



GUIDELINES
FOR AN INTEGRATED APPROACH IN THE
DEVELOPMENT AND
IMPLEMENTATION OF
NATIONAL, SUBNATIONAL AND LOCAL
BIODIVERSITY STRATEGIES
AND ACTION PLANS



Convention on
Biological Diversity

I.C.L.E.I.
Local
Governments
for Sustainability

C.B.C.
Cities
Biodiversity
Center







GUIDELINES FOR AN INTEGRATED APPROACH IN THE DEVELOPMENT AND IMPLEMENTATION OF NATIONAL, SUBNATIONAL AND LOCAL BIODIVERSITY STRATEGIES AND ACTION PLANS

Published by the Secretariat of the Convention on Biological Diversity.

ISBN: 9789292256579

Copyright © 2017, Secretariat of the Convention on Biological Diversity
The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the Secretariat of the Convention on Biological Diversity concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries. The views reported in this publication do not necessarily represent those of the Convention on Biological Diversity.

This publication may be reproduced for educational or non-profit purposes without special permission from the copyright holders, provided acknowledgement of the source is made. The Secretariat of the Convention would appreciate receiving a copy of any publications that use this document as a source."

Citation: Secretariat of the Convention on Biological Diversity (2017).
Guidelines for an Integrated Approach in the Development and Implementation of National, Subnational and Local Biodiversity Strategies and Action Plans, 78 pages.

For further information, please contact:
Secretariat of the Convention on Biological Diversity
413 St. Jacques Street, Suite 800
Montreal, Quebec, Canada H2Y 1N9
Phone: 1(514) 288 2220
Fax: 1(514) 288 6588
E-mail: secretariat@cbd.int
Website: <http://www.cbd.int>

ACKNOWLEDGEMENTS



The preparation of these Guidelines has been supported by the Government of Japan through the Japan Biodiversity Fund.

Respondents to Questionnaires

Tia Stevens (Biodiversity Policy Section, Australia); Heather Tomlinson (Nature Conservation Policy, Environment and Planning, Australia); Hendrick Segers & Marianne Schlessler (CBD NFP, Belgium); Marie-Celine Godin (Brussels Capital Region, Belgium); Catherine Debruyne (Biodiversity Expert Region Wallonne, Belgium); Karma C. Nyedru (National Focal Point for Convention on Biological Divers, Bhutan); Fernando Cisneros Arza (Vice-Ministry of Environment, Biodiversity, Climate Change and Forest Management and Development, Ministry of Environment and Agriculture, Bolivia); Mehmed Cero (Federal Ministry of Environment and Tourism, Bosnia); Carlos Alberto de Mattos Scaramuzza (Ministry of the Environment, Brazil); Ana Paula Fava (São Paulo State Secretariat for the Environment, Brazil); Mahmud Hj Yussof (Ministry of Primary Resources and Tourism, Brunei Darussalam); Prudence Thangham Gale (Ministry of Environment, Cameroon); Njong Brendan Banye (FEICOM, Cameroon); Chloe Stuart (Ministry of Natural Resources and Forestry, Canada); Aude Tremblay (Biodiversity Coordination Québec, Canada); Suzanne Carriere (Wildlife Biologist Northwest Territories, Canada); Steve Hounsell (Ontario Biodiversity Council, Canada); Laura Bermúde & Jessika Carvajal (Office of International Affairs, Directorate for Forestry, Biodiversity and Ecosystem Services, Colombia); Angela Maria Restrepo Betancur (Environment Secretary Municipality of Medellín, Colombia); Francois Lengrand (Ministry of Environment, Energy and the Sea, France); Dr. Killian Delbruck (Federal Ministry for the Environment, Nature Conservation, Building and Nuclear Safe, Germany); Zena Shujari (National Government Biologist, Iraq); Ammar Abd-Al-Nbi Al-Khafaji (Assistant coordinate of NBSAP implementation, Iraq); Kazuhito Hashimoto (Ministry of Environment, Japan); Teru Kisuna (Department of Environment, Japan); Randriansolo Hanitra Lalaina (Ministry of the Environment, Ecology, Sea and Forests, Madagascar); Mphatso Martha Kalemba (Environmental Affairs Department, Malawi); Tiyamike Salanjira (Lilongwe City Council, Malawi); Andrea Cruz Angon (CONABIO, Mexico); Einar Topiltzin Contreras MacBe (Ministry for Sustainable Development, Mexico); Juan Arturo Rebollo Rivera (Zoos and Wildlife, Mexico); Amon Andreas (Ministry of Environment and Tourism, Namibia); Natalia Heita (Ministry of Environment and Tourism, Namibia); Joanne Perry (Focal Point, New Zealand); Jonathan Boow (Auckland Council, New Zealand); John Esitadimma Onyekuru (Department of Forestry, Nigeria); Sabina Onwuchi (Department of Forestry, Nigeria); Umai Basilius (Palau Conservation Society, Palau); Roxana Solis Ortiz (Management of Instruments of Biodiversity, Peru); Sr. Ronald Ruiz Chapilliquen (Natural Resources and Environmental Management - Piura Regional Government, Peru); Armida P. Andres (Biodiversity Management Bureau, Philippines); Nelson P. Devanadera (Palawan Council for Sustainable Development, Philippines); Marie-May Jeremie (Ministry of Environment, Energy and Climate Change, Seychelles); Wendy Yap Hwee Min (National Parks Board, Singapore); Wilma Lutsch (Biodiversity Conservation, South Africa); Marlene Laros (Biodiversity and Coastal Management - Western Cape, South Africa); Julia Wood (City of Cape Town, South Africa); Elisabeth van der Merwe (Ekurhuleni Metropolitan Municipality, South Africa); Chang Hea Sook (Ministry of Environment, Republic of Korea); Ham Young Hee (Gangwon Province Government, Republic of Korea); Marcal Gusamo (Department of Agronomy, Faculty of Agriculture Ministry of Commerce, Industry and Environment, Timor-Leste); Augusto Manuel Pinto (Ministry of Commerce, Industry and Environment, Timor-Leste);

Maganda Moses (Jinga Environment Office, Uganda); Francis Ogwal (National Environment Management Authority, Uganda); Musoke Solomon (District Natural Resources, Uganda); Musaaazi Patrick (District Council of Environmental Affairs, Uganda); Opio Moses (Oyam District Environmental Office, Uganda); Edis Solorzano (General Office of Biological Diversity, Venezuela).

Attendees of the Consultation Workshop at CBD COP 13 in Cancún, Mexico on 9 December 2016

Mehmed Cero (Federal Ministry on Environment and Tourism, Bosnia); Rodrigo Messias (nrg4SD, Brazil); João M. Bertoldi (Goias State, Brazil); Elda Cunha (Goias State, Brazil); Sophia Picarelli (ICLEI South America, Brazil); Sangay Dema (National Biodiversity Center, Bhutan); Darlene Dove (Ontario Ministry of Natural Resources, Canada); Steve Hounsell (Ontario Biodiversity Council, Canada); Stephen Casselman (Ontario Ministry of Natural Resources, Canada); Scott Poser (Ontario Ministry of Natural Resources, Canada); Susanne Nolden (City of Bonn, Germany); Helene Roumani (Jerusalem Bioregion Center for Ecosystem Management, Israel); Fabrizio Piccarolo (Foundation Lombardy for Environment, Italy); Saori Yamashita (Aichi Prefecture, Japan); Junko Sahashi (Aichi Prefecture, Japan); Megumi Yamaguchi (Aichi Prefecture, Japan); Daniel Wepukhulu (Environmental Department of Meteorology, Kenya); Koowom Kim (ICLEI Korea, Korea); Yoonjin Cho (ICLEI Korea, Korea); Mphatso Martha Kalemba (Environmental Affairs Department, Malawi); Antonio Boveda (Conservation International, Peru); Julia Wood (City of Cape Town, South Africa); Joe Phadima (Ezemvelo KZN Wildlife, South Africa); Patricia Sithebe (Ekurhuleni Metropolitan Municipality, South Africa); Victor Nesengani (Ekurhuleni Metropolitan Municipality, South Africa); Sara Pont (Generalitat de Catalunya, Spain); Hon Jacqueline Amongin (Parliament, Uganda); Rhodri Asby (Welsh Government, UK).

Reviewer Acknowledgements

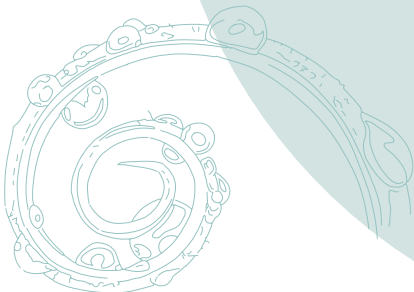
Andrea Cruz Angon (CONABIO, Mexico); Kazuhito Hashimoto (Ministry of Environment, Japan); Francis Ogwal (National Environment Management Authority, Uganda); Julia Wood (City of Cape Town, South Africa); Aude Tremblay (Biodiversity Coordination Québec, Canada); Steve Hounsell (Ontario Biodiversity Council, Canada); Stephen Casselman (Ontario Ministry of Natural Resources, Canada); Scott Poser (Ontario Ministry of Natural Resources, Canada); José A. Puppim de Oliveira (Getulio Vargas Foundation (FGV/EAESP and FGV/EBAPE), Brazil); Basile van Havre (CBD National Focal Point Canada); Risa Smith (CDB SBSTTA National Focal Point, Canada); Miguel Aymerich (Ministry of Agriculture, Fisheries and Environment, Spain); Marie Thérèse Gambin (Environment and Resources Authority of Malta on behalf of the European Union); Soe Aung (Advisor to Chairperson of National Committee of Myanmar); Roxana Solis (CBD CHM National Focal Point, Peru).

Production Team

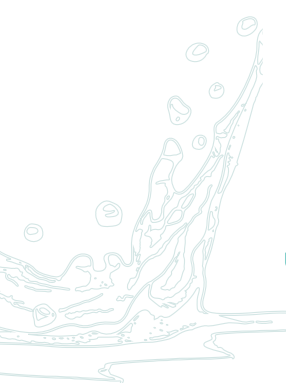
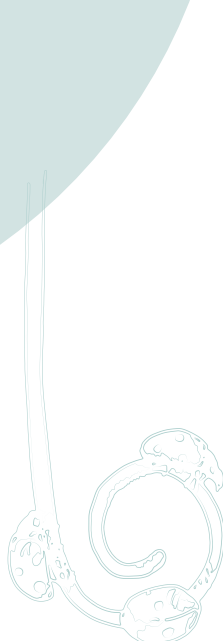
ICLEI: Kobie Brand, Ingrid Coetzee, Ulrike Irlich, Michelle Preen, Thea Buckle, Steven Moltano, Manuela Gervasi, Andre Mader.

CBD Secretariat: Christine Estrada, Oliver Hillel, Neil Pratt, Amy Fraenkel.

Design and Layout: Duven Diener Designs



ABBREVIATIONS



AHTEG	Ad Hoc Technical Expert Group
BBOP	Business and Biodiversity Offsets Programme
BSAPs	Biodiversity Strategy and Action Plan
CAPAD	Collaborative Australian Protective Areas Database
CBC	Cities Biodiversity Centre
CBD	Convention on Biological Diversity
CBI	City Biodiversity Index
CEPA	Communication, Education and Public Awareness
COP	Conference of the Parties
DWS	Department of Water and Sanitation
EEA	European Environment Agency
EIA	Environmental Impact Assessment
ERDF	European Regional Development Fund
EU	European Union
GBIF	Global Biodiversity Information Facility
GBO	Global Biodiversity Outlook
GIS	Geographical Information System
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
ICLEI	ICLEI - Local Governments for Sustainability
IDP	Integrated Development Plan
IUCN	International Union for the Conservation of Nature
LAB	Local Action for Biodiversity
LBSAP	Local Biodiversity Strategy and Action Plan
M&E	Monitoring and Evaluation
MEA	Multilateral Environmental Agreement
MTSF	Medium Term Strategic Framework
NBF	National Biodiversity Framework
NBSAPs	National Biodiversity Strategies and Action Plans
NCS	Nature Conservation Strategy
NEM:BA	National Environmental Management: Biodiversity Act
NGO	Non-governmental Organisation
NPO	Non-profit Organisation
NSBA	National Spatial Biodiversity Assessment
PES	Payment for Ecosystem Services
PGDS	Provincial Growth and Development Strategy
RBSAPs	Regional Biodiversity Strategies and Action Plans
REDD+	Reducing Emissions from Deforestation and Forest Degradation in Developing Countries
SANBI	South African National Biodiversity Institute
SAP	Strategy and Action Plan
SBSAP	Subnational Biodiversity Strategy and Action Plan
SBSTTA	Subsidiary Body on Scientific, Technical and Technological Advice
SCBD	Secretariat of the Convention on Biological Diversity
SDF	Spatial Development Framework
SDGs	Sustainable Development Goals
SEA	Strategic Environmental Assessment
SMA	Secretaria de Medio Ambiente
SNAs	Strategic Nature Areas
SNRD	Sector Network Rural Development
TEEB	The Economics of Ecosystems and Biodiversity
UN	United Nations
UNEP	United Nations Environmental Programme
UNU-IAS	United Nations University Institute for the Advanced Study of Sustainability



CONTENTS

ACKNOWLEDGEMENTS	i
ABBREVIATIONS	ii
CONTENTS	iv
PREFACE	1
1. INTRODUCTION: ABOUT THESE GUIDELINES	3
1.1 The Convention on Biological Diversity and subnational and local implementation of NBSAPs	3
1.2 Purpose of the Guidelines	4
1.3 Who are the Guidelines intended for?	4
1.4 Governance types and authority to prepare BSAPS at subnational levels	4
1.5 How the Guidelines were developed	5
1.6 How to use these Guidelines	5
2. GUIDELINES FOR NATIONAL, SUBNATIONAL AND LOCAL AUTHORITIES	7
A. Specifying and institutionalising collaboration and coordination in policy and strategy	11
B. Clarifying mandates, institutional roles and responsibilities	15
C. Establishing institutional coordination and cooperation mechanisms and forums	19
D. Coordinating strategies to ensure alignment with Strategic Plan for Biodiversity 2011-2020 and Aichi Biodiversity Targets	27
E. Planning for action together	31
F. Cooperating on programmes and projects	39
G. Cooperation across political borders	43
H. Facilitating consultation and participation	47
I. Financial support and incentives	51
J. Technical support and non-financial incentives	57
K. Capacity building and sharing lessons learned	63
L. Cooperation on science, information and monitoring and evaluation	69
M. Communication and awareness raising	75
3. REFERENCES, TOOLS AND RESOURCES	79
References	79
Tools and Resources	80

Tables

Table 1 Guidelines on specifying and institutionalising collaboration and coordination in policy and strategy	13
Table 2 Guidelines on clarifying mandates, institutional roles and responsibilities	17
Table 3 Participants' and stakeholders' objectives/needs during the S/LBSAP development process	22
Table 4 Participants' and stakeholders' objectives/needs when implementing NBSAPs and S/LBSAPs	22
Table 5 Guidelines on establishing institutional coordination and cooperation mechanisms and forums	25
Table 6 Guidelines on coordinating strategies to ensure alignment with the Strategic Plan for Biodiversity 2011–2020 and Aichi Biodiversity Targets	29
Table 7 Guidelines on planning for action together	36
Table 8 Guidelines on cooperating on programmes and projects	41
Table 9 Guidelines on cooperation across political borders	45
Table 10 Guidelines on facilitating consultation and participation	49
Table 11 Guidelines on financial support and incentives	54
Table 12 Guidelines on technical support and non-financial incentives	60
Table 13 Guidelines on capacity building and sharing lessons learned	67
Table 14 Guidelines on cooperation on science, information and monitoring and evaluation	72
Table 15 Guidelines on communication and awareness raising	77

Figure

Figure 1 Contribution of the thirteen areas of action to subnational and local implementation of NBSAPs and CBD agenda	8
--	---



PREFACE

The Convention on Biological Diversity (CBD) has been encouraging the involvement of subnational and local authorities in the implementation of the Convention since 2008. In 2010 the Conference of the Parties to the Convention endorsed a Plan of Action on Subnational Governments, Cities and Other Local Authorities for Biodiversity.¹ At each of its subsequent meetings, the Conference of the Parties has taken decisions that have strengthened and expanded attention to this matter.

In part, this reflects an important principle of the Convention's Ecosystem Approach, which is that management should be decentralized to the lowest appropriate level.² In part, it also recognizes that success in achieving the objectives of the Convention depends on concerted action from all relevant stakeholders and actors. And furthermore, it recognizes that in many countries, responsibility and public expenditure related to the environment is devolved to subnational and local levels, often to a striking degree. For example, in Brazil, States and municipalities account for almost half of public sector revenues and expenditures³ and in South Africa, transfers and subsidies from the national budget to provinces and local governments represent 66% of its total budgetary allocation.⁴

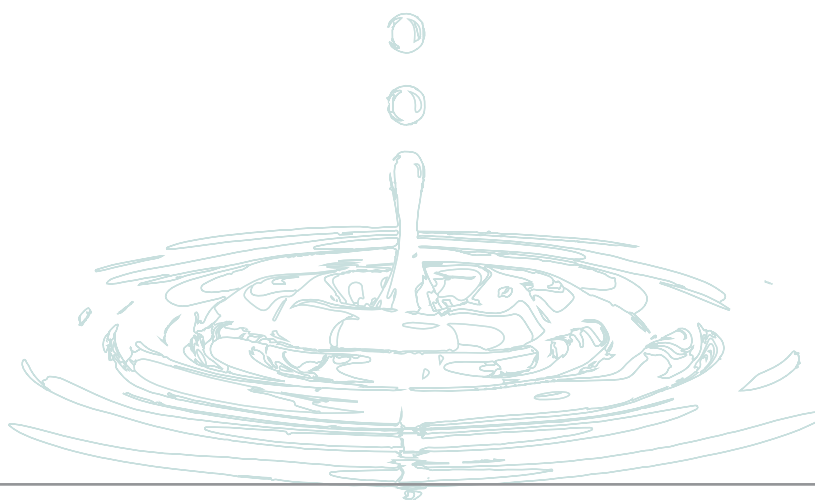
Strengthening coordination and collaboration with subnational governments, cities and other local authorities provides an important opportunity for national governments to achieve national goals for the conservation and sustainable use of biodiversity, and contribute to attainment of the global Aichi Biodiversity Targets.

Publications such as the Cities and Biodiversity Outlook⁵ have set out the scientific background for relevant action at the subnational level. And while there

are existing publications and training materials on how and why each level of government should prepare and implement a biodiversity strategy and action plan, there is a lack of guidance on how the different levels of government can cooperate and coordinate their planning, actions and monitoring.

This publication intends to fill this gap, and to do so in a way that takes account of challenges brought about by the plurality of approaches, institutional mandates and levels of decentralization among countries, and by the fact that action for biodiversity in practice means different things at each level of governance – from local action to restore urban rivers, to the connectivity of protected areas across ecosystems and landscapes, and to identifying national-level key species for protection.

The guidelines set forth in this publication were developed through extensive consultations and aim to identify synergies and effective practices in the joint development and implementation of biodiversity strategies and action plans by different levels of government – from national or federal to subnational/provincial and local/urban – appropriate to the many different national circumstances among Parties to the CBD.



1 CBD COP decision X/22, Plan of Action on Subnational Governments, Cities and Other Local Authorities for Biodiversity.

2 CBD COP decision V/6, Ecosystem approach: Principle 2 is that management should be decentralized to the lowest appropriate level; Principle 7 is that the ecosystem approach should be undertaken at the appropriate spatial and temporal scales.

3 United Nations Human Settlements Programme (UN-Habitat). World Cities Report, 2016. Urbanization and Development: Emerging Futures. Online at <http://wcr.unhabitat.org/wp-content/uploads/2017/02/WCR-2016-Full-Report.pdf>.

4 National Treasury, Republic of South Africa: Estimates of National Expenditure 2016. Online at <http://www.treasury.gov.za/documents/national%20budget/2016/ene/FullENE.pdf>.

5 Secretariat of the Convention on Biological Diversity (2012) Cities and Biodiversity Outlook. Online at www.cbobook.org.



1.

INTRODUCTION: ABOUT THESE GUIDELINES

1.1 The Convention on Biological Diversity and subnational and local implementation of NBSAPs

In 2010, at its tenth meeting, the Conference of the Parties (COP) to the Convention on Biological Diversity (CBD) adopted a revised and updated Strategic Plan for Biodiversity 2011-2020.¹ This Plan provides an overarching framework on biodiversity, not only for the CBD but for other biodiversity-related conventions, the United Nations system and all other partners engaged in biodiversity management and policy development.² The Aichi Biodiversity Targets (ABTs),³ which were adopted as part of the Plan, set ambitious but realistic targets for biodiversity. Parties and other governments were urged to implement the Strategic Plan as a 10-year framework for action by all countries and stakeholders to safeguard biodiversity and the benefits it provides to people. For subnational and local authorities, this Plan was mirrored in the Plan of Action on Subnational Governments, Cities and Other Local Authorities for Biodiversity (2011-2020) endorsed by the COP at the same meeting.

The Convention requires Parties to prepare a national biodiversity strategy and action plan (or equivalent instrument) and to integrate, as far as possible and as appropriate, the conservation and sustainable use of biological diversity into relevant sectoral and cross-sectoral plans, programmes and strategies (Article 6). The National Biodiversity Strategies and Action Plans (NBSAPs) are the main instruments of the CBD that set and delineate

strategies and actions for the conservation and sustainable use of biodiversity in each country Party to the Convention, and are the principal instruments for implementing the Convention at the national level. In fulfilment of Aichi Biodiversity Target 17, by 2015 each Party was to have developed an effective, participatory and updated NBSAP, adopted it as a policy instrument and must have commenced implementing it.

The development of national targets and their incorporation into updated NBSAPs is a key process in fulfilling the commitments of the Strategic Plan which sets five strategic goals (**Info box 1**), under which are clustered 20 Aichi Biodiversity Targets.⁴

The goals and targets comprise both aspirations for achievement at the global level, and a flexible framework for the establishment of national or regional targets. Parties are invited to set their own targets within this flexible framework, taking into account national needs and priorities while bearing in mind national contributions to the achievement of the global targets, and report thereon to the COP.⁵

The Strategic Plan is to be implemented primarily through activities at the national or subnational level, with supporting action at the regional and global levels. Subnational and local authorities have immense potential to contribute to the implementation of the CBD and Strategic Plan, for instance through participation in the NBSAP process and through actions that implement the NBSAP at the subnational and local level. Decisions of the CBD COP related to subnational and local implementation of NBSAPs are as follows:



Info box 1: The five goals of the Strategic Plan for Biodiversity 2011-2020

Strategic Goal A:	Address the underlying causes of biodiversity loss by mainstreaming biodiversity across government and society.
Strategic Goal B:	Reduce the direct pressures on biodiversity and promote sustainable use.
Strategic Goal C:	Improve the status of biodiversity by safeguarding ecosystems, species and genetic diversity.
Strategic Goal D:	Enhance the benefits to all from biodiversity and ecosystems services.
Strategic Goal E:	Enhance implementation through participatory planning, knowledge management and capacity building.

¹ COP 10 Decision X/2, Strategic Plan for Biodiversity 2011-2020, <https://www.cbd.int/doc/decisions/cop-10/cop-10-dec-02-en.doc>.

² Key Elements of the Strategic Plan 2011-2020, including Aichi Biodiversity Targets, <https://www.cbd.int/sp/elements/>.

³ The Aichi Biodiversity Targets can be found at: <https://www.cbd.int/sp/targets/>.

⁴ <https://www.cbd.int/undb/media/factsheets/undb-factsheet-sp-en.pdf>.

⁵ Key Elements of the Strategic Plan 2011-2020, including Aichi Biodiversity Targets, <https://www.cbd.int/sp/elements/>.

Decision IX/28, as the first decision on the role of cities and subnational governments to be adopted under a UN multilateral environmental agreement, encourages Parties to acknowledge their contribution to national biodiversity strategies and action plans, and to facilitate the adoption by cities and local authorities of practices that support the implementation of these strategies and action plans, and to support the development of local biodiversity strategies and action plans consistent with NBSAPs.

Decision X/22 endorses the Plan of Action on Subnational Governments, Cities and Other Local Authorities for Biodiversity (2011-2020), and encourages Parties and other governments to implement the plan, taking into account national priorities, capacities and needs. The Plan of Action, mirroring the Strategic Plan, presents a set of objectives, monitoring and reporting guidelines, suggested activities for implementation, and an appropriate institutional framework for optimizing synergies between Parties, UN and development agencies, NGOs and networks of cities. It also calls for governments to work together in developing Biodiversity Strategies and Action Plans (BSAPs).

Decision XI/8 invites Parties to develop, with their local and subnational governments, guidelines and capacity-building initiatives to develop, enhance or adapt local and subnational biodiversity strategies and action plans, or to mainstream biodiversity into sustainable development at all levels of governance. The COP also requested the Executive Secretary to support the activities of the Global Partnership on Local and Subnational Action for Biodiversity as an effective platform for scientific and technical cooperation, capacity development and the dissemination of best practices for local and subnational implementation of the Convention, and to continue to involve local and subnational authorities in the series of workshops to review and update national biodiversity strategies and action plans, including regional activities.

Decision XII/2 invites Parties to work with subnational authorities and their networks of partners to implement national biodiversity strategies and action plans, including actions taken to achieve Target 1, and to communicate progress towards the goals and targets of the Strategic Plan for Biodiversity 2011-2020.⁶

Decision XIII/1 encourages Parties to facilitate the development by subnational governments, cities and other local authorities of subnational or local biodiversity strategies and action plans to contribute to the implementation of national biodiversity strategies and action plans and the Strategic Plan for Biodiversity 2011-2020.

Decision XIII/3 calls upon Parties to enhance their efforts to engage subnational and local authorities in order to strengthen their contribution to the implementation of the Convention and its Strategic Plan, taking into account the usefulness of networking within local authorities.⁷

Increasingly, Subnational Biodiversity Strategies and Action Plans (SBSAPs) and Local Biodiversity Strategies and Action Plans (LBSAPs) are being developed at state/provincial/territorial, local and city levels.⁸ In a progress report for COP 13, it is recognized that 19 Parties have at least one SBSAP, however, not all of these are reflected in the revised NBSAP; whilst 10 other Parties intend to prepare SBSAPs.⁹ It was also noted that several national and/or subnational authorities have developed guidance for subnational authorities in preparing and/or implementing biodiversity plans, and 19 NBSAPs contain elements, actions or targets that aim to integrate biodiversity into subnational level plans.¹⁰

1.2 Purpose of the Guidelines

The mandate for these Guidelines originates from COP 12, decision XII/9, in which the Executive Secretary of the CBD was requested "to assist Parties and subnational and local governments, and their partners, to more effectively integrate the contribution of subnational and local governments into the implementation of the Strategic Plan for Biodiversity 2011-2020".¹¹

These Guidelines are, therefore intended as a tool to advance the subnational and local implementation of NBSAPs, provide guidance on how to make best use of subnational and local authority knowledge in compiling and implementing NBSAPs, and coordinate planning, governance and monitoring mechanisms between different levels of government to optimize synergies.

A companion volume to these Guidelines provides background information, including an overview of the current status of BSAP development at national and subnational levels, and outlines the key findings of the consultative process followed in developing these Guidelines.

1.3 Who are the Guidelines intended for?

The primary target audience of these Guidelines are government agencies responsible for biodiversity conservation, planning and management, at the national-, subnational-, city and local levels of government. Their networks of partners may also benefit from the Guidelines. The Guidelines are intended to have applicability for governments worldwide. The configuration of subnational levels of government will differ according to the constitutional model and system of governance that applies in a particular country.

Subnational and local authorities are governance units at various levels within countries that are accountable to national governments to varying degrees. For the purposes of these Guidelines:

- **"Subnational governments"** refers to the level of government immediately below the national/federal level (including states, provinces, domains, prefectures, territories, regional and semi-autonomous administrations/governments); and
- **"Local authorities"** include all levels of government below the subnational, national or federal level (including districts, counties, municipalities, cities, towns, villages, communes etc.).¹²

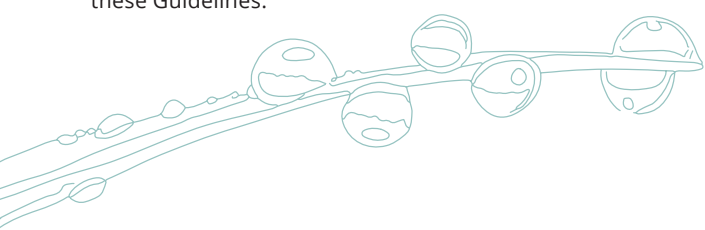
1.4 Governance types and authority to prepare BSAPs at subnational levels

The authority and responsibility to prepare BSAPs at lower levels of government may derive either from constitutional competencies, legislation, policies, or public corporate practices in terms of devolution of powers. Many countries have transferred the responsibility, authority and power relating to the management of biodiversity in recognition that lower levels of government will ultimately be responsible for giving effect to many decisions made at national level and also as an application of the Convention's ecosystem approach, which in its operational guidance 4 and principle 2 requests Parties to "carry out management actions at the scale appropriate for the issue being addressed, with decentralization to the lowest level, as appropriate".

Decentralisation may be a result of a particular government structure. For example, in federal government structures, sovereignty is constitutionally divided between a central governing authority and constituent political units (such as states or provinces). Examples of federated states include the United States of America, Brazil, Canada and Australia. South Africa has a three-tier system of government in which executive and legislative duties are constitutionally assigned to national, provincial and local levels and each tier of government is autonomous. In federal systems, subnational levels of government may have original legislative and executive power. These powers may be constrained to the extent that the exercise of these powers must align with legislation and policies established at a national level. In accordance with these decentralised powers, the states/provinces/regions, and in some instances local authorities such as municipalities and cities, can develop and implement a BSAP. As states/provinces/regions may have the authority to act independently, although not contradictory to the national state and each other, greater awareness of the need to create strategic links should be fostered in federal systems to ensure coordination and alignment.

Decentralisation may also be a result of specific policies. Examples include China at the level of provinces, Peru at the level of regions and the United Kingdom at the level of component countries. Decentralisation may further occur in countries with geographically dispersed national territories, such as overseas islands and domains. The specific laws and policies of these countries may delegate the power, responsibility and authority to create BSAPs to various levels of subnational government at state/provincial/regional levels and at local/municipal/city level. The laws and policies may also determine how cooperation and alignment between various levels of the BSAP should occur in order to ensure strategic alignment. Subnational and local authority bodies may derive the authority and responsibility to prepare BSAPs from the following:

- federal/national constitutions assigning legislative and executive powers in relation to biodiversity management;
- provincial/state/regional constitutions assigning legislative and executive powers in relation to biodiversity management;
- federal/national policies supporting decentralisation of executive/administrative powers relating to biodiversity management;
- provincial/state/regional policies supporting decentralisation of executive/administrative powers relating to biodiversity management;





Info box 2: Constitutions recognize indigenous people and local communities

The South African Constitution 1996 includes traditional leaders. Section 211 of the Constitution recognizes that a traditional authority that observes a system of customary law may function subject to any applicable legislation and customs and the status and role of traditional leadership, according to customary law, subject to the Constitution. The South African Constitution further requires courts to apply customary law when that law is applicable, subject to the Constitution and any legislation that specifically deals with customary law. The Traditional Leadership and Governance Framework Act, 41 of 2003, was enacted to give effect to the section 222 of the Constitution, providing for national legislation to be enacted regulating the recognition of traditional communities whose customs recognize traditional leadership and observe customary law.

As another example, the Canadian Constitution Act 1982 recognizes and affirms Aboriginal rights in section 35. In giving effect to that right, Canada has signed 22 self-government agreements recognizing a wide range of Aboriginal jurisdictions that involve 36 Aboriginal communities across Canada. Self-government agreements are one means of building sound governance and institutional capacity that allow Aboriginal communities to contribute to, and participate in, the decisions that affect their lives and carry out effective relationships with other governments. Self-government agreements give Aboriginal groups greater control and law-making authority over a comprehensive range of jurisdictions, including governance, social and economic development, lands and more.

- where a national government has developed a NBSAP, and the NBSAP assigns specific responsibilities and powers to subnational and local authorities; and
- other forms of delegation of power by national government appropriate, in some instances, to follow a landscape level approach and establish a BSAP in respect of an identified ecologically defined region. These eco-regions may be selected on the basis of their biodiversity significance and ecological continuity. Because the BSAP will not necessarily be confined to one jurisdictional area, various government agencies will be responsible for establishing the BSAP of ecologically defined areas. This may require that various subnational and local authorities and/or regional authorities must cooperate and coordinate efforts to establish and implement a BSAP for the particular eco-region.

