

# Mainstreaming biodiversity and development

Tips and tasks from African experience



Do you want to mainstream biodiversity concerns into development policy and planning? Are you involved in national or sectoral development planning and want to highlight how biodiversity contributes to economic and social development, and define ways to improve this?

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

In either case, this guidance is for you. It aims to help people to:

- Make better use of the NBSAP revision opportunity
- Understand the mainstreaming process – biodiversity into development and development into biodiversity – and find out more about helpful tools and approaches
- Acquire the ability and skills to select, assemble, analyse and present compelling evidence on the links between biodiversity and national development priorities
- Develop a communication strategy.

## What does the guide cover?

Biodiversity mainstreaming has many starting points depending on the national context. Consequently this guide is not intended to be a blueprint or a set of sequential steps, but instead provides an overview of mainstreaming and the tasks associated with it, covering:

- Embedding development priorities in NBSAPs — section 2
- Using the NBSAP as an instrument to embed biodiversity priorities into national development policy and planning — section 3
- Creating long-term system change through implementation — section 4
- Undertaking essential activities throughout the mainstreaming process — section 5.

## How was the guide produced?

The basis of this guidance is the combined experience of the African Leadership Group (ALG) of the NBSAPs 2.0. Mainstreaming Biodiversity and Development project, facilitated by IIED and UNEP-WCMC and led by Steve Bass. It has been written by the project implementing partners including Dilys Roe, Steve Bass and Rosalind Goodrich from IIED, Abisha Mapendembe and John Tayleur from UNEP-WCMC, and consultant Julie Thomas.

We would also like to thank those who have been involved in reviewing the guidance and in particular Alex Forbes (UNDP-UNEP PEI), Nadine Saad and Arnaud Comolet (CBD), from the project's advisory committee.

The NBSAPs 2.0 project has developed materials and tools that can help you with mainstreaming, which can be found at: [www.iied.org/nbsaps](http://www.iied.org/nbsaps)

We are always interested in feedback and welcome comments and examples of other approaches that you have found to be successful. Please send your contributions to: Dilys Roe: [dilys.roe@iied.org](mailto:dilys.roe@iied.org) or John Tayleur: [John.Tayleur@unep-wcmc.org](mailto:John.Tayleur@unep-wcmc.org)

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## African Leadership Group

The African Leadership Group (ALG) is a fluid body whose membership changes over time in reflection of individuals' changing roles. It includes government representatives (typically government staff who are leading the NBSAP revision and technical experts in mainstreaming) from the four NBSAPs 2.0 project countries (Botswana, Namibia, Seychelles and Uganda). It also includes independent members from across Africa who offer relevant mainstreaming expertise and experience. 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 the three years (2012 – 2015) of the NBSAPs 2.0 project it has included:

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Many thanks to the ALG for their contributions to this guidance and their openness in sharing their experiences of biodiversity mainstreaming.

# 1. Biodiversity mainstreaming

*“Biodiversity is important to economic development. Biodiversity conservation should be a driver of poverty reduction and contribute to national growth. 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 (MET), Namibia

## What is biodiversity mainstreaming?

Biodiversity mainstreaming is more than applying ‘safeguards’ to ensure development processes do no harm to biodiversity; it is principally about recognising the potential of biodiversity to achieve desirable development outcomes. It is a complex, long-term, iterative process that entails integrating biodiversity concerns into national, local and sector plans, policies and budgets and then supporting their implementation. It involves working with a range of stakeholders – government, private sector, civil society organisations (CSOs), non-governmental organisations (NGOs), politicians, general public, communities, media and academia – to create changes in values, attitudes, knowledge, policy, procedures and behaviours towards biodiversity. It is as much a political issue, requiring a process of institutional change, as it is a technical one.

The African Leadership Group (ALG) of the NBSAPs 2.0 project has developed a definition of 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.”*

