



Getting political support for the NBSAP and financing its implementation

Module B-6

Version 1 – July 2007

This module was prepared with funds from the GEF, through the Biodiversity Planning Support Programme (BPSP), UNEP, in collaboration with the CBD Secretariat.

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Introduction to this Module

What you will learn in this module

This module will address three practical aspects of getting the support needed to make the NBSAP the main national instrument for achieving the objectives of the Convention. These are:

- making the case for biodiversity in order to get political support for biodiversity and the NBSAP and incorporate it into their policy-making framework;
- getting endorsement for the NBSAP and follow-up to monitor its implementation; and
- building the financial basis for implementation through resources from the national budget, other domestic sources of support, and external funding.

Building political support

Why involve policy makers?

In a previous module we have looked at the reasons why the development and implementation of the NBSAP must involve all relevant stakeholders. We have also seen why mainstreaming – the integration of biodiversity concerns in sectoral and cross-sectoral policies and plans – is essential if the objectives of the Convention are to be met¹.

This section will look more closely at ways to involve a particular set of stakeholders whose active participation is essential to the success of the NBSAP. These stakeholders are those government ministries whose activities can have an impact – positive or negative – on biodiversity.

There are of course other categories of stakeholders whose activities have an impact on biodiversity – industry and agriculture, for example. The difference between such private sector stakeholders and governmental stakeholders is that government ministries and agencies have the authority to establish and implement national legal and administrative frameworks and rules. In addition, they should be working together to coordinate their activities as part of the government's overall programme.

They are 'policy-makers' with the authority of the state and whose policy decisions affect important sections of society and the economy. If they can be brought into the development and implementation of the NBSAP, then its chances of success will be much greater.

What are the best ways to form alliances with other key sectors of government?

Convincing decision makers and policy makers of the importance of implementing various provisions of the NBSAP can be a difficult task in the face of many competing interests. The benefits of conservation and sustainable use of biodiversity are not always easily quantifiable in economic terms. Additionally, such benefits may take a long time to realize, and this time period may exceed the length of election cycles and government budgeting processes.

Getting support from policy makers will depend upon convincing them of the considerable benefits that implementing the actions identified in the NBSAP can provide locally, nationally, and, in some cases, internationally. Demonstrating the **economic value of biodiversity**, and of the goods and services provided by healthy