In some countries, such as Bolivia, New Zealand, South Africa and Canada, indigenous peoples and local communities are afforded the right to self-determination and self-governance to various degrees, which may impact on such communities' authority with regards to biodiversity management in their territories. In some countries, provision has been made for this in the National Constitution (**Info box 2**).

1.5 How the Guidelines were developed

These Guidelines have been developed through a partnership initiative of the Secretariat of the Convention on Biological Diversity (SCBD) and ICLEI - Local Governments for Sustainability (ICLEI), generously supported by the Japan Biodiversity Fund.

Thirty participating national governments¹³ were invited to respond to a survey questionnaire and nominate one or more subnational and/or local authorities to contribute their views on the key challenges and current status of subnational involvement in NBSAPs. In addition to the survey responses, further telephonic and email consultations were held to clarify, verify and supplement information gathered through the questionnaire responses. The survey questionnaires distributed to national and subnational governments are provided in the companion volume to these Guidelines (Annexures 2 and 3).

A comparative analysis of selected national and local BSAPs was also undertaken. This looked at BSAPs from 10 countries, 9 of which were also included in the questionnaire survey. These BSAPs were analyzed using an automatic word search feature followed by manual reading of the returned searches and categorization into the five predetermined areas of coordination, as appropriate. A total of 22 documents were analyzed in this manner. Of the plans included in the comparative analysis, 12 were subnational and local BSAPs; of these, 6 were at district, state, provincial, or county level; and the other 6 were municipal level plans.

At the margins of the thirteenth meeting of the Conference of the Parties to the CBD, ICLEI convened a consultation on 9 December 2016 with representatives from 17 countries to review and gain feedback on a preliminary draft of the Guidelines. Finally, Parties

were invited to provide comments on a revised draft through CBD Notification 2017-2020.

In drafting these Guidelines, extensive use was made of documents and assessment reports listed in the "Tools and Resources" chapter of the end of this volume.

1.6 How to use these Guidelines

The process described above led to the definition of thirteen areas for action, under each of which specific practical guidance is provided on what can be done at national, subnational and local levels. These are set out in the next chapter. The Guidelines can be used from cover-to-cover to guide all aspects of BSAP development and implementation, from the perspective of all levels of government, or from the perspective of a particular level of government. Alternatively, it is possible to use the Guidelines for guidance on one or more specific issue from the perspective of all levels of government, or from the perspective of a particular level of government. The Guidelines could also serve as a useful tool for capacity building. Guidance under each of the thirteen areas is introduced by a brief description of the main challenges/barriers facing national and subnational governments, as well as best practices relevant to addressing these. The guidance provided distinguishes between what can be done by national governments, state or provincial governments, and city and local/municipal governments. Tables are used to make the specific guidance for these various levels of government more user-friendly, and to make it easier to distinguish between what national, subnational (state and province) and local authorities can do.

To use the Guidelines most effectively, it is suggested that national, subnational and local authorities:

- Take stock of the level of coordination/cooperation in their country/province/state/city by, for example, identifying strengths and gaps/challenges with regard to key issues covered under the Guidelines;
- Compare identified gaps/challenges with the recommended actions in the corresponding guidance tables (Tables 1, 2, 5 – 15);
- Identify possible peers, partners, agencies and resources that can assist with the identification of next steps;
- Consult reference materials that provide guidance on the process of preparing BSAPs, such as those listed in the section below on Tools and Resources; and
- Contact ICLEI and/or the SCBD for any additional clarification.

A companion volume includes supporting information, such as a brief situational analysis and the analysis of key findings. In addition to some important background information, the companion volume also includes a few case studies, showing best practice and sharing lessons learnt on the subnational implementation of NBSAPs.

6 Decision XII/2 Section C, paragraph 1(e) <https://www.cbd.int/decision/cop/default.shtml?id=13365>.

7 Decision XIII/3 paragraph 96(a) <https://www.cbd.int/doc/decisions/cop-13/cop-13-dec-03-en.doc>.

8 <https://www.cbd.int/nbsap/related-info/sbsap/default.shtml>.

9 CBD "UNEP/CBD/COP/13/8/Add.1/Rev.1 - Update on the Progress in Revising/Updating and Implementing National Biodiversity Strategies and Action Plans, including National Target" (24 November 2016) para 42.

10 CBD "UNEP/CBD/COP/13/8/Add.1 - Update on the Progress in Revising/Updating and Implementing National Biodiversity Strategies and Action Plans, including National Target" (12 September 2016) para 43 – 45.

11 COP Decision XII/9 on Engagement with Subnational and Local Governments, para 6(b).

12 These definitions are drawn from decision X/22 adopted by CBD COP at its 10th meeting, UNEP/CBD/COP/DEC/X/22, 29 October 2010, p 1. (Footnote 1).

13 Australia, Belgium, Bhutan, Bolivia, Bosnia and Herzegovina, Brazil, Brunei Darussalam, Cameroon, Canada, Colombia, France, Germany, Iraq, Japan, Madagascar, Malawi, Mexico, Namibia, New Zealand, Nigeria, Palau, Peru, Philippines, Seychelles, Singapore, South Africa, Republic of Korea, Timor-Leste, Uganda and Venezuela.



2.

GUIDELINES FOR NATIONAL, SUBNATIONAL AND LOCAL AUTHORITIES

Successful implementation of NBSAPs at subnational and local levels requires vertical integration of strategic planning and implementation, coordination (i.e. agreement on common priorities and on division of responsibilities and labour) and cooperation or collaboration (i.e. development of joint work plans, working together) between the various levels of authority. Thirteen general areas for action to promote such integration, coordination and cooperation are identified and presented in this chapter, and guidance is set out under each of these. Inasmuch as some approaches and activities are applicable to more than one of the thirteen areas for action, there is some level of repetition and overlap in their content. To facilitate access to the most relevant guidance to each situation, the thirteen areas and their scope are summarized in the list below, and users may proceed to the section appropriate to the situation and challenge encountered:

- A. Specifying and institutionalising collaboration and coordination in policy and strategy:** The role of subnational and local authorities can be set out and reported on in policy and strategy documents and reports related to biodiversity, including NBSAPs and National Reports.
- B. Clarifying mandates, institutional roles and responsibilities:** Roles and responsibilities of subnational and local authorities on biodiversity can also be established through basic legal frameworks at all levels of governance, as well as norms, regulations and corporate strategies and policies for public agencies and bodies.
- C. Establishing institutional coordination and cooperation mechanisms and forums:** Whether or not the roles of different levels of government are codified in formal documents, subnational implementation can be strengthened through appropriately designed councils, agencies, permanent or regular consultative bodies and even informal forums.
- D. Coordinating strategies to ensure alignment with NBSAP and Aichi Biodiversity Targets:** Each level of government can define appropriate strategy and action aligned to relevant guidance of the CBD, such as its programmes of work and cross-cutting issues, its tools and guidelines, its COP decisions and its Strategic Plan and Aichi Biodiversity Targets.
- E. Planning for action together:** When Parties plan their national strategies and action plans in coordination with subnational and local authorities or their representative bodies, institutional capacity is built for coordination. Agreeing on indicators appropriate to the different levels can help to coordinate decision-making between all levels.
- F. Cooperating on programmes and projects:** Mainstreaming biodiversity into the planning of sectoral programmes and projects, particularly those with potential biodiversity impacts, and cooperation among sectoral agencies at the operational level, offers indirect yet effective opportunities for joint implementation of NBSAPs.
- G. Cooperation across political borders:** Because ecosystems and nature do not follow political borders, cooperation between national, subnational and local authorities on common assets such as wetlands, river basins and forests, or protection of migratory or charismatic species is necessary for managing and reducing the ecological footprint impact across borders and effective coordination of trans-boundary actions in achieving NBSAP targets.
- H. Facilitating consultation and participation:** Independent of other aspects of coordination and collaboration, actions by national authorities to ensure consultation and involvement of subnational and local authorities, or their representative bodies, will encourage and support implementation at all levels.
- I. Financial support and incentives:** Very often, subnational and local authorities do not have access to dedicated financial resources to work on biodiversity, and even less to coordinate with other levels of government. National governments are encouraged to identify funding avenues and incentives towards supporting subnational and local authorities in the implementation of NBSAPs. Financial support and incentives provide a direct and effective way to ensure coordination and collaboration at all levels.
- J. Technical support and non-financial incentives:** The provision of technical support and other non-financial forms of recognition (awards, competitions, acknowledgement through media or visibility, etc.) by national authorities or other relevant organizations also facilitates action by subnational or local authorities for biodiversity.
- K. Capacity building and sharing lessons learned:** Many Parties and their national authorities already offer web-

based or in-person training opportunities, or compilations of effective practices, for subnational and local authorities on the implementation of NBSAPs, whether of their own production or by contracting appropriate institutions or bodies.

L. Cooperation on science, information, monitoring and evaluation: Effective NBSAPs and related plans or programmes require a solid scientific base of data in order to define goals and targets, and to develop a system for monitoring and evaluating their implementation. Subnational and local authorities often possess valuable information and can contribute with scientific and technical data. With a common scientific basis, vertical coordination is naturally easier and more effective.

M. Communication and awareness raising: Coordination across levels of government in implementing NBSAPs requires specific messaging, joint positioning and production of communication materials, so that all levels of government are represented, with their concerns and contribution acknowledged.

Linkages between these areas for action can also be highlighted:

- The first four areas for action, A to D, each relate to the issue of institutional coordination and the focus in the guidance provided in these areas falls on what can be done at national, subnational and local levels to improve and strengthen collaboration and cooperation between institutions, institutional roles and responsibilities, coordination and cooperation mechanisms and alignment of strategies with the NBSAP and Aichi Biodiversity Targets;
- The issue of integrated planning and mainstreaming biodiversity and Aichi Biodiversity Targets is addressed in areas D and E. Here the focus is on what can be done to ensure a coordinated system of planning that integrates biodiversity and Aichi Biodiversity Targets across all levels of government and sectors and alignment with NBSAP

objectives and Aichi Biodiversity Targets;

- Areas F, G and L address the issue of strengthened cooperation to support implementation. The guidance provided in these areas focuses on what can be done to improve collaboration across all government levels and sectors in the implementation of programmes and projects; foster cooperation across political borders on the implementation of the CBD and related multilateral agreements; and cooperation on science, information, monitoring and evaluation towards supporting more effective implementation of NBSAPs;
- The issue of participation, communication and awareness-raising is addressed under areas H and M. Here the focus is on what can be done at all levels of government to improve consultation with, and participation of, subnational and local authorities in the development and implementation of NBSAPs, and to raise awareness of the importance of biodiversity and ecosystems service among key stakeholder groups and the general public; and
- The remaining areas, I to K, relate to support and capacity building for implementation. Guidance provided in these areas focuses on what can be done at the relevant levels of government to provide financial and technical support for implementation, as well as how to build capacity and share knowledge and lessons learned.

Figure 1 illustrates which of the 13 areas of guidance complement the different stages and components of subnational and local implementation of the NBSAPs and the CBD agenda. For example, areas E, F and G are pertinent to implementation, whereas areas A to D are relevant to planning.

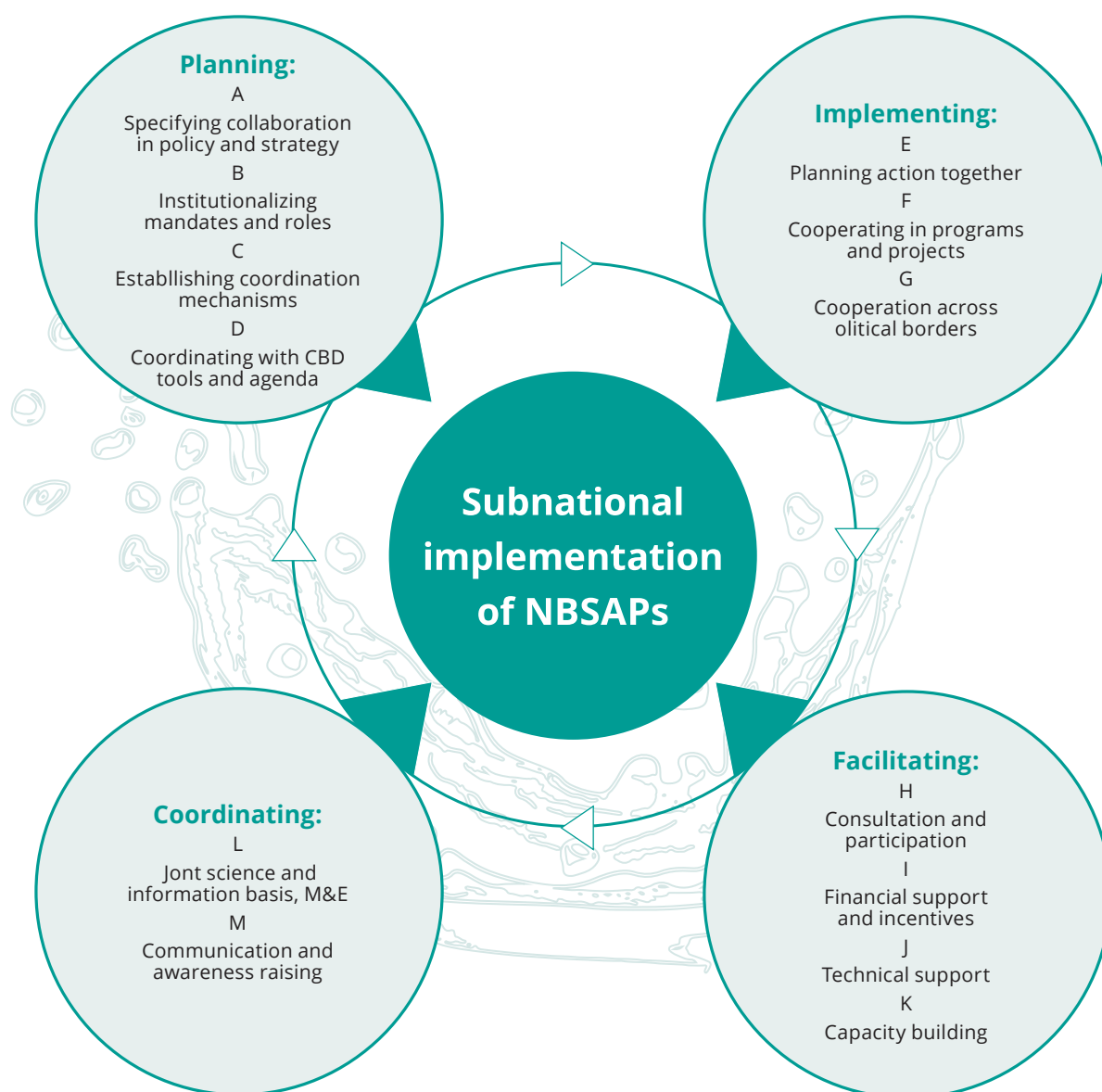


Figure 1 Contribution of the thirteen areas of action to subnational and local implementation of NBSAPs and CBD agenda.







A.

• Specifying and
• institutionalising
• collaboration and
• coordination in policy
and strategy

For national and subnational BSAPs to be effective, and to enable national governments to meet international ...

... commitments set out in the Strategic Plan for Biodiversity 2011-2020 and its Aichi Biodiversity Targets, strong strategic links should exist between the NBSAPs and S/LBSAPs so that common goals and objectives are complementary.

COP decision IX/28 therefore encourages Parties, in accordance with national legislation, to recognize the role of cities and local authorities in their NBSAPs, to facilitate the adoption by cities and local authorities of practices that support the implementation of these strategies and action plans, and to support the development of LBSAPs consistent with NBSAPs. This decision is reiterated in:

- COP decision X/22 setting out the Plan of Action on Subnational Governments, Cities and Other Local Authorities for Biodiversity, and inviting Parties to involve subnational governments, cities and other local authorities when revising their NBSAPs.¹⁴

- COP decision XI/8, in which Parties are invited to develop, with their local and subnational governments, guidelines and capacity-building initiatives to develop, enhance or adapt local and SBSAPs, or to mainstream biodiversity into sustainable development, in line with their NBSAPs, so as to ensure harmonious and coherent implementation of the Strategic Plan for Biodiversity 2011-2020 including the Aichi Biodiversity Targets at all levels of governance.

It is therefore important that a collaborative approach to strategy and policy be encouraged and specified in CBD-related plans, such as is the case of Cameroon's NBSAP (**Case study 3**).

¹⁴ COP Decision X/22 on Plan of Action on Subnational Governments, Cities and Other Local Authorities for Biodiversity. 29 October 2010. Nagoya, Japan. Para 2.



Strategic links between NBSAP & SBSAPS, Cameroon

Goal 18 of the 2014 NBSAP states:

By 2020 key production sectors and decentralized local authorities should have developed sector or region specific biodiversity targets linked to the national targets.

The sub-goals which reflect the vision for involving subnational governments include implementation of pilot programmes, mainstreaming guidelines and specific targets allocated to regional and local councils. The NBSAP specifically mandates the Ministry of Internal Planning to involve decentralised local authorities, the private sector and NGOs.



For simplification, and depending on leadership, at least two collaborative approaches can be suggested:

- top down approach: establishing the BSAP at national level first and then requiring and encouraging local and regional levels to develop SBSAPs (refer to **Case study 4**);
- bottom up approach: subnational and local jurisdictions first develop S/LBSAPs which then become integrated to form part of the NBSAP (refer to **Case study 5**);
- direct collaboration between local and subnational authorities can also play an important role.

Advantages of a top down approach are that lower levels of government may benefit from the resources and expertise accessible to higher levels of government and that strategies and action plans align with national and international commitments. Where a top down approach is followed, the national government should actively encourage the development of S/LBSAPs in terms of laws, policies or in the NBSAPs. These instruments should clearly set out specific goals and objectives. South Africa (**Case study 4**) combines an NBSAP developed in consultation with economic sectors, NGOs and subnational and local authorities, building on a joint spatial assessment and with responsibilities between levels of government legally framed through a Biodiversity Act.

A bottom up approach is where SBSAPs are developed first. The various SBSAPs are then consolidated to determine national priorities for strategy and action plans that are ultimately incorporated into the NBSAP.

Medellín Biodiversity Policy as bottom up coordination, Colombia

The local biodiversity policy was built taking into account the NBSAP as a guideline; the process to create the policy started in 2012, and was established as a local law in 2014 by the municipality agreement number 10. Medellín is the first and until now the only municipal government in **Colombia** to formulate its own biodiversity policy.



The advantage of this approach is that SBSAPs reflect on-the-ground priorities and experience, for instance in the case of Medellín, Colombia (**Case study 5**). The authority and responsibility to first prepare SBSAPs should be set out in relevant national legislation or policy documents.

Collaboration may also occur between various local authorities, especially where biodiversity issues are mainstreamed into cross-sectoral plans, policies and programmes or where an ecosystems approach is followed in relation to a specific eco-region straddling two or more local jurisdictions. For example, the municipality of eThekweni in South Africa shares ecosystems with nearby protected areas managed by the provincial park agency “Ezemvelo KwaZulu-Natal Wildlife”, and both help serve the largest ecotourism operation in the country. Thus, eThekweni Metropolitan Municipality has established and advanced biodiversity practices and expertise which informed the biodiversity goals set by Ezemvelo KwaZulu-Natal, aligned with the Aichi Biodiversity Targets. The collaboration between the subnational authorities may be institutionalised by means of by-laws, local policy instruments, or management agreements. The collaborative effort may result in a SBSAP for that particular eco-region or other complimentary policy instruments.



Top down approach, South Africa

In **South Africa**, the NBSAP is developed through an extensive consultative process involving all stakeholders. It is informed by the National Spatial Biodiversity Assessment (NSBA) that identifies geographic biodiversity priorities. The National Environmental Management: Biodiversity Act (NEM:BA), requires that the South African National Biodiversity Institute (SANBI), must “align the plans of municipalities directly with the National Biodiversity Framework (NBF).” The NBF rests on the NBSAP and NSBA and provides a framework for conservation and sustainable development by coordinating and aligning the efforts of the many organisations involved in conserving and managing South Africa’s biodiversity. NEM:BA also requires that the national government, in accordance with the principles of cooperative governance in South Africa’s Constitution, consult the provincial environmental authorities, where the provincial mandate may be affected by the exercise of power by the national government. This provides a national mechanism to ensure provincial involvement in NBSAP development and implementation. Local authorities are required to produce Integrated Development Plans (IDPs), which determine development priorities and are aligned with Provincial Growth and Development Strategies (PGDS). In KwaZulu-Natal Province for example, one of the strategic objectives contained in the PGDS provides for spatial biodiversity planning and decision-support tools to support biodiversity conservation. Accordingly, municipalities in this province must consider this objective in their IDPs. To promote coordination at provincial level, the national Medium Term Strategic Framework (MTSF) requires provincial conservation authorities, and departments of agriculture, environment and rural development, to work together in identifying areas of biodiversity importance and declaring protected areas.



Generally, there is a perception that developed countries have more institutional and financial resources for coordination, and often less pressing needs and obstacles than developing countries, where lack of institutional and financial resources, as well as other pressing development needs represent a major challenge to achieving effective coordination in NBSAP development and implementation. However, developing countries often deliver innovations in efficiency and effectiveness of actual ‘on the ground’ coordination and cooperation.

In recognition of its importance and cross-cutting political nature, Aichi Biodiversity Target 17 directs that the NBSAP be adopted as a policy instrument. Depending on national circumstances, enacting this instrument as law can enable monitoring of the effectiveness of implementation by parliamentary or other oversight mechanisms.

Table 1 Guidelines on specifying & institutionalising collaboration & coordination in policy & strategy

	NATIONAL GOVERNMENT	SUBNATIONAL GOVERNMENT	LOCAL AUTHORITY
Top down	● National government should prepare the NBSAP; ● Legislation/policy document/ NBSAP should specify roles and responsibilities of subnational and local authorities in planning, actions and in mainstreaming biodiversity into all related sectorial policies, strategies and programmes; ● National government should provide local and subnational governments access to resources and expertise.	● The NBSAP must be used as guideline; ● Ensure a thorough understanding of national strategies, action plans and priorities; ● Institutionalize subnational biodiversity strategies as the reference framework for integrating biodiversity issues into sectoral policies; ● Use information and resources made accessible by national government.	● The NBSAP (and SBSAP as available) must be used as guideline; ● Ensure a thorough understanding of national strategies, action plans and priorities; ● Use information and resources made accessible by national government.
Bottom up	● Legislation or appropriate policy instrument to specify that SBSAPs must be developed and inform NBSAP; ● Provide legislative or planning frameworks or guidelines for local and subnational authorities to prepare BSAPs; ● Ensure national government representative participates in the development of BSAPs; ● Integrate SBSAPs into NBSAPs.	● Ascertain local biodiversity goals and objectives; ● Develop SBSAP; ● Provide SBSAP to national government for input into the NBSAP; ● Collaborate and participate in the development of the NBSAP.	● Ascertain local biodiversity goals and objectives; ● Develop LBSAP; ● Provide LBSAP to national and subnational governments for input into the NBSAP; ● Collaborate and participate in the development of the NBSAP and SBSAPs.
Collaboration at lower levels of government	● Enable collaboration at lower levels by giving authority and responsibility to local and subnational government in legislation and policy instruments supporting decentralisation of biodiversity management.	● Identify other responsible subnational authorities; and ● Ascertain responsibility and authority in existing legislative and policy frameworks.	● Identify other responsible local authorities; and ● Ascertain responsibility and authority in existing legislative and policy frameworks.





B.

Clarifying mandates, institutional roles and responsibilities

One of the main obstacles to subnational and local authority bodies developing and implementing BSAPs ...

... is that they are unclear as to whether they have the power to develop the BSAP, as well as the precise ambit of their powers in relation to the implementation of the NBSAP, and the development and implementation of SBSAPs.

A clear mandate, either in law or in policy, specifically allocating authority and responsibility to subnational and local authorities can greatly assist subnational and local authorities to understand exactly what role they play in implementing NBSAPs.

The need to clarify mandates and institutional roles is also recognized in COP decision IX/28, which encourages Parties, in accordance with national legislation, to recognize the role of cities and local authorities in their NBSAPs, to facilitate the adoption by cities and local authorities of practices that support the implementation of these strategies and action plans, and to support the development of S/LBSAPs consistent with NBSAPs.

To establish whether a specific level of government has the responsibility and authority to develop and/or implement a BSAP, guidance must be sought from the following sources:

- national and/or subnational constitutions assigning legislative and executive powers in relation to biodiversity management;
- national and/or subnational laws requiring the subnational or local authority bodies to develop and implement S/LBSAPs;
- national and/or subnational policies supporting decentralisation of executive/administrative powers relating to biodiversity management;
- where a national government has developed a NBSAP, the NBSAP assigns specific responsibilities and powers to subnational and local authorities;
- other forms of delegation of power by national government empowering subnational and local authorities to develop and or implement S/LBSAP.

Where a subnational or local authority has the legislative competency to deal with environmental matters more broadly or biodiversity more specifically, it may develop laws to require the development of SBSAPs and LBSAPs and regulate the manner in which these must be developed and implemented, also with regard to consultation with stakeholders and monitoring and reporting. It may further regulate how biodiversity may be mainstreamed into other cross-sectoral plans, programmes and policies.

In some countries, subnational and local authority bodies may not have the authority to make local legislation, but they may be assigned executive and administrative powers to develop and implement policies, plans and programmes. The development and implementation of SBSAPs may generally be regarded as executive actions. These powers may be given in terms of national or subnational legislation or policy instruments. It is important to consider the empowering provisions contained in laws or in policy instruments as these documents may further specify and limit the ambit of the executive and administrative powers.

In some countries, cities have a great deal of autonomy on planning and management. In such cases, cities will be able to ensure that CBD and NBSAP objectives and targets are incorporated at the local level and that city policies and plans align with the CBD and NBSAP, similar to the example provided in **Case study 6**.

City of Edmonton, Alberta, Canada



The Municipal Government Act is an enabling law that regulates planning and development in cities in Alberta. The Act grants municipalities a great deal of autonomy on how they plan their cities. As far as biodiversity is concerned, cities have limited linkages to the Provincial government and are not required to do much about biodiversity in their city planning. This notwithstanding, the City of Edmonton has developed a policy in their official plan requiring alignment with the CBD and the subnational government provisions.



A barrier may occur when laws or other mandating instruments, such as policy documents (including NBSAPs) fail to clearly identify which government institution/level of government (subnational or local) is responsible for taking ownership of ensuring the implementation of each strategy and action. This may create confusion and result in lower levels of government being committed, but failing to implement the strategies and actions of the NBSAP. Therefore, NBSAPs should ideally clearly describe each mandate and allocate it to a specific agency at national, subnational and local level for implementation.

Clear mandates must be provided for in legal or other policy instruments regarding the following:

- who is responsible for preparing NBSAPs;
- which levels of government/ government institutions are responsible for preparing S/ LBSAPs;
- the interaction between an NBSAP and S/LBAPs;
- defined mandates in respect of implementing each strategy and action; and
- identified actors responsible for implementing specific mandates.



NBSAPs may be useful policy tools to set out a planning framework for implementation and for coordinating the development and implementation of subnational and local BSAPs at lower levels of government. In national governments where no specific mandate, either in relation to legislative or executive competencies, enables local and subnational levels of government to develop SBSAPs, subnational and local authority bodies should request guidance from national departments which have been allocated the line function of environmental management and/or biodiversity. For instance it may request the national department to provide it with the authority in terms of delegation of powers, to develop a subnational or local BSAP and prescribe the ambit of these powers.

NBSAPs can further assist subnational and local authorities by setting concrete and SMART (Specific, Measurable, Attainable, Relevant and Time-bound) targets as part of the action plan and require these targets to be incorporated and expanded on in SBSAPs and LBSAPs.

Before any specific responsibilities and mandates are created relating to subnational and local implementation of BSAPs, the mandating body should as far as possible establish whether sufficient capacity and resources are available to enable and assist the body charged with the responsibility/mandate to implement it. Brazil and Peru have come up with mechanisms to assist with this process (see **Case study 7**).



National mechanisms to delegate and assist subnational and local authorities

CONABIO, Brazil

The Brazilian government created a National Biodiversity Program in 1994, and a related national policy in 2002. The 2002 decree revised the terms of reference of a Commission established to promote the implementation of commitments made by Brazil to the CBD, and to identify and propose priority areas and actions for research on the conservation and sustainable use of biodiversity components. The main mandate of the National Biodiversity Commission (CONABIO) is to coordinate, monitor and evaluate strategies, policies, action plans, programmes and projects on biodiversity. The Commission is composed of representatives of all ministries and relevant government agencies, as well as 10 representative bodies for the private sector, labor, civil society organizations and academia. The Association of States' Environmental Authorities is one of its members. Brazilian associations of municipalities like ANAMMA are quite active in the political and institutional (learning) level and are being considered to become strongly involved in CONABIO's work.

In Peru, both the National Biodiversity Strategy, as well as the Decentralization Law (Law 27783), requires regional governments to develop biodiversity strategies.

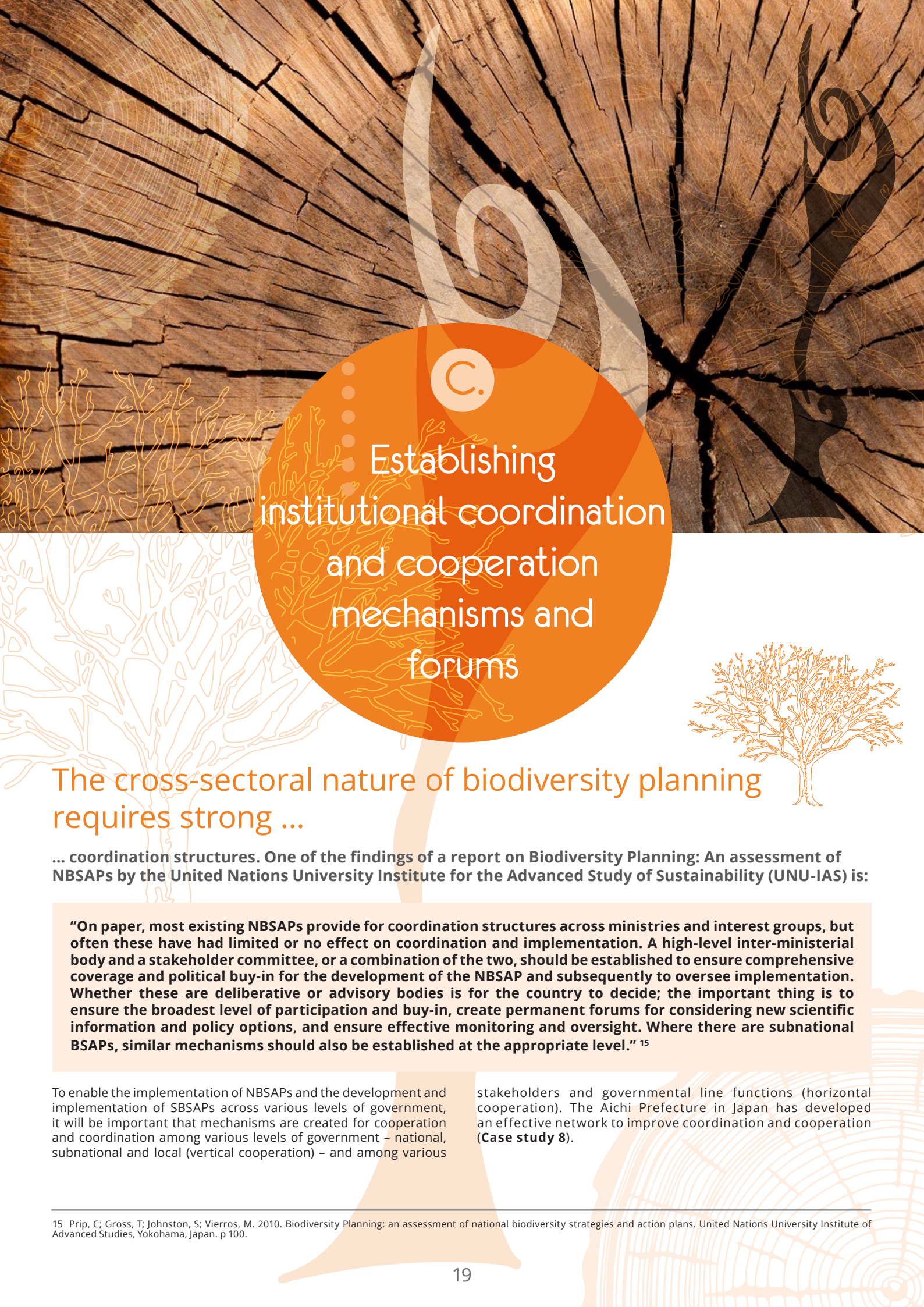


Table 2 Table Guidelines on clarifying mandates, institutional roles & responsibilities

	NATIONAL GOVERNMENT	SUBNATIONAL GOVERNMENT	LOCAL AUTHORITY
Multilevel governance framework	National governments should establish and implement a coherent multilevel governance framework clearly describing the mandates of each subnational and local authority. Where appropriate, they should support the use of memoranda of understanding/ contractual arrangements as a framework for implementing strategies.	Subnational governments that have the legal capacity to regulate biodiversity should establish laws, regulations and policies for the implementation of NBSAPs and the development and implementation of a SBSAP.	Local authorities that have the legal capacity to regulate biodiversity should establish laws, regulations and policies for the implementation of NBSAPs and the development and implementation of a SBSAP.
Decentralise authority	National governments should decentralise the authority and responsibility to develop and implement BSAPs to subnational and local levels of government by passing laws, or in terms of policy or other mechanisms of delegation.	Subnational governments should ascertain what their legal mandates are and whether they have the legal capacity to regulate biodiversity, whether in terms of a constitution or inherently.	Local authorities should ascertain what their legal mandates are and whether they have the legal capacity to regulate biodiversity, whether in terms of a constitution or inherently.
Appropriate level of action	National government should determine which level of government is best suited to deal with a specific strategy or action and should mandate the most appropriate level of government to deal with specific strategies or actions.	Subnational governments should ascertain whether they have administrative or executive responsibilities relating to biodiversity and whether these responsibilities include developing and implementing SBSAPs and implementing NBSAPs.	Local authorities should ascertain whether they have administrative or executive responsibilities relating to biodiversity and whether these responsibilities include the development and implementation of LBSAPs and the implementation of NBSAPs.
Clarify mandates & delegation of powers	National government should stipulate whether mandates are general or specific and whether or not mandates can be delegated to lower levels of government; where a mandate is specific and delegated, the ambit of the mandate and delegation must be clearly stipulated.	Subnational governments delegating powers to local authorities should clearly stipulate whether the local authority's mandates are general or specific; where a mandate is specific, the ambit of the mandate must be clearly stipulated.	Local authorities should have a thorough understanding of any SBSAPs or other biodiversity policies adopted by subnational government and what their responsibilities and powers are in terms of these policies.
		Subnational governments delegating powers to local authorities should ascertain what responsibilities local authorities are best suited to undertake, and, where local authorities do not have executive or legal powers to deal with these responsibilities, powers should be delegated in terms of laws or policies.	Local authorities should have a thorough understanding of any NBSAPs or other biodiversity policies adopted by national government and what their responsibilities and powers are in terms of these policies.
Develop policy	National governments should develop and implement coherent and integrated sectorial policies for subnational government, local and regional authorities to perform under the NBSAPs.	Subnational governments should have a thorough understanding of any NBSAPs or other biodiversity policies adopted by national government and what their responsibilities and powers are in terms of these policies.	Local authorities should have a thorough understanding of any NBSAPs or other biodiversity policies adopted by national government and what their responsibilities and powers are in terms of these policies.







