A one-day session should be enough to provide outline answers to many of the questions in Part 1: a draft meeting agenda is suggested in Box 1, on page 4. After the meeting, follow-up research may be needed to validate the workshop's initial answers, add detail, propose a focal development process/sector/issue, and then return the full diagnostic to the group.

Option 2 – focus on a working group (existing or newly-formed): As an alternative, some countries may wish to form a working group involving knowledgeable people from biodiversity, development, (local) government and sector interests to map the development 'landscape' for biodiversity (Part 1) and move on to propose a strategic development process, sector or issue.

Regardless of the option chosen, the scope of development processes and issues is large. The questions in Part 1 will help the country to get a complete baseline of development processes, sectors and issues, and not to stick to the 'usual suspects'. Ideally all of them should be explored. As this could be a daunting task, the most essential questions are **highlighted in bold**.

⁵ Apart from these two options, there could be other ways to get answers to Part 1 and Part 2. This is all in the spirit of mainstreaming – working with what progress has already been made!

Box 1: Suggested agenda for one-day workshop

Welcome and purpose of meeting – to scope development processes/sector/ issues for which biodiversity mainstreaming is a priority

Scoping answers to Part 1 questions on:

1. Development-biodiversity links
2. Development policy and planning processes
3. Development debate
4. Development implementation and financing
5. The stakeholders and their capacities
6. Mainstreaming efforts to date

Prioritisation (see Part 2)

1. Apply seven criteria to select the priority focal development process/sector/ issue
2. Consider the capacity requirements to drive biodiversity mainstreaming

Agreeing next steps:

- Follow-up research to answer some questions in more detail (if needed)
- Write up the results of the meeting

Part 1 – Scoping: mapping the development ‘landscape’ for biodiversity



Questions to ask: The idea is to get a picture of recent and current development debate, policy, plans and activities, to identify where there are the biggest needs for mainstreaming biodiversity, and the opportunities for doing so.

Timeframe: Looking back over the last three to five years may be an adequate timeframe. In terms of looking forward, the time frame could be when the current national development plan will finish, or for shaping upcoming major plans such as for the Sustainable Development Goals (SDGs).

Politics of development: Markets, foreign relations, the dynamics of the informal economy and civil society, as well as party politics, should not be ignored. They tend to be as significant as formal policy and plans in determining how biodiversity is used, and so they should be addressed where possible. However, some questions around particular stakeholders’ interests and political economy may be sensitive to address in a cross-sectoral context, and so meetings with single sectors might first be used.

In the following checklist, **the essential questions are highlighted in bold**. However, other questions can prove to be important, and if stakeholders have ready information on them, this information should be discussed. You may need to return to some of these questions once the focal process/sector/issue is decided, to build a more detailed picture of the relevant part of the ‘development landscape’ for biodiversity.

1 Development-biodiversity links

Dependence of development on biodiversity

What sectors, enterprises or stakeholder groups depend most on what aspects of biodiversity, and for what benefits? Income, livelihood and other benefits, for example? Is good information available about this dependence in scientific, social, spatial and economic terms?

Vulnerability of development to biodiversity problems

What sectors, enterprises or stakeholder groups are vulnerable to biodiversity problems and what major problems have they suffered in recent years? Is good information available in scientific, social, spatial and economic terms?

Biodiversity dynamics

Where is development degrading biodiversity? What ecosystems, sectors and localities?

Where is biodiversity being restored and better protected? Do we know how this is correlated to mainstream development indicators such as revenue and employment?

New potentials of biodiversity

Where are stakeholders giving greater attention to biodiversity, and for what purposes? Economic diversification, job creation, for instance?

2 Development policy and planning processes

Core development processes addressing biodiversity

How do the national development plan, sector plans, and/or local plans address biodiversity priorities and constraints? Is biodiversity treated as an independent 'sector', or integrated into other sectors? Is it subsumed under 'environment' more generally?

Are there opportunities to influence the review, revision or drafting of a new plan?