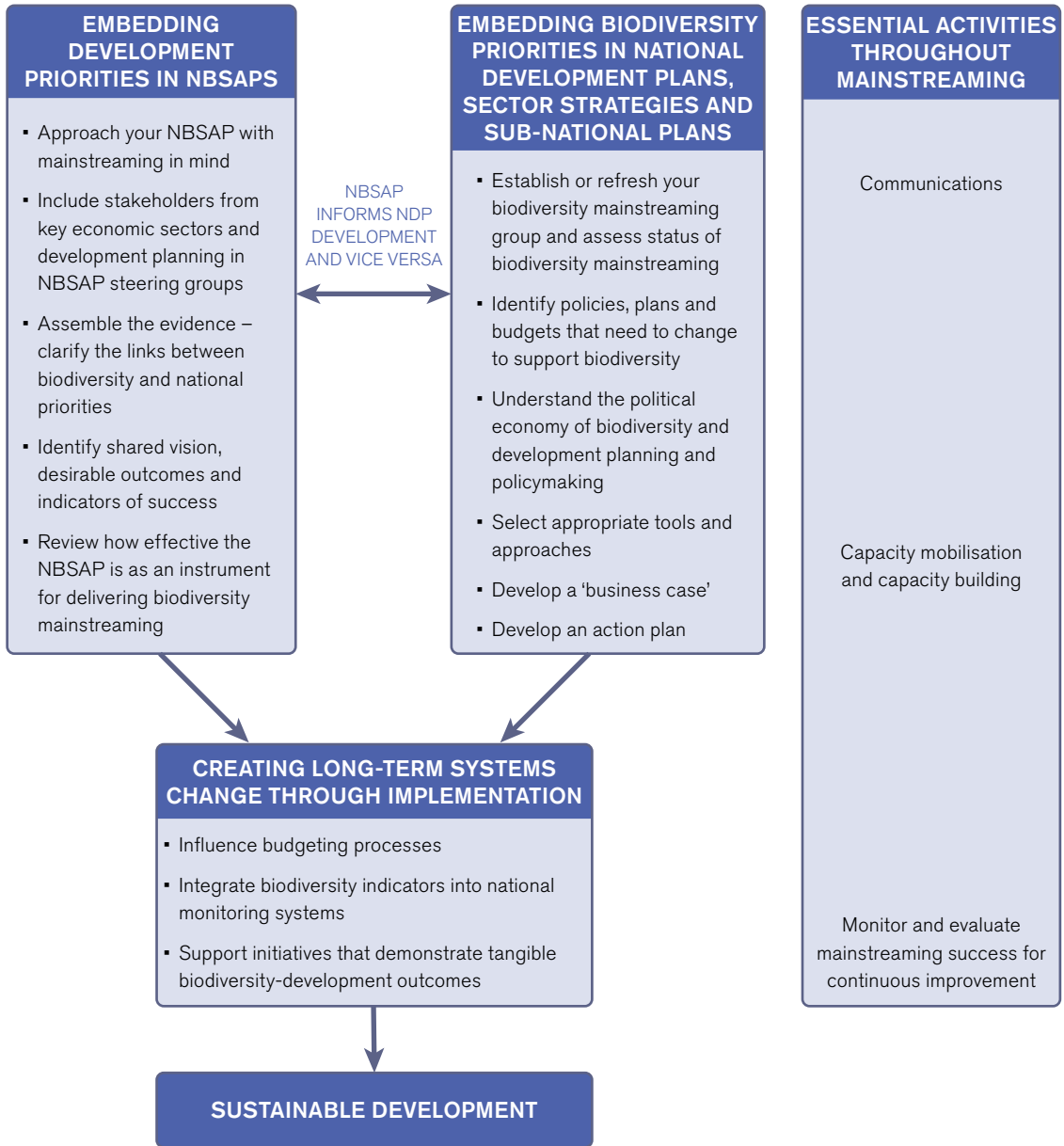
Maun Statement 2013

This guidance builds upon this definition and recognises that biodiversity mainstreaming is not just a one-way push for getting biodiversity concerns into development policy, but also involves incorporating development priorities into biodiversity strategies – an approach we term **reciprocal biodiversity mainstreaming**. This approach is based on the premise that biodiversity and development are interdependent; their challenges and solutions are linked, and so achieving both sustainably requires integration in both directions. In the long term, biodiversity will be critical to achieving development objectives, just as economic development and poverty reduction will be critical to achieving biodiversity goals.

## The elements of reciprocal biodiversity mainstreaming

The process of reciprocal biodiversity mainstreaming involves a number of iterative elements and tasks (Figure 1). The order in which you undertake these elements depends on the national or sectoral context. At any one time the mainstreaming opportunity is likely to be in one direction. For example, when revising your 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. Communication, capacity building and regular monitoring and evaluation will ensure that the process remains adaptive and relevant.

Figure 1. The elements of reciprocal biodiversity mainstreaming



## 2. Embedding development priorities in NBSAPs

If you are beginning the revision of your NBSAP, the following tasks will help you embed development priorities. If your revised NBSAP is already in place and you are keen to start using it to influence development policy, then section 3 may be a more appropriate place to start.

### Approach your NBSAP with mainstreaming in mind

Those responsible for developing or revising an NBSAP should recognise from the outset that both development/revision of the NBSAP and its implementation offer opportunities for mainstreaming. Responsibility for these tasks can be with an individual or a group and most often sits within an environmental ministry. 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 that is open to different stakeholders and their viewpoints. 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 CBD<sup>1</sup> and other global commitments, it may also be driven by the chance to capitalise on unexpected opportunities, such as political change, or as a positive reaction to unexpected events such as natural disasters.

Early on in the revision process, it is useful to carry out an analysis of what mainstreaming progress has been made to date, taking stock of current and past initiatives and identifying potential stakeholders who now need to be involved. The NBSAPs 2.0 project has developed a rapid diagnostic tool, which can help with this. This analysis can be used to inform the stocktaking, assessment and stakeholder engagement tasks of revision, and more broadly to review progress in policy change.

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

<sup>1</sup> CBD COP 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.

## 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 establishing four thematic working groups (TWGs), and 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 TWG, The CBD National Focal Point (NFP) oversaw the revision process and tasked each TWG 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 NDP. The NFP gave a clear terms of reference to the TWGs to do this and the TWGs reviewed and refined these. The final terms of reference included a set of guiding principles asking that the revised NBSAP should:

- Highlight and maintain the contribution of biodiversity and ecosystem services to human wellbeing, poverty eradication and national development
- 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.

## LESSONS AND TIPS

Thematic groups that bridge biodiversity and development and contain many types of stakeholder, can help to understand and articulate better the links to other sectors and national development goals.

Terms of reference and guiding principles for NBSAP revision should ask that the links between biodiversity and national, local and sector development, and specifically development policies and plans, are identified and targets agreed to address them.

## RESOURCES

IIED and UNEP-WCMC (2012) A rapid diagnostic tool: Biodiversity mainstreaming – integrating biodiversity, development and poverty reduction: [pubs.iied.org/G03694](https://pubs.iied.org/G03694)

The Aichi targets: CBD strategic plan for biodiversity 2011-2020: [www.cbd.int/sp/targets/](http://www.cbd.int/sp/targets/)



## Include stakeholders from key economic sectors and development planning

Typically, a steering committee and thematic working group will be established to oversee the NBSAP revision 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. But it must also include biodiversity-linked economic sectors and development planning. 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 really has a stake in NBSAP outcomes (see section 3, page 24). 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.

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, Uganda 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 already 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 later in this section, page 9 and section 3, page 19). 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 plans and many development initiatives. This was true in Uganda where an economist from the Ministry of Finance, Planning and Economic Development became a champion, contributing to the adoption of biodiversity targets in the national development plan (NDP) and increased financial resources for the environment sector over the NDP's five-year period.

### Engaging development partners – 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 will be 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.

## LESSONS AND TIPS

Multi-stakeholder representation on your NBSAP steering committee helps to:

- Develop a shared understanding between biodiversity and development actors of how these areas can be relevant to each other, and the contribution each can make to the other's goals
- Build ownership of the NBSAP, responsibility for implementation, and mobilisation of resources beyond the biodiversity sector
- Develop potential champions who will be able to support the process of mainstreaming biodiversity concerns into NDPs.

Preparing or revising an NBSAP is frequently outsourced to a consultant. This approach can too easily miss the opportunity for building cross-sectoral relationships and ownership of both the product and the process.

People from key sectors and finance and planning ministries need to be identified as potential champions and engaged in NBSAP revision eg alerting them to the nomination process or presenting a compelling case for their involvement to their manager.

Individual champions are a valuable asset, but they come and go through natural turnover, so make sure that institutional capacity is also developed to understand and address biodiversity issues.

## RESOURCES

Incorporating biodiversity and ecosystem services values into NBSAPs (IEEP & UNEP-WCMC) provides case studies of good practice for engaging with stakeholders.

[www.ieep.eu/work-areas/biodiversity/2013/06/guidance-and-annex-incorporating-biodiversity-and-ecosystem-service-values-into-national](http://www.ieep.eu/work-areas/biodiversity/2013/06/guidance-and-annex-incorporating-biodiversity-and-ecosystem-service-values-into-national)

## Assemble the evidence

This section presents examples of the different types of information and evidence you could collate to show the links between biodiversity and development.