Establishing institutional coordination and cooperation mechanisms and forums

The cross-sectoral nature of biodiversity planning requires strong ...

... coordination structures. One of the findings of a report on Biodiversity Planning: An assessment of NBSAPs by the United Nations University Institute for the Advanced Study of Sustainability (UNU-IAS) is:

“On paper, most existing NBSAPs provide for coordination structures across ministries and interest groups, but often these have had limited or no effect on coordination and implementation. A high-level inter-ministerial body and a stakeholder committee, or a combination of the two, should be established to ensure comprehensive coverage and political buy-in for the development of the NBSAP and subsequently to oversee implementation. Whether these are deliberative or advisory bodies is for the country to decide; the important thing is to ensure the broadest level of participation and buy-in, create permanent forums for considering new scientific information and policy options, and ensure effective monitoring and oversight. Where there are subnational BSAPs, similar mechanisms should also be established at the appropriate level.”¹⁵

To enable the implementation of NBSAPs and the development and implementation of SBSAPs across various levels of government, it will be important that mechanisms are created for cooperation and coordination among various levels of government – national, subnational and local (vertical cooperation) – and among various

stakeholders and governmental line functions (horizontal cooperation). The Aichi Prefecture in Japan has developed an effective network to improve coordination and cooperation (**Case study 8**).

¹⁵ Prip, C; Gross, T; Johnston, S; Vierros, M. 2010. Biodiversity Planning: an assessment of national biodiversity strategies and action plans. United Nations University Institute of Advanced Studies, Yokohama, Japan. p 100.

Involving Local Authorities in the implementation of NBSAPs through “Ecological Network Councils”, Aichi Prefecture, Japan



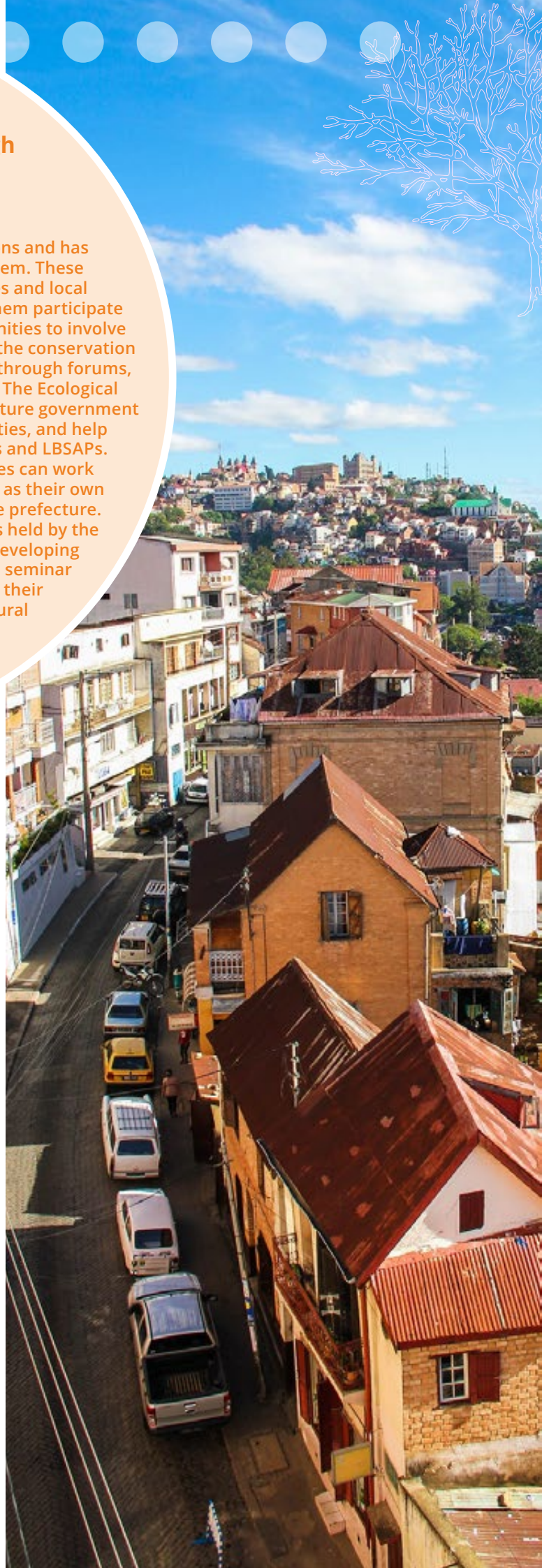
Aichi Prefecture divided its territory into nine sub-regions and has established “Ecological Network Councils” in each of them. These councils comprise NPOs, universities, private companies and local authorities. There are 54 municipalities in Aichi, and all of them participate in at least one of the councils. The councils provide opportunities to involve the local authorities, including those not actively engaged in the conservation of biodiversity, in the discussion on the NBSAPs and LBSAPs through forums, meetings and other networking tools, such as mailing lists. The Ecological Network Councils are very effective as they enable the Prefecture government to communicate and share information with local authorities, and help the municipalities understand and implement the NBSAPs and LBSAPs. Furthermore, through these councils, the local authorities can work proactively and conceive the conservation of biodiversity as their own because they’re based in the local area and not the whole prefecture. As a result of information sharing through various events held by the Ecological Network Councils, some councils are even developing their own collaborative LBSAPs. The Prefecture held a seminar for the local authorities in 2016 on how to develop their own LBSAPs that align with NBSAPs and Prefectural LBSAPs. As a result, several governments are now starting to establish LBSAPs strategies.



Coordination and cooperation from a vertical perspective are important to ensure that there is effective alignment of the biodiversity goals and objectives in policy, plans and programmes developed at each level of government. The mechanisms can include formalised institutions created either in terms of law or policy with the specific purpose to facilitate coordination and cooperation. Formal institutions can include cross-sectoral committees or multi-stakeholder councils or commissions. These bodies may in turn create rules and processes specifically designed to enable intergovernmental consultation and coordination. Mechanisms can also take the form of forums that are more informal, open and held on an irregular basis. For example, the Community in Nature (CIN) Initiative is a national movement that connects and engages communities in conserving Singapore’s natural heritage (See Companion Module to this document). This initiative is aligned to National Parks Board’s (NParks) City in a Garden vision and Singapore’s National Biodiversity Strategy and Action Plan. It seeks to involve multiple groups of stakeholders –educational and research institutions, families, corporate groups, government agencies, NGOs and passionate individuals in the conservation of Singapore’s biodiversity through a range of targeted programmes focusing on the three following streams of nature education, citizen science and habitat enhancement and species recovery.

It may be worthwhile first to ascertain which bodies have already been established in terms of national laws or policy instruments that can be utilised to fulfill the function of a cooperation and coordination body, before establishing new institutions for this purpose. Making use of existing bodies can be advantageous as the institutional capacity will already exist to perform the required functions. For instance, national governments with an established NBSAP or another national biodiversity policy may have already established cross-sectoral committees or multi-stakeholder councils or commissions which assisted in developing the policy instrument and its implementation and administration.

Coordination can take many forms, from Sao Paulo State’s leadership in Brazil to Canada’s and Australia’s cooperative approaches as federal states, and Japan’s specific incentive for the engagement of prefectures and local authorities (see **Case study 9**).



Successful coordination and cooperation approaches



Coordination in Brazil

According to Brazilian law, it is the responsibility of states and municipalities to establish their own commissions for environment and biodiversity. Many have done so, or are in the process of finalising these commissions. For example, São Paulo State launched the São Paulo State Plan in 2013 which translates the Aichi Biodiversity Targets to the state level. The plan further proposes concrete projects and products which are integrated in a State Environmental Management System and provided with a financial resource plan. It also builds on the experience, and strengthens the mandates of a multi-stakeholder State Commission on Biodiversity created in 2011 and led by the Governor's executive office. The Commission defined the State's own Aichi Biodiversity Targets and has met regularly for accountability and monitoring. Another Brazilian successful experience in multi-stakeholder commissions is the federation of Councils of Biosphere Reserves (particularly for the Atlantic Rainforest), where state and municipal governments play a critical and executive role.

Coordination in Canada

The Canadian NBSAP determines that within each jurisdiction, federal, provincial and municipal authorities will maintain or develop mechanisms to provide opportunities for meaningful participation of regional and urban governments, local and indigenous communities, interested individuals and groups, business interests, and the scientific community in implementing the Strategy. This was largely followed by the establishment of multi-stakeholder committees and councils on biodiversity, supported by the Government of Canada and mandated to work collaboratively with its partner governments on issues of shared interest (e.g. endangered and invasive species, etc.). As a federal State, subnational implementation in Canada depends on coordination and collaboration, rather than on regulation and executive instruction – an additional justification for the creation of well-articulated multi-stakeholder councils and/or working groups. In the Province of Ontario, a Biodiversity Council was created in 2005 in fulfillment of an action in the province's first Biodiversity Strategy. Council members represent conservation and environmental groups, industry associations, Aboriginal organizations, academia and government agencies. Its 2015 report provides decision makers and the public with actionable information about the status and trends of 45 indicators, as well as an assessment of progress against Ontario's 15 biodiversity targets.

Coordination in Australia

In 2015, representatives of the Australian state and territory governments formed a Biodiversity Working Group to undertake the scheduled review of the Strategy. This working group held regular workshops throughout that process and continues to contribute to the subsequent report and findings.

Coordination in Japan

In Japan, the Ministry of Environment supported the establishment of Local Government Networks on Biodiversity in 2011. The network's members include both local and prefectural government, and is co-chaired by both of these levels of subnational government, through which cooperation between local authorities has progressed. In particular, the network has been the vehicle through which a large proportion of Japan's prefectures and many cities have produced their BSAPs since 2010. The Local Government Network on Biodiversity is also a member of the Japan Committee for UNDB, in cooperation with the Japanese National Government, business committees, non-profit organizations (NPO), academic experts, and intellectuals.



All national governments of developing countries consulted identified a wide range of barriers for subnational implementation of NBSAPs, which is especially affected by changes in political priorities over time. Therefore there is a need to define more permanent institutional arrangements for subnational and local governance of biodiversity, to address, for example, monitoring and evaluation systems, and systematic resource mobilization for their operations.

In instances where there is a need to establish new coordination and cooperation mechanisms and forums it is recommended that:

- the specific need for or goal/objective of coordination and cooperation be identified; and
- the relevant decision makers and stakeholders which should partake in the coordination and cooperation activities to meet the need/achieve the goal/objective be identified.

Tables 3 and 4 summarize some of the needs/objectives and participants/stakeholders commonly applicable for developing and implementing biodiversity strategies and action plans.

Once the needs/objectives and the relevant participants/stakeholders are identified, the most appropriate mechanism to establish cooperation and coordination can be ascertained. In other words, whether a formal cross-sectoral or multi-stakeholder body should be institutionalised, or whether more informal forums should be established to meet at regular intervals or on an ad hoc basis, will depend on the stakeholder groups identified. Institutional coordination can take several forms as outlined in **Case study 10**.



Changes in political priorities over time may negatively impact on subnational and local authorities' ability to implement NBSAPs successfully, or to develop and implement S/LBSAPs, particularly in developing countries. There is therefore a need for the establishment of permanent institutional arrangements for subnational and local governance of biodiversity, to address, for example, coordination and cooperation requirements, monitoring and evaluation systems, and systematic resource mobilisation for their operations.

Another obstacle is that although most existing NBSAPs provide for coordination structures across ministries and interest groups, often these have had limited or no effect on coordination and implementation. A high-level inter-ministerial body and a stakeholder committee, or a combination of the two, should be established to ensure comprehensive coverage and political buy-in for the development of the NBSAP and subsequently to oversee implementation (see **Case study 11** for some examples). Whether these are deliberative or advisory bodies is for the country to decide; the important thing is to ensure the broadest level of participation and buy-in, create permanent forums for considering new scientific information and policy options, and ensure effective monitoring and oversight. Where there are SBSAPs, similar mechanisms should also be established at the appropriate level.¹⁶

Table 3 Participants' & stakeholders' objectives/needs during the S/LBSAP development process

	OBJECTIVE/NEED	PARTICIPANTS/STAKEHOLDERS
Developing SBSAPs	- to ensure alignment of strategies, goals and objective between NBSAPs, other SBSAPs and LBSAPs; - to ensure representation and input of all relevant stakeholders; - to identify the relevant actors who will be responsible for implementing the different strategies and actions; - to facilitate the sharing of information and expertise between national government and subnational and local authority levels.	- national, regional and local levels of government responsible for biodiversity; - other government departments/agencies including finance planning, parliament, judiciary, and ministries responsible for forests, agriculture, marine area, mining, infrastructure, transport, tourism and international cooperation and trade; - national and international civil society organisations, UN bodies, environmental groups, resource user groups, indigenous/local communities, women/youth groups, professional associations, and organised labour; and - private sector stakeholders such as green-tech businesses, private developers, construction firms, utility operators, factory managers and chambers of commerce.

Table 4 Participants' and stakeholders' objectives/needs when implementing NBSAPs and S/LBSAPs

	OBJECTIVE/ NEED	PARTICIPANTS / STAKEHOLDERS
Implementing NBSAPs & S/LBSAPs	- to enable the flow of information to various levels of government to enable informed decision-making; - to establish monitoring and reporting mechanisms; - to enable evaluation and feedback; - to enable partnerships in implementing strategies and actions; - to enable ongoing forums and stakeholder meetings; - to organise or support networks and platforms.	- all levels of government responsible for biodiversity; - other government departments/agencies including finance planning, parliament, judiciary, and ministries responsible for forests, agriculture, marine area, mining, infrastructure, transport, tourism, international cooperation and trade; - national and international civil society organisations, UN bodies, environmental groups, resource user groups, indigenous/local communities, academia, women/youth groups, professional associations, and organised labour; - private sector stakeholders such as green-tech businesses, private developers, construction firms, utility operators, factory managers and chambers of commerce.

¹⁶ Prip, C; Gross, T; Johnston, S; Vierros, M. 2010. Biodiversity Planning: an assessment of national biodiversity strategies and action plans. United Nations University Institute of Advanced Studies, Yokohama, Japan. p 100.

Institutional coordination examples

Institutional coordination in Madagascar

The need for a multi-stakeholder council for biodiversity at national, regional and urban levels defined in existing legislation has been identified. In order for the multi-stakeholder council to be successful, regional and local players that play a role in biodiversity and ecosystem services, development and poverty eradication should be identified.

Institutional coordination in the Philippines

It is envisaged that a subcommittee under the Sectoral Committee on Economic Development of the Regional Development Council (RDC) will be created with the participation of relevant sectors. The purpose of the subcommittee will be to incorporate the NBSAP's directives in regional development planning, and to ensure regular monitoring and evaluation of progress in implementation. However, the Philippines has decided to prioritize the creation of a council responsible for biodiversity for Palawan, a particularly biodiversity-rich province. The Palawan Council for Sustainable Development (PCSD) was created in terms of the Philippines Strategic Environmental Plan for Palawan Act (SEP). The PCSD is a multi-sectoral and inter-disciplinary body granted the responsibility in terms of the SEP to oversee the governance, implementation and policy direction of the SEP.

Institutional coordination in the UK

The UK Biodiversity Action Plan covers the period from 2011 to 2020, and was developed in response to both the CBD's Strategic Plan for Biodiversity 2011-2020, published in October 2010, and the EU Biodiversity Strategy, released in May 2011. The creation of the UK Biodiversity Action Plan prompted countries within the UK to produce their own NBSAP, including England's Biodiversity 2020: A Strategy for England's Wildlife and Ecosystem Services. With the creation of the NBSAP, regional and local level BSAPs were then developed. The LBSAPs in the UK rely on the national plans to help frame and inform the local level. While national targets are crucial, the UK has established that locally developed targets are also important to help local authority implement approaches that are most relevant to protecting the species and environments that are unique to each region. To address this issue, England established Local Nature Partnerships with an initial £1m fund in 2011/12. Two successful LBSAPs include the 'The Bristol Biodiversity Action Plan' and 'The Devon Biodiversity and Geodiversity Action Plan'; both of these plans cite the guidance of the CBD and the UK NBSAP and have utilized national targets while integrating locally developed targets. Importantly, the UK's multijurisdictional coordination has allowed for a biodiversity framework that supports national and regional policy makers in the development of both broad and localized targets. One outcome of a local partnership was the production of a 'South West Nature Map', which identifies at a regional level, blocks of land known as Strategic Nature Areas (SNAs). These represent the best areas to maintain and expand wildlife habitats through management, restoration or re-creation - promoting local management of ecosystems.



Committees to oversee and guide the development and implementation of BSAPs

Cameroon National Biodiversity Coordination Committee

Cameroon's NBSAP determines that by 2017, guidelines for mainstreaming biodiversity in the mandates of decentralized and local council plans should be available; and defines the number of Regions/Local councils endowed with Biodiversity targets and Action Plans, and the number of pilot programs and projects set up and implemented by these councils, as indicators. Supplementary regulations nominate the Special Equipment and Mutual Assistance Fund (FEICOM), an institution created in 1974, for communal development assistance and organization related to sustainable use and conservation of biodiversity. Its main mission is to support decentralized regional governments in the development process including providing technical and financial assistance.

Namibia Steering Committee

Namibia NBSAP implementation is being coordinated and implemented by many governmental ministries through the Steering committee. The Ministry of Regional and Local Government, Housing and Rural Development is on the Steering Committee to oversee the formulation of the NBSAP. This provides the possibility to promote collaboration between ministries, as well as highlighting the priorities of local authorities to the NBSAP authors.

CONABIO, Mexico

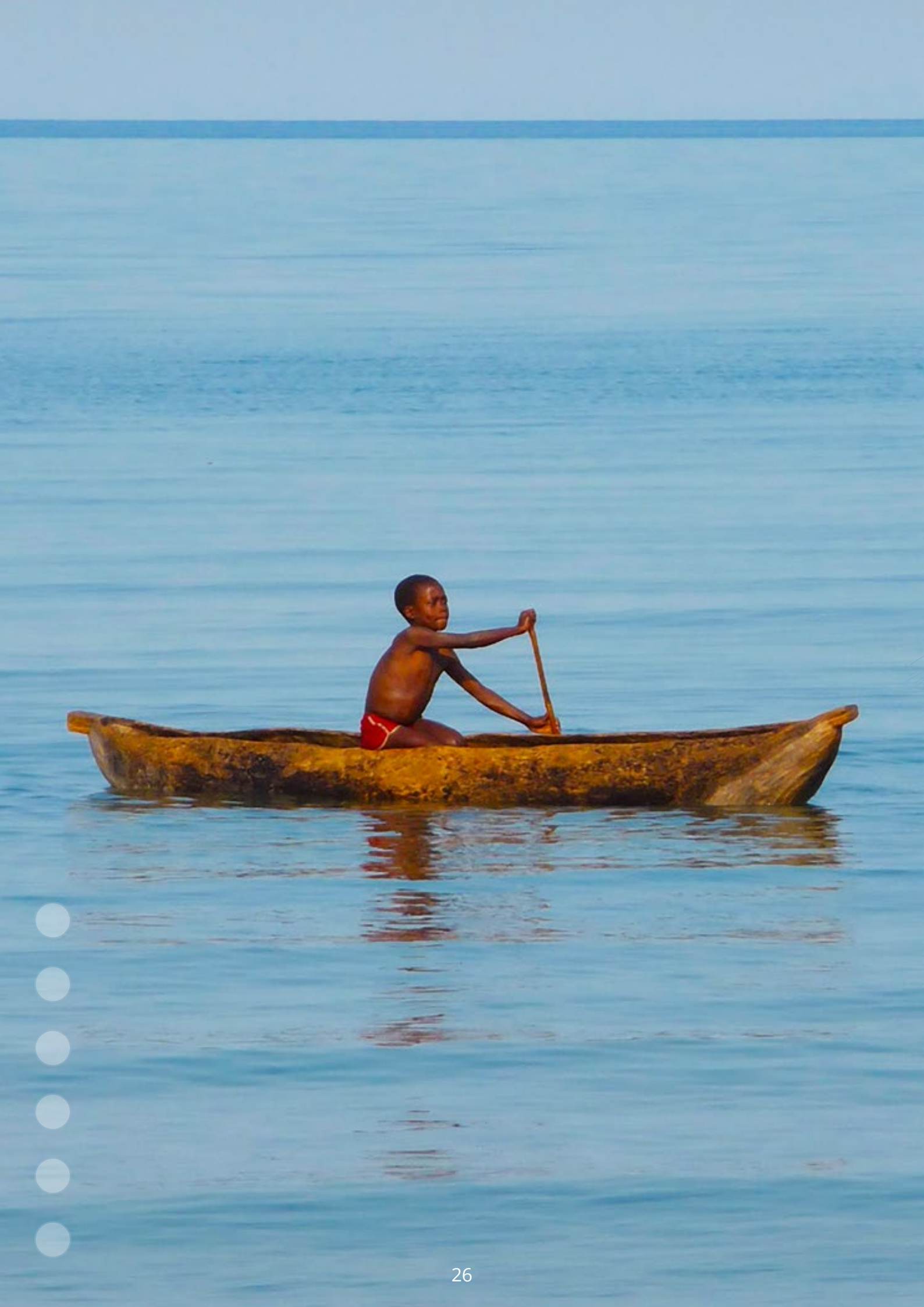
In Mexico, the National Commission on Biodiversity (CONABIO), was established by a presidential multi-sectoral agreement in 1992, and since has been working to cooperate with up to 22 of the country's States to strengthen state-level BSAPs by offering toolboxes for decision-making, participative planning processes, and institutional capacity building, as well as assisting, using a coherent and sequential approach, with the following activities:

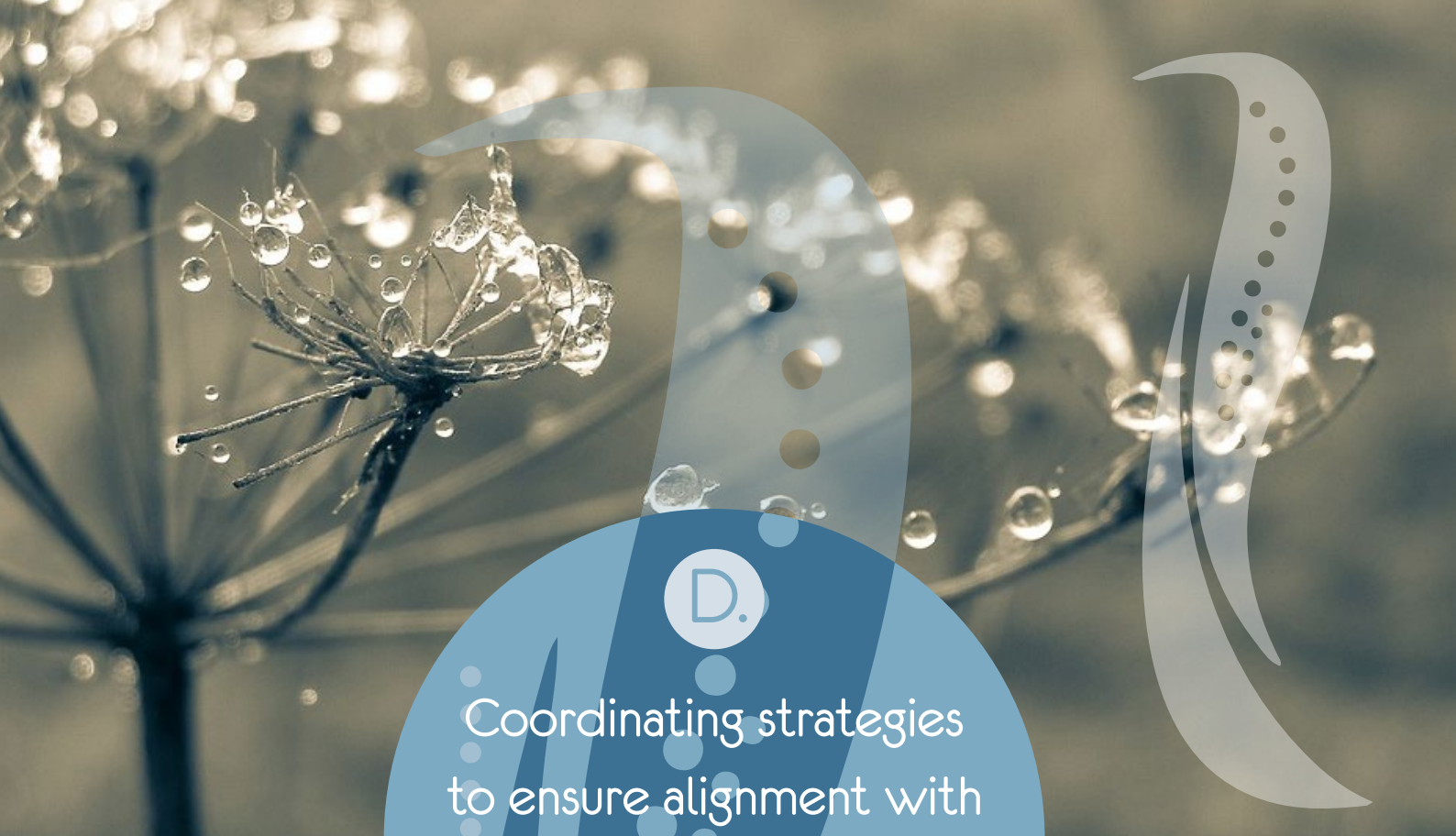
- Multi-stakeholder consultation processes to identify relevant institutions and representative bodies on biodiversity, and their interests, needs and expectations;
- Identification of significant state-level sources of biodiversity data, and their compilation for the execution of assessments to guide State-level BSAPs – 11 States have conducted their assessments and 10 are underway in 2016, while 8 have developed BSAPs and 6 are in progress;
- Implementation of BSAPs through norms, programs and projects; and
- Institutionalization of policies and players through the establishment of State-level councils generally reflecting CONABIO's own multi-stakeholder and technically balanced structure. Two of these councils are already in operation.



Table 5 Guidelines on establishing institutional coordination and cooperation mechanisms and forums

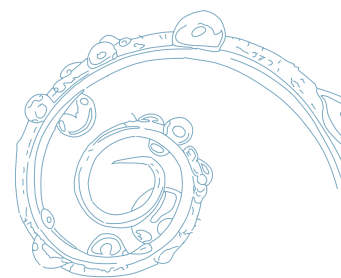
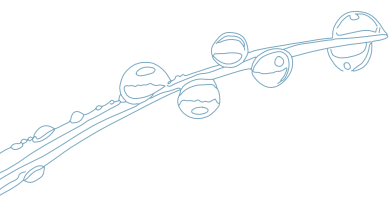
	NATIONAL GOVERNMENT	SUBNATIONAL GOVERNMENT	LOCAL AUTHORITY
Collaboration opportunities	National governments need to acknowledge the importance of coordination and collaboration with subnational and local authorities and identify opportunities for collaboration.	Subnational government need to acknowledge the importance of coordination and collaboration with national government and local authorities and identify opportunities for collaboration.	Local authorities need to acknowledge the importance of coordination and collaboration with national government and subnational authorities and identify opportunities for collaboration.
Facilitate cooperation between level	National governments should establish, where appropriate, formal institutions and cooperation programmes specifically tasked with the responsibility to facilitate coordination and collaboration between different government levels at the national scale.	Subnational government should participate in formal institutions and cooperation programmes established by national government.	Local authorities should participate in formal institutions and cooperation programmes established by national and subnational government.
Decentralised cooperation	National governments should establish, where appropriate, formal institutions and cooperation programmes specifically tasked with decentralised development cooperation to strengthen and capitalise on joint and integrated biodiversity protection and management efforts.	Subnational government should establish, where appropriate, formal institutions and cooperation programmes specifically tasked with the responsibility to facilitate coordination and collaboration between subnational and local authority levels.	Local authorities should establish, where appropriate, formal institutions and cooperation programmes to facilitate coordination and collaboration between different divisions and sectors at local authority level.
Inter-ministerial coordination	National governments should consider establishing high-level inter-ministerial, inter-governmental and stakeholder steering committees for the preparation of the NBSAP and as part of the overall national implementation mechanism.	Subnational governments should participate in national inter-ministerial, inter-governmental and stakeholder steering committees established for the preparation of the NBSAP and as part of the overall national implementation mechanism.	Local authorities should participate in inter-ministerial, inter-governmental and stakeholder steering committees for the preparation of the NBSAP and as part of the overall national implementation mechanism.
Learning networks	National governments should enable joint learning and biodiversity action by organising or supporting networks and platforms and facilitating subnational and local exchange at the national, supra-national (European) and global levels.	Subnational government should identify when it will be appropriate to establish informal forums to address specific biodiversity issues, either on an ad hoc or continuing basis.	Local authorities should identify when it will be appropriate to establish informal forums to address specific biodiversity issues, either on an ad hoc or continuing basis.
Multi-stakeholder participation	National governments should establish, where appropriate, formal institutions and cooperation programmes specifically tasked with cross-sectoral and multi-stakeholder participation.	Subnational government should establish, where appropriate, formal institutions and cooperation programmes specifically tasked with cross-sectoral and multi-stakeholder participation.	Local authorities should establish, where appropriate, formal institutions and cooperation programmes specifically tasked with cross-sectoral and multi-stakeholder participation.





D.

Coordinating strategies to ensure alignment with Strategic Plan for Biodiversity 2011-2020 and Aichi Biodiversity Targets



Whilst national government commits to implementing the CBD, Aichi Biodiversity Targets and NBSAP, ...