Traditional and cultural institutions

Where have indigenous peoples', chiefs' and traditional land management systems been effective in connecting environment and development issues? How do they complement or substitute for the compartmentalised departments often imposed by western models, and where are there clashes? Which present entry points for biodiversity mainstreaming?

3 Development implementation and financing

Business models and development control processes

Are there particular sectors, enterprises or instruments that routinely fail to incorporate biodiversity interests in their planning and activities? Conversely, **which pioneers do integrate biodiversity and why?**

Government expenditure

How much of the current government investment/recurrent budget is directed towards biodiversity and for what purposes? Are development purposes evoked, or is it all about conservation? What biodiversity issues are addressed by government budget coding, expenditure control and review? Are there opportunities to influence how government finance addresses biodiversity?

Fiscal policy and procedures

What government revenue is directly dependent on the status of biodiversity? Forest and wildlife fees, for example?

What fiscal incentives and disincentives are there to conserve biodiversity, especially in mainstream sectors such as agriculture and water?

Investment in biodiversity, foreign and domestic

Who is investing directly in conserving and managing biodiversity and why?
What planned investment threatens biodiversity, where and how? What currently planned or expected investment eg in agriculture or tourism could support biodiversity if incentives were changed?

4 Stakeholders in mainstreaming and their capacities⁶

Protagonists supporting positive biodiversity-development links

Who have been champions in seeking positive outcomes? Cover (local) government, business (formal and informal, large and small), investors (domestic and foreign), civil society (developmental and environmental), traditional and cultural systems, knowledge bodies (academic, professional, traditional). What are their interests in biodiversity and their sources of influence – political, financial, positional, knowledge, etc?

Antagonists

As above, but **who have undermined desirable biodiversity-development outcomes?** What **interests** do they have that harm biodiversity; and what are their sources of **influence** – political, financial, positional, knowledge, etc?

Effective 'bridges' linking biodiversity and development interests

Which partnerships, alliances, institutions or processes have brought biodiversity and development stakeholders together? Which development issues do they focus on?

⁶ A preliminary scoping of these stakeholder issues will help to identify who to include in the workshop/working group.

5 Development debate

Debate and 'policy space' that could help to mainstream biodiversity

What are the best fora for discussing biodiversity-development links? What policy debates and innovations are taking place, or will soon take place, that could have positive implications for biodiversity? For example, national plans to achieve the sustainable development goals (SDGs), decentralisation of resource rights and control, green economy/growth and low-carbon development?

Debate and 'policy space' that could threaten biodiversity

What current policy or business debates and plans could lead to potentially harmful decisions for biodiversity? Debates or plans relating to major land, infrastructure and technology investments, for example?

Biodiversity values of different development stakeholders

Do any businesses, civil society groups and development authorities express particularly strong biodiversity values? How do they do this (in economic or non-economic terms, for instance)?

Public commentary on biodiversity in development

How have media and civil society opinions on biodiversity in development evolved? For what issues, why, and by whom?

6 Mainstreaming efforts to date

Mainstreaming initiatives

What recent, current or planned efforts are there to mainstream biodiversity, environment or climate change into development plans and activity? What lessons are there from other sectors — successful mainstreaming of HIV or gender, for example.

Results of 'reciprocal mainstreaming' to date

What development priorities or constraints are already reflected in the NBSAP and other (sectoral, local) biodiversity plans? Do they match with national development plan priorities?

Use of biodiversity safeguards and related procedures

What biodiversity issues, innovations and conditionalities have arisen from Environmental Impact Assessments (EIAs)?

Development information available on biodiversity

How is biodiversity captured in development metrics, monitoring and accounting — in natural capital accounting (NCA), for instance? Does this information enable biodiversity to be treated as a development asset and as having wider societal value?

Communications approaches

What means are proving effective in conveying biodiversity information to development actors at different levels?

Part 2 – Focusing: targeting priority development processes or issues

Answers to Part 1 will produce a long-list 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 a number of criteria to the Part 1 answers. Secondly, considering the capacity available to mainstream biodiversity can help determine the scope of the work and make sure that it contributes to building integrated institutions.