### Clarify the links between biodiversity, economy, livelihoods and society at the national level

Many stakeholders will be unaware or unconvinced by how biodiversity can support development goals. Evidence of the links may help to:

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

Gathering evidence on the importance of biodiversity will involve both interpreting existing data in new ways eg why catchments matter for sustainable water supply, and may involve collecting and analysing new data eg the dependence of poor households on biodiversity for income, subsistence and health. Useful data comes from both biodiversity and development sources, and includes:

- State of environment reports
- Poverty status reports
- National or sectoral development plans
- National statistics office, which may have data on the contribution of different sectors to GDP, employment and foreign exchange earnings
- National census and demographics
- Participatory poverty assessments, which are often carried out to inform the development of Poverty Reduction Strategy Papers (PRSPs) and NDPs. They will provide an overview of key issues that affect the poor, from the perspective of poor and marginalised people
- Strategic and environmental impact assessments
- Environmental economic valuations, which may be available if programmes such as the Millennium Ecosystem Assessment, The Economics of Ecosystems and Biodiversity (TEEB), Wealth Accounting and the Valuation of Ecosystems (WAVES) have operated in your country
- Natural capital accounts
- Individual knowledge of national and local stakeholders, eg government officials, academics, private sector actors, civil society, indigenous groups and local communities. This can be gained through either informal discussions or consultations
- Reports from programmes that are 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.

Frame your arguments around what types of information key stakeholders tell you they need when making decisions. Use headline-grabbing and robust statistics, including facts, figures and real life stories. For example:

*“The economic value of forests to rural people in Uganda is about US\$4.01 billion. Of this, 28 per cent comes from sales of forest products such as fuelwood, building materials, forest foods, fibre, medicines and timber; and 72 per cent is generated from forest products used and consumed at home.” (FAO, 2013).*

Remember, there are many other non-economic values of biodiversity (eg cultural, spiritual, emotional and wellbeing) that you can bring into your argument, depending on the audience that you are targeting.

If you find there are gaps in the information you need, 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.

### **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 was estimated to have 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. National parks are promoted as ‘engines of growth’ in rural areas.

In 2012 Namibia’s conservancies employed around 900 people permanently and 3,500 on a temporary basis. In 2011, over N\$50 million (approximately US\$ 4.2 million) was generated by conservancies, mainly through trophy hunting, accommodation, and the harvesting and sale of natural resource products and crafts.

### **LESSONS AND TIPS**

Thorough research and well-presented evidence that is relevant to national and local developmental priorities gets the attention of decision makers.

Communicating the importance of ecosystem services to decision makers is often easier and more relevant than focusing on the importance of individual species.

The word ‘biodiversity’ is a complex, scientific term, which may be difficult for policymakers to grasp. To make your case clearly, consider using familiar language about ‘nature’, ‘forests’ and ‘wildlife’.

### **RESOURCES**

IIED and UNEP-WCMC (2012) Developing a ‘business case’ for biodiversity: Tips and tasks for influencing government and the private sector: [pubs.iied.org/14627IIED](http://pubs.iied.org/14627IIED)

## Clarify the links between biodiversity, economy, livelihoods and society in and between sectors

Biodiversity is intimately linked to sectors such as agriculture, forestry, water and sanitation, industrial development, health, trade, transport, energy, education and tourism. 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.

### Mainstreaming biodiversity and nutrition

In Brazil making 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](http://www.iied.org/camila-oliveira-nbsaps-revision-brazil)

### LESSONS AND TIPS

Understand what the non-biodiversity sector and ministry priorities are in order to shape your messaging in a sympathetic way.

Ask the representatives from these sectors how they prefer information to be presented to them. If possible work with them to develop your messaging. If this is not an option, then test out your messaging with them to see if it resonates with their interests.

Measure and value as far as possible the contribution of biodiversity to key sectors and from this develop economic indicators that those sectors can use.

### RESOURCES

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/resources](http://www.biodiversityfinance.net/resources)

## 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. Other mainstreaming initiatives could include climate change and drylands and poverty-environment links, and these may present an opportunity for biodiversity mainstreaming. Actors in these 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 other issues being mainstreamed.

### 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 Multilateral Environmental Agreements (MEAs) that they were a signatory to
- Present a unified approach and message to other ministries.

In response to this, in 2014 a Division of Multilateral Environmental Agreements was established 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
- Establishing a formal coordination mechanism that brings the national CBD focal point together with the coordinators/focal points of the other 'Rio' conventions.

## LESSONS AND TIPS

The environment sector is congested: everyone is trying to demonstrate that their area is more important than anyone else's. The sector should work together to build an alliance around a common approach and message.

Time and resources are needed to establish coordination mechanisms between MEAs, but with the following 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 ministry of environment's strategies, message and external image
- To show that 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 MEA national focal points, and relevant ministerial departments and agencies, as part of a wider strategy to promote mainstreaming.

## RESOURCES

UNEP Sourcebook of opportunities for enhancing cooperation among the biodiversity-related conventions (forthcoming) includes a chapter on how NBSAP revision can help achieve greater coherence and synergies between the biodiversity-related conventions at national and regional levels: [nationalmeasynergies.wordpress.com/the-sourcebook/](http://nationalmeasynergies.wordpress.com/the-sourcebook/)

Synergies success stories: Enhancing cooperation and coordination among the Basel, Rotterdam and Stockholm conventions (UNEP 2011) provides examples of how others have promoted collaboration between conventions: [sustainabledevelopment.un.org/index.php?page=view&type=400&nr=40&menu=850](http://sustainabledevelopment.un.org/index.php?page=view&type=400&nr=40&menu=850)

## Assess key opportunities and risks for biodiversity

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. You should ask stakeholders to identify the:

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

## 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 and in particular women, landless and the rural poor. It also demonstrates how biodiversity underpins some of the country's most important economic activities (eg fishing, tourism, livestock, agriculture, forestry, energy).

The strategy also discusses which current 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 NDP 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.

## LESSONS AND TIPS

Provide decision makers with estimates of the benefits provided by ecosystem services to human wellbeing and the economy eg through ecosystem accounting. This can help them understand both the opportunities and risks of investing or not investing in biodiversity.



## Identify a shared vision, desirable outcomes and indicators of success

The next step with key stakeholders is to develop a shared vision with clear targets and outcomes for the mainstreaming elements of the NBSAP.

Mainstreaming can result in a spectrum of outcomes that:

- Bridge social, economic and biodiversity spheres
- Can be at the policy level (upstream)
- Can be at the implementation level (downstream).

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

Figure 2. Upstream and downstream outcomes of reciprocal biodiversity mainstreaming



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

At the NBSAPs 2.0 project 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 to many other stakeholders (Box 1).

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

#### **From a biodiversity perspective:**

- Government policy and the general public demonstrate 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
- 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
- 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
- Investments in biodiversity and ecosystem management lead to reduced costs for crisis management during natural disasters.

**Source:** Windhoek Statement, July 2014: Achieving success in biodiversity mainstreaming

You need to assess whether outcomes are being achieved using specific, measurable, attainable, relevant and time bound (SMART) indicators. 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.