... achievement of the NBSAP objectives, goals and targets is not possible without the active contribution of subnational and local authorities.¹⁷

A clear mandate, either in law or in policy, specifically allocating Furthermore, due to the scale at which they are implemented, and the diversity in governance at different levels, NBSAPs provide a useful point of reference with which to align planning at the subnational and local levels. The Aichi Biodiversity Targets, or nationally determined targets aligned with these in the NBSAP, should provide the framework on which subnational and local BSAPs are built. While many targets may not be relevant to the subnational locality, consultative stakeholder processes are intended to identify the most appropriate targets and ways in which the targets can be adapted to their subnational context.¹⁸ Alignment of subnational and national goals, objectives and targets facilitates cooperation and opens possibilities of support in exchange for contributing to national implementation.¹⁹

Local BSAPs can assist in translating international and national biodiversity policies and targets into implementable action at the local level, and so contribute significantly to national efforts to implement Convention obligations. However, this is dependent upon solid planning, and subnational and local level BSAPs that are aligned to CBD tools and frameworks such as the Strategic Plan on Biodiversity 2011-2020 and the Aichi Biodiversity Targets.

Governments face a number of challenges in ensuring that strategies developed at all levels of government are aligned with the NBSAP and the Aichi Biodiversity Targets. A lack of alignment mechanisms and, consequently, lack of long-term goals and coherent structures and investments for biodiversity and ecosystem protection can hamper the achievement of targets across all levels of government. For subnational governments, this includes a lack of financial resources, the lack of a clear obligation for subnational and local authorities to develop and implement their BSAPs, and restricted human and technical capacity. Decisions and actions that affect biodiversity are often taken at the local level, and the overall NBSAP will only be implemented if corresponding strategies and action plans are also developed and implemented at the relevant subnational level(s). Decentralisation of biodiversity planning to subnational levels has been largely neglected in existing NBSAPs and this is one of the main causes of their limited implementation. A lack of clearly defined targets for specific strategies/actions may also impede the successful implementation of NBSAP at lower levels.

¹⁷ ICLEI/UNU-IAS/SCBD. 2010. Local Biodiversity Strategy and Action Plan Guidelines: An aid to municipal planning and biodiversity conservation. p 8.

¹⁸ Ibid., p 49.

¹⁹ Ibid., p 48.

Government of Québec, Canada

The Government of Québec declared itself aligned to the CBD in 1992 and developed two biodiversity strategies and related action plans for the periods 1996-2000 and 2004-2007. It is currently working to meet the objectives of the CBD's Strategic Plan for Biodiversity 2011-2020. To do so, it published its Government Biological Diversity Guidelines in 2013, as a first step to achieve the Aichi Biodiversity Targets. These Guidelines stem from a broad dialogue process involving 12 Québec ministries and civil society actors. The Guidelines are meant for all ministries and other governmental bodies in Québec. Their top priority is to ensure that biodiversity issues are taken into account in policy planning and implementing action. The significant advantage of the Guidelines is that they provide a flexible framework for improving how government incorporates biodiversity issues into their respective fields of activity, and are excellent tools for mainstreaming biodiversity in all government areas of endeavour. All ministries and government bodies are charged with defining mission-specific targets, monitoring indicators and adequate accountability procedures. The Guidelines also instituted a Biological Diversity Steering Committee, composed of high-level governmental representatives from several ministries, to ensure inter-ministerial coordination and collaboration. Québec is currently preparing an overview of government actions that contribute to the achievement of the Aichi Biodiversity Targets. This is one more step on the road to identifying eventual gaps, steering future efforts and implementing optimal complementary structural policies. A preliminary review has concluded that Québec is acting on all of the Aichi Biodiversity Targets that fall within the purview of its responsibilities. Québec also uses the wide range of tools at its disposal to intervene in the field of biodiversity. These include legislation and regulations, strategic instruments, programs, publications and concrete implementation actions.



Ensuring that BSAPs (at national, subnational and local level) are aligned and complement biodiversity planning at national level is an important component to achieve synchronisation across all levels. Subnational BSAPs provide a valuable planning tool to translate international and national biodiversity policies and obligations into effective action at the subnational level.²⁰ SBSAPs can identify and prioritise local concerns and priorities, adapting and targeting actions at the local level in ways that NBSAPs, or other national frameworks, cannot. The Government of Québec has an innovative approach to inter-ministerial coordination, collaboration and alignment with the Aichi Biodiversity Targets (**Case study 12**).

Different approaches may be used in developing BSAPs to ensure alignment with the national NBSAP and Aichi Biodiversity Targets (see **Case study 13**): subnational BSAPs may be developed after the NBSAP, as a way to give effect to the NBSAP locally; alternatively, subnational BSAPs may be developed first as an integral part of the development of the NBSAP²¹ The use of an expert facilitator/trainer, often from national government, who contributes to both national and local development of the BSAP, has been found to be highly useful in a number of scenarios.

Alignment to NBSAPs and Aichi Biodiversity Targets

Australian Capital Territory's (ACT) Nature Conservation Strategy (NCS)

The NBSAP Priority for action 1: Engaging all Australians is reflected in the ACT NCS, Strategy 5: Strengthening community engagement, including for public participation in conservation activities and indigenous engagement. The ACT NCS places more emphasis on enhancing biodiversity value of urban areas (NCS Strategy 4). The NBSAP Priority for action 2: Building ecosystem resilience in a changing climate, is a major focus of the ACT NCS' first three strategies to enhance habitat connectivity and ecosystem function, manage threats to biodiversity and protect species and ecological communities. The NBSAP Priority for action 3: Getting measurable results, is less aligned with the ACT's outcomes and associated targets. This is a key area that would benefit from closer alignment, collaboration and clearly identified priorities for national monitoring.

Sao Paulo State and Sorocaba City, Brazil

Sao Paulo State has adopted the Aichi Biodiversity Targets following a request by the Governor to the Environmental State Secretariat to implement the Strategic Plan. Meanwhile, the City of Sorocaba's Municipal Environmental Policy mentions its alignment with "principles adopted by the CBD", and their Mata Atlantica Municipal Plan proposes the expansion of protected areas to increase connectivity between forest fragments, in line with Aichi Biodiversity Target 11, while also intentionally being adapted to integrate with SMA's Protected Areas Plan.

Revision of the Aichi Prefecture Biodiversity Strategy, Japan

Aichi Prefecture in Japan, the namesake of the Aichi Biodiversity Targets due to the city's hosting of the CBD COP (where the Strategic Plan was adopted), has also revised its Regional Biodiversity Strategy in order to reflect the Aichi Biodiversity Targets.

Access and benefit sharing in Malawi

In Malawi, national governments consulted subnational governments to integrate their inputs on the issue of Access and Benefit Sharing (towards the achievement of Target 16 of the NBSAP).



Table 6 Guidelines on coordinating strategies to ensure alignment with the Strategic Plan for Biodiversity 2011–2020 and Aichi Biodiversity Targets

	NATIONAL GOVERNMENT	SUBNATIONAL GOVERNMENT	LOCAL AUTHORITY
Strengthen alignment with Strategic Plan for Biodiversity & ABTs	NBSAPs should specifically define alignment mechanisms (such as decision-making or accountability instruments and/or processes) to ensure strategies align with the Strategic Plan for Biodiversity 2011 – 2020 & Aichi Biodiversity Targets.	Subnational governments should: ● establish or further develop subnational biodiversity strategies and action plans; ● ensure subnational strategies align with the Strategic Plan for Biodiversity 2011–2020 & Aichi Biodiversity Targets; ● where appropriate establish subnational targets and actively encourage local authorities to develop their own strategies and plans in line with national and subnational targets; ● build upon existing processes and activities to ensure strategies are aligned with national and Aichi Biodiversity Targets.	Local authorities should: ● establish or further develop local biodiversity strategies and action plans; ● ensure local strategies align with the Strategic Plan for Biodiversity 2011–2020 & Aichi Biodiversity Targets, and with national and subnational targets; ● build upon existing processes and activities, helping the strategies to be aligned with national, and the Aichi Biodiversity Targets
Legislative context	National government should ensure that it establishes an appropriate legislative framework at the national level to facilitate and support the development of subnational BSAPs.	Subnational governments should comply with the national legislative framework and, where appropriate, support compliance at local level.	Local authorities should comply with the national legislative framework.
Joint work programmes	Alignment of subnational BSAPs and the NBSAP may be improved by developing a joint work programme between the levels of government.	Alignment of subnational BSAPs and the NBSAP may be improved by developing a joint work programme between the levels of government.	Alignment of subnational BSAPs and the NBSAP may be improved by developing a joint work programme between the levels of government.
	Biodiversity policies, goals and targets should be incorporated into sector programmes, strategies and action plans to ensure that biodiversity receives priority and that the Strategic Plan for Biodiversity framework is applied across all relevant economic sectors.	Subnational sector programmes, strategies and actions plans should align with national sector plans that are aligned with the Strategic Plan for Biodiversity framework.	City and Local sector programmes, strategies and actions plans should align with national sector plans that are aligned with the Strategic Plan for Biodiversity framework.
Use a facilitator	A facilitator, possibly from national level, may assist national, subnational and local authorities in the formulation of BSAPs.	A facilitator, possibly from national level, may assist subnational and authorities in the formulation of BSAPs.	A facilitator, possibly from national level, may assist local authorities in the formulation of BSAPs.
Workshop	National governments should provide additional workshops to include subnational inputs in NBSAPs.	Subnational governments should participate in national workshops to provide subnational inputs in NBSAPs.	Local authorities should participate in national workshops to provide local inputs in NBSAPs.
Involve subnational & local authorities	National governments should consider and engage subnational governments and local authorities in the revision and implementation of NBSAPs at the local level, as appropriate. ²²	Subnational governments should engage with national government in the revision and implementation of NBSAPs.	Local authorities should engage with national and subnational governments in the revision and implementation of NBSAPs.
	National governments should use subnational-level biodiversity data when developing NBSAPs.	Subnational-level biodiversity data should be produced and supplied to national governments.	Local-level biodiversity data should be produced and supplied to national governments.
Vision & targets	NBSAPs should be formulated with visions and targets which work better at subnational level.	The development of subnational BSAPs should include measurable targets related to making progress towards achieving Aichi Biodiversity Targets.	The development of local BSAPs should include measurable targets related to making progress towards achieving Aichi Biodiversity Targets.
Prioritise actions to align with the Strategic Plan & ABTs	NBSAPs should identify and prioritise up-to-date and effective action required to meet all 3 objectives of the Convention ²³ As NBSAPs are developed and/or revised, they should take into account the 5 strategic goals of the Strategic Plan for Biodiversity and develop targets that correspond to the 20 global Aichi Biodiversity Targets and similar targets developed at the national level. ²⁴	SBSAPs should identify and prioritise up-to-date and effective action required to meet all 3 objectives of the Convention. As SBSAPs are developed and/or revised, they should take into account the 5 strategic goals of the Strategic Plan for Biodiversity and develop targets that correspond to the 20 global Aichi Biodiversity Targets and similar targets developed at the national level.	LBSAPs should identify and prioritise up-to-date and effective action required to meet all 3 objectives of the Convention. As LBSAPs are developed and/or revised, they should take into account the 5 strategic goals of the Strategic Plan for Biodiversity and develop targets that correspond to the 20 global Aichi Biodiversity Targets and similar targets developed at the national and subnational levels.

20 Secretariat of the Convention on Biological Diversity, June 2011. NBSAP training modules version 2.1 – Module 8. Biodiversity planning for states, provinces, cities and other local authorities; how to develop a sub-national biodiversity strategy and action plan. Montreal, Canada.

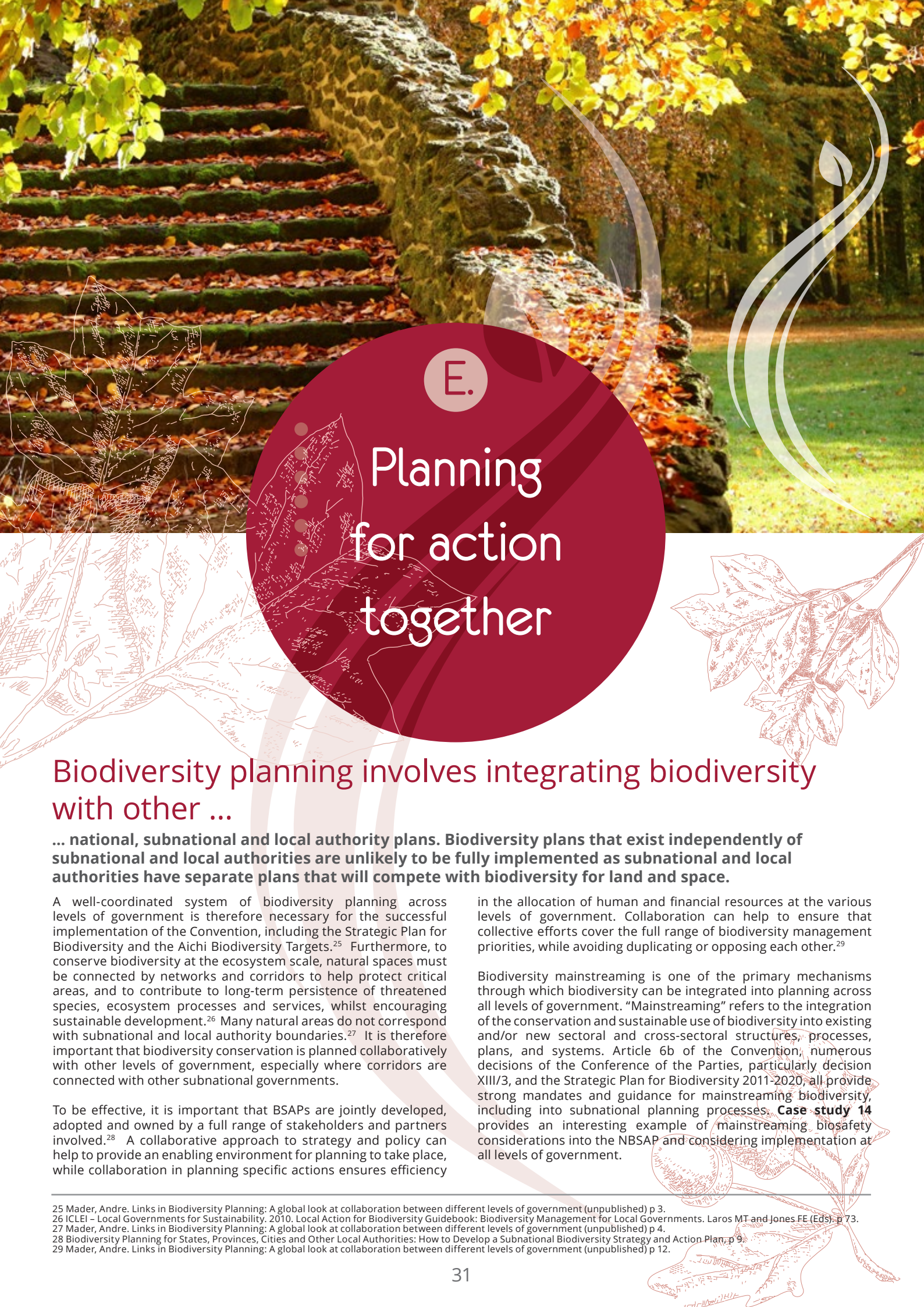
21 Biodiversity Planning for States, Provinces, Cities and Other Local Authorities: How to Develop a Subnational Biodiversity Strategy and Action Plan, p 10.

22 COP Decision X/22 para 5(a) of the Strategic Plan.

23 Biodiversity Planning for States, Provinces, Cities and Other Local Authorities: How to Develop a Subnational Biodiversity Strategy and Action Plan, p 8.

24 Ibid., p 9.





E.

Planning for action together

Biodiversity planning involves integrating biodiversity with other ...

... national, subnational and local authority plans. Biodiversity plans that exist independently of subnational and local authorities are unlikely to be fully implemented as subnational and local authorities have separate plans that will compete with biodiversity for land and space.

A well-coordinated system of biodiversity planning across levels of government is therefore necessary for the successful implementation of the Convention, including the Strategic Plan for Biodiversity and the Aichi Biodiversity Targets.²⁵ Furthermore, to conserve biodiversity at the ecosystem scale, natural spaces must be connected by networks and corridors to help protect critical areas, and to contribute to long-term persistence of threatened species, ecosystem processes and services, whilst encouraging sustainable development.²⁶ Many natural areas do not correspond with subnational and local authority boundaries.²⁷ It is therefore important that biodiversity conservation is planned collaboratively with other levels of government, especially where corridors are connected with other subnational governments.

To be effective, it is important that BSAPs are jointly developed, adopted and owned by a full range of stakeholders and partners involved.²⁸ A collaborative approach to strategy and policy can help to provide an enabling environment for planning to take place, while collaboration in planning specific actions ensures efficiency

in the allocation of human and financial resources at the various levels of government. Collaboration can help to ensure that collective efforts cover the full range of biodiversity management priorities, while avoiding duplicating or opposing each other.²⁹

Biodiversity mainstreaming is one of the primary mechanisms through which biodiversity can be integrated into planning across all levels of government. "Mainstreaming" refers to the integration of the conservation and sustainable use of biodiversity into existing and/or new sectoral and cross-sectoral structures, processes, plans, and systems. Article 6b of the Convention, numerous decisions of the Conference of the Parties, particularly decision XIII/3, and the Strategic Plan for Biodiversity 2011-2020, all provide strong mandates and guidance for mainstreaming biodiversity, including into subnational planning processes. **Case study 14** provides an interesting example of mainstreaming biosafety considerations into the NBSAP and considering implementation at all levels of government.

25 Mader, Andre. Links in Biodiversity Planning: A global look at collaboration between different levels of government (unpublished) p 3.

26 ICLEI – Local Governments for Sustainability. 2010. Local Action for Biodiversity Guidebook: Biodiversity Management for Local Governments. Laros MT and Jones FE (Eds). p 73.

27 Mader, Andre. Links in Biodiversity Planning: A global look at collaboration between different levels of government (unpublished) p 4.

28 Biodiversity Planning for States, Provinces, Cities and Other Local Authorities: How to Develop a Subnational Biodiversity Strategy and Action Plan, p 9.

29 Mader, Andre. Links in Biodiversity Planning: A global look at collaboration between different levels of government (unpublished) p 12.

Integrating biosafety into NBSAPs

In response to decisions of the Conference of the Parties and decisions of the Conference of the Parties serving as the meeting of the Parties to the Cartagena Protocol on Biosafety (COP-MOP), and with the generous support provided by the Government of Japan, through the Japan Biodiversity Fund, the CBD Secretariat is carrying out projects that aim to strengthen the integrated planning of the Convention on Biological Diversity and the Cartagena Protocol at the national level (i.e. integration of biosafety considerations into NBSAPs considering implementation at all levels). Nine pilot countries participated in the first phase of the project and analysed national legal, policy and institutional frameworks and the extent to which they address biosafety concerns. Best practices for integrated implementation at the national, subnational and local levels were discussed with stakeholders of various sectors, civil society, academia and different levels of government. Based on best practices documented by the pilot countries the Secretariat is developing an e-learning module and toolkit for integrated implementation, which also highlight the importance of inclusive participation of different government actors. These resources will be made available online at the following address: <http://bch.cbd.int/protocol/issues/mainstreaming/>.

In decision XII/9 the COP called on Parties to incorporate biodiversity considerations into their urban, peri-urban, land-use and infrastructure planning, such as "green infrastructure", among others, as appropriate, and to strengthen capacities of subnational and local authorities to incorporate biodiversity into urban and other spatial planning processes. The COP also encouraged subnational and local authorities to integrate biodiversity considerations into plans for sustainable urbanization and land use including local transport, spatial planning, water and waste management.

Mainstreaming of biodiversity in areas such as these, is thus critical to the effective implementation of subnational BSAPs, and should be reflected accordingly in their action plans. Ensuring that BSAPs address mainstreaming at subnational levels also supports associated national priorities and objectives of NBSAPs. Integrated approaches to natural resource development planning and management have relevance for mainstreaming biodiversity into sectoral and cross-sectoral planning and processes and can help promote mainstreaming at the subnational level. These include the ecosystem approach promoted under CBD; the ecosystem services approach; environmental impact assessment and strategic environmental assessment; integrated river basin management; and integrated coastal zone management.

Local authorities have a range of instruments and tools that can be used to help integrate biodiversity concerns into planning. Some include:³⁰

- Legal, planning, and regulatory instruments
 - Zoning and land-use laws;
 - Municipal bylaws;
 - Conservation easements and management agreements with local organizations or private landowners;
 - Urban planning and urban design;
- Economic and financial incentives
 - Financial incentive measures including tax incentives, subsidies, and grants;
 - Market-based incentives, such as procurement policies, payments for ecosystem services;
 - Removal of perverse incentives;
 - Measures to discourage activities harmful to biodiversity, such as fines and penalties;
 - Environmental taxes or levies to raise funds for conservation activities;
 - Certification schemes
- Standards, codes of conduct, guidelines, and information on good practices; and
- Indicators.

The relevance of these instruments, and how they can be used, will depend on local needs, challenges, and priorities, as well as the specific political and administrative context and/or scale (i.e. State/Provincial, local, or municipal).

There are, however, a number of challenges which hamper collaboration in biodiversity planning and mainstreaming. In some jurisdictions, the lack of an enabling legislative environment for proper planning across levels of government, providing legal mandates and responsibilities for subnational and local authorities to engage with biodiversity planning and implementation, hampers collaborative planning across the levels of government. Whilst subnational biodiversity planning is integral to achieving national targets, international biodiversity obligations are often not directly applicable at the subnational level, and opportunities to engage in joint biome- and ecosystem-based regional transboundary land-use planning initiatives across levels of government are missed. It is therefore important that these obligations are relevant at the subnational planning level. Mainstreaming of biodiversity into planning can be achieved by translating international obligations to subnational commitments in national programmes such as climate/energy programmes, sustainable agriculture and development plans, which translate the information from the NBSAP into a more localised context. Priorities in biodiversity planning may, and often should, be different depending on the scale of planning and governance. For example, the implementation of conservation plans at a local level may be more effective as the area of implementation is manageable and allows for action plans to be developed for specific areas.

In many countries, a rise in decentralization policies has given subnational and local authorities greater control over policy, planning, and regulation related to the environment, including statutory responsibility for protecting biodiversity. In other countries, national legislation provides a legal framework for the creation of subnational and local BSAPs. Encouragement may also come from the NBSAP itself in cases where there has been a call for subnational authorities to better integrate biodiversity considerations into State, Provincial, local, and/or city planning. Mexico demonstrates a good example of how they supported their States to develop SBSAPs, with Japan and France showcasing different approaches (see **Case study 15**).



Examples of National Governments providing an enabling environment for SBSAPs

The Mexican government has been providing support to States in developing State Biodiversity Studies as well as State Biodiversity Strategies. The National Commission for the Knowledge and Use of Biodiversity (CONABIO) has developed guidelines for both, and has designated staff members to provide technical assistance and coordinate capacity-building and knowledge exchange. CONABIO also provides the States with assistance in developing state biodiversity information systems as part of the national Clearing-House Mechanism.

In 2008, Japan passed the Basic Act on Biodiversity, which highlights the importance of biodiversity to human well-being, sets forth a series of fundamental principles for the conservation and sustainable use of biodiversity in Japan, and articulates the responsibilities of government, civil society, and private sector. Article 13 of that Act obliges prefectural and municipal governments to prepare local BSAPs. The Ministry of Environment has also developed a Guide³¹ for the development of subnational BSAPs, including guidance on a planning framework, project management, and building public awareness of BSAPs.

France's National Biodiversity Strategy 2010-2020 was developed with numerous stakeholders including subnational and local authorities. This national strategy invites all stakeholders, including subnational and local authorities, to take action at their respective levels to achieve the Aichi Biodiversity Targets and the French NBSAP. To support this, in 2011 the IUCN French Committee produced Guidelines on drawing up and implementing subnational biodiversity strategies. These Guidelines include a number of recommendations aimed at improving how strategies are elaborated and implemented. In August 2016, France adopted a new biodiversity law which requires administrative regions in the country to implement regional strategies for biodiversity.

A good example of local-regional cooperation is the city of Barcelona (and the province Deputació), where biodiversity and related concepts such as green infrastructure are considered as opportunities for sustainable urban-rural development. There is a close cooperation between these levels and planning is conducted in a coordinated way. Another interesting process has taken place in the Brussels-Capital Region. Here, the draft biodiversity plan was developed in a participatory process involving representatives of regional and local authorities.³²



30 This indicative list is adapted from ICLEI – Local Governments for Sustainability. 2010. Local Action for Biodiversity Guidebook: Biodiversity Management for Local Governments. Laros M.T. and F.E. Jones (Eds.). Cape Town: ICLEI.

31 Biodiversity Planning for States, Provinces, Cities and Other Local Authorities: How to Develop a Subnational Biodiversity Strategy and Action Plan, p 15.

32 Davis, McKenna; Gerdes, Holger; Muehlmann, Pamela. June 2014. Multi-Level governance of our natural capital: the contribution of regional and local authorities to the EU Biodiversity Strategy 2020 and the Aichi Biodiversity Targets - Part B Recommendations. European Union.23.

When well-designed strategy and implementation planning does occur, there are often significant limitations in effective capacity for action, resulting in difficulty in achieving measurable results provided for in planning documents. When defining priorities for action in their BSAPs, different levels of government often build conclusions based on different sources of technical and scientific information, some more appropriate to each geographic scale or landscape level of resource management. Often – and particularly at subnational level – data is absent, or inconsistent and irregular, potentially leading to mistaken priorities. The lack of information from subnational and local realities, on the other hand, is a risk for the effectiveness of national-level actions for biodiversity. When conclusions are based on inconsistent or non-comparable data, the risk of conflict and loss of synergies is high. To avoid discrepancies and optimize resources, many Parties have focused on building a multi-layered system of spatial biodiversity planning compounded by plans at different scales, with data-producing agencies informing one another.

As described above, COP 12 called for specific integration of biodiversity into spatial and land use planning at the local level. Local authority planning aims to plan and regulate the distribution of development, people, activities and land use. Traditionally, local authority planning and biodiversity planning were viewed separately, but it is now apparent that integrated planning is the path to a sustainable future.³³ Integrating biodiversity into spatial planning provides for the identification of areas of high priority biodiversity and for taking appropriate action in relation to these areas (see examples for South Africa and China in **Case study 16**). Priority given to these areas will depend on factors such as the level of threat (e.g. demand for other land use such as urban expansion or agriculture), the current scarcity of species and ecosystems, and the likelihood of success in preserving the area in question.³⁴

Collaboration and coordination between levels of government should enable each level to complement the others, while avoiding duplication or gaps.³⁷ A mechanism that facilitates collaboration is a “top-down approach with a feedback loop” (see **Case study 17**).



Spatial planning systems in South Africa and China

South Africa has a well-developed system of spatial biodiversity planning, which has been adopted by governments at different levels. Municipalities at the local authority level adopt municipal biodiversity sector plans, with “critical biodiversity areas” and “ecological support areas”, with accompanying land-use guidelines, published in terms of a national Act to guide land-use planning and decision-making by a range of sectors. These plans can be used to incorporate biodiversity considerations into municipal spatial development frameworks - broader municipal spatial plans that cover all elements of planning and development. Once approved by the national or provincial Minister for the Environment, biodiversity sector plans become “bioregional plans”. The “critical biodiversity areas” in South Africa’s bioregional plans oblige the relevant municipality and its province to take biodiversity considerations into account in spatial planning.³⁵

The National Spatial Plan in **China** is under the control of the Ministry of Land and Resources which issues rules for developing master plans for land use at municipal, county and town levels. The rules require that local authorities control land use for urban and rural development and identify core areas of nature reserves, forest parks and geological parks. Natural habitats for wild animals and plants are included in the provincial and aforementioned protected lists. Development is banned in core areas of protected water source areas.³⁶





Top-down approach with feedback loop



In KwaZulu-Natal, a province in **South Africa**, a relatively low-resolution provincial plan informs and overarches the establishment of various finer-scale district and metropolitan municipality biodiversity sector plans. Once approved as bioregional plans, the higher-resolution municipal-level plans inform the revision and refinement of the KwaZulu-Natal Biodiversity Plan.

The **Bolivian** Ministry of Environment and Water implemented a pilot project in the municipality of Apollo to strengthen planning by incorporating components of biodiversity conservation into developing the Municipal Development Plan.

A **Canadian** example of a feedback process supporting biodiversity planning collaboration between local and provincial government is the Greater Sudbury Natural Heritage Report. This was produced according to the Provincial Policy Statement manual, but the response was adapted due to an observed difference between their part of Ontario Province and the parts of the Province that had been most relevant to the Guidelines, and made recommendations to the Province as a result.³⁸



33 ICLEI – Local Governments for Sustainability. 2010. Local Action for Biodiversity Guidebook: Biodiversity Management for Local Governments. Laros MT and Jones FE (Eds.), p 76.
34 Mader, Andre. Links in Biodiversity Planning: A global look at collaboration between different levels of government (unpublished) p 12.

35 Ibid.

36 Ibid.

37 Ibid., p 4.

38 Ibid., p 13.

Table 7 Guidelines on planning for action together

	NATIONAL GOVERNMENT	SUBNATIONAL GOVERNMENT	LOCAL AUTHORITY
Acknowledge role of subnational & local authorities	National governments should acknowledge, capitalise on and actively employ the key role of subnational and local authorities in implementing biodiversity action and achieving the national, regional and international Aichi Biodiversity Targets.	Subnational governments should pilot and integrate innovative approaches and concepts such as green infrastructure, evaluation of ecosystem services and no-net loss of biodiversity into their policy-making, territorial and spatial planning and development programmes, as well as land-use regulation and building codes.	Local authorities should pilot and integrate innovative approaches and concepts such as green infrastructure, evaluation of ecosystem services and no-net loss of biodiversity into their policy-making, territorial and spatial planning and development programmes, as well as land-use regulation and building codes.
Integrate biodiversity into local decision-making, planning, and regulations	National governments should strive to make international obligations relevant to the landscape planning level by mainstreaming them in their climate and energy programmes, sustainable agriculture and development plans. National governments should collaborate and coordinate with subnational and local authorities to integrate biodiversity effectively into local decision-making, planning, regulations, ³⁹ public procurement policies and urban infrastructure investments. ⁴⁰ This will help implement national policies in practical and locally specific ways, and recognize the reality that species and ecosystems are not confined to jurisdictional boundaries.	Subnational governments should collaborate and coordinate with national and local authorities to effectively integrate biodiversity into local decision-making, planning, and regulations. Planning for biodiversity requires the identification of important biodiversity targets and planning their priority within the context of subnational government planning and broader national goals and targets. ⁴¹	Local authorities should collaborate and coordinate with national and subnational governments to effectively integrate biodiversity into local decision-making, planning, and regulations. Planning for biodiversity requires the identification of important biodiversity targets and planning their priority within the context of local authorities planning and broader national goals and targets.
Biodiversity planning & monitoring of NBSAPs	Biodiversity planning is a long-term, cyclical, adaptive process, which should involve continual monitoring, evaluation and revision, as conditions evolve and lessons are learned. ⁴² National monitoring of NBSAPs should be based on mutual commitments with subnational governments, and support local processes.	Biodiversity planning is a long-term, cyclical and adaptive process. It involves continual monitoring, evaluation, and revision, as progress is made, conditions evolve and lessons are learned.	Biodiversity planning is a long-term, cyclical and adaptive process. It involves continual monitoring, evaluation, and revision, as progress is made, conditions evolve and lessons are learned.
Training & capacity building	National governments should provide training and capacity-building at subnational and local levels, especially on how to integrate biodiversity into development plans and spatial planning, in order to maximize human and technical resources. ⁴³	Subnational governments should attend national training and capacity building events and, where appropriate, provide training and capacity-building at local levels, especially on how to integrate biodiversity into development plans and spatial planning, in order to maximize human and technical resources.	Local authorities should attend national and subnational training and capacity building events.
Mainstream biodiversity into policy and planning decision processes	The NBSAP process should be better connected to subnational and local players and planning processes.	Subnational governments should ensure alignment between the SBSAP, and related local and national policies and planning processes. This includes meaningful and operational linkages with, for example: ● local environmental management, land-use and spatial planning; ● plans for rural development; ● departmental work plans, inter departmental agreements at subnational level; and ● national processes e.g. the NBSAP, state of environment reporting, cross-sectoral strategies and sustainable development, climate change, poverty alleviation and health plans/strategies.	Local authorities should ensure alignment between the LBSAP and related subnational and national policies and planning processes. This includes meaningful and operational linkages with, for example: ● subnational economic growth, urban development and environment and planning; ● plans for rural development; ● sectoral plans at local level (such as water and sanitation); and ● national processes, e.g. the NBSAP, state of environment reporting, and cross-sectoral strategies and sustainable development, climate change, poverty alleviation and health plans/strategies.
	National governments should mainstream biodiversity at policy and day-to-day decision levels, to ensure all planning decisions take biodiversity into consideration and that biodiversity plans are implemented. ⁴⁴	Subnational governments should mainstream biodiversity at policy and at day-to-day decision levels, to ensure all planning decisions take biodiversity into consideration and biodiversity plans are implemented.	Local authorities should mainstream biodiversity at policy and at day-to-day decision levels, to ensure all planning decisions take biodiversity into consideration and biodiversity plans are implemented.
Ecosystems approach to planning	National governments should encourage subnational and local authorities to adopt an ecosystems approach and promote integrated landscape management approaches that are consistent with relevant CBD COP decisions, integrated into adaptation and sustainable developments plans, and promote synergies across the Rio conventions & biodiversity related conventions. ⁴⁵	Subnational governments should consider adopting an ecosystems and integrated landscape management approach.	Local authorities should consider adopting an ecosystems approach and integrated landscape management approach.