Prioritisation criteria – seven criteria are suggested to select priority development processes, sectors or issues for biodiversity mainstreaming, though you may want to adjust or add to these. Two options are suggested for carrying out the selection: either using the criteria as a seven-part agenda and discussing which of the issues that have come up best meet each criterion, or taking four to five of the issues as an agenda, and then applying the criteria to each issue in turn.

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 likely outcomes* – affects prospects for many groups and many ecosystems eg farming
4. *Tractable* – many organisations are ready to handle it and 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’ will build on progress to date and unleash more

A worksheet is presented in Table 1 on page 12 to help organise the analysis in Part 1 and Part 2.

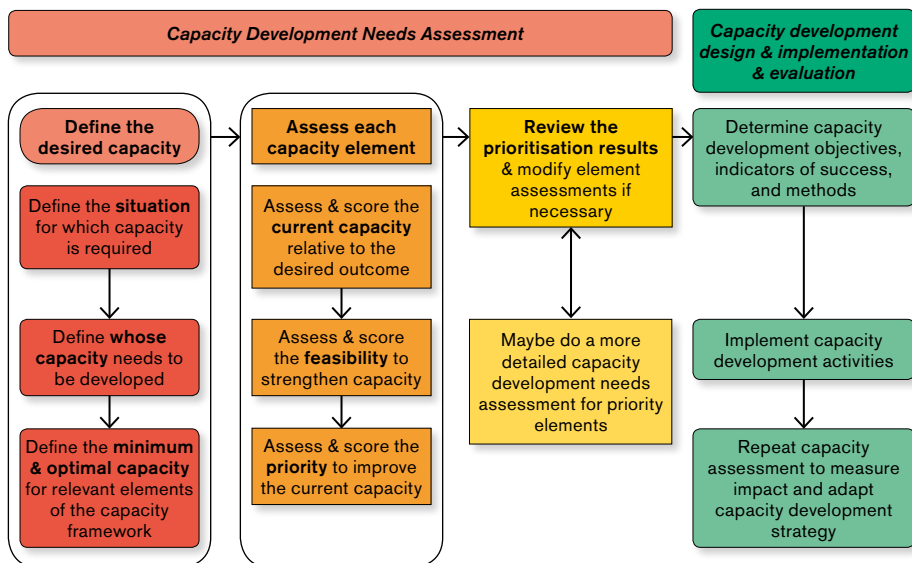
The results should help to identify where there is *demand and energy* for biodiversity mainstreaming in the development arena – in contrast to mainstreaming in the past which has often been an ‘uphill battle’ against more powerful interests.

Assessing capacities to mainstream biodiversity and development

Which biodiversity and development institutions, and 'bridges' as above, will be needed to drive mainstreaming for the selected development process, sector or issue? Do they have adequate capacity? How can any capacity gap be filled?

Capacity development needs, assessment, design and implementation can be conceptualised as in the figure below. This illustrates the UNEP-WCMC Capacity Development Assessment Tool (CDAT), which can be used to assess the current capacity to achieve a desired mainstreaming objective at individual, institutional and network scales. The CDAT is a suite of Excel workbooks that help the user to understand and prioritise capacity development needs for a task, project or programme. It covers a comprehensive range of capacity factors and the user can select the most relevant factors to include in the assessment.