## 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 multiyear budget. Following national programmes such as Biodiversity for Food and Nutrition, awareness of biodiversity's importance to broader development issues was growing. However, 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 and 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 of them being asked to identify and align what they were already doing to address biodiversity issues and also what was already funded. The Ministry of Planning played an important role in this process, helping to broker relationships and encourage buy-in from other ministries. Work is underway to take a similarly collaborative approach to identify outcomes and indicators for measuring progress.

## LESSONS AND TIPS

Many decision makers perceive that the environment sector acts as a barrier to development. Defining success along the lines of social and economic success – not just environmental or biodiversity success – and providing compelling facts and figures can help to change this perception.

When defining success, don't just think about biodiversity outcomes and indicators. Understand what success looks like for partner ministries and develop outcomes and indicators that link with their targets.

## RESOURCES

Windhoek Statement, July 2014: Achieving success in biodiversity mainstreaming: [pubs.iied.org/G03840](https://pubs.iied.org/G03840)

## Review how effective the NBSAP is as an instrument for delivering biodiversity mainstreaming

Once the NBSAP has been drafted, it is useful to take a 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 right people were involved in its creation
- 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 on whether further work is needed.

### Peer reviewing Namibia's draft revised NBSAP

Participants at the NBSAPs 2.0 project workshop in 2013 in Entebbe, Uganda, reviewed Namibia's draft revised NBSAP. They provided constructive feedback to highlight both the strengths of the draft and also areas for improvement, based on observation and shared experiences. The Namibian team found this to be a very helpful process, motivating them to press forward with the NBSAP revision while also strengthening the poverty / gender connections.

### LESSONS AND TIPS

Conducting an independent peer review has added advantages:

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

Consider including peer reviews at the beginning, middle and end of the revision process to allow time for adaptation along the way.

Contextualise global objectives and targets to have national circumstances captured and reflected within the NBSAP formulation/revision process.

### RESOURCES

IIED and UNEP-WCMC (2015) Putting biodiversity at the centre of development. A checklist for reviewing the mainstreaming potential of a country's NBSAP: [pubs.iied.org/17572IIED](https://pubs.iied.org/17572IIED)

The NBSAPs Forum has also produced a framework for peer reviewing NBSAPs across all relevant themes and processes – beyond mainstreaming: [nbsapforum.net/#read-resource/725](https://nbsapforum.net/#read-resource/725)

### 3. Embedding biodiversity priorities in national development plans, sector strategies and sub-national 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

Your NBSAP can be a powerful tool with which to mainstream biodiversity concerns into national development planning.

#### Establish or refresh your biodiversity mainstreaming group and assess status of biodiversity mainstreaming

Through the NBSAP revision process you will have begun to develop relationships with stakeholders. To maintain and build on this, you may want to:

- Set up a specific biodiversity mainstreaming group
- Continue cross-sectoral working groups set up during the NBSAP revision, and perhaps extend their mandate.

Uganda’s ‘Working Group on biodiversity for development wealth creation and social-economic transformation’ that was established to contribute to the NBSAP revision process is continuing with a new mandate now that the NBSAP has been approved. Its focus is now to spearhead mainstreaming biodiversity into national development frameworks, including the monitoring and budget for Uganda’s NDP (2015/16-2019/20).

Consider carefully which institution this group sits in; there is an advantage to be gained from positioning it within ministries responsible for NDPs eg finance or planning, rather than the Ministry of Environment.

The group should assess 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. Again the NBSAPs 2.0 project’s rapid diagnostic tool can help with this.

## Uganda – closer cross-government working contributes to greater understanding of biodiversity

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 NDP (2015/16 – 2019/20). This will provide the basis of around US\$ 6.2 billion (approximately US\$ 2,500,000) 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 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 the Uganda NBSAP.

## LESSONS AND TIPS

Experience from the UNDP-UNEP Poverty Environment Initiative (PEI) found that housing a mainstreaming team within the Ministry of Finance or Planning, is generally faster or more effective in achieving desired outcomes than housing the team in the Ministry of Environment.

Writing up the results of the analysis as a summary paper, short policy brief, bullet points or graphics can provide a basis for discussion and validation with stakeholders and for assessing and debating priorities.

## RESOURCES

IIED and UNEP-WCMC (2012) A rapid diagnostic tool: Biodiversity mainstreaming – integrating biodiversity, development and poverty reduction: [pubs.iied.org/G03694](https://pubs.iied.org/G03694)

## Identify policies, plans and budgets that need to change to support 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. It may require targeting:

- A particular production sector eg agriculture, forestry or mining
- A specific development challenge eg food security or climate change adaptation
- Broader economic development or poverty reduction strategy
- The process of planning to achieve Sustainable Development Goals (SDGs).

Table 1. Entry points for mainstreaming at different levels

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

Source: Adapted from PEI (2009)

### LESSONS AND TIPS

Identifying and analysing relevant policy documents is a useful starting point but is unlikely to provide a good enough basis for reviewing how well biodiversity issues are being addressed in development decisions and vice versa. The choice is very often quite political. Try face-to-face discussions with a wide range of stakeholders.

Consider conducting a policy/legal preparedness review to identify policies that need changing and existing implementation frameworks that can be built upon.

### RESOURCES

The UNDP-UNEP PEI has a wealth of guidance material and case studies on environmental mainstreaming into government policy, plans and budgets: [www.unpei.org/pei-pep-publications](http://www.unpei.org/pei-pep-publications)

The NBSAP Forum has a thematic page on policy and legislation and lists key resources: [nbsapforum.net/#categories/293](http://nbsapforum.net/#categories/293)

# Understand the political economy of biodiversity and development planning and policymaking

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.

## Understand planning and budgeting processes and institutional arrangements

Once you have identified specific policy, plan and budget targets it is important to understand the planning processes and cycles for each target. You need to understand:

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

NDPs, for example, are usually revised on a five-year cycle and there would be little point in seeking to influence the plan, however good your biodiversity evidence is, if it has just been finalised. You should also identify when reviews are planned and understand the governance mechanism. For example, you should have an understanding of the:

- Role of sectoral or thematic working groups
- Role of parliamentarians (and processes they have for consulting with their constituents)
- Type and nature of consultation processes involved
- Influence of key, powerful individuals in all 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, 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.



## 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 also begun and provides 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 also sets out a series of outcome indicators, including several for environmental sustainability, which includes biodiversity, providing an opportunity for indicators in the NBSAP to inform Vision 2041.

## LESSONS AND TIPS

Map out the policy processes that are already underway. From this, identify pressure points and seek to influence processes that can assist you.

Mainstreaming biodiversity into the policy, planning, decision making or management processes in another sector requires an intimate understanding of the policy and institutional context in that sector. This can be developed only through substantial contact and careful listening (SANBI 2014).

A thorough understanding of the national development landscape ensures that biodiversity mainstreaming interventions build on existing planning processes and budget cycles, rather than creating additional burdens and institutions and the national treasury.