Table 7 cont.

	NATIONAL GOVERNMENT	SUBNATIONAL GOVERNMENT	LOCAL AUTHORITY
Incorporate biodiversity in sector policies & programmes	Biodiversity policies, goals and targets should be incorporated into wider strategies and action plans to ensure biodiversity receives high attention and NBSAP is applied across all relevant economic sectors. The NBSAP process should promote incorporation of biodiversity considerations into sectoral and cross-sectoral plans e.g. the main elements of the NBSAPs could be included in national development plans, which are usually supported with more resources, attention and political will. Strategic Environmental Assessments can be used to support this integration. ⁴⁶	SBSAPs should include measures to mainstream biodiversity into sectoral and cross-sectoral policies and programmes. This involves addressing the main drivers of biodiversity loss and actively engaging all sectors in conservation and sustainable use at both the policy and programming levels. ⁴⁷	LBSAPs should include measures to mainstream biodiversity into sectoral and cross-sectoral policies and programmes, by addressing the main drivers of biodiversity loss and actively engaging all sectors in conservation and sustainable use at both the policy and programming levels. The BSAP's core principles should be integrated into broader city plans because virtually all line functions are affected by, and impact on, biodiversity. This spreads the responsibility for managing biodiversity across all line functions ⁴⁸ and provides a tool for driving integration and accountability. ⁴⁹
Access to information, technology & knowledge sharing platforms	National governments should ensure subnational governments and local authorities have access to up-to-date information from the NBSAP, national biodiversity assessments, and report to the CBD. Similarly, they should encourage communication between national and lower levels of government on biodiversity-related information and technology as well as report and monitor relevant policies, programmes, and projects that are being implemented at different levels. National governments can facilitate the exchange of data and research through knowledge sharing platforms such as Clearing-House Mechanisms to link data sets collated at local, subnational and national scales. ⁵⁰	Subnational governments should ensure they have access to up-to-date information from the NBSAP, national biodiversity assessments, and report to the CBD and participate in intergovernmental biodiversity-related communication, information and knowledge sharing platforms.	Local authorities should ensure they have access to up-to-date information from the NBSAP, national biodiversity assessments, and report to the CBD and participate in intergovernmental biodiversity-related communication, information and knowledge sharing platforms.
Regulatory framework	National governments should create strong regulatory and institutional frameworks to encourage biodiversity to be considered and given high priority in government planning processes across all levels. ⁵¹	Subnational governments should implement regulatory frameworks established to ensure biodiversity considerations are incorporated into subnational planning processes.	Local authorities should implement regulatory frameworks established to ensure biodiversity considerations are incorporated into local planning processes.
NBSAP development process should be open, participatory & transparent	To be effective, it is important that NBSAPs are developed, adopted and owned jointly by a wide range of stakeholders and partners. The NBSAP process should be open, participatory and transparent. ⁵² National governments should encourage the development and implementation of subnational and local biodiversity strategies and action plans in support of national biodiversity strategies and action plans. ⁵³ National governments should plan for providing resources so that subnational and local authorities can assist in the implementation of the CBD, NBSAP, national biodiversity-related laws and associated policy frameworks. ⁵⁴	To be effective, it is important that SBSAPs are developed, adopted and owned jointly by a wide range of stakeholders and partners. The SBSAP process should be open, participatory and transparent. It is important to ensure mutual support between the SBSAP and related subnational and national policies and planning processes. This includes meaningful and operational linkages with: • subnational spatial, urban/rural development, environmental management and sector planning, planning and programming; and • national planning processes such as the NBSAP or equivalent, biodiversity-related legislation, cross-sectoral strategies and plans (for instance related to sustainable development, Sustainable Development Goals, poverty eradication, climate change, and health), State of Environment reporting, etc.	To be effective, it is important that LBSAPs are developed, adopted and owned jointly by a wide range of stakeholders and partners. The LBSAP process should be open, participatory and transparent. It is important to ensure mutual support between the LBSAP, and related local, subnational and national policies and planning processes. This includes meaningful and operational linkages with: • local and subnational spatial, urban/rural development, environmental management and sector planning and programming; and • national planning processes such as the NBSAP or equivalent, biodiversity-related legislation, cross-sectoral strategies and plans (for instance related to sustainable development, Sustainable Development Goals, poverty eradication, climate change, and health), State of Environment reporting, etc.

39 Mader, Andre. Links in Biodiversity Planning: A global look at collaboration between different levels of government (unpublished), p 16.

40 COP Decision X/22 para 5(c) of the Strategic Plan.

41 ICLEI – Local Governments for Sustainability. 2010. Local Action for Biodiversity Guidebook: Biodiversity Management for Local Governments. Laros MT and Jones FE (Eds). P 67.

42 Biodiversity Planning for States, Provinces, Cities and Other Local Authorities: How to Develop a Subnational Biodiversity Strategy and Action Plan, p 9.

43 Ibid.

44 Local Action for Biodiversity Guidebook: Biodiversity Management for Local Governments, p 82.

45 COP Decision X/22 para 5(c) of the Strategic Plan.

46 Prip, C; Gross, T; Johnston, S; Vierros, M. 2010. Biodiversity Planning: an assessment of national biodiversity strategies and action plans. United Nations University Institute of Advanced Studies, Yokohama, Japan. p 100.

47 Biodiversity Planning for States, Provinces, Cities and Other Local Authorities: How to Develop a Subnational Biodiversity Strategy and Action Plan, p 9.

48 ICLEI/UNU-IAS/SCBD. 2010. Local Biodiversity Strategy and Action Plan Guidelines: An aid to municipal planning and biodiversity conservation. p 10.

49 Local Action for Biodiversity Guidebook: Biodiversity Management for Local Governments, p 35.

50 Biodiversity Planning for States, Provinces, Cities and Other Local Authorities: How to Develop a Subnational Biodiversity Strategy and Action Plan, p 16.

51 Ibid.

52 Biodiversity Planning for States, Provinces, Cities and Other Local Authorities: How to Develop a Subnational Biodiversity Strategy and Action Plan, p 9.

53 COP Decision X/22 para 5(b) of the Strategic Plan.

54 Biodiversity Planning for States, Provinces, Cities and Other Local Authorities: How to Develop a Subnational Biodiversity Strategy and Action Plan, p 16.





F. Cooperating on programmes and projects

Efforts to achieve the objectives of the Convention and the Aichi Biodiversity Targets through the NBSAPs ...

... will have limited impact if they are not translated into subnational actions. Subnational and local authorities play central roles in land-use and territorial planning.

They develop regulations related to productive sectors, administer services and make investments into these sectors. They are also responsible for creating and implementing sustainable development strategies and policies in their administrative areas, as well as for implementing national policy and legislation.⁵⁵ Projects and programmes therefore provide well-defined opportunities for collaboration and cooperation in planning for biodiversity and implementing those plans, despite often being limited in duration and scope. Several successful examples of collaboration on programmes and projects are highlighted in **Case study 18**.

The Plan of Action on Subnational Governments, Cities and Other Local Authorities for Biodiversity (2011-2020) encompasses cooperation on programmes and projects on the ground. It requests that national governments encourage subnational government and local authorities in the implementation of the programmes of work on protected areas, by supporting the establishment and maintenance of systems of local protected areas, local conservation corridors and mosaics of land use.⁵⁶

Even more specifically, it requests governments to encourage, promote and support, as appropriate, through policy tools, guidelines and programmes, direct decentralized cooperation on biodiversity and development through local authorities at national, regional and global levels.⁵⁷

However, coordination on programmes and projects, and mainstreaming biodiversity into these projects and programmes, is not without challenges. Lack of financial, technical and human resources and capacities in implementation is one of the obstacles to NBSAP implementation across all levels. Whilst there may be support for plans and policies, there is often a lack of action on the ground.⁵⁸ Capacity development is needed in particular to ensure that biodiversity is properly addressed in the implementation of sectoral and cross-sectoral plans and policies, and in taking action for biodiversity at the subnational level. Capacity-building should therefore be targeted to developing capacities to increase understanding of biodiversity and to plan, implement, monitor and enforce policies and programmes.

⁵⁵ Secretariat of the Convention on Biological Diversity. June 2011. NBSAP training modules version 2.1 – Module 8. Biodiversity planning for states, provinces, cities and other local authorities; how to develop a sub-national biodiversity strategy and action plan. Montreal, Canada. p 7.

⁵⁶ COP Decision X/22 para 5(f) of the Strategic Plan.

⁵⁷ Ibid.

⁵⁸ Prip, C; Gross, T; Johnston, S; Vierros, M. 2010. Biodiversity Planning: an assessment of national biodiversity strategies and action plans. United Nations University Institute of Advanced Studies, Yokohama, Japan. p 103.



Other barriers to achieving mainstreaming of biodiversity and the Aichi Biodiversity Targets into programmes and projects include limited awareness at subnational and local level on the value of biodiversity, as well as lack of biodiversity in local agendas, technical and human resources, and training. Furthermore, lack of financial resources and capacity to implement compromise the enforcement of the existing norms and legislation related to coordination between levels of governance.

Specifying collaboration between levels of government in developing biodiversity strategy and policy is one way to address some of these challenges to ensure that modes of collaboration are clearer, concrete and accountable. These written stipulations provide a relatively long-lasting and tangible reference, guide or regulation that can be used to support collaboration. Specifying collaboration in strategy and policy originates at higher levels of government, due to their positions of authority, and usually stipulate some degree or form of alignment by lower levels of government.⁵⁹

To facilitate mainstreaming of biodiversity into programmes and projects, projects should set clear roles and shared goals, especially in the initial stages of collaborative biodiversity planning and management.⁶⁰



Examples of collaboration on programmes and projects

In South Africa, a multi-level governance partnership fosters collaboration and coordination of ecological infrastructure investments aimed at improving water security. For example, eThekweni Municipality's Water and Sanitation Department has collaborated with the KwaZulu-Natal provincial office of the Department of Water Affairs, Umgeni Water, the uMgungundlovu District Municipality, the Msunduzi Local Municipality and the South African National Biodiversity Institute, in managing the greater uMgeni catchment.⁶¹

In Germany, the "Federal Re-networking Programme" aims to address the ecological challenges of a fragmented natural landscape. They explicitly rely on local authorities for its successful implementation, which calls for close collaboration between federal, regional and local authorities. The federal level is providing assistance for model projects designed to implement re-networking measures. In Myanmar, the national government's Department of Fisheries has collaborated with local authorities and local police in monitoring and surveillance at the Irrawaddy Dolphin Protected Area.

In Brazil, responding to a formal request of the São Paulo State Ministry of Justice, different levels of government worked together to define mitigation, monitoring and control actions to contain the dispersion of the golden mussel, an invasive species, and to map invaded areas in the State of São Paulo.

In Uganda, local authorities participated in the round table meeting on the Japan Biodiversity Fund/SCBD project on "Capacity-building to promote integrated implementation of the Cartagena Protocol on Biosafety and the Convention on Biological Diversity at the national level". This project based activity seeks to facilitate the integration of biosafety into national biodiversity strategies and action plans (NBSAPs) and other sectoral and cross-sectoral policies, plans and programmes and strengthen national and subnational inter-sectoral coordination mechanisms.



⁵⁹ Mader, Andre. Links in Biodiversity Planning: A global look at collaboration between different levels of government (unpublished) p 5.

⁶⁰ Ibid.

⁶¹ Ibid., p 19.

Table 8 Guidelines on cooperating on programmes and projects

	NATIONAL GOVERNMENT	SUBNATIONAL GOVERNMENT	LOCAL AUTHORITY
Decentralized cooperation	National governments should encourage, promote and support, as appropriate, through policy tools, guidelines and programmes, direct decentralization cooperation on biodiversity and development through local authorities at national, regional and global levels. ⁶²	Subnational governments should encourage, promote and support, as appropriate, through policy tools, guidelines and programmes, direct decentralization cooperation on biodiversity and development through local authorities at subnational, regional and global levels.	Local authorities should encourage, promote and support, as appropriate, through policy tools, guidelines and programmes, direct decentralization cooperation on biodiversity and development through local authorities at local, regional and global levels.
Develop subnational & local capacity	National governments should target support to strengthen national implementation capacities, especially with regard to developing subnational and local capacities to increase understanding of biodiversity and to plan, implement, monitor and enforce policies and programmes. ⁶³	Subnational governments should participate in capacity building interventions.	Local authorities should participate in capacity building interventions.
Other line functions	Through engagement, biodiversity should be mainstreamed into the plans of other line functions at the earliest stage possible.	Through engagement, biodiversity should be mainstreamed into the plans of other line functions at the earliest stage possible.	Through engagement, biodiversity should be mainstreamed into the plans of other line functions at the earliest stage possible.
Mainstream biodiversity into sectoral programmes	NBSAPs should include measures to mainstream biodiversity into sectoral and cross-sectoral policies and programmes. This involves addressing the main drivers of biodiversity loss and actively engaging all sectors in conservation and sustainable use at both the policy and programming levels. ⁶⁴	SBSAPs should include measures to mainstream biodiversity into sectoral and cross-sectoral policies and programmes. This involves addressing the main drivers of biodiversity loss and actively engaging all sectors in conservation and sustainable use at both the policy and programming levels.	LBSAPs must include measures to mainstream biodiversity into sectoral and cross-sectoral policies and programmes. This involves addressing the main drivers of biodiversity loss and actively engaging all sectors in conservation and sustainable use at both the policy and programming levels. Actions identified in local BSAPs should require biodiversity to be integrated across local development processes, including biodiversity assessment, establishment of protected areas, and enforcement of laws, capacity building and awareness raising. ⁶⁵
Focus on core actions	Instead of long lists of proposed projects in action plans, it is more strategic and effective to focus on a core group of actions to be implemented and for which human, technical and financial resources have already been identified, or for which there is a clear plan for obtaining necessary resources. ⁶⁶		
Specify & clarify how collaboration between levels should take place	National governments should specify collaboration between levels of government in biodiversity strategies and policies in a manner which makes modes of collaboration more clear, concrete and accountable. They should also stipulate ways in which they and their subnational counterparts can collaborate to achieve the same aims, at the national and subnational levels.	Subnational governments should follow the modes and ways of collaboration between levels of government as specified by national governments.	Local authorities should follow the modes and ways of collaboration between levels of government as specified by national governments.
Encourage collaborative action on protected areas	National governments should encourage subnational governments and local authorities in the implementation of the programme of work on protected areas of the CBD, by supporting the establishment and maintenance of such systems of local protected areas, local conservation corridors and mosaics of land use, in line with the Strategic Plan. ⁶⁷	Subnational governments should, where appropriate, encourage local authorities in the implementation of the programme of work on protected areas of the CBD, by supporting the establishment and maintenance of such systems of local protected areas, local conservation corridors and mosaics of land use, in line with the Strategic Plan; and draw on support from national governments in implementing programmes of work on protected areas of the CBD at the subnational level.	In implementing programmes of work on protected areas of the CBD at the city level, local authorities should draw on support from national and subnational government as appropriate.

62 COP Decision X/22 para 5(g) of the Strategic Plan.

63 Prip, C; Gross, T; Johnston, S; Vierros, M. 2010. Biodiversity Planning: an assessment of national biodiversity strategies and action plans. United Nations University Institute of Advanced Studies, Yokohama, Japan. p 3.

64 Biodiversity Planning for States, Provinces, Cities and Other Local Authorities: How to Develop a Subnational Biodiversity Strategy and Action Plan, p 9.

65 ICLEI/UNU-IAS/SCBD. 2010. Local Biodiversity Strategy and Action Plan Guidelines: An aid to municipal planning and biodiversity conservation. p 12.

66 Biodiversity Planning for States, Provinces, Cities and Other Local Authorities: How to Develop a Subnational Biodiversity Strategy and Action Plan, p 28.

67 COP Decision X/22 para 5(f) of the Strategic Plan.





G. Cooperation across political borders

Ecosystem-based approaches to biodiversity and natural resource management require...

... coordination between corresponding governments and jurisdictions as ecosystems do not follow political boundaries.

The shared challenge of managing large ecosystems, particularly endangered landscapes or natural areas (such as watersheds, wetlands, rivers, large lakes, forested areas), or facing common threats such as land degradation, extreme climate events and the impacts of pollution and climate change on biodiversity and ecosystems, often requires improved cooperation and coordination across borders. Ecosystem-based cooperation contributes both to the implementation of the CBD and to other multilateral agreements, such as the Ramsar Convention on Wetlands and UNESCO's World Heritage Sites and Biosphere Reserve categories of protected areas.

When ecosystems and threats to ecosystems cross borders, cooperation between neighboring levels of government (national, subnational and local) could support the management of countries' ecological footprints to minimise or reduce the footprint on another political jurisdiction. For example, for developed countries to manage and reduce their ecological footprint they would need to examine how trade

policies and national consumption and production patterns impact on and contribute to, biodiversity loss in other countries and how such impacts can be minimised, avoided or mitigated.⁶⁸ Cooperation across political boundaries could also assist with setting targets in NBSAPs to manage and reduce the ecological footprint impact across borders and to achieve such targets. The Central African Forests Commission (COMIFAC) is an example of how 10 countries work towards the overarching goal of protecting the rainforests of the Congo Basin (**Case study 19**).

Cooperation across political borders has been strongly embedded throughout the CBD's decisions as it is considered key to the successful implementation of the Convention as well as of the Strategic Plan for Biodiversity.⁶⁹ The UNU-IAS Report on Biodiversity Planning: An assessment of NBSAPs found that most NBSAPs outline a role for regional and/or sub-regional cooperation relating to the conservation and sustainable use of biodiversity. This includes both regional policy-making and management of shared ecosystems.

68 Prip, C; Gross, T; Johnston, S; Vierros, M. 2010. Biodiversity Planning: an assessment of national biodiversity strategies and action plans. United Nations University Institute of Advanced Studies, Yokohama, Japan. p101.

69 Ibid., pp88-89.



Cooperation across political borders provides a valuable platform for sharing important learning experiences and best practices, information exchange, as well as collaboration on cross border biodiversity planning and improved coordination of trans-boundary actions (refer to **Case study 20** for more examples on regional cooperation).

Many countries indicate that insufficient human resource capacity is a key challenge to the effective implementation of the CBD and the NBSAPs. This challenge is in turn

often exacerbated by limited access to the information and insufficient financial resources to analyse scientific information. However, the UNU-IAS assessment of NBSAPs confirmed there is a wealth of information, expertise and experience residing in other countries and partner organisations. Programmes aimed at cooperation across political borders could assist with unlocking this information, expertise and experience and facilitate scientific and technical cooperation and information exchange within regions.



COMIFAC, a forum for sub-regional conservation & sustainable use of forests & biodiversity in Central Africa

The dense rainforests of the Congo Basin in Central Africa cover an area of over 2 million square kilometres and form one of the three main tropical rainforest systems of the world. The Congo Basin is home to around 100 million people and produces 12 million cubic metres of wood products per year. The area has at least 400 mammal, 1,300 bird, 336 amphibian, 400 reptile and 20,000 plant species recorded. Of the plant species, approximately 8,000 are endemic. The Central African Forests Commission (COMIFAC) was established in 2005 at a summit of Central African heads of state in Brazzaville to act as a regional forum for the joint conservation and sustainable management of forest ecosystems in Central Africa. The participating countries are **Cameroon, Central African Republic, Democratic Republic of the Congo, Equatorial Guinea, Gabon, Chad, Burundi, Sao Tome and Principe, and Rwanda**. COMIFAC is the primary authority for decision-making and coordination of sub-regional actions and initiatives on conservation and sustainable management of the Congo Basin forests. The legal basis for COMIFAC was established in 1999 when the heads of state of the Republic of the Congo, Chad, Equatorial Guinea, Sao Tome and Principe, Gabon and the Central African Republic convened to adopt the Yaoundé Declaration. The declaration recognizes the protection of the Congo Basin's ecosystems as an integral component of the development process and reaffirms the signatories' commitment to work cooperatively to promote the sustainable use of the Congo Basin's ecosystem in accordance with their social, economic and environmental agendas. COMIFAC adopted, in February 2005, a convergence plan for better management and conservation of forests in Central Africa. Based on the plan, the following priority themes were identified: harmonisation of forest policy and taxation, inventory of flora and fauna, ecosystem management, conservation of biodiversity, sustainable use of natural resources, capacity-building and community participation, research and innovative financing mechanisms. COMIFAC facilitated the establishment of national environmentally sustainable strategies, and has informed and trained key actors participating in policy formulation. It also carried out sub-regional surveillance and monitoring, evaluated efforts to combat desertification in the region, and strengthened national systems for the collection and analysis of data on desertification. In addition, COMIFAC identifies and values the traditional knowledge of local people for conserving natural resources and fighting land degradation, using the technical and scientific potential of the sub-region and information and communication technologies to improve diffusion of research findings on land durability. COMIFAC has encouraged the exchange of information between the Committee of Science and Technology of the UNCCD and national research institutions in the sub-region to maximise benefits from research done at an international level. (Source: www.comifac.org)





Regional cooperation in Europe, Mesoamerica and the Pacific⁷⁰

The most advanced regional cooperation takes place in Europe under the EU, which has joint legislation. The EU biodiversity strategy, set up in 1998, lays down a general framework for developing EU policies and instruments to fulfil the EU's obligations under the CBD. It is developed around four major themes reflecting the principal obligations which the EU assumes under the CBD. It also specifies the objectives which need to be met to fulfil these obligations. The themes are: conservation and sustainable use of biodiversity; sharing of benefits arising out of the utilisation of genetic resources; research, identification, monitoring and exchange of information; and education, training and awareness. Although the EU provides a rare example of biodiversity policy-making that is legally binding on member states, it is by no means the only example of a regional NBSAP.

Other examples include the *Regional Strategy for the Conservation and Sustainable Use of Biodiversity in Mesoamerica*; the *Regional Biodiversity Strategy for the Countries of the Tropical Andes*; the *Mercosur Biodiversity Strategy*, adopted at an extraordinary meeting of Mercosur environment ministers held during COP-8 in Curitiba, Brazil; and in the Pacific region, the first *Pacific Islands Action Strategy for Nature Conservation* was adopted in 1986. The second Action Strategy (2003) focused on mainstreaming conservation and sustainable development; its vision, mission and goals were endorsed by the Pacific Islands governments at a SPREP Governing Council meeting in September 2003. The third, the *Action Strategy for Nature Conservation in the Pacific Islands Region 2008–2012* was adopted in 2007 following a region-wide consultation process. The 2007 strategy draws on the 2003 Action Strategy and common priorities identified in completed Pacific Islands' NBSAPs.

Table 9 Guidelines on cooperation across political borders

	NATIONAL GOVERNMENT	SUBNATIONAL GOVERNMENT	LOCAL AUTHORITY
Programmes aimed at cooperation across political borders	National governments should consider establishing cooperation programmes for local and regional authorities on cross-border cooperation at the macro-regional scales, and for decentralised development cooperation to strengthen and capitalise on joint and integrated biodiversity protection and management efforts.	Subnational governments should identify and participate in programmes aimed at cooperation across political borders to strengthen and capitalise on joint and integrated biodiversity protection and management efforts.	Local authorities should identify and participate in programmes aimed at cooperation across political borders to strengthen and capitalise on joint and integrated biodiversity protection and management efforts.
Participation in regional NBSAP-related workshops	National governments should encourage subnational and local authorities to participate in regional NBSAP-related workshops on intergovernmental cooperation, aimed at subnational and local political office bearers; on awareness raising and capacity building on the role of biodiversity and ecosystems in development; on the contribution of international agreements and experiences on biodiversity for local well-being, and on developing communication materials for urban communities on these issues.	Subnational governments should participate in NBSAP workshops across political borders.	Local authorities should participate in NBSAP workshops across political borders.
Regional forums	National governments should, where possible, participate in forums and programmes across political borders in support of NBSAP implementation, particularly where it affects implementation at subnational levels.	Where appropriate, subnational governments should participate in forums and programmes across political borders in support of NBSAP implementation, where it affects implementation at subnational level.	Where appropriate, local authorities should participate in forums and programmes across political borders in support of NBSAP implementation, where it affects implementation at local level.

⁷⁰ Prip, C; Gross, T; Johnston, S; Vierros, M. 2010. Biodiversity Planning: an assessment of national biodiversity strategies and action plans. United Nations University Institute of Advanced Studies, Yokohama, Japan. p88 – 89.





H.

Facilitating consultation and participation

Consultation with, and participation of, subnational governments in the development and implementation of NBSAPs, ...

... is a key element of the Strategic Plan for Biodiversity 2011-2020 and its Aichi Biodiversity Targets, and the Plan of Action on Subnational Governments, Cities and Other Local Authorities for Biodiversity.

The CBD's training module on how to develop a subnational BSAP makes it clear that to be effective, the subnational BSAPs should be jointly developed, adopted, and owned by the full range of stakeholders and partners involved.⁷¹ Furthermore, the process should be open, participatory, and transparent. Some NBSAPs have failed to facilitate the involvement of varied social systems, including systems of class, caste/ethnic differences, and gender segregated cultural practices that predominate subnational geo-political units.⁷²

Consultation and participation may take place at various stages of the NBSAP development and implementation process. However, stakeholder engagement is most effective when it takes place throughout. Best practice has illustrated that engaging stakeholders and encouraging partnerships with civil society from the very beginning of the biodiversity planning process, as well as when updating BSAPs, and creating opportunities for greater civil society participation in biodiversity conservation, is critical to successful NBSAP and BSAP development and implementation. No single

organization or agency will have all the information and technical experience needed to develop a NBSAP/BSAP on its own. Similarly, the active participation and buy-in of all relevant stakeholders and partners is essential for effective implementation of the NBSAP/BSAP once it is developed and approved. Moreover, a diversity of backgrounds and expertise will foster innovative ideas and add richness to the process.

Local and regional authorities, as well as the major interest groups and communities at the subnational level, have special knowledge about the biodiversity and development opportunities or threats in their areas. This makes them valuable sources of knowledge and information. Indigenous and local communities in particular, are key partners and their active participation is critical for the success of NBSAP and BSAP design, preparation, implementation, and monitoring. Throughout the world, indigenous and local communities are stewards of the environment and biodiversity, who directly benefit from the ecosystem services provided, and are fundamentally impacted by biodiversity loss. Their traditional

⁷¹ Secretariat of the Convention on Biological Diversity. June 2011. NBSAP training modules version 2.1 – Module 8. Biodiversity planning for states, provinces, cities and other local authorities; how to develop a sub-national biodiversity strategy and action plan. Montreal, Canada. p 8.

⁷² Pisupati, Balakrishna, Wendy S. Elliott, Nami Akimoto and John Tymkiw. 2007. Effective Implementation of NBSAPs: Using a Decentralized Approach - Guidelines for Developing Sub-National Biodiversity Action Plans. UNU-IAS. p 14.



Consultative bodies in Germany and Brazil

Consultative bodies - Subnational Fora, Germany

In Germany, the “NBS Länderforen”, a national forum of provinces/regions, “länder”, formed since the NBSAP was developed, meets once or twice a year to exchange experiences and strengthen coordination. This forum has contributed to 14 of the 16 Länder in Germany having their own BSAPs.

Consultative workshops and dialogue, Brazil

In Brazil, consultation takes place in the form of “Dialogues on Biodiversity” between the National Council on Biodiversity (CONABIO), their corresponding councils at State level, and representative organizations of the private sector. The subnational government of São Paulo State, which has been recognized as a proactive leader in biodiversity planning at the subnational level despite the environmental challenges posed by the size of its population, contributed to the “Dialogues on Biodiversity” through the State Secretariat of Environment - a participatory process that culminated in the revision of the National Biodiversity Targets for 2020.

The process is a step by national government to integrate different sectors of Brazilian society in the construction of an updated national biodiversity strategy.⁷⁴



ensure alignment with NBSAP and Aichi Biodiversity Targets and contribute to the NBSAP development and implementation process. Subnational contributions in turn, serve to enrich NBSAPs with subnational and local level information and buy-in as the subnational and local levels are ultimately where NBSAP actions need to be implemented and performance monitored.

Valuable guidance on local authority participation in consultative bodies is provided in the *Links in Biodiversity Planning Synthesis Report*.⁷³

Networks of subnational governments at the international, national, or even subnational level have the potential to facilitate sharing of ideas and encouraging best practice. By facilitating the establishment of such networks, national governments, for example, can bolster the capacity and coherence of their subnational governments, thereby facilitating the subnational contribution to national biodiversity objectives.⁷⁵

Another approach involves making provisions for subnational and local consultation and participation in preparation of national reports and CBD negotiations (**Case study 22**). For more information, see the resource manual to assist Parties with preparation of their sixth national report (<https://www.cbd.int/nr6/default.shtml>) and the online reporting tool (<https://chm.cbd.int/>). In some countries, national governments consult with subnational governments and encourage them to contribute to national reports by providing information and by reviewing and commenting on draft reports before the national reports are finalised. A far-reaching but effective approach that has been adopted is to facilitate subnational consultation and participation by including subnational and local authority representatives in official delegations attending the COP. Affording subnational delegates the opportunity to participate in, and contribute to, negotiations at COP, could potentially advance coordination between national decision-making and subnational implementation. Such a move could also serve to strengthen alignment between the NBSAP and subnational BSAPs; build capacity at the subnational level; as well as incentivise subnational support for, and involvement in, BSAP development and implementation.

National governments should keep in mind that effective consultations require time, capacity, as well as budget for travel, catering and materials. Therefore, it is important to allow for an adequate consultation period to ensure a fair process and afford all local and regional authorities, as well as other stakeholders, sufficient opportunity for review, consult with their respective constituencies, and contribute to the consultations.

knowledge, including in-depth knowledge of local biodiversity, and biodiversity management practices, innovations, and technologies, are extremely relevant to the design of effective NBSAP and BSAPs. Additionally, local and traditional customary governance structures, indigenous decision-making processes and the associated “customary laws”, and indigenous institutions should be considered during NBSAP and BSAP preparation. Indigenous law often has territorial components, which govern lands, natural resources, subsurface resources, and social dimensions. Taking the existing governance, legal, and institutional structures into account in the design of NBSAP and BSAPs will help ensure the strategies and plans are inclusive and relevant.

Consultation and participation best practice involves undertaking a stakeholder analysis to identify all stakeholders; gain a good understanding of key stakeholder issues and concerns; and to understand which stakeholders have high/low influence, are willing/unwilling to engage, and pose a risk to the development and/or implementation of the NBSAP. It will also help inform decisions about the appropriate consultation and participation approach, and who should be involved. Ideally, stakeholder analysis should be undertaken before deciding on the approach and scope of consultation and participation at subnational levels.

The range of consultative and participative approaches and methodologies that national governments could choose from include setting up consultative bodies such as committees, working groups and forums; holding workshops or focus group meetings; organising events or roadshows; including local and regional authorities as part of the official delegations attending the COP meetings; convening bilateral meetings with selected/all local and regional authorities and key stakeholder groups; and including local and regional authorities representatives on the team/committee tasked with the development or updating of the NBSAP. Best practice among national governments in facilitating subnational consultation involves the establishment of some form of consultative body, as well as running consultative workshops (as done by Germany and Brazil respectively – see **Case study 21**). Consultative bodies and workshops provide a platform that enables subnational governments to coordinate strategies to



Consultations on national reports

Belgium has taken a particularly proactive approach for subnational consultation and participation in national reporting, with a section of their Fifth National Report allocated to reporting on each of the country's three regions. The **Brazilian** Government requested input from states and municipalities into their Fifth National Report. Input from local authority biodiversity advisors was incorporated into **New Zealand's** Fifth National Report.