The tool and user guidelines are available at: wcmc.io/commodities



Overview of the capacity development process. The UNEP-WCMC Capacity Development Assessment Tool (CDAT) can be used to complete the first stage, the assessment of needs, through the definition of desired capacity, the assessment of current capacity, and the review of priorities for capacity development, feeding into the subsequent stages of capacity development design, implementation and evaluation (Banham et al. 2016 UNEP-WCMC Capacity Development Assessment Tool: User Guidelines, version 3.0. UNEP-WCMC, Cambridge, UK)

Presenting the results of the diagnostic

Following the tasks at Part 1 and Part 2, the project team may summarise the results by presenting:

- A description of the overall development ‘landscape’ from a biodiversity point of view (results of Part 1)
- A description of the selected development process, sector or issue – for example, the national development plan review, agriculture sector strategy formulation, public expenditure review, REDD strategy, tourism investment code - and why it is chosen (results of Part 2)
- The entry point to begin mainstreaming – influencing a national development plan, for example, or sector policy review working group or drafting group, informing a parliamentary committee, synthesising evidence...
- Capacity needs and capacity building activities
- The expected outcome – for example, an improved development plan, budget, information source, capacity...
- The anticipated impact – hoped-for top-line improvements in biodiversity and developmental terms.

Further guidance

Having scoped the development landscape, biodiversity mainstreaming to date, and the priority development target, the next step is to prepare the mainstreaming strategy to address that target. Full guidance is given in:

IIED and UNEP-WCMC (2015) Mainstreaming biodiversity and development. Tips and tasks from African experience. IIED, London. <http://pubs.iied.org/14650IIED>

For more information and materials: www.iied.org/nbsaps

Example worksheet for analysing the development landscape

MAINSTREAMING ISSUE	1. MAIN POINTS from discussion	2. FOLLOW-UP info/discussion needed	3. Responsibility
1. Development-biodiversity links			
<i>Dependence of development on biodiversity</i>	Answer =		
<i>Vulnerability of development to biodiversity problems</i>	A =		
<i>Development implication of changes in biodiversity</i>	A =		
<i>Biodiversity dynamics</i>	A =		
<i>New potentials of biodiversity</i>	A =		
2. Development policy and planning processes			
<i>Core development and processes that address biodiversity</i>	A =		
<i>Traditional and cultural institutions</i>	A =		
3. Development debate			
<i>Progressive 'policy space' for mainstreaming biodiversity</i>	A =		
<i>Challenging 'policy space' that could threaten biodiversity</i>	A =		
<i>Biodiversity values of different development stakeholders</i>	A =		
<i>Media and civil society commentary on biodiversity in development</i>	A =		
4. Development implementation and financing			
<i>Business models and development control processes</i>	A =		
<i>Government expenditure</i>	A =		
<i>Fiscal policy and procedures</i>	A =		
<i>Investment in biodiversity, foreign and domestic</i>	A =		
5. The stakeholders and their capacities			
<i>Protagonists supporting positive BD-development links</i>	A =		
<i>Antagonists not supporting positive BD-development interests</i>	A =		
<i>Effective bridges linking biodiversity and development interests</i>	A =		
6. Mainstreaming efforts to date			
<i>Mainstreaming initiatives</i>	A =		
<i>Results of reciprocal mainstreaming BD-development to date</i>	A =		
<i>Use of BD safeguards and related procedures</i>	A =		
<i>Development information available on biodiversity</i>	A =		
<i>Communication approaches</i>	A =		

4. AGREEMENT ON PRIORITISATION CRITERIA for selecting focal development process/sector/issue		Criterion 1...
		Criterion n
	5. SHORT-LIST from above	6. APPLYING prioritisation criteria
	Process/sector/issue 1	Criterion 1
		...
	Process/sector/issue 2	Criterion 1
		...
	Process/sector/issue 3	Criterion 1
		...
		Criterion n

IIED and UNEP-WCMC (2016) Mainstreaming biodiversity: a guide to selecting strategic development targets. IIED, London

The Aichi targets and 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 made. Yet development and biodiversity institutions still work separately from one another.

This guide addresses how to mainstream biodiversity into development. It is aimed at biodiversity authorities and interest groups needing to select the most strategic development targets for biodiversity mainstreaming – to produce high gains for biodiversity as well as development, reduce any negative impacts, and accelerate the process of institutional integration. The guide describes how this can be done, based on the experience of Botswana, Ghana, Malawi, Namibia, Seychelles, Zambia and Zimbabwe.

For more information: www.iied.org/nbsaps

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