Look for opportunities to be involved in policy consultations and drafting and task force committees. Make sure you have commitment from senior managers for your involvement in these processes.

## RESOURCES

Mainstreaming climate and environment for poverty reduction and sustainable development (forthcoming in 2015 from UNEP-UNDP PEI), provides a good overview of the poverty-environment mainstreaming pathways into policy, planning and budget processes: [www.unpei.org/pei-pep-publications](http://www.unpei.org/pei-pep-publications)

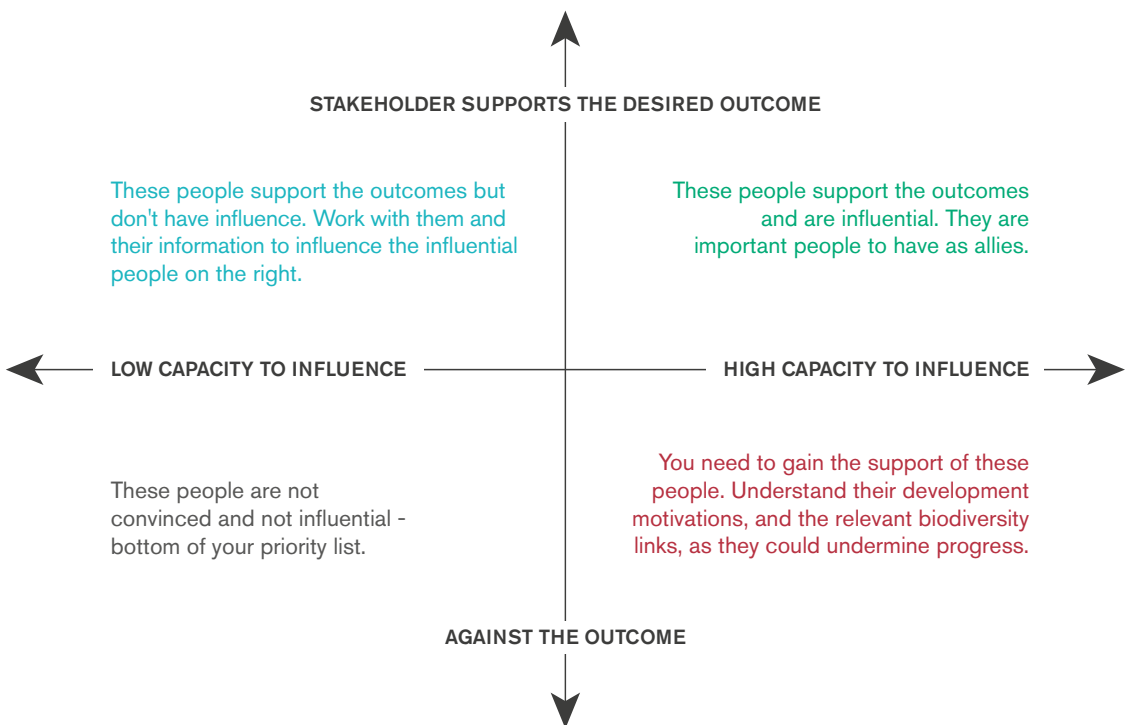
## Identify and engage stakeholders who might support or undermine mainstreaming and understand their sources of influence

Revising the NBSAP will have provided a good starting point for identifying and bringing together stakeholders from across society. It is helpful to revisit the stakeholder analysis from the NBSAP revision process and incorporate any changes and new knowledge.

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 (and might even work against mainstreaming).

Figure 3 presents a simple matrix that can help you with this analysis. It is based on interest and influence; 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 also be an important source of wealth both nationally and locally. There may be issues of corruption and profiteering around this wealth: be aware of this too.

Figure 3. 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.

## LESSONS AND TIPS

Involve ministries of finance early on in the process so that they develop a better understanding of:

- How biodiversity contributes to national development targets
- The role that national financing can play (the perception is too common that external funding can drive biodiversity conservation).

Nurturing biodiversity mainstreaming champions in influential ministries (such as finance and development planning) can help with integrating biodiversity into NDPs and sector policies. Champions in other ministries can help embed NBSAP targets in their plans and budgets.

Invest time to map out who really has a stake in NBSAP outcomes. Then use this information to build the right team. Identify people whom you can trust, who work hard and who will take initiative. Then get them on board. Where possible, try to ensure that focal points in other ministries are unlikely to change frequently.

Champions can move on, so also invest time in building institutional commitment to the NBSAP.

Mainstreaming is a political process; politicians need to be better engaged and understand the political risk of not addressing biodiversity.

Influencing public opinion can also be very important – the media are useful allies for this.

## RESOURCES

The Power Tools website provides examples of tools that can support stakeholder analysis and power mapping: [www.policy-powertools.org/](http://www.policy-powertools.org/)

### Identify key enabling and disabling factors for mainstreaming

You should consider the following enabling and disabling factors that might need to be addressed in your mainstreaming process:

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

Working groups and consultations should aim to identify these factors and seek solutions. 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.

### **Enabling factors to aid the implementation of Namibia's revised NBSAP**

The Namibian government has put in place a number of enabling factors that will help with the implementation of its revised NBSAP. These include:

- An NBSAP Steering Committee that is a legally constituted body through a Cabinet Decision. The objective of this committee is to coordinate and oversee implementation
- A foreword from the president in the NBSAP to signify its importance in relation to constitutional provisions and synergies with long term national development strategies
- Cabinet approval of the NBSAP and a request for all key agencies to make budgetary provisions for the implementation of the NBSAP activities they are responsible for.

## Select appropriate tools and approaches for your context.

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

- Tools to make a business case eg valuation, strategic environmental assessments, public environmental expenditure reviews, and Poverty and Social Impact Assessments (PSIAs<sup>2</sup>)
- Tools to enable the necessary policy and legal reform eg awareness raising, spatial planning and land use planning and use of fiscal and economic incentives
- Building staff and institutional capacity in non-environment ministries
- Changing private sector incentive structures.

The approach that you use will depend on the:

- Policy target that you are aiming for
- Stakeholders that you are seeking to influence
- The mainstreaming context.

Table 2 provides an overview of some useful tools and approaches.

Table 2. Biodiversity mainstreaming tools and approaches and their application.

Policy instrument	Examples of tools and approaches
<b>Legislation</b>	Harmonised land use planning; nature protection and conservation; forests; prohibitions and restrictions on use; quality, quantity and design standards
<b>Planning policies</b>	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
<b>Environmental fiscal reforms and policies</b>	Reform of harmful subsidies, taxes, fees and charges such as land taxes or fossil fuel subsidies; payment for ecosystem services
<b>Voluntary agreements</b>	Between businesses, civil society and government for nature protection and conservation and benefits for local communities eg equator principles
<b>Education and information policies</b>	Eco-labelling and certification; education campaigns; education curricula
<b>Green public procurement</b>	Using certified products to guide procurement, eg of sustainably harvested timber or fish and fairly traded agricultural products

**Source:** Adapted from OECD DAC (2015)

<sup>2</sup> 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.