Table 10 Guidelines on facilitating consultation and participation

	NATIONAL GOVERNMENT	SUBNATIONAL GOVERNMENT	LOCAL AUTHORITY
Stakeholder analysis exercise	To ensure effective consultation and participation in NBSAP development and implementation at subnational level, national governments should consider conducting a stakeholder analysis exercise to identify all relevant local and regional authorities, as well as the major interest groups and communities.	Subnational governments should consider conducting a stakeholder analysis exercise to identify all relevant stakeholders at the state/provincial level.	Local authorities should consider conducting a stakeholder analysis exercise to identify all relevant stakeholders at the city/municipal level.
Civil society participation	To facilitate consultation with, and participation by civil society groups, women's groups, indigenous and local communities, as well as representatives of sectors that have a significant impact on, benefit from or use biodiversity and its related ecosystem services, national governments should establish appropriate mechanisms. These could include awareness raising roadshows, bilateral consultations, establishing consultative forums or bodies, publishing BSAPS for public comment, and holding public hearings. Depending on the nature of the national system of governance, consideration could also be given to affording non-governmental organisations the opportunity to become involved in the implementation of actions, where appropriate.		
Consultative body to facilitate consultation with subnational & local authorities	National governments should consider establishing a consultative body to facilitate and coordinate consultation with subnational governments. To address the challenges of comprehensive participation due to their number, National governments could consider involving: - only representative, interested local authorities; - a representative body, such as a local authority association or Ministry responsible for local authority, as the vehicle through which participation can be achieved. This assumes that such a body will have the capacity to communicate effectively with subnational governments; or - various levels of government represented at the national level, for example in advising on the content of NBSAPs.	Subnational governments should consider establishing, coordinating and maintaining effective and appropriate multi-stakeholder partnerships and stakeholder involvement processes for creating shared ownership and responsibility in developing and implementing the SBSAP and related actions at the state/provincial level. They should also consider replicating national consultative bodies at the subnational level where city and municipal governments can participate.	Local authorities should consider establishing, coordinating and maintaining effective and appropriate multi-stakeholder partnerships and stakeholder involvement processes for creating shared ownership and responsibility in developing and implementing the LBSAP and related actions at the city/municipal level.
Mechanisms national governments can implement to facilitate subnational & local participation	To strengthen participation and encourage collaboration between national and subnational levels, national government representatives could consider participating in subnational-level biodiversity forums.	Subnational governments should invite national government representatives to participate in subnational biodiversity forums.	Local authorities should invite national government representatives to participate in subnational biodiversity forums.
	National governments should facilitate the establishment of networks between different levels of government, and even with international governments.	Where networks do exist, subnational governments should participate actively to build their capacity and expand their knowledge base.	Where networks do exist, city and local authorities should participate actively to build their capacity and expand their knowledge base.
	National governments could also consider making provision for subnational consultation and participation in national reports by actively consulting with subnational governments and encouraging them to contribute to national reports. This can be achieved by requesting subnational governments to provide information, review and comment on draft reports before the national reports are finalised.	Subnational governments should participate in, and contribute to, national reports by providing information, reviewing and commenting on draft national reports.	Local authorities should participate in, and contribute to, national reports by providing information, reviewing and commenting on draft national reports.
	Consider including subnational and local authority representatives in official delegations attending the COP.	Subnational governments should send representatives to attend the COP if invited by national governments to join the official delegation.	Local authorities should send representatives to attend the COP if invited by national governments to join the official delegation.

73 Mader, Andre. Links in Biodiversity Planning: A global look at collaboration between different levels of government (unpublished), p 22.

74 Ibid., p 16.

75 Ibid., p 22.





Financial support and incentives

The lack of adequate and sustainable financial support is seen as a major barrier to NBSAP implementation,...

...particularly in developing countries where the situation may be further exacerbated at subnational levels.

According to the third national reports, the most widespread challenge was the “lack of financial, human and technical resources”; and the “lack of economic incentive measures” was ranked as the second biggest challenge to the implementation of NBSAPs.⁷⁶ Subnational and local implementation is generally more challenging in areas with lower tax revenue bases. This may be due to there being less people who pay subnational or local taxes, levies or fees on for example, income, trade-aggregated values or properties. Alternatively, tax revenue streams may be limited due to fiscal revenue restrictions that prevent subnational governments from generating income through tax collection. For example, in some countries, subnational governments do not have the powers to collect revenue from taxes. Limited tax revenue invariably means budgetary constraints, which in turn limits effective NBSAP development and implementation. The lack of measures and clear guidance in NBSAPs on economic instruments and incentives for the conservation and sustainable use of biodiversity indicates that biodiversity is undervalued and afforded low priority.

To address this major challenge, the Strategic Plan makes provision for resource mobilisation and the development of innovative

financial mechanisms to support NBSAP implementation. Aichi Biodiversity Target 20 of the Strategic Plan states that: “By 2020, at the latest, the mobilization of financial resources for effectively implementing the Strategic Plan for Biodiversity 2011-2020 from all sources, and in accordance with the consolidated and agreed process in the Strategy for Resource Mobilization should increase substantially from the current levels. This target will be subject to changes contingent to resources needs assessments to be developed and reported by Parties.”⁷⁷ The Plan of Action on Subnational Governments, Cities and Other Local Authorities for Biodiversity includes clear guidance on funding, which encourages national governments to identify funding avenues oriented specifically towards supporting subnational and local authorities in the implementation of the three main goals or objectives of the CBD and NBSAPs.⁷⁸ COP 9 adopted a strategy for resource mobilisation aimed at substantially increasing international financial flows and domestic funding for biodiversity.⁷⁹ The Financial Reporting Framework⁸⁰ is intended for use by Parties to provide baseline information and report on their contribution to reach the global financial targets, under Aichi Biodiversity Target 20, as adopted by COP 12 (decision XII/3), in accordance with Article 20 of the CBD.

76 UNEP/CBD//WG-RI/2/2Add1; and UNU-AIS Biodiversity Planning, p61.

77 UNEP/CBD/COP/DEC/X/2, 29 October 2010, p9.

78 UNEP/CBD/COP/DEC/X/22, 29 October 2010, p7.

79 UNEP/CBD/COP/DEC/IX/11, 9 October 2008, p5.

80 <https://chm.cbd.int/>



There is a wide range of measures, innovative financial mechanisms and economic instruments that national governments could use to support subnational governments in implementing NBSAPs. For example, the Plan of Action mentions the following measures to identify funding avenues oriented specifically towards supporting subnational implementation:

- innovative partnerships with the private sector, non-governmental organizations, development banks, multi- and bilateral cooperation agencies and other donors;
- new and innovative financial mechanisms being discussed and formulated in other areas such as climate change, payments for ecosystem services, and enhanced efforts to reduce emissions from deforestation and forest degradation (REDD+);
- environmental fiscal reforms, including innovative tax allocation models and fiscal incentives;
- earmarking national budgetary allocations and re-prioritizing existing allocations;

Sources of financial resources available to governments include:

- funding from the central (national) Treasury;
- financial support and grant funding from the Global Environmental Facility (GEF); and
- Official Development Assistance (ODA) which includes donor funding, bilateral development cooperation and debt-for-nature swaps.

At the city and municipal level, funds may be obtained from national, state or provincial governments, local administrations, ODA and donor organisations.

New sources of international development finance, such as the International Airline Solidarity Contributions, International Financial Facility, Advance Market Commitment, and Debt2Health, have in recent years benefited a number of initiatives, with some already yielding positive results. These financial mechanisms have raised about \$2.5 billion in additional funding since 2006 and all the proceeds from these sources have been channelled into health-related initiatives. Although biodiversity has not yet benefited much from this emerging trend, these mechanisms do offer entry points for biodiversity, and the ideas behind the innovations in international development finance provide useful leads in exploring new and innovative sources of international development finance for biodiversity objectives.⁸¹ Gabon is one country that has developed such a finance mechanism (see **Case study 23**).



Debt-for-nature swaps in Gabon

Debt-for-nature swaps are financial transaction agreements in which a portion of a developing nation's foreign debt is forgiven in exchange for local investments in conservation measures. A commercial debt-for-nature swap involves a non-governmental organisation that purchases debt titles from commercial banks on the secondary market. The central African country of **Gabon** was heavily indebted to the Paris Club group of creditor countries. Much of the government's revenues were going into servicing these debts, leaving few funds for environmental conservation and social services. Meanwhile, Gabon's tropical forests, covering approximately 200,000 square kilometres and home to some 8,000 plant species, of which 20 percent are endemic, were being logged at an alarming rate. To address this situation, the government of Gabon sought to convert part of its foreign debt into a source of financing for the conservation and sustainable exploitation of its forests. In 2007, it negotiated a debt-for-nature swap with the government of France in the order of €50 million, or 5 per cent of Gabon's foreign debt. The funds made available through this debt conversion will be invested in biodiversity conservation, research, strengthening of environmental governance, national park management, ecotourism and payment for environmental services. In addition to these activities, the government intends to strengthen its forestry sector, which it sees as a possible alternative to oil revenues and which, if managed sustainably, can enable the reconciliation of economic and environmental functions.⁸²



Innovative financial mechanisms and economic instruments that national governments could consider introducing to support subnational governments in the implementation of NBSAPs and BSAPs, include:

- Financial incentive measures such as tax incentives, rates rebates, levies, subsidies, and grants;
- Market-based incentives, such as sustainable (or green) procurement policies, payments for ecosystem services and bio-banking;
- Removal of perverse incentives;
- Measures to discourage activities harmful to biodiversity, such as fines and penalties;
- Ecological fiscal reforms that introduce taxes or levies to raise funds for conservation activities;
- Start-up funding for projects;
- Biodiversity or ecological offsets and land swaps;
- Environmental or conservation funds or trusts, including revolving funds which enable governments to purchase land of high conservation value on the open market; and
- Promoting a green economy, including sustainable eco-tourism, and stimulating markets for green products.

Case study 24 provides examples of such finance mechanisms, as implemented by Uganda and Republic of Korea.

Offsetting mechanisms, payment for ecosystem services, partnerships between the conservation sector and business/land owners, the economic valuation of ecosystem services (see **Tool box 25**) and certification schemes provide innovative approaches to promoting and incentivising biodiversity sensitive and sustainable land management practices, and informing policy choices, executive actions, business decisions and consumer behaviour regarding biodiversity and ecosystems.

Many subnational governments, and the agencies they control, own land under different categories, often resulting from transitions in land use (former train or distribution lines, recent landfill recovery or roadworks properties, etc.). Such land is often valuable development land as economic centres change with urban development. On the other hand, biodiversity-rich land (identified through surveys and assessments) is often in private or investor/developer hands, and runs the risk of being developed as urban perimeters grow. With careful guidelines and appropriate safeguards, land swaps can be proposed to owners of biodiversity rich land, whereby they exchange property with city and/or subnational governments – often with an additional incentive in terms of less restrictive building regulations and higher vertical development rights.

A key function of local authorities around the world is to provide citizens with basic services, such as clean water, and improve the quality of citizens' lives. When common goods and services from natural ecosystems are provided for free, there is often a risk of overexploitation or degradation by misuse and lack of governance. When the maintenance and restoration of biodiversity and ecosystems is no longer in the interest of their residents or managers, incentives in the form of biodiversity offsets, payment for ecosystem services, or bio-banking could be implemented. Payments could be made through accounting transactions within public corporations/entities (where one entity is charged with stewardship or conservation of an area, for instance, and the other

with the public provision/distribution of goods and/or services from that area, such as freshwater or enjoyment of nature). It is important to ensure transparent and accountable auditing of incentive programs to show the public that the incentives are credible and trustworthy and build a sense of trust in the scheme.

The relevance of these instruments, and national governments' choices and decisions about how they can be used, will depend on the country's fiscal policy, budget structure and financial planning system, including how revenue is divided between the national and subnational levels of government. Other factors that may influence decisions on financial incentives and economic instruments include national and local development needs, challenges, and priorities; the enabling regulatory framework, as well as specific regulatory (legal) and policy requirements or restrictions; economic conditions; the status of natural resources and sustainable use thresholds; as well as the political and administrative context and/or level (i.e. State/Provincial, local, or municipal). For example, in countries where subnational governments do not have powers to generate revenue through tax collection, the subnational government will not be able to leverage additional funding at the subnational scale through imposing fiscal tax reforms as this will have to take place at the national level. Furthermore, there may also be regulatory restrictions on what taxes and other forms of revenue can be spent on.

Choices about appropriate financial incentives should be informed by sound research; assessing the underlying causes of biodiversity loss; identifying incentives that will achieve the objective (relative to the identified threat); and ensuring the incentive will be culturally, socially, economically, politically and ecologically acceptable, but at the same time induce behavior that promotes conservation and sustainable use of biodiversity; and by careful planning and ongoing monitoring.



Providing allocation and access to funding, Uganda and Republic of Korea

Uganda is currently implementing a UNDP-led global project as part of the Biodiversity Finance Initiative (BIOFIN) which among others is analyzing the level of investment in biodiversity conservation across levels of governance. Through the study, the level of actual financial resources and investments by local authorities in biodiversity is also being assessed. In **Korea**, the Biodiversity Management Contract Scheme provides technical and financial incentives to subnational governments in designating ecotourism areas with biodiversity conservation standards.



Tool box 25: The Economics of Ecosystems and Biodiversity (TEEB) approach

TEEB provides valuable guidance and information on economic instruments and the economics of biodiversity and ecosystems for subnational governments, which can be found in several publications such as the TEEB Report on The Economics of Ecosystems and Biodiversity for Local and Regional Policy Makers. Information on different types of financial and market-based incentives, how these work, and the challenges and opportunities of the different types is also found in chapter 5 of the Local Action for Biodiversity Guidebook and the assessment report published by UNU-AIS on Biodiversity Planning: An assessment of NBSAPs. The TEEB website has a range of useful reports and tools. (<http://www.teebweb.org>)



81 UNU-AIS, Biodiversity Planning: an assessment of national biodiversity strategies and action plans, p92; – sourced from: UNEP/CBD/WS-IFM/1/3, Issue document for a CBD workshop on Innovative Financial Mechanisms, Bonn, 27-29 January 2010.

82 UNU-AIS, Biodiversity Planning, p94 – sourced from: CBD Secretariat and presentation at the Regional and Sub-Regional Capacity-Building Workshops on Implementing NBSAPs and Mainstreaming Biodiversity for Central Africa, Limbé, Cameroon, from 22 to 25 September 2008: Intégration de la Biodiversité dans la Planification Budgétaire: étude de cas, by M. Mapangou, www.cbd.int/doc/nbsap/nbsapcbw-cafr-01/nbsapcbw-cafr-01-ga-02-fr.pdf.

Table 11 Guidelines on financial support and incentives

	NATIONAL GOVERNMENT	SUBNATIONAL GOVERNMENT	LOCAL AUTHORITY
Green economy	Consider developing and enforcing policies that encourage sustainable procurement; promote the green and blue economy; and stimulate markets for green and blue products.		
Resource mobilisation plan	National governments should develop a plan to mobilise national, regional and international financial resources to support priority NBSAP activities. Such a plan should consider both existing and new funding sources.		
Financial support measures	Where fiscal policy and budget priorities permit, national governments should consider providing financial support to subnational governments for NBSAP implementation. This could be in the form of establishing, advancing and maintaining financial support programmes and incentives for local and regional authorities, to strengthen and sustain subnational biodiversity programmes and implementation at subnational level. Financial support programmes could include co-funding programmes for local and regional authorities to match donor grants.	Where no dedicated biodiversity budget line exists in subnational budgets, governments should consider creating such a budget line to ensure sustainable funding is earmarked for biodiversity priorities and NBSAP implementation at the state/provincial level.	Where no dedicated biodiversity budget line exists in city/local budgets, local authorities should consider creating such a budget line in local level planning to ensure funding is allocated to biodiversity priorities and NBSAP implementation at the city/local level.
		Subnational governments should identify appropriate sources of funding.	Local authorities should identify appropriate sources of funding.
		Subnational governments should develop proposals for innovative biodiversity actions, and set up and maintain appropriate programme management procedures to qualify for national and donor funding programmes.	Local authorities should develop proposals for innovative biodiversity actions, and set up and maintain appropriate programme management procedures to qualify for national and donor funding programmes.
	To ensure financial support programmes contribute to the achievement of biodiversity objectives at the subnational level, consider linking financial support specifically to national biodiversity priorities and targets.	Where financial support programmes exist, subnational governments should ensure their actions contribute to the achievement of national biodiversity priorities and targets in order to justify ongoing financial support.	Where financial support programmes exist, local authorities should ensure their actions contribute to the achievement of national biodiversity priorities and targets in order to justify ongoing financial support.
Economic instruments	Where applicable and fiscal policy permits, national governments could consider investigating and introducing one/more innovative financial mechanisms and economic instruments to leverage additional funding for biodiversity and specifically for NBSAP development and implementation.	Where innovative financial mechanisms and economic instruments are introduced to leverage additional funding, subnational governments should ensure they meet the regulatory and procedural requirements needed in order to benefit from such mechanisms and instruments.	Where innovative financial mechanisms and economic instruments are introduced to leverage additional funding, city and local authorities should ensure they meet the regulatory and procedural requirements needed in order to benefit from such mechanisms and instruments.



Table 11 cont.

	NATIONAL GOVERNMENT	SUBNATIONAL GOVERNMENT	LOCAL AUTHORITY
Reward for good practice	Consider rewarding biodiversity good practice at subnational level through the reallocation of environmental taxes/levies based on subnational governments' management of biodiversity. This will serve to incentivise & encourage subnational governments to continue good practice and contribute to achieving national biodiversity targets.	Where applicable, subnational governments should follow biodiversity good practice and contribute to achieving national biodiversity targets, in order to continue qualifying for incentivised financial support from national government.	Where applicable, local authorities should follow biodiversity good practice and contribute to achieving national biodiversity targets, in order to continue qualifying for incentivised financial support from national / subnational government.
Access to financing schemes & funding sources	National governments could support subnational governments in identifying, piloting and applying innovative financing schemes, including partnerships with businesses, funding from private associations, tax incentives (where applicable), crowd-funding schemes and further innovative approaches.	Subnational governments should consider applying to national government for support identifying, piloting and applying innovative financing schemes.	Local authorities should consider applying to higher levels of government for support identifying, piloting and applying innovative financing schemes.
		Subnational governments should consider partnering with related policy areas, such as environment, agriculture, regional and urban development, energy and resource efficiency, to access existing funding sources in these areas, and to identify potential new sources of funding.	Local authorities should consider partnering with related policy areas, such as environment, agriculture, regional and urban development, energy and resource efficiency, to access existing funding sources in these areas, and to identify potential new sources of funding.
Market-based instruments	Where applicable, and depending on jurisdictional powers at subnational levels, national governments could consider investigating and introducing measures and systems that support market-based incentives that can be used by subnational and local authorities to support biodiversity conservation activities and NBSAP implementation. This could include mechanisms such as biodiversity/ ecological offsets, bio-banking, payment for ecosystem services and land swaps. This may require national policy being adopted in order to implement market-based instruments at lower levels of government.	Where applicable, and depending on jurisdictional powers, subnational governments could consider investigating the viability of incentivising city and local investment in biodiversity in the form of introducing market-based instruments. This may require state/ provincial policy being adopted in order to implement such measures at the local level of government.	When common goods and services from natural ecosystems are provided for free, there is often a risk of overexploitation or degradation by misuse and lack of governance. When the maintenance and restoration of biodiversity and ecosystems is no longer in the interest of their residents or managers, incentives in the form of biodiversity offsets, payment for ecosystem services, or bio-banking could be implemented. Payments could be made through accounting transactions within public corporations/ entities (where one entity is charged with stewardship or conservation of an area, for instance, and the other with the public provision/distribution of goods and/or services from that area, e.g. freshwater or enjoyment of nature).
Co-finance	As a way of promoting collaboration through (partial) financial support, and obtaining subnational governments' commitment and ownership, national governments could encourage subnational governments to provide co-financing on financial support provided.	To support collaboration, show commitment and augment funding allocations from the national budget, subnational governments could identify co-financing contributions. Co-finance could be in the form of investment of own funds or in-kind contributions.	To support collaboration, show commitment and augment funding allocations from national/ subnational budgets, local authorities could identify co-financing contributions. Co-finance could be in the form of investment of own funds or in-kind contributions.





J.

Technical support and non-financial incentives

The lack of adequate and sustainable technical support and incentives is another...

...significant barrier to NBSAP implementation, particularly in developing countries where the need for technical support at local level is strongest.

There are some innovative approaches to technical assistance and non-financial incentives to support NBSAP and BSAP implementation at subnational and local levels. One example of how South Africa gives technical support to local authorities is outlined in **Case study 26**. These include:

- providing technical assistance and expertise to subnational governments through mentoring programmes, seconding technical experts and advisors and/or financial grants to recruit technical experts;
- establishing and maintaining schemes that recognize and reward biodiversity best practice and subnational governments' efforts to manage biodiversity sustainably;
- incentivising sustainable land management practices, biodiversity mainstreaming and conservation through voluntary standards and codes of conduct and by establishing and maintaining community assistance and stewardship programmes;
- introducing and maintaining property rights innovations such as conservation covenants and easements, development concessions, conservation servitudes and special land use zonings;
- profiling local commitment to biodiversity at international events by inviting city and local politicians to sign declarations and statements, such as the Local Action for Biodiversity (LAB) *Durban Commitment for Biodiversity*; and the IUCN *Countdown 2010 Declaration*; and
- producing manuals, guidelines and toolboxes that provide information on good practices and are designed to support subnational governments give effect to their jurisdictional powers and responsibilities with regard to biodiversity.

Establishing and maintaining national/regional mechanisms to recognize and reward biodiversity best practice and subnational governments' efforts to manage biodiversity in a sustainable manner, is a fairly common approach to incentivising subnational implementation. Examples of recognition and reward schemes include global schemes such as the UNEP Liveable Communities Awards; regional schemes such as the EU-wide project, Capitals for Biodiversity and EU Green Capital Award, and the ASEAN Initiative on Environmentally Sustainable Cities (AIESC); and subnational programmes such as the Greenest Municipality Competition in South Africa. Several examples of recognition mechanisms are listed in **Case study 27**. In addition, there are many recognition or reward



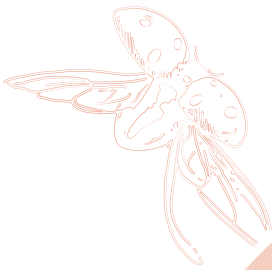
schemes that focus on broader environmental or sustainability issues, which include biodiversity among the selection criteria. An important factor for a successful recognition or reward schemes is that it should be supported by a credible institution, or network of institutions. The supporting institution(s) should have substantive competence in evaluating candidates and sound management capacity to conduct the process from the design of selection criteria; the attraction of a critical mass of good contestants; the organization of the celebratory event; and to the strategic improvement of successive iterations for greater impact. Factors to consider when designing and setting up new recognition or reward schemes include differentiating between different reward categories and selection criteria to facilitate participation by different levels of subnational governments; providing motivation and support to contestants; introducing systems to ensure consistency in the compilation of information on contestants; engaging expert and credible evaluators; and ensuring the distribution of leading contestants and winners is fair and representative. For the benefits of awards and recognition systems to scale up, it is essential to target financial mechanisms.



Comprehensive technical support programme, South Africa

In **South Africa**, the national Department of Environmental Affairs (DEA) has developed a comprehensive technical support programme for local authorities, Local Government Support Strategy (LGSS), which is informed by a policy framework for mainstreaming biodiversity into local authorities. In consultation with stakeholders, the LGSS identifies 108 municipalities (out of a total of 234 across the country) where urgent intervention is needed. Within the context of this support strategy, the South African Biodiversity Institute (SANBI) has developed a programme to provide targeted capacity building for municipalities to incorporate spatial biodiversity priorities in their planning and decision-making. In particular, a number of engagements have been held with District Municipal Managers and other decision-making platforms to incentivize the uptake of biodiversity considerations into municipal planning and decision-making with an emphasis in strengthening biodiversity content in integrated development plans and strategic development framework. DEA and SANBI also have a Municipal Biodiversity Summaries project to provide science-based biodiversity information, including spatial data, to municipalities to support them in their reporting responsibilities (such as the drafting of State of Environment Reports) and generic land-use planning and decision-making tools.⁸³





Recognition of excellence/leadership

Awards for ecosystem-based adaptation and synergies with the CBD are being considered in the GEF's sixth replenishment project on "Sustainable Cities Integrated Approach Pilot" for **Brazil, China, Cote d'Ivoire, India, Malaysia, Mexico, Paraguay, Peru, Senegal, South Africa and Vietnam**. The project foresees a global annual meeting to coincide with major city-network or sustainability events to discuss the status of the program, share knowledge between cities and implementing agencies, and focus on skill development activities. Awards to recognize city achievements in a number of categories are proposed.

As a partner in the project, **Peru**, through its Ministry of Environment, built upon its long-standing "Ciudades Sostenibles" programme already started in 2001. The Peruvian Sustainable Cities Programme has received national and international recognition, and is supported by the Office of the United Nations for the International Strategy for Disaster Risk Reduction (UNISDR), UNDP and UN-HABITAT. The current Peruvian GEF component project, with a focus on Lima, strongly considers biodiversity and ecosystem services.

At State level, the Sao Paulo State Environment Department (**Brazil**) promoted its Blue-green Municipality programme and award (Premiação Programa Município VerdeAzul) since 2007. Its 617 participating cities need to register, define focal points to interact with the State Environment Authority and commit to measure their environmental performance according to set standards, work to improve their performance through public policies and actions and cooperate/network to contribute to the sustainable development of the State. Evaluation criteria include waste treatment, biodiversity, urban reforestation, environmental education, water and air quality, and environmental governance. Annual evaluation results are fed back to local authorities, and winning approaches are awarded in public events, and offered as State-level benchmarks to allow for technical cooperation.

Regional organizations also have taken leadership in recognizing environmental excellence in city management. **Singapore, the Philippines and Brunei** are part of the ASEAN Initiative on Environmentally Sustainable Cities (AIESC), endorsed by the ASEAN Environment Ministers in 2005 to assist ASEAN cities, especially the smaller and rapidly-growing, to pursue environmental sustainability. To stimulate, benchmark, and recognize exemplary efforts on environmental sustainability, ASEAN has initiated the Environmentally Sustainable City (ESC) Award programme. Key indicators include Clean Air, Clean Land and Clean Water, and lessons are regularly shared and documented on best indigenous practices to keep cities clean, green, and liveable.

Building or expanding on existing and well-known recognition systems is often more effective than creating new and specific awards for biodiversity. In **South Africa**, there is a tradition for the Greenest Municipality Competition (GMC) promoted by the Department of Environmental Affairs, building on a previous Cleanest Town Competition more focused on the National Waste Management Strategy. More recent and additional criteria include Energy Efficiency, Water Management; landscaping, tree planting and beautification; Public and Community Empowerment; and Leadership and Institutional Arrangements. Participation in this annual competition is open to all South African municipalities.

Technical guidelines, manuals & toolboxes

South Africa has ecosystem guidelines, such as the Grasslands and Fynbos Forum Ecosystem Guidelines, and a mainstreaming toolbox for land-use planning and development for municipalities in Gauteng Province. The Grasslands Guidelines were developed under the GEF-funded Grasslands Programme, in collaboration with ICLEI and SANBI. Both ecosystem guidelines provide a biodiversity mainstreaming toolbox for land-use planning and development.

In **Japan**, guidelines encourage local authorities to develop their strategies along NBSAP's associated with their local characteristics. In **Cameroon**, Guidelines for mainstreaming Biodiversity in decentralized and local Council Plans are available in the current NBSAP. In **Korea**, LBSAP Guidelines were developed by the ICLEI East Asia Secretariat in Seoul through a consultative process of holding gatherings and workshops, to discuss ways to cooperate and communicate with subnational governments.

Generally, specific regulatory, economic, social and biophysical factors, as well as the nature of the threat to biodiversity, mean that governments need to adopt a mix of technical support approaches and non-financial incentives to address biodiversity loss and influence citizens' attitudes, behaviour and actions towards biodiversity in the long run. Governments have to decide on the optimal mix of technical approaches and non-financial incentives. It is important to coordinate and streamline interventions as this will ensure uniformity, equity and consistency in the technical support and non-financial incentives provided across, and within, levels of government and sectors.

Valuable guidance and information on technical support approaches and non-financial incentives, including how these work, and the challenges and opportunities of the different types, are found in chapter 5 of the *Local Action for Biodiversity Guidebook*.



Table 12 Guidelines on technical support and non-financial incentives

	NATIONAL GOVERNMENT	SUBNATIONAL GOVERNMENT	LOCAL AUTHORITY
Recognition or reward schemes	National governments should support and participate in regional recognition or reward schemes; and consider establishing and maintaining national schemes to reward best practice and efforts to manage biodiversity sustainably at the subnational level/s.	Subnational governments should consider establishing and maintaining national schemes to reward best practice and efforts to manage biodiversity sustainably at the state/provincial and local levels.	Local authorities should consider establishing and maintaining national schemes to reward best practice and efforts to manage biodiversity sustainably by local communities and the private sector within the city/local municipality.
Access to scientific data	National governments should provide subnational governments with access to technical and scientific databases & geographic information systems; and technical support on the interpretation and use of technical and scientific data and maps.	Subnational governments should approach national government for access to technical and scientific databases & geographic information systems; and technical support on the interpretation and use of technical and scientific data and maps.	Local authorities should approach national government for access to technical and scientific databases & geographic information systems; and technical support on the interpretation and use of technical and scientific data and maps.
Property rights incentives	National governments should consider creating an enabling policy and legislative environment for the implementation of property rights incentive mechanisms at the appropriate level of government.	Where appropriate subnational governments should consider creating an enabling policy and legislative environment for, or implement property rights incentive mechanisms.	Local authorities should investigate and consider introducing and maintaining property rights innovations such as conservation covenants and easements, development concessions, conservation servitudes and special land use zonings.
Technical support measures	Technical support to subnational governments could take the form of: ● forming mentoring programmes; ● seconding technical experts and advisors; ● supporting, or providing access to, financial grants to recruit technical experts; ● providing information about new technologies or practices; ● assistance with grant or permit applications; ● assistance with, and technical advice on, the preparation of conservation or management plans, land management; and ● physical assistance (e.g. labour / equipment).	Subnational governments should request technical support from national government; And where appropriate provide technical support to local authorities.	Local authorities should request technical support from national and subnational government.

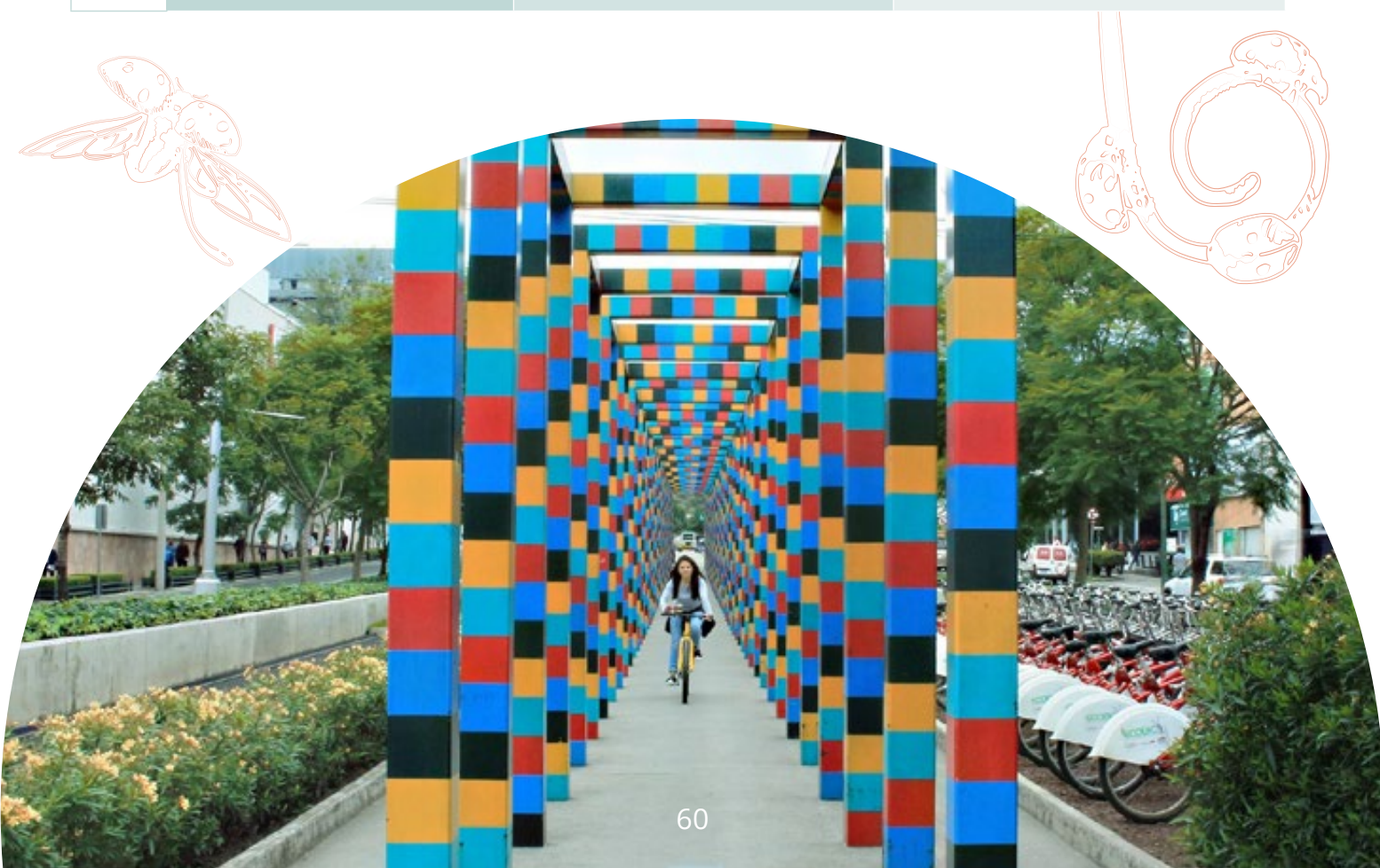
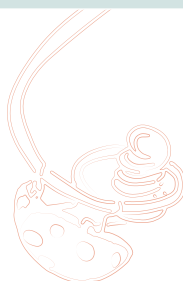




Table 12 cont.

	NATIONAL GOVERNMENT	SUBNATIONAL GOVERNMENT	LOCAL AUTHORITY
Incentive measures	Where applicable and none exist, national government should investigate and consider establishing and maintaining one/more of the following incentive measures: - voluntary standards and codes of conduct; - stewardship programmes; and - community support programmes.	Where applicable, subnational governments should participate in national incentive programmes and schemes; alternatively, where appropriate investigate and consider establishing and maintaining one/more of the following incentive measures at subnational level: - voluntary standards and codes of conduct; - stewardship programmes; and - community support programmes.	Where applicable, local authorities should participate in national incentive programmes and schemes; alternatively, where appropriate investigate and consider establishing and maintaining one/more of the following incentive measures at city/municipal level: - voluntary standards and codes of conduct; - stewardship programmes; and - community support programmes
Declarations	National governments should encourage city and local politicians to commit to biodiversity and sustainable management and governance policies and practices by signing and supporting declarations and statements (e.g. Quintana Roo Communiqué on Mainstreaming Local and Subnational Biodiversity Action, the LAB Durban Commitment to Biodiversity, and the IUCN Countdown 2010 Declaration).	Subnational governments should Encourage city and local politicians to commit to biodiversity and sustainable management and governance policies and practices by signing and supporting declarations and statements (e.g. Quintana Roo Communiqué on Mainstreaming Local and Subnational Biodiversity Action, the LAB Durban Commitment to Biodiversity, and the IUCN Countdown 2010 Declaration).	Local authorities that are not signatories to international declarations and statements such as the LAB Durban Commitment to Biodiversity and the Quintana Roo Communiqué on Mainstreaming Local and Subnational Biodiversity Action, should consider signing and committing to the envisaged actions/targets.
Technical manuals, guidelines and toolboxes	National governments should produce and disseminate guidelines and toolboxes to provide information on good practices (e.g. sustainable eco-tourism activities and biodiversity sensitive natural resource and land management practices) that are specifically designed to support subnational governments give effect to their jurisdictional powers and responsibilities with regard to biodiversity.	Subnational governments should apply best practice guidelines and tools produced by national government.	Local authorities should apply best practice guidelines and tools produced by national government.







K.

Capacity building and sharing lessons learned

The Strategic Plan for Biodiversity 2011-2020 including the Aichi Biodiversity Targets recognizes...

...the importance of capacity building and effective knowledge sharing to support all countries in the implementation of the Strategic Plan.

Capacity building and knowledge sharing on the development and integration of national targets into NBSAPs, and the revision and updating of NBSAPs in line with the Strategic Plan and guidance from the Conference of the Parties, is especially important for developing countries, and in particular the least developed countries, small island developing States, the most environmentally vulnerable countries, as well as countries with economies in transition. This recognition is consistent with several CBD COP decisions, including the Short-term Action Plan (2017-2020) to Enhance and Support Capacity-Building for the Implementation of the Convention and its Protocols, (decision XIII/23), which includes action at subnational levels. Such capacity-building could provide technical support and facilitate peer-to-peer exchange, and complement national activities supported by the financial mechanism in line with the four-year framework of programme priorities related to utilization of GEF resources for biodiversity. Capacity-building on gender mainstreaming in accordance with the Convention's Gender Plan of Action, and for indigenous and local communities concerning the implementation of the Strategic Plan at national and subnational levels should be also be supported.

Notwithstanding the emphasis on capacity building and effective knowledge sharing in CBD COP decisions and the Strategic Plan,

many countries have inadequate capacity for implementation with limited trained scientific and managerial personnel. Capacity gaps are strongest at subnational levels, particularly in developing countries where limited capacity of appropriately qualified and competent biodiversity staff, including protected area and conservation officers, exists. The addition of new activities to be implemented or functions to be performed as results of NBSAP objectives and targets, add to the existing capacity burden. This is further exacerbated by a lack of, or limited support from national governments, in sharing and generating the necessary knowledge to implement new activities and perform new functions.

The UNU-AIS Report on *Effective Implementation of NBSAPs: Using a decentralized approach*, makes the point that "capacity to both document and monitor changes in biodiversity, locally, is crucial to planning and implementation of BSAPs" and that the lack of specialist technical capacity, such as taxonomists, is a major constraint in many countries rich in biodiversity. The report further points out that it is virtually impossible to train specialists within the short time that BSAPs are drafted. With this in mind the report recommends that local capacity building should be a parallel initiative that is integrated with the BSAP process. Secondly, that capacity building exercises should focus on



Training and supporting local communities in resource management, Namibia

In **Namibia**, for example, the Ministries of Environment and Tourism, and of Agriculture, Water and Forestry provide technical resources for conducting community resources valuations such as game counts, tourism business development and forest resources valuations. The two ministries and local NGOs provide financial support for the day-to-day operations of the community resources valuations. Communities are administered with training through workshops for better management of their local resources, techniques such as game count methodologies, forest inventories and financial management. Incentives such as trophy hunting and benefits from the sales of timbers are offered at the community level.



Besides a lack of, or limited, biodiversity capacity for implementation, many countries also experience a poor understanding of the value of biodiversity and role it plays in the economy, ensuring livelihoods and human well-being. This poses a particular challenge to NBSAP implementation as it impacts on issues such as political will and commitment, resource mobilisation and allocation, effective coordination among sector government agencies and collaboration with civil society, local communities and stakeholders from a range of sectors such as agriculture, mining, transportation and urban development. One approach to addressing this challenge is by training, supporting and involving local communities in resource management activities (**Case study 28**).

Another approach is to develop targeted capacity development strategies and programmes (**Case study 29**).

One approach to addressing capacity involves decentralising biodiversity management functions. This has been adopted in several countries where certain powers are devolved to enable local level decision making in a wide range of development issues. For example, in Tanzania (**Case study 30**) and Ecuador, decision-making and the management of biodiversity has been decentralised to subnational levels.

improving skills in identifying species and biological communities; enabling a better understanding of ecosystems – boundaries, functions and services; increasing capability to appreciate the value of biodiversity; providing clues to recognize changes in the local environment, using biodiversity as a tool; and monitoring biodiversity loss. Finally, the report provides innovative solutions to addressing limited specialist technical capacity by involving local communities in resource mapping exercises. This recognizes the value of local and indigenous knowledge by encouraging local people to document the biodiversity in their area in their own language.

When carefully carried out, participatory rural appraisal involving local communities – including hunters/farmers/fishermen and women, children and youth – have generated reliable information on biodiversity in remote rural areas. Local children, youth and older men and women can be encouraged to talk about their surroundings through resource mapping and non-destructive field inventorying exercises. Wherever there are schools and colleges, teachers can be guided into carrying out these simple biodiversity exercises. Models of ‘community biodiversity registers’ or ‘people’s biodiversity registers’ are gaining popularity. These registers document simple maps of the neighborhood, seasons, availability of wild fruits, medicinal plants, etc in local languages. Although there are arguments that such registers can offer scope for intellectual property rights violation and bio-piracy, especially when details of habitat, range and use of medicinal plants are documented, through the creation of awareness on these socio-political issues local communities can effectively guard their valuable biological resources. Wherever attempted, biodiversity registers have proved to be valuable tools in addressing all the issues listed above and those people who have participated in the exercise have simultaneously been trained.⁸⁴



Local authority support strategy & programme in South Africa

The national Department of Environmental Affairs (DEA) assessed local authority capacity and developed the Local Government Support Strategy to improve support for local authorities. The strategy is informed by a framework for mainstreaming biodiversity in local authorities. It was developed in consultation with local authority stakeholders (108 municipalities out of a total of 234) and identifies where urgent intervention is needed.⁸⁵ The Department has also developed a protocol which clarifies local authority environmental functions (including biodiversity). Within the context of this support strategy, the South African Biodiversity Institute (SANBI) has a programme to provide targeted capacity building for municipalities to incorporate spatial biodiversity priorities in their planning and decision-making. In particular, a number of engagements have been held with District Municipal Managers and other decision-making platforms to incentivise the uptake of biodiversity considerations into municipal planning and decision-making with an emphasis on strengthening biodiversity content in integrated development plans and strategic development frameworks.



84 Pisupati, Balakrishna, Wendy S. Elliott, Nami Akimoto and John Tymkiw. 2007. Effective Implementation of NBSAPs: Using a Decentralized Approach - Guidelines for Developing Sub-National Biodiversity Action Plans. UNU-IAS. p 19.

85 Mader, Andre. Links in Biodiversity Planning: A global look at collaboration between different levels of government (unpublished) p 19.

86 Pisupati, Balakrishna, Wendy S. Elliott, Nami Akimoto and John Tymkiw. 2007. Effective Implementation of NBSAPs: Using a Decentralized Approach - Guidelines for Developing Sub-National Biodiversity Action Plans. UNU-IAS. p 19 Box 1.

CASE STUDY 30

Decentralization to support capacity building, Tanzania

In **Tanzania**, districts constitute subnational planning units with legal mandates in economic development and biological resource management as provided in the Local Government (District) Authorities Act, 1982 and the Local Government Miscellaneous (Amendments) Act, 1999. The Local Government Reform programme is part of the Public Sector Reform which aims to improve the performance of the public sector, increase accountability and enhance the delivery of services. The existing Local Government Programme provides the framework for local community participation. This thus provides a strategic architecture with existing processes through which district level BSAPs can be implemented.⁸⁶



Another approach involves developing and implementing capacity building and knowledge sharing programmes. This includes the development of tools and resources such as training courses and the establishment of knowledge sharing or learning networks. Learning networks provide a structured platform for the exchange of biodiversity information, experience and best practice within and across different levels of government and regions. For example, the International Network for Urban Biodiversity and Design; ICLEI's Cities Biodiversity Center, which is coordinated by the ICLEI Africa Secretariat offers cities a broad portfolio of supportive services, including: capacity development and up-skilling, technical advice, advocacy support, networking forums, profiling of achievements and conference organization, the European Learning Network for Regions and Biodiversity (see **Case study 31**), which provides a platform for sharing information, knowledge and lessons learned about existing practices and building partnerships; and the Biodiversity Information Management Forum and Biodiversity Planning Forum learning networks in South Africa, which are hosted by South African National Botanical Institute and relate directly to the management and use of biodiversity information.

CASE STUDY 31

European Learning Network for Regions & Biodiversity

This learning network pursues the following main objectives:

- Exchanging expertise and know-how to regional and local levels to create bridges between regions in Europe on issues relevant for biodiversity and ecosystem services;
- Providing capacity building focusing on long-term sharing of knowledge and building of relationships amongst local and regional authorities;
- Facilitating biodiversity expertise in international cooperation issues as part of integrated territorial or regional planning;
- Functioning as a "network of networks" by interacting with relevant regional networks on biodiversity;
- Improving the exchange of best practice and lessons learned through effective communication; and
- Translating international and EU decisions and expertise into a format and language accessible to local and regional levels, including to citizens.



CASE STUDY 32

On the-job training in Uganda

In **Uganda**, District Environment Officers were selected from different regions to represent local authorities in the NBSAP review and updating process right from the start of the process. These officers were among the stakeholders that were trained on the NBSAP review and updating process. The training was the first activity carried out for the review and updating of the NBSAP. Building on the knowledge created through capacity building workshops, representatives of local authorities participated in the process including setting national biodiversity targets, stakeholder validation workshops and the same representatives of local authorities are currently being engaged to pilot mainstreaming/integration of the NBSAP into District Development Plans.



Capacity building can be in the form of providing training courses or training materials such as the virtual training course (<https://www.youtube.com/watch?v=UQNNSZC97LI>) developed by the government of Peru or the CBD training packages such as the module on *Updating NBSAPs in line with the Strategic Plan for Biodiversity 2011–2020 and the Aichi Biodiversity Targets*. Alternatively it can take the form of 'in-service' or 'on-the-job' training which takes place through peer-to-peer learning and peer-to-peer reviewing and is a proven and cost-effective means of building capacity (see example from Uganda in **Case study 32**).

With the support of the Government of the Republic of Korea, the Bio-Bridge Initiative (BBI) has been launched under the CBD to catalyse and facilitate technical and scientific cooperation between Parties to the Convention and its Protocols on biosafety (Cartagena Protocol) and access and benefit-sharing (Nagoya Protocol), including their subnational and local authorities and their partners (see <https://www.cbd.int/biobridge/> for more information).

The implementation of Tanzania's NBSAPs in two coastal districts, Pangani and Bagamoya, yielded several important lessons, including the value of having appropriate guidelines to assist subnational authorities in the development and implementation of subnational BSAPs.⁸⁷ The development and dissemination of technical guidelines is integral to providing technical support and is therefore discussed under guideline J: *Technical support and non-financial incentives*. However, guidelines are important tools that can be used for training purposes and in building capacity. Facilitating workshops to explain the use of new and existing guidelines will serve to enhance the capacity building value of such guidelines. Workshops will also provide opportunity for participants to share experiences and lessons learned. There is a wealth of guidance available, from both the CBD (such as the NBSAP Portal and NBSAP Forum) and external sources.

This includes guidance on integrated biodiversity and ecosystem services planning; economic valuation and incentives; operational guidance on the ecosystem approach; the Addis Ababa Principles on sustainable use; and guiding principles for Environmental Impact Assessment and Strategic Environmental Assessment. However, these guidelines and principles need to be translated into practical advice and recommendations based on existing experiences and best practice. Examples of guidelines from outside the CBD include the *LBSAP Guidelines* developed by ICLEI, and the ICLEI Canada *Cities and Biodiversity Case Study Series* funded by Environment Canada.

The relevance of these approaches and measures, and governments' choices and decisions as to which to apply, will depend on different factors such as the system of government; availability of funding and potential to leverage additional funding from external sources to support capacity development programmes and initiatives; existing capacity and technical competency levels within government agencies; specific training and capacity gaps and needs of subnational governments; and identified training and capacity development priorities to support action required for the effective implementation of the NBSAP and BSAPs.



Table 13 Guidelines on capacity building and sharing lessons learned

	NATIONAL GOVERNMENT	SUBNATIONAL GOVERNMENT	LOCAL AUTHORITY
Decentralise biodiversity functions	Where appropriate and possible, in terms of the applicable system of governance, national governments should consider decentralising certain biodiversity management powers and functions to enable subnational and local level decision making and support implementation at the subnational and local level.	Where appropriate and possible, in terms of the applicable system of governance, subnational governments should consider decentralising certain biodiversity management powers and functions to enable local level decision making and support implementation at the local authority level.	
Capacity building	National governments should develop a capacity building programme and offer tailor-made training and capacity building opportunities to subnational governments.	Subnational governments should encourage their national governments to develop and offer training and capacity opportunities to subnational government officials.	Local authorities should encourage their national governments to develop and offer training and capacity opportunities to local authority officials.
	National governments should support subnational governments by offering peer-to-peer learning and peer-to-peer reviewing through on-the-job training.	Subnational governments should encourage their national governments to establish peer-to-peer learning and reviewing and nominate their officials to participate in such learning initiatives.	Local authorities should encourage their national governments to establish peer-to-peer learning and reviewing and nominate their officials to participate in such learning initiatives.
Learning networks	National governments should consider establishing capacity development platforms such as learning networks to support subnational governments. Alternatively, biodiversity issues should be incorporated into the objectives of existing learning networks for local authorities.	Subnational governments should encourage their national governments to establish capacity development platforms and their officials to participate in such initiatives.	Local authorities should encourage their national governments to establish capacity development platforms and their officials to participate in such initiatives.
Practical guidance materials (manuals, guidelines and toolboxes)	National governments should consider building subnational governments' capacity by developing and producing targeted, practical and user-friendly guidance materials (handbooks/ manuals, guidelines and online guides, best practice toolkits, case studies etc.) on aspects such as development and implementation of biodiversity strategies and measures, mainstreaming biodiversity and biodiversity planning considerations and priorities into policy-making, planning and management procedures. Where possible, they should run workshops to present guidelines and explain their use and application.	Subnational governments should identify their needs for technical guidance and encourage their national governments to develop and produce guidance tools to address them.	Local authorities should identify their needs for technical guidance and encourage their national governments to develop and produce guidance tools to address them.
Capacity assessment	National governments should conduct an assessment of capacity at subnational levels; and based on the outcomes of this assessment, develop and implement a national capacity development plan to support NBSAP implementation.	Subnational governments should encourage their national governments to develop and implement a national capacity development plan and provide input to the development of such a plan.	Local authorities should encourage their national governments to develop and implement a national capacity development plan and provide input to the development of such a plan.





Cooperation on science, information and monitoring and evaluation

Decision-making that is based on sound science is included in the mission of the Strategic Plan for Biodiversity 2011-2020, ...

... including the Aichi Biodiversity Targets. Subnational and local implementation of biodiversity strategies and action plans can only be effective when progress is monitored regularly and appropriately, and results are evaluated by experts and managers against pre-determined and agreed indicators.

The Strategic Plan also calls for more effective information exchange, as well as monitoring and evaluation, and urges Parties and other governments, with the support of intergovernmental and other organizations, to:

Promote the generation and use of scientific information, develop methodologies and initiatives to monitor status and trends of biodiversity and ecosystem services, share data, develop indicators and measures, and undertake regular and timely assessments, to underpin the proposed new intergovernmental science-policy platform on biodiversity and ecosystem services (IPBES) and an effective Subsidiary Body on Scientific, Technical and Technological Advice in order to strengthen the science policy interface, thereby enhancing the implementation of the Strategic Plan for Biodiversity 2011-2020.⁸⁸

CBD COP 11 adopted an indicator framework for the Strategic Plan and the Aichi Biodiversity Targets with an indicative list of indicators in its annex.⁸⁹

Along with limited financial, technical and human resources and capacities, many countries have listed insufficient scientific infor-

mation for policy and decision making, and poor/no information exchange between different organizations, agencies, and institutions as further barriers to implementation. Barriers to effective NBSAP and BSAP development and implementation include a lack of or poor communication between the scientific community and policy-makers; lack of scientific and economic data to support policy work and setting of objectives and targets; and weak information management and policy analysis capacity. There are also problems with the inconsistency of monitoring and evaluation at subnational and local levels. Furthermore, a recent assessment found that few NBSAPs had SMART (Specific, Measurable, Attainable, Relevant and Timely) targets, prioritised actions; and mechanisms for monitoring and review.⁹⁰

There is a wide range of innovative technical approaches and measures that national governments can use to support subnational governments with scientific information for planning and decision making purposes and to strengthen monitoring and evaluation efforts. Refer to **Case study 33** for examples from South Africa and Australia.

⁸⁸ UNEP/CBD/COP/DEC/X/2, 29 October 2010, para 3 (g), p 2.

⁸⁹ COP decision XI/3.

⁹⁰ Pisupati, B. & Prip, C. (2015) Interim Assessment of Revised National Biodiversity Strategies and Action Plans (NBSAPs) UNEP-WCMC, Cambridge, UK and Fridtjof Nansen Institute, Lysaker, Norway. p 2.

National government support to subnational governments, South Africa & Australia

One example of a national government providing support to subnational governments is **South Africa**, where the Department of Environmental Affairs and SANBI have a Municipal Biodiversity Summaries project which provides science-based biodiversity information, including spatial data to municipalities to support them in their reporting responsibilities and with land-use planning and decision making. The Collaborative Australian Protected Area Database (CAPAD), through which the **Australian** Government collects information on protected areas from state and territory governments and other protected area managers, is an effective mechanism which has clear data collection and reporting roles and responsibilities for agencies at each level. Moreover, through CAPAD, state and territory governments and the Australian Government have agreed to adopt international standards on measurements.



There are several NBSAPs which provide guidance to subnational and local authorities with regards to responsibilities for monitoring and evaluation, measurement systems and indicators for subnational implementation. However, in many countries the need exists for more permanent monitoring and evaluation systems (as implemented in the Philippines, **Case study 34**) for subnational and local governance of biodiversity, including data collection, assessments, and reports on trends and indicators on progress towards meeting the Aichi Biodiversity Targets. It is important to build capacity at local level for measurement and monitoring and evaluation.

Ideally, monitoring and evaluation outcomes should feed decision-making at the highest level. In Uganda, district and local authorities are mandated in the second NBSAP to establish a monitoring and evaluation framework, and to carry out periodic monitoring and evaluation. NBSAP activities are to be integrated in district development plans, and results of regular monitoring exercises are to be reported to the national environment agency. The Kayunga Local District Government notes that these responsibilities should be multi-sectoral i.e. carried out at full executive level and not restricted to environment agencies alone.

Monitoring and evaluation best practice involves ensuring adequate capacity and resources for monitoring and evaluation by providing the necessary legal and financial mechanisms. In the South African NBSAP, provincial and municipal governments are mandated to embed biodiversity considerations into development planning and monitoring with an equitable allocation of budget. Best practice further entails a structured approach, and the design and use of a system of clear and measurable indicators. France has developed a scorecard system which aids in the monitoring progress towards set targets (**Case study 35**).

Monitoring & Evaluation in the Philippines and Namibia

Palau Island in the **Philippines** considers monitoring and evaluation of its conservation efforts as a priority to enhance subnational implementation of its NBSAP. The authorities there recognize that baseline and monitoring assessments of protected areas by local authorities should be conducted more regularly, with locally measurable indicators so that managers and other local stakeholders feel that their outcomes are relevant, and become aware of, and involved in, the progress/ or lack thereof in sites. One approach to monitoring and evaluation is to coordinate this across different Multilateral Environmental Assessments. For example, **Namibia's** NBSAP proposes subnational and local strategies for baseline monitoring of land degradation in the country, as an example of synergies with a UNCCD land degradation neutrality project. The results will aid in development of a soil erosion and bush encroachment restoration programme.



One of the tools available for subnational monitoring is the Singapore Index or City Biodiversity Index. This Index provides a system of indicators that has been developed to help cities around the world take stock of the status of their biodiversity and its management, encouraging assessment to better understand how to manage it.⁹² The Index provides a self-assessment composite of 23 indicators covering a range of physical, biological, and policy-related information used to calculate a score. Indicators include direct biodiversity-related topics such as numbers of native species and their changes over time, coverage of natural connected areas, green areas, number of alien species in the city, as well as ecosystem services (such as water climate regulation, and recreational), and an assessment of governance structure and activity (budget, alignment of local to national policies; existence of a local BSAP, number of projects, civil society participation, and outreach programs, institutional capacity). More details on the Index, including the users' manual on how to conduct the assessment, can be found at <http://www.cbd.int/authorities/gettinginvolved/cbi.shtml>.

It is important to design and use indicators that are relevant to the local context. This is evident from the following example of how impacts are monitored in municipalities in South Africa, where local authorities are seen to be "service delivery" oriented and therefore emphasis is placed on their delivery of environmental services linked to infrastructure (water, sewage, and sanitation) to communities. The quality of service delivery from this urban





infrastructure is perceived to be related to capital budgets, and thus most monitoring of local authorities' activities in terms of environmental management, is done on the basis of spending levels of capital budgets for infrastructure. The problem however, is that most of the activities that impact negatively on the environment in general and specifically in the remaining biodiversity relate to maintenance/failure of existing infrastructure. The maintenance of the infrastructure is financed through the operational budget, which is monitored less strictly.

It is important to keep in mind that monitoring and evaluation are preferably undertaken by a range of stakeholders and partners or by independent bodies. This is to help assure accuracy, transparency, and balance of information. Monitoring and evaluation can help provide valuable feedback into future revisions and amendments to SBSAPs.

Various useful guidelines on monitoring and evaluation exist, for example the *Biodiversity Monitoring for Natural Resource Management — An Introductory Manual*, which has been produced by the Sector Network Rural Development (SNRD) Asia of the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH; and the handbook on *Monitoring and evaluation: tools for biodiversity conservation and development projects*. This handbook is the second in a series of practical project management handbooks produced in South Africa by SANBI, dealing with monitoring and evaluation as a pathway to learning in a people-centred development context compiled by Cape Action for People and the Environment.

Implementation of NBSAPs – Monitoring and Review Options⁹¹



The National Biodiversity Strategy 2011-2020 (NBS) of **France** has included a specific and structured approach for monitoring and evaluation of the NBS. It puts in place an annual scorecard of monitoring indicators for the implementation of the strategy. The scorecard will be reviewed by the NBS Monitoring Committee which acts as the overarching decision-making and review body for actions related to 'all the three Aichi Agreements' - namely the Strategic Plan, the ABS Protocol and the Strategy for resource mobilization. It also monitors the implementation of the EU Strategy in France. It is envisaged that an annual progress report will be presented to the Parliament on progress made to implement the NBS and review the commitments made by stakeholders. The Annual Reports are submitted to the Grenelle Environment Forum National Sustainable Development Committee. Further, the NBS also establishes a National Biodiversity Observatory. The Economic, Social and Environmental Council, the third constitutional assembly of the French Republic is regularly consulted on the implementation of the NBS.

Source: Republic of France (2011) National Biodiversity Strategy 2011-2020, 58pp



⁹¹ Pisupati, B. & Prip, C. (2015) Interim Assessment of Revised National Biodiversity Strategies and Action Plans (NBSAPs) UNEP-WCMC, Cambridge, UK and Fridtjof Nansen Institute, Lysaker, Norway.

⁹² Mader, Andre. Links in Biodiversity Planning: A global look at collaboration between different levels of government (unpublished) p 19.

Table 14 Guidelines on cooperation on science, information and monitoring and evaluation

	NATIONAL GOVERNMENT	SUBNATIONAL GOVERNMENT	LOCAL AUTHORITY
Evidence-based policy	National governments should promote research programmes that inform policy making and support NBSAP implementation; and facilitate dialogue between policy makers and scientists towards achieving CBD objectives and NBSAP targets. In this regard it is important to develop a 'common language' concerning biodiversity, what it represents and how it relates to activities in a particular area.	Subnational and local authorities should participate in: - research initiatives to identify and fill knowledge gaps with regard to biodiversity/ecosystem services valuation and management, and related concepts such as nature based solutions and green infrastructure, greening regional and local economies, and enhancing communities' quality of life; and - dialogues between scientists and policy makers.	
Clearing-house mechanism nodes	Where none exist, national clearing-house mechanism nodes, comprising networks of experts with effective websites, should be established and sustained so that in each country, all have access to the information, expertise and experience required to implement the Convention. National clearing house mechanism nodes should also be linked to the central clearing house mechanism managed by the Convention Secretariat, and information exchange between these should be facilitated.	Where appropriate, subnational governments should establish and maintain subnational mechanisms for sharing and providing access to information and expertise.	Where appropriate, local authorities should establish and maintain mechanisms for sharing and providing access to information and expertise.
Biodiversity information portals	National governments should establish and maintain portals for online and up-to-date biodiversity information to serve as a key reference point for subnational governments; and should also consider supporting regional biodiversity information portals to allow subnational and local authorities' access to them.	Subnational governments should make use of online biodiversity information portals.	Local authorities should make use of online biodiversity information portals.





Table 14 cont.

	NATIONAL GOVERNMENT	SUBNATIONAL GOVERNMENT	LOCAL AUTHORITY
Reporting framework	National governments should enable and support the participation of subnational governments in establishing a coherent and integrated monitoring and reporting framework. This can be facilitated by the new CBD CHM online reporting tool: https://chm.cbd.int/	Subnational governments should participate in the development of the national monitoring and reporting framework; and establish and maintain a subnational monitoring and reporting framework.	Local authorities should participate in the development of the national monitoring and reporting framework; and establish and maintain a local monitoring and reporting framework.
	National governments should establish national mechanisms to provide regular reports on progress, including outcome oriented information, to the CBD Secretariat.	Subnational governments should contribute data and information for national reports on progress with the implementation of the NBSAP and national biodiversity targets.	Local authorities should contribute data and information for national reports on progress with the implementation of the NBSAP and national biodiversity targets.
Biodiversity indicators	National governments should develop national biodiversity indicators for monitoring the success/failure of national programmes/projects and NBSAP actions in line with the Strategic Plan for Biodiversity and indicator framework. In designing indicators that apply to subnational and local level it is important to take local conditions into account to ensure indicators are measurable.	Subnational governments should develop subnational biodiversity indicators for monitoring the success/failure of subnational programmes/projects and BSAP actions in line with the Strategic Plan for Biodiversity and indicator framework, and national indicators.	Local authorities should develop local biodiversity indicators for monitoring the success/failure of national programmes/projects and BSAP actions in line with the Strategic Plan for Biodiversity and indicator framework, and national indicators.
Monitoring and evaluation	National governments should establish national mechanisms to monitor implementation of NBSAPs and progress towards national targets.	Subnational governments should contribute data and information for monitoring implementation of NBSAPs and progress towards national targets.	Local authorities should contribute data and information for monitoring implementation of NBSAPs and progress towards national targets.
	National governments should review and evaluate subnational and local performance against NBSAP targets to identify successes, constraints and impediments to implementation, and identify ways and means of addressing such constraints and impediments, including revision of the strategies where necessary.	Subnational governments should review and evaluate own performance against BSAP targets to identify successes, constraints and impediments to implementation, and identify ways and means of addressing such constraints and impediments, including revision of the strategies where necessary.	Local authorities should review and evaluate own performance against BSAP targets to identify successes, constraints and impediments to implementation, and identify ways and means of addressing such constraints and impediments, including revision of the strategies where necessary.





M.

Communication and awareness raising

The Strategic Plan for Biodiversity 2011-2020, including the Aichi Biodiversity Targets, recognizes that ...

... communication and awareness-raising are important entry points to achieving Strategic Goal A: Address the underlying causes of biodiversity loss by mainstreaming biodiversity across government and society.⁹³

People's awareness of the value of biodiversity is captured in Aichi Biodiversity Target 1. Communication, Education and Public Awareness (CEPA), features strongly in the Plan of Action on Subnational Governments, Cities and Other Local Authorities for Biodiversity and is included as an objective in the indicative list of activities and as part of the mission statement:

Awareness campaigns on the importance of biodiversity and ecosystem services should, as appropriate, be implemented at local level as part of the Parties' communication, education and public awareness strategies, including major groups such as business, youth, non-governmental organizations and indigenous and local communities, through initiatives such as celebrations of the International Day for Biological Diversity (May 22), The Green Wave initiative, and other activities in support of the Convention on Biological Diversity.

There is a need for awareness raising campaigns on the value and importance of biodiversity for human well-being, and the lack of adequate financial support for communication and

awareness raising programmes is regarded as a challenge to effective implementation in developing countries. Biodiversity priorities compete with development and social priorities, for decision makers' attention. Therefore, continuing education and communication strategies should be proactively embedded in NBSAP decision-making processes, enabling champions who can advocate biodiversity conservation in decision-making, planning, programming and budgeting. The absence of communication and awareness raising tools related to NBSAPs at subnational and local level, and the need to target specific audiences in messages (councillors, decision-makers in treasury, housing, water and sanitation, and health departments), is a common challenge for many countries. The role that the media plays in communicating and raising awareness on biodiversity is important. Regular and meaningful media reporting and accurate messaging requires journalists that have a sound understanding of biodiversity and what the NBSAP seeks to achieve (see **Case study 36** for an example on how this changed in Zimbabwe over time).

93 UNEP/CBD/COP/DEC/X/2, 29 October 2010, para B3 (c).



Building understanding in the media, Zimbabwe

Since early 2013, the number of journalists able to report on biodiversity issues in **Zimbabwe** has increased significantly.

The increase in media awareness is due to the focussed efforts of the NBSAP revision committee to build biodiversity awareness across the media.