## Spatial biodiversity mapping: integrating biodiversity into land use planning decisions

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 ([bgis.sanbi.org/](http://bgis.sanbi.org/)) and are accompanied by guidelines on how to use them. The government has recognised that mainstreaming can never be simply achieved by handing maps and guidelines over and expecting them to be used. Training workshops help with 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: [sanbi.org/biodiversity-science/science-policyaction/mainstreaming-biodiversity/biodiversity-planning](http://sanbi.org/biodiversity-science/science-policyaction/mainstreaming-biodiversity/biodiversity-planning)

## LESSONS AND TIPS

Economic valuation of biodiversity assets and ecosystem services has proved a useful tool for engaging ministries of finance and planning, as well as business. However, other benefits of biodiversity beyond economic value (cultural, emotional, wellbeing and spiritual), should also be considered in decision making.

## RESOURCES

The CBD's 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: [www.cbd.int/NBSAP/training](http://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: [www.teeb.org/](http://www.teeb.org/)

## Develop a 'business case' for biodiversity

This is usually essential for influencing powerful but difficult-to-convince stakeholders, who often have a finance-focused agenda.

You should make a 'business case' as specific as possible and present it in a language which resonates with those whom you are trying to influence. It can be built around a narrative that describes the importance and value of biodiversity to society and 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 or products – real-life issues with political and electoral resonance as well as financial.

You can draw upon the evidence you have already gathered and present your case as a well-structured written document (and 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.

You should recognise that some stakeholders may 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. 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.

### Can natural resource management contribute to national development goals? Rwanda's story

In 2006, the Government of Rwanda (supported by UNDP-UNEP PEI), 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: PEI (2015)

## LESSONS AND TIPS

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 public expenditure on poverty reduction, disaster relief, food security, etc
- 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.

When writing for impact:

- Be clear and concise
- Get your message across in the first couple of paragraphs
- Write in the way you would speak to someone – don't switch to a technical style
- Use case studies, text boxes, quotes from key people and high level endorsements to get your message across

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

## RESOURCES

IIED and UNEP-WCMC (2014) Developing a 'business case' for biodiversity: Tips and tasks for influencing government and the private sector: [pubs.iied.org/14627IIED.html](https://pubs.iied.org/14627IIED.html)

See how NBSAPs 2.0 project members make the business case: [www.iied.org/making-a-business-case-for-biodiversity](http://www.iied.org/making-a-business-case-for-biodiversity)



## Develop an action plan for mainstreaming

Drawing on the information gathered in previous tasks, collate this into a mainstreaming action plan. Much of this information will also be available in your NBSAP and should include (CBD 2012):

- Expected outcomes that you want to achieve. Much of this will come from your NBSAP targets
- Institutional arrangements that need to be put in place (or already exist) to facilitate the process of mainstreaming
- Approaches and tools that you will use to support mainstreaming
- A communications plan which should include your key messages, your target audiences and the format in which these messages will be communicated (see section 5, page 37)
- A capacity building plan for key institutions and individuals (see section 5, page 39)
- A budget and sources of funding identifying internal (government) and external (donors) sources
- A monitoring and evaluation plan with clear milestones and SMART indicators (see section 5, page 41)

### LESSONS AND TIPS

Dynamic action plans with good timing, flexible, adaptive and opportunistic implementation approaches are essential for effective mainstreaming (GEF 2013)

### RESOURCES

CBD Training Module 3: Mainstreaming biodiversity into national sectoral and cross-sectoral strategies, policies, plans and programs: [www.cbd.int/nbsap/training/](http://www.cbd.int/nbsap/training/)

## 4. Creating long-term system change through implementation

Mainstreaming success starts when biodiversity issues and targets are included in documents such as the national development plan and sector plans (and getting development goals into your NBSAP). But creating real long-term change requires institutions and systems to change through the process of implementing these targets. This section focuses on tasks which can support implementation.

### Influence budgeting processes

Government budgeting processes involve both setting out what it will spend and how it will collect revenue from taxes and levies. This is a crucial opportunity for influencing. It can mobilise resources for mainstreaming and incentivise positive biodiversity-development outcomes. But it is a complex and highly political process and the right entry points need to be selected.

UNDP-UNEP PEI has identified a number of 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 expenditure. Consider influencing finance ministries to include 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 environmental sustainability to become a criterion
- **Line agencies costing of 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.

During budget monitoring and oversight, Public Environment Expenditure Reviews (PEERs) can be used to assess and track both the quantity and quality of expenditures. They can be undertaken on a regular basis or institutionalised within the budget process to provide regular data.

Influencing fiscal policy is a final entry point. This might, for example, involve establishing 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 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 also have an environmental expert assigned to them. Their joint role is to assess the environmental considerations in sector-specific budgets, and to ensure relevant environmental issues are identified and addressed appropriately.

Such an approach is beginning to improve MFPED's understanding of environmental issues and the role that it plays in supporting national development. 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.

### LESSONS AND TIPS

Find ways to reveal to policymakers the economic contribution of biodiversity and ecosystem services, and show how these are consistently undervalued in conventional national accounting. This can provide a strong argument for increasing resources to the biodiversity sector.

## Integrate biodiversity-development indicators into national monitoring systems

National monitoring systems track progress against a country's key economic and social targets and feed the information back into national economic decision making processes. Ministries of development and planning, together with national statistics offices, develop and oversee these systems. You can include indicators that monitor dual biodiversity-development outcomes in national monitoring systems, to help to make sure that:

- Your targets are being implemented
- Evidence of the impact and benefits generated is being captured
- This information is being fed back to national policymakers in ways which help to further their understanding of the contribution biodiversity makes to national development goals.

This approach is being employed by Namibia's NBSAP team, which is working with the national statistical agency to develop relevant indicators. Box 2 provides some examples of poverty-environment indicators that could be incorporated in national monitoring systems.

## Box 2. Examples of poverty-environment indicators

### Natural resources

- Proportion of households whose main source of cash income is derived from natural resources (Tanzania)
- Number of women that benefit from natural resource concessions
- Female ownership or co-ownership of equipment and tools for production, processing, commercialization and other services associated with natural resources
- Perception of women and men who consider that the operating plan of co-management responds to their needs and interests
- Number of forest management plans with gender-sensitive activities (eg non-timber forest products, medicinal plants, wildcrafting).

### Agriculture

- Amount of agricultural land (ha) under Sustainable Land Management (SLM). SLM includes soil and water conservation (eg contour ridging), soil fertility improvement (organic manure, agro-forestry), rainwater harvesting and conservation agriculture (Malawi)
- Estimated total soil loss in cropped areas (tons/ha/year) (Malawi).