Prior to 2013, only a handful of journalists in Zimbabwe fully understood the term 'biodiversity', which meant that the occasional media coverage/reporting on biodiversity issues lacked much impact. In March 2013 a stocktaking workshop in Kadoma, organised by Dr Chip Chirara as member of the NBSAP revision team, demonstrated the ongoing challenge for the Zimbabwean media to effectively and plainly communicate on issues of biodiversity. Over the following three months, the Biodiversity Office of the Ministry of Environment, Water and Climate set up a capacity building workshop focused on biodiversity reporting/media coverage. During this workshop, journalists from the print, radio, as well as T.V. media branches were informed about many of the threats to the country's biodiversity, such as mining for minerals and indigenous deforestation for tobacco curing. Elizabeth Chengeta, reporting in Shona for Radio Zimbabwe, commented on the workshop that: "Before I was involved my knowledge of biodiversity was zero, [...] I learnt so much from the event." Chip Masara, a journalist at the independent newspaper, The Standard, agreed, adding that: "The workshop cemented what I already knew and made me realise how vital biodiversity was to an area's overall environmental status." She pointed out that since the workshop in June 2013, the amount of environmentally focused reporting in the media has increased. In August 2014 a field trip to the Chirinda Forest in Chipinge in the Eastern Highland saw 18 journalists, from both regional and national media houses, being briefed on different components of biodiversity, as well as witnessing the vegetation change from evergreen forests to a landscape dominated by acacias and baobab trees. Elizabeth Chengata was one of those journalists who upon returning to Harare was better equipped to explain biodiversity, as well as convey the need to conserve it, in both Shona and Ndebele.

She soon established and produced her own radio programme called 'Keep Zimbabwe Clean', where she interviews guests to discuss a wide range of environment-related issues such as pollution and litter, as well as the need to manage biodiversity and the environment in a sustainable way.



The CBD training module on developing local and subnational BSAPs, module 8, and the CEPA Toolkit⁹⁴ provide valuable guidance on communication, education and public awareness and how these can support implementation at subnational levels.

While communication, education, and public awareness are critical in implementing a BSAP, it is important to stress that strategic communication is essential throughout all stages of the BSAP process. For example, strategic communication is essential in engaging stakeholders, in consultation processes, and in ensuring transparency and equity in developing the BSAP. With regards to how communication can support implementation, there are two components to consider. The first is to develop and communicate key messages from the BSAP to the public, other government departments, and sectors. This helps build awareness of the BSAP and clarifies the roles and responsibilities of government, partners, and stakeholders. More broadly, the public is made aware of the important role people can play in implementing the BSAP. The second is to incorporate education and public awareness elements into the different activities outlined in the Action Plan. This can serve to increase public participation in biodiversity conservation, restoration and monitoring. It can also provide information on priority species and habitats as well as linkages to national biodiversity conservation efforts and policy.

CEPA approaches implemented range from workshops and awareness campaigns aimed at target groups, to targeting awareness-raising at subnational and local politicians, showcasing best practices, developing communication materials (including video-clips and case studies), event days, and official launches of biodiversity programmes with high profile speakers and strong media coverage, competitions, and web-based training courses, among others.

Case study 37 demonstrates some examples from Canada and South Africa on how different approaches were implemented.

Communication, education and public awareness approaches



Canada BEAN

The Biodiversity Education and Awareness Network (BEAN) connects scientists and governments with teachers, parents and students to provide education and practical actions to recover and prevent the loss of biodiversity in the province. BEAN was created as an outcome of Ontario's Biodiversity Strategy. Their vision is "A future where biodiversity loss is halted and recovery is advanced. People value, protect and enhance biodiversity and the ecosystem services essential for human health and well-being". BEAN is directed by the Ontario Biodiversity Council to engage the public in helping to sustain biodiversity. BEAN sets up projects such as 'The Ontario Children's Outdoor Charter' where they advocate for awareness and offer education through BEAN-approved lessons; and 'Emerging Leaders for Biodiversity' where they give young professionals the opportunity to obtain hands-on experience, share knowledge, and preserve natural environments. (<http://biodiversityeducation.ca/about/>)

Biodiversity communications toolkit, South Africa

In 2010, the South African National Biodiversity Institute (SANBI) conducted a detailed analysis of internal and external biodiversity communications material. The goal was to determine why these materials were not more effective in garnering support and inspiring action, both from key stakeholders and the broader public. This analysis resulted in the development of a toolkit of case studies that illustrate what biodiversity is and how it contributes to socio-economic growth and development. The purpose of this toolkit is to equip researchers for the collection of compelling information and the formulation of evocative case studies. The toolkit includes an overview of the factors that contribute to effective communication as well as a case study preparation framework and a case study collection worksheet.

(<http://www.sanbi.org/sites/default/files/documents/documents/mtc-case-study-development-toolkitmediumresolution.pdf>)



Table 15 Guidelines on communication and awareness raising

	NATIONAL GOVERNMENT	SUBNATIONAL GOVERNMENT	LOCAL AUTHORITY
Media messaging	National governments should consider developing a 'common language' concerning biodiversity, what it represents and how it relates to activities in a particular area and how this is reflected in media and awareness raising communications.	Subnational governments should align the language of media and awareness raising communications with the 'common language' concerning biodiversity used at national level.	Local authorities should align the language of media and awareness raising communications with the 'common language' concerning biodiversity used at national level.
Communication, Education and Public Awareness (CEPA)	National governments should develop a comprehensive CEPA programme/ campaign for spreading awareness on the Action Plan. This could include: - Developing a communication plan for the NBSAP; - Releasing the NBSAP by a popular person at a public meeting; - Making the NBSAP (summary thereof) available in local languages; - Promoting the NBSAP through exhibitions, folk and popular media; - Integrating key elements of the NBSAP into other ongoing education, literacy and awareness programmes; - Holding workshops on specific issues; and - Initiating a process of biodiversity training.	Subnational governments should develop a comprehensive CEPA programme/ campaign to raise awareness amongst all stakeholders and the public on biodiversity objectives, and implement or advance targeted awareness-raising programmes. This could include: - Developing a communication plan for the SBSAP; - Releasing the SBSAP by a popular person at a public meeting; - Making the SBSAP (summary thereof) available in local languages; - Promoting the SBSAP through exhibitions, folk and popular media; - Integrating key elements of the SBSAP into other ongoing education, literacy and awareness programmes; and - Holding workshops on specific issues.	Local authorities should develop a comprehensive CEPA programme/ campaign to raise awareness amongst all stakeholders and the public on biodiversity objectives, and implement or advance targeted awareness-raising programmes. This could include: - Developing a communication plan for the LBSAP; - Releasing the LBSAP by a popular person at a public meeting; - Making the LBSAP (summary thereof) available in local languages; - Promoting the LBSAP through exhibitions, folk and popular media; - Integrating key elements of the LBSAP into other ongoing education, literacy and awareness programmes; and - Holding workshops on specific issues.
	National governments should consider creating opportunities to obtain political endorsement of the NBSAP, and build awareness among national politicians and decision-makers.	Subnational governments should consider creating opportunities to obtain political endorsement of the NBSAP, and build awareness among subnational politicians and decision-makers.	Local authorities should consider creating opportunities to obtain political endorsement of the NBSAP, and build awareness among City and local politicians and decision-makers.







3.

REFERENCES, TOOLS & RESOURCES

References

Biodiversity Education and Awareness Network.
<http://biodiversityeducation.ca/about/>

Cape Action for People and the Environment.
2008. Monitoring and evaluation: tools for
biodiversity conservation and development
projects. SANBI Biodiversity Series 11. South
African National Biodiversity Institute, Pretoria.

CBD Secretariat and presentation at the
Regional and Sub-Regional Capacity-Building
Workshops on implementing NBSAPs and
Mainstreaming Biodiversity for Central Africa,
Limbe, Cameroon, from 22 to 25 September
2008: Intégration de la Biodiversité dans la
Planification Budgétaire: étude de cas, by M.
Mapangou, [www.cbd.int/doc/nbsap/nbsapcbw-
cafr-01/nbsapcbw-cafr-01-ga-02-fr.pdf](http://www.cbd.int/doc/nbsap/nbsapcbw-cafr-01/nbsapcbw-cafr-01-ga-02-fr.pdf)

Convention on Biological Diversity. 24 November
2016. UNEP/CBD/COP/13/8/Add.1 - Update
on the Progress in Revising/Updating and
Implementing National Biodiversity Strategies
and Action Plans, including National Target.
Cancún, Mexico.

Convention on Biological Diversity. March 2012.
Aichi Biodiversity Targets. [https://www.cbd.int/
sp/targets/](https://www.cbd.int/sp/targets/)

Convention on Biological Diversity. March 2012.
Key Elements of the Strategic Plan 2011-2020,
including Aichi Biodiversity Targets. [https://
www.cbd.int/sp/elements/](https://www.cbd.int/sp/elements/)

Convention on Biological Diversity. Strategic
Plan for Biodiversity 2011-2020 Factsheet.
United Nations Decade on Biodiversity. [https://
www.cbd.int/undb/media/factsheets/undb-
factsheet-sp-en.pdf](https://www.cbd.int/undb/media/factsheets/undb-factsheet-sp-en.pdf)

Convention on Biological Diversity, Strategic Plan
for Biodiversity 2011-2020, including Aichi
Biodiversity Targets. <https://www.cbd.int/sp/>

Convention on Biological Diversity. Subnational
Biodiversity Strategies and Action Plans
(SBSAPs). [https://www.cbd.int/nbsap/related-
info/sbsap/default.shtml](https://www.cbd.int/nbsap/related-info/sbsap/default.shtml)

COP Decision IX/28 on Promoting engagement
of cities and local authorities. 9 October 2008.
Bonn, Germany.

COP Decision X/2 on The Strategic Plan
for Biodiversity 2011-2020 and the Aichi
Biodiversity Targets. 29 October 2010. Nagoya,
Japan.

COP Decision X/22 on Plan of Action on
Subnational Governments, Cities and Other
Local Authorities for Biodiversity. 29 October
2010. Nagoya, Japan. [https://www.cbd.int/
decision/cop/?id=12288](https://www.cbd.int/decision/cop/?id=12288)

COP decision XI/3 on Monitoring progress
in implementation of the Strategic Plan
for Biodiversity 2011-2020 and the Aichi
Biodiversity Targets. 5 December 2012.
Hyderabad, India.

COP Decision XI/8 on Engagement of other
stakeholders, major groups and subnational
authorities. 5 December 2012. Hyderabad,
India.

COP Decision XII/3 on Resource mobilisation. 17
October 2014. Pyeongchang, Republic of Korea.

COP Decision XII/8 on Stakeholder engagement. 17
October 2014. Pyeongchang, Republic of Korea.

COP Decision XII/9 on Engagement with
Subnational and Local Governments. 17
October 2014. Pyeongchang, Republic of Korea.

COP Decision XIII/3 on Strategic actions to enhance
the implementation of the Strategic Plan for
Biodiversity 2011-2020 and the achievement
of the Aichi Biodiversity Targets, including with
respect to mainstreaming and the integration
of biodiversity within and across sectors. 16
December 2016. Cancún, Mexico.

COP Decision XIII/8/Add.1/Rev.1 on Update
on Progress in Revising/Updating and
Implementing National Biodiversity Strategies
and Action Plans, Including National Targets. 24
November 2016. Cancún, Mexico.

Davis, M, Gerdes, H & Muehlmann, P. May
2014. Multi-Level governance of our natural
capital: the contribution of regional and local
authorities to the EU Biodiversity Strategy
202 and the Aichi Biodiversity Targets - Part A:
Recommendations. European Union.

Davis, M, Gerdes, H & Muehlmann, P. June
2014. Multi-Level governance of our natural
capital: the contribution of regional and local
authorities to the EU Biodiversity Strategy
202 and the Aichi Biodiversity Targets - Part B:
Recommendations. European Union.

Habitat III. The New Urban Agenda. [https://
habitat3.org/the-new-urban-agenda](https://habitat3.org/the-new-urban-agenda)

Habitat III. The New Urban Agenda Explained.
[https://www2.habitat3.org/bitcache/27173ee85
cdf3441290bc679df0b1e24e9201f64?vid=59136
5&disposition=inline&op=view](https://www2.habitat3.org/bitcache/27173ee85cdf3441290bc679df0b1e24e9201f64?vid=591365&disposition=inline&op=view)

Habitat III. Draft Outcome document of the United
Nations Conference on Housing and Sustainable
Urban Development (Habitat III). 29 September
2016. [https://www2.habitat3.org/bitcache/99d9
9fb0824de50214e99f864459d8081a9be00?vid
=591155&disposition=inline&op=view](https://www2.habitat3.org/bitcache/99d99fb0824de50214e99f864459d8081a9be00?vid=591155&disposition=inline&op=view)

ICLEI – Local Governments for Sustainability. 2010. Local Action for Biodiversity Guidebook: Biodiversity Management for Local Governments. Laros MT and Jones FE (Eds).

ICLEI/UNU-IAS/SCBD. 2010. Local Biodiversity Strategy and Action Plan Guidelines: An aid to municipal planning and biodiversity conservation.

IIED and UNEP-WCMC. 2015. Stories of change: Mainstreaming biodiversity and development. IIED, London.

Mader, A. Links in Biodiversity Planning: A global look at collaboration between different levels of government. (Unpublished).

Pisupati, B, Elliott, WS, Akimoto, N & Tymkiw, J. 2007. Effective Implementation of NBSAPs: Using a Decentralized Approach - Guidelines for Developing Sub-National Biodiversity Action Plans. UNU-IAS.

Pisupati, B. & Prip, C. 2015. Interim Assessment of Revised National Biodiversity Strategies and Action Plans (NBSAPs) UNEP-WCMC, Cambridge, UK and Fridtjof Nansen Institute, Lysaker, Norway.

Prip, C; Gross, T; Johnston, S; Vierros, M. 2010. Biodiversity Planning: an assessment of national biodiversity strategies and action plans. United Nations University Institute of Advanced Studies, Yokohama, Japan.

Secretariat of the Convention on Biological Diversity. June 2011. NBSAP training modules version 2.1 – Module 8. Biodiversity planning for states, provinces, cities and other local authorities; how to develop a sub-national biodiversity strategy and action plan. Montreal, Canada.

The Nature Conservancy. 7 December 2016. Only a handful of countries on track to meet their biodiversity goals, Assessment Shows. Cancún, Mexico. <http://www.nature.org/news/features/pressreleases/only-a-handful-of-countries-on-track-to-meet-their-biodiversity-goals.xml>

UNEP/CBD/WG-RI/2/INF/1/ADD1 on Updated Synthesis of Information Contained in Third National Report - priorities, challenges and progress towards targets. 11 May 2007. Paris, France.

UNEP/CBD/WS-IFM/1/3 on CBD Strategy for Resource Mobilization. January 2010. Bonn, Germany.

UNEP/CBD/WGRI 5/9 on Retirement Decisions. 30 April 2014. Montreal, Canada.

United Nations. Millennium Development Goals. <http://www.un.org/millenniumgoals/>

United Nations. Sustainable Development Goals – 17 Goals to Transform Our World. <http://www.un.org/sustainabledevelopment/>

Werner, FA & Gallo-Orsi, U. 2016. Biodiversity Monitoring for Natural Resource Management - An Introductory Manual. GIZ, Eschborn and Bonn, G.

Tools and Resources

This section references **additional tools, links and resources** that policymakers, planners and practitioners can use in relation to subnational and local implementation of NBSAPs, and to vertical integration of CBD strategies and actions.

Information provided ranges from general information on the Convention and the decisions of its Conference of its Parties to guidance on why and how to develop subnational / local strategies and action plans, and includes useful sources on coordination across levels of government, technical cooperation, mainstreaming biodiversity into sustainable development, and relevant forums and networks.

CBD and Aichi Biodiversity Targets

(Guide) Aichi Biodiversity Targets - <https://www.cbd.int/sp/targets/>

(Decision) CBD Decision X/2. The Strategic Plan for Biodiversity 2011-2020 and the Aichi Biodiversity Targets <http://www.cbd.int/doc/decisions/cop-10/cop-10-dec-02-en.pdf>

(Guide) CBD Guidance on NBSAPs and relevant COP decisions- <https://www.cbd.int/nbsap/guidance.shtml>

(Manual) CBD Handbook - <https://www.cbd.int/handbook/default.shtml>

(Guide) CBD Quick Guides for the ABTs - <https://www.cbd.int/nbsap/training/quick-guides/>

(Index) CBD Cities and Biodiversity Index - <https://www.cbd.int/subnational/partners-and-initiatives/city-biodiversity-index>

(Manual) CBD User's manual for the City Biodiversity Index - <https://www.cbd.int/authorities/doc/User%27s%20Manual-for-the-City-Biodiversity-Index27Sept2010.pdf>

(Publication) Government of Québec 2016. Subnational governments in action for biodiversity – Case studies - <http://www.mddelcc.gouv.qc.ca/biodiversite/etudes-cas-gvt-infranationaux-en.pdf>

Preparation of Biodiversity Strategies and Action Plans

(Decision) CBD Decision XIII/1 (paragraph 14) Progress in the implementation of the Convention and the Strategic Plan for Biodiversity 2011-2020 and towards the achievement of the Aichi Biodiversity Targets - <https://www.cbd.int/doc/decisions/cop-13/cop-13-dec-01-en.pdf>

(Decision) CBD Decision X/22 Plan of Action on Subnational Governments, Cities and Other Local Authorities for Biodiversity - <http://www.cbd.int/doc/decisions/cop-10/cop-10-dec-22-en.pdf>

(Decision) CBD Decision XI/8 Engagement of other stakeholders, major groups and subnational authorities <http://www.cbd.int/doc/decisions/cop-11/cop-11-dec-08-en.pdf>

(Decision) CBD Decision XII/9 Engagement with subnational and local governments - <http://www.cbd.int/doc/decisions/cop-12/cop-12-dec-09-en.pdf>

(Guide) CBD Subnational and Local Implementation - <https://www.cbd.int/subnational>

(Training) CBD NBSAP Capacity Building Modules - <https://www.cbd.int/nbsap/training/>

(Guidelines) ICLEI 2010. Local Action for Biodiversity Guidebook: Biodiversity Management for Local Governments - http://cbc.iclei.org/wp-content/uploads/2016/06/LAB_Guidebook_sm.pdf

(Guidelines) ICLEI/UNU/CBD 2012. Local Biodiversity Strategy and Action Plan Guidelines: An aid to municipal planning and biodiversity conservation – <http://cbc.iclei.org/wp-content/uploads/2016/06/LBSAP-Guidelines.pdf>

(Program) ICLEI Local Action for Biodiversity 2010. <http://cbc.iclei.org/programmes/lab/>

(Guidelines) IUCN 2011. Guidelines for drawing up and implementing regional biodiversity strategies in metropolitan France - http://uicn-france.fr/wp-content/uploads/2016/09/UICN-Plaquette_SRB-EN-bd.pdf

(Guidelines) United Nations University - Institute of Advanced Studies 2007. Effective Implementation of NBSAPs: Using a decentralised





approach, Guidelines for Developing Subnational Biodiversity Action Plans - <https://www.cbd.int/doc/external/cop-09/unu-nbsap-implementation-en.pdf>

(Publication) United Nations University - Institute of Advanced Studies 2010. Biodiversity planning: an assessment of national biodiversity strategies and action plans - http://archive.ias.unu.edu/resource_centre/UNU-IAS_Biodiversity_Planning_NBSAPs_Assessment_final_web_Oct_2010.pdf

Examples of local and subnational BSAPs

A number of examples of local and subnational biodiversity strategies and action plans are available online

Regional BSAPs submitted to the CBD: <https://www.cbd.int/nbsap/related-info/region-bsap/default.shtml>

Subnational BSAPs submitted to the CBD: <https://www.cbd.int/nbsap/related-info/sbsap/>

Local BSAPs as part of ICLEI's LAB Programme: <http://cbc.iclei.org/resources-2/#1478245258351-ccd26aec-3e37>

Further examples can be obtained from the website of the NBSAP Forum (see NBSAP Forum below in section "Forums & networks").

Subnational and Local BSAPs were submitted by the Parties include:

Australian Capital Territory (Australia); Bosnia (Foča-Ustikolina (Bosnia); São Paulo (Brazil) Ontario (Canada); Québec (Canada); Lilongwe (Malawi); Mexico City (Mexico); Auckland (New Zealand); Cape Town (South Africa); Kwa-Zulu Natal (South Africa); Gyeonggi-do (Republic of Korea).

Coordination in implementing NBSAPs and related programmes/projects

(Report) ICLEI CBC/CBD 2015. Links in Biodiversity Planning: A global look at collaboration between different levels of government.

(Report) ICLEI/Ecologic Institute 2014. Multilevel-governance of our natural capital: the contribution of regional and local authorities to the EU Biodiversity Strategy 2020 and the Aichi Biodiversity Targets. <http://ecologic.eu/10687>

(Report) UN Habitat 2010. Supporting Local Action for Biodiversity: The Role of National Governments - <https://sustainabledevelopment.un.org/index.php?page=view&type=400&nr=294&menu=35>

(Publication) World Future Council 2014. Biodiversity Legislation Study - <https://www.worldfuturecouncil.org/sustainable-ecosystems/-tab-id-6>

Integrated planning and mainstreaming biodiversity

(Guidelines) CBD Ecosystems approach - <https://www.cbd.int/doc/publications/ea-text-en.pdf>

(Guidelines) CBD 2010 Ecosystem goods and services in development planning - <https://www.cbd.int/development/doc/cbd-good-practice-guide-ecosystem-booklet-web-en.pdf>

(Tools) CBD Principles, Guidelines and Other Tools Developed under the

Convention. <https://www.cbd.int/guidelines/>

(Publication) IIED 2015. Introduction to mainstreaming biodiversity and development. <https://www.iied.org/national-biodiversity-strategies-action-plans-20-mainstreaming-biodiversity-development>

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

(Guide) Sustainable Development Solutions Network 2016. SDGs Cities Guide - <https://sdgcitiesguide/>

(Publication) UNDP 2016. National Biodiversity Strategies and Action Plans: Natural Catalysts for Accelerating Action on Sustainable Development Goals - http://www.undp.org/content/undp/en/home/librarypage/environment-energy/ecosystems_and_biodiversity/nbsaps---natural-catalysts-for-achieving-the-sdgs.html

(Technical Report) UNEP-WCMC 2015. Guidance on Integrating Ecosystem Considerations into Climate Change Vulnerability and Impact Assessment to Inform Ecosystem-based Adaptation. https://www.unep-wcmc.org/system/dataset_file_fields/files/000/000/419/original/VIA_Guidance.pdf?1482399995

(Outcome document) UN HABITAT New Urban Agenda 2016 - <https://www2.habitat3.org/bitcache/97ced11dcecf85d41f74043195e5472836f6291?vid=588897&disposition=inline&op=view>

(Knowledge exchange) UNFCCC Adaptation Knowledge Portal - <http://www4.unfccc.int/sites/nwp/pages/Search.aspx>

(Guide) UN Sustainable Development Goal 11 - <https://sustainabledevelopment.un.org/sdg11>

(Toolkit) Urban Sustainability Directors Networks 2016. Advancing Sustainable Consumption in Cities <http://sustainableconsumption.usdn.org/self-assessment/>

Cooperation on science, monitoring and evaluation and reporting

(CBD Initiative) Bio-Bridge Initiative on technical and scientific cooperation (2014) - <https://www.cbd.int/biobridge/>

(Publication) Cape Action for People and the Environment. 2008. Monitoring and evaluation for biodiversity conservation and development projects. SANBI Biodiversity Series 11. South African National Biodiversity Institute, Pretoria - <http://www.sanbi.org/sites/default/files/documents/documents/biodiversity11monitoreval.pdf>

(Guidelines) ICLEI Cities and Biodiversity Center 2011. Biodiversity Report Guidelines: LAB pioneer projects.

(Publication) ICLEI Cities and Biodiversity Center 2016. LAB City Biodiversity Report. <http://cbc.iclei.org/resources-2/#1478245258036-3151668c-2756>

(Manual) GIZ 2016. Biodiversity Monitoring for Natural Resource Management: An Introductory Manual <https://www.snr-d-asia.org/download/biodiversity/Biodiversity-Monitoring-for-Natural-Resource-Management.pdf>

Financial support and incentives

Information on some of the financial mechanisms and economic instruments considered under the CBD resource mobilization strategy can be found on the CBD website (<https://www.cbd.int/financial/>) and in the UNU-AIS report on *Biodiversity Planning: an assessment of national biodiversity strategies and action plans*. Other resources include:

- (Guidelines) CBD 2014. Biodiversity financing and safeguarding mechanisms - <https://www.cbd.int/doc/meetings/cop/cop-12/information/cop-12-inf-27-en.pdf>
 - (Decision) CBD Decision XII/3 Resource Mobilisation - <https://www.cbd.int/doc/decisions/cop-12/cop-12-dec-03-en.pdf>
 - (Report) IUCN 2012. Identifying and Mobilizing Resources for Biodiversity Conservation - https://cmsdata.iucn.org/downloads/identifying_and_mobilizing_resources_for_biodiversity_conservation.pdf
 - (Publication/Tools) TEEB 2010. The Economics of Ecosystems and Biodiversity for Local and Regional Policy Makers - <http://www.teebweb.org>
 - (Workbook) UNDP 2016. BIOFIN Workbook Mobilizing Resources for Biodiversity and Sustainable Development - <http://www.biodiversityfinance.net/sites/default/files/uploads/documents/2-undp-biofin-web.pdf>
- Planners developing SBSAPs may find Module 6 useful. It explains how to develop a resource mobilization strategy for financing NBSAP implementation. Module 6 – see p 6
- (Guidelines) Chapter 5 of the *Local Action for Biodiversity Guidebook* includes information on different types of financial and market-based incentives, how these work
 - (Report) The assessment report published by UNU-AIS on *Biodiversity Planning: An assessment of NBSAPs*, includes a discussion on the challenges and opportunities of the different types of economic instruments.

Forums and networks

- (Knowledge exchange) NBSAP forum - <http://nbsapforum.net/#read-thread/2301>
- (Knowledge exchange) CBD Global Partnership on Local and Subnational Action for biodiversity - <https://www.cbd.int/subnational/partners-and-initiatives>
- (Tools) ICLEI - <http://www.iclei.org/activities/resources/tools.html>
- (Knowledge exchange) Nrg4SD Region for Biodiversity Learning Platform - <http://www.nrg4sd.org/biodiversity/regions-biodiversity-learning-platform/>
- (Capacity building) UNDP Biodiversity and Ecosystem Services Network (Bes-Net) - <http://www.besnet.world/>
- (Knowledge exchange) Global Taskforce of Local and Regional Governments - <http://www.gtf2016.org/>

Participation of subnational authorities, communications and awareness raising

- (Knowledge exchange) Ontario Biodiversity Education and Awareness Network (see case study above): <http://biodiversityeducation.ca/>

Coordination and institutional mandates

A study conducted on coordination and institutional mandates published by UNU-IAS:

- (Publication) UNU-IAS, Effective Implementation of NBSAPs: Using a decentralised approach, Guidelines for Developing Subnational Biodiversity Action Plans - <http://ecologic.eu/10687>

Collaboration and cooperation in implementing NBSAPs and related programmes/projects

- (Publication) ICLEI and Ecologic Institute, Multilevel-governance of our natural capital: the contribution of regional and local authorities to the EU Biodiversity Strategy 2020 and the Aichi Biodiversity Targets

Capacity building and technical support

- (Training) CBD NBSAP capacity building training modules - <https://www.cbd.int/nbsap/training/>
- (Knowledge exchange) The [BES-Net web portal](http://www.besnet.world/) is a newly developed UNDP capacity building tool promoting dialogue among science, policy and practice for more effective management of biodiversity and ecosystems, hereby supporting the achievement of the Aichi Biodiversity Targets and of the Sustainable Development Goals. It serves as a one-stop-shop for online learning, networking and collaboration on hot topics in the area of biodiversity and ecosystem services, the website provides access to 85 key organisations and 91 international experts who agreed to respond to questions from users. (<http://besnet.world/>)

The Sustainable Development Goals (SDGs)

The 2030 Agenda for Sustainable Development, with 17 Sustainable Development Goals and 169 targets, was adopted by the United Nations General Assembly in Resolution A/RES/70/1 in September 2015. It provides the global framework for sustainable development for all member States. As stated in the preamble to the document (Transforming our world: the 2030 Agenda for Sustainable

Development):

"This Agenda is a plan of action for people, planet and prosperity. It also seeks to strengthen universal peace in larger freedom. We recognize that eradicating poverty in all its forms and dimensions, including extreme poverty, is the greatest global challenge and an indispensable requirement for sustainable development. All countries and all stakeholders, acting in collaborative partnership, will implement this plan. We are resolved to free the human race from the tyranny of poverty and want and to heal and secure our planet. We are determined to take the bold and transformative steps which are urgently needed to shift the world onto a sustainable and resilient path. As we embark on this collective journey, we pledge that no one will be left behind. The 17 Sustainable Development Goals and 169 targets which we are announcing today demonstrate the scale and ambition of this new universal Agenda. They seek to build on the Millennium Development Goals and complete what these did not achieve. They seek to realize the human rights of all and to achieve gender equality and the empowerment of all women and girls. They are integrated and indivisible and balance the three dimensions of sustainable development: the economic, social and environmental.

Transforming our world: the 2030 Agenda for Sustainable Development - <https://sustainabledevelopment.un.org/post2015/transformingourworld>
Sustainable Development Goals - <https://sustainabledevelopment.un.org/sdgs>

Biodiversity and the 2030 Agenda for Sustainable Development

Biodiversity and the 2030 Agenda for Sustainable Development is a joint publication by CBD Secretariat, UNDP, UNEP, FAO and the World Bank, launched on the occasion of the High Level Segment of COP 13 on 2 December 2016 in Cancún, Mexico. The document highlights how the Strategic Plan for Biodiversity 2011-2020 and its 20 Aichi Biodiversity Targets contribute to the achievement of the 2030 Agenda for Sustainable Development and its 17 Sustainable Development Goals

The publication comprises two volumes.

Technical Note: provides detailed mapping of the linkages between the SDGs and the 20 Aichi Biodiversity Targets: <https://www.cbd.int/development/doc/biodiversity-2030-agenda-technical-note-en.pdf>

Policy Brief: presents illustrative examples from countries on how biodiversity can contribute to the most directly related SDGs: <https://www.cbd.int/development/doc/biodiversity-2030-agenda-policy-brief-en.pdf>

Statements and Declarations

The Durban Commitment: Local Governments for Biodiversity: <http://archive.iclei.org/index.php?id=12224>

The Durban Commitment is a commitment and model by local government, for local government and the communities they serve, to protect and enhance biodiversity at the local level. It recognizes that biodiversity is the variety of life on earth on which human well-being is dependant and that it provides ecosystem services that underpin all of our community's needs. In addition, the signatories will entrench their commitment to global biodiversity by becoming a formal partner of countdown 2010 and signing its Declaration.

Quintana Roo Communiqué on Mainstreaming Local and Subnational Biodiversity Action 2016: <http://cbc.iclei.org/wp-content/uploads/2016/12/Quintana-Roo-Communique-1.pdf>

The Quintana Roo Communiqué highlights priority focus areas required to further enable local and subnational contributions toward the achievement of the Aichi targets and calls on CBD Parties and Partners to:

- increase and unlock collaboration and enabling frameworks for and by local and subnational governments, and their networks
- accelerate their efforts at building capacity and facilitating scientific knowledge transfer by providing technical and financial support to local and subnational governments, as well as strengthening communication and information exchange and engagement between the scientific community, local and subnational governments and citizens, while ensuring that the contribution of science and research is based on, and tailored to, subnational and local needs and priorities
- enable and promote the implementation of the consecutive COP decisions related to local and subnational governments including Decision IX/28, X/22, XI/8, XII/9 and the currently considered recognition of local and subnational governments in Agenda Item 10 on "mainstreaming", and
- invite other global sustainable development governance processes to benefit from the valuable, rich and comprehensive good practice of the national and global biodiversity community on mechanisms for engaging with local and subnational governments, built through more than a decade of practice under the leadership of the CBD Parties through relevant COP decisions and programs.

The Quintana Roo Communiqué further

- calls upon the United Nations Biodiversity Conference, Cancún, Mexico, 2016, to take into account this Communiqué in its work and request the Secretariat of the CBD to include this Communiqué as part of the report of the Conference, and to collaborate with Parties, relevant international organizations and stakeholders for the advancement of mainstreaming biodiversity, and
- applauds Mexico for reiterating its commitment to continue collaboration with local and subnational governments in order to mainstream biodiversity for well-being, in particular, but not exclusively, in the sectors of agriculture, fisheries, forestry and tourism.