### Energy

- Percentage of households in rural and urban areas using alternative sources of energy to woodfuel (including charcoal) as their main source of energy for cook (Tanzania)
- The amount of time or money spent by women and men to obtain energy supplies (fuelwood, charcoal)
- Number/percentage of women and men adopting energy-saving technologies
- Number/percentage of women and men involved in energy-related employment and training.

### Fisheries and aquaculture in coastal zones

- Access to and control over key resources by women (eg fuelwood, craft supplies, shellfish)
- Percentage of women obtaining fisheries-related business credit
- Number/percentage of women that own aquaculture ponds
- Number of women managing successful productive projects (ie marine farms, ponds, zoo-farms, eco-shelters)
- Participation of women in wetlands planning, professions and research, at all levels.

**Source:** Adapted from PEI (2015)

## Support initiatives that demonstrate tangible biodiversity and development outcomes

It is important to support initiatives at the sub-national level that demonstrate the tangible impacts that biodiversity can bring to peoples' livelihoods, wellbeing and the economy. These initiatives need to be supported to capture lessons learned and to realise the wide range of development outcomes (Box 1, page 16). You should also help establish mechanisms for this to be fed back into national and local decision making processes. This might involve developing:

- Case studies
- Lesson-learning workshops with policymakers
- Opportunities for decision makers to visit programmes and hear about 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 a labour-intensive work programme as part of the government's Expanded Public Works programme. Programmes include Working for Water, Land, Wildlife, Coast, Wetlands and Fire. Each of these seeks to conserve, restore and/or rehabilitate the degraded biodiversity while alleviating poverty.

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 ie the successful restoration, as well as creating work opportunities for a large number of 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 managed to employ the full-time equivalent of 35,323 people from villages adjacent to the projects areas. During the same period the flagship programme alone, Working for Water managed to treat over 821,198 hectares of invasive alien plants.

Find out more about this programme at: [www.environment.gov.za/projectsprogrammes](http://www.environment.gov.za/projectsprogrammes)

### LESSONS AND TIPS

Taking policymakers to see local level initiatives can improve understanding of biodiversity development links and increase their commitment to considering biodiversity issues in their own work.

## 5. Essential activities throughout the mainstreaming process

Throughout the process of reciprocal biodiversity mainstreaming there are some important ongoing activities, which this section focuses on.

### Communications

Effective, ongoing communications are essential for bringing about the changes in behaviour, policy and practice required for biodiversity mainstreaming. 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, it must be 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 the antagonists.

Different communication tools and approaches will be needed at different stages, depending on your audience and message (Table 3). As with your mainstreaming action plan, the communications strategy should adapt over time in response to changes in the mainstreaming context.

Table 3. Key stakeholders and communication approaches

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

Remember: the content for almost all of these approaches should start from the questions: “What does my audience want to know? What will resonate with them in their current situation? What are their priorities?”

## 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
- The 'doom and gloom' message of impending extinctions and imminent collapse, which the biodiversity sector has tended to use 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.

## LESSONS AND TIPS

NBSAPs and biodiversity mainstreaming communications need to resonate with the interests of target audiences (eg other sectors, national and local planning agencies and ministries of finance).

Presenting biodiversity positively can be more powerful than 'shock tactics' in the right context and can motivate rather than alienate audiences.

Understanding how your audience likes to receive information (if possible ask them beforehand) and then tailoring and packaging your message to resonate with their interests and requirements should have greater impact.

Timing is important. Share information at a time when your audience is most interested.

Identify and use credible messengers (experts but converted champions) to convey your message.

Consider using communications practitioners to help you construct the right messages and tone of voice.

Visual media can be a powerful tool and can be achieved cost effectively (eg with mobile phone cameras).

## RESOURCES

The IUCN Commission on Education and Communication has developed a guide on effective communication for mainstreaming biodiversity: [www.iucn.org/about/union/commissions/cec/cec\\_speciality\\_groups/cec\\_cepta\\_speciality\\_group/](http://www.iucn.org/about/union/commissions/cec/cec_speciality_groups/cec_cepta_speciality_group/)

SANBI has developed a toolkit to guide the development of case studies that can help make the case for biodiversity [pdf]: [www.sanbi.org.za/sites/default/files/documents/documents/mtc-case-study-development-toolkitmediumresolution.pdf](http://www.sanbi.org.za/sites/default/files/documents/documents/mtc-case-study-development-toolkitmediumresolution.pdf)



## Capacity mobilisation and capacity building

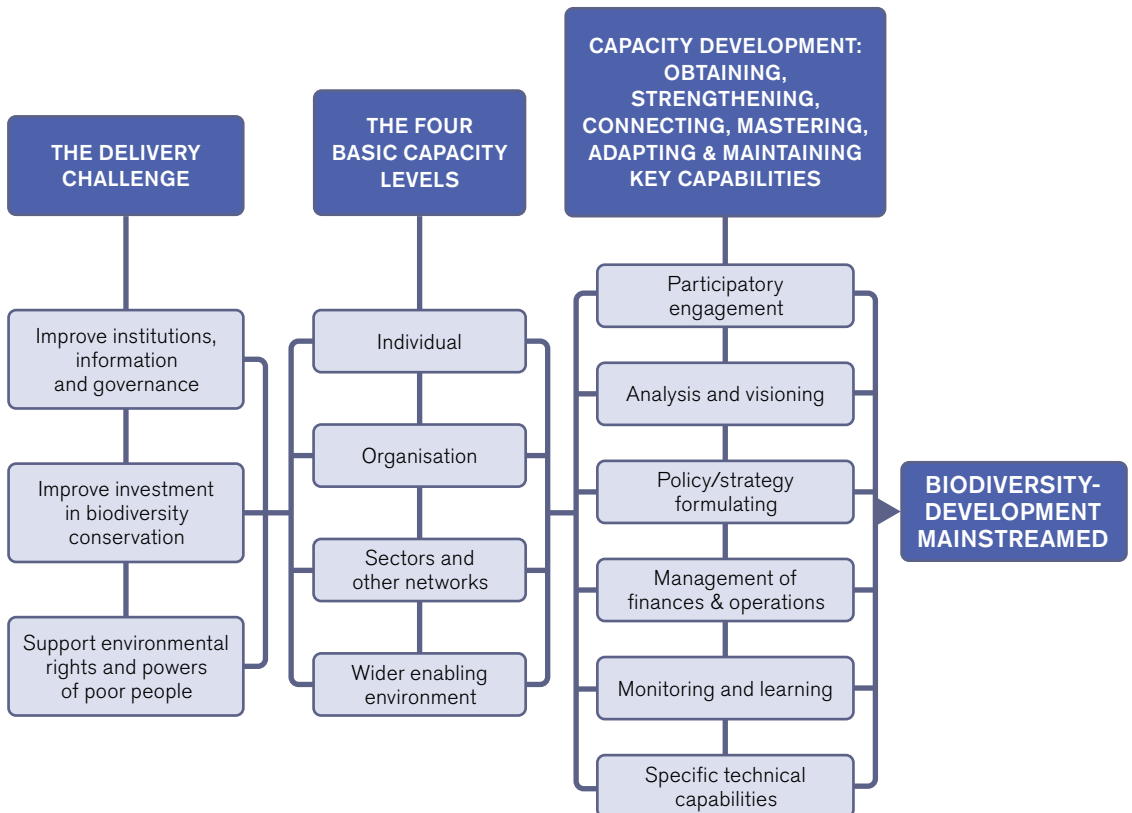
Throughout the mainstreaming process, there is invariably a need to develop the capacity of those involved, both those doing the mainstreaming and those on the receiving end who can effect changes in policies, practices and behaviours in the long term.

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. It would consider issues such as (PEI 2015):

- 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
- Technical capacity to implement the mainstreaming plan.

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

Figure 4. Dimensions of capacity development



Source: Adapted from Bass (2007)

## Building understanding of biodiversity issues across Zimbabwe's media

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

Over the past two years Zimbabwe's NBSAP revision team has sought to build understanding across the media. It held a workshop for print, radio and TV journalists, providing an opportunity for those attending to understand more about the threats to the country's biodiversity. Journalists heard about harmful activities such as mining for minerals in national parks and the cutting down of huge swathes of indigenous trees for the tobacco curing process. Participants commented that they had a greater understanding of biodiversity issues and in the months following, the number of environmental stories in print and TV increased.

## LESSONS AND TIPS

Successful approaches to training 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 eg finance
- Specialised training to key groups that can make a difference eg journalists, judiciary
- Making use of courses that already exist eg those run by the University of Cambridge, Institute for Sustainability Leadership
- E Learning modules, such as those available on the NBSAP Forum portal
- On-the-job training.

Focus not only on building the capacity of individuals but institutions as well, since individuals can move on.

Provide technical support to development planners to help them incorporate biodiversity issues into NDPs. Development planners acknowledge that biodiversity issues should be included, but don't always have the knowledge and time to be able to do so.

## RESOURCES

'Capacity development: a UNDP primer' provides an overview of UNDP's approach to capacity development: [www.undp.org/content/undp/en/home/librarypage/capacitybuilding.html](http://www.undp.org/content/undp/en/home/librarypage/capacitybuilding.html)

Global Environment Facility's national capacity self-assessment resource kit provides tools and approaches for carrying out capacity assessments: [www.thegef.org/gef/nscs](http://www.thegef.org/gef/nscs)

The NBSAP Forum web portal supports countries in finding the information they need to develop and implement effective National Biodiversity Strategies and Action Plans (NBSAPs): [nbsapforum.net/#about-us](http://nbsapforum.net/#about-us)

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: [oecd.org/dac/environment-development/enhancingcapacityforgreeningdevelopment.htm](http://oecd.org/dac/environment-development/enhancingcapacityforgreeningdevelopment.htm)

## Monitor and evaluate mainstreaming success for continuous improvement.

A suitable monitoring and evaluation (M&E) system needs to be in place to guide the mainstreaming process and assess its success. M&E should focus on monitoring:

- **The effectiveness of the process** Assessing progress with the steps along the way and the quality of the process against set criteria (eg participation, political will, leadership, reciprocal mainstreaming)
- **The mainstreaming context** Ideally this should consider how this is changing in relation to enabling, disabling, driving, antagonising biodiversity-development integration
- **Outcomes and impacts** Mainstreaming can result in a spectrum of outcomes which bridge social, economic and biodiversity spheres and can be at the policy level (upstream) or implementation level (downstream) (see section 2, page 15).

Set SMART indicators for all three areas of monitoring. Given that it takes several years to demonstrate the tangible impacts of mainstreaming, you need to set milestones along the way.

There is a wide variety of tools that can be used to monitor progress against your selected outcomes, including:

- Public budget coding for biodiversity, and associated environmental expenditure reviews can help track trends in budget allocations to biodiversity activities
- Natural capital assessment and accounting that monitors changes in biodiversity stocks, the benefits these provide, and associated trade-offs between competing sectors
- Strategic environmental assessment can examine the impact of policies and plans on biodiversity.

Most countries will have national monitoring systems, enabling them to track trends in export earnings, GDP, and poverty reduction. Building biodiversity indicators into the national monitoring system is in itself an indicator of mainstreaming success (see section 4, page 34).

The lessons learned through the M&E process can fuel a process of continuous improvement and provide valuable experiences to share with others.

## Monitoring mainstreaming progress – experiences from PEI 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 PEI's indicators of mainstreaming success. To assess progress with this, PEI 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 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.

## LESSONS AND TIPS

Defining biodiversity-mainstreaming success requires clarifying what success looks like from a developmental perspective – in terms of economic and social outcomes, and not just biodiversity.

Indicators can be an important communication tool for such outcomes and can help demonstrate progress to a range of public and political actors.

Try to set outcomes and indicators in collaboration with the stakeholders who need to support mainstreaming. This will help enhance ownership and commitment.

Make sure that monitoring is linked with national planning time frames eg national budgeting and development planning cycles, so that the information generated can inform these processes.

## RESOURCES

Biodiversity indicators partnership: [www.bipindicators.net/](http://www.bipindicators.net/)

Background paper on defining and assessing success in mainstreaming: [pubs.iied.org/G03828](http://pubs.iied.org/G03828)

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### What is the NBSAPs 2.0 initiative?

NBSAPs 2.0 Mainstreaming Biodiversity and Development is a three-year project to build resilient and effective national biodiversity strategies and action plans (NBSAPs). These aim to influence development decisions and improve outcomes for biodiversity and poverty.

The project works with four African countries – Botswana, Namibia, Seychelles and Uganda – and is encouraging leadership in biodiversity mainstreaming. It highlights the experience of these four focal countries to influence a whole new generation of NBSAPs.

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).

Citation: IIED and UNEP-WCMC (2015) Mainstreaming biodiversity and development: Tips and tasks from African experience. IIED, London

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Do you want to mainstream biodiversity concerns into development policy and planning? Are you involved in national or sectoral development planning and want to highlight how biodiversity contributes to economic and social development, and define ways to improve this?

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

In either case, this guidance is for you. It aims to help people to:

- Make better use of the NBSAP revision opportunity
- Understand the mainstreaming process – biodiversity into development and development into biodiversity – and find out more about helpful tools and approaches
- Acquire the ability and skills to select, assemble, analyse and present compelling evidence on the links between biodiversity and national development priorities
- Develop a communication strategy.

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[www.iied.org/nbsaps](http://www.iied.org/nbsaps)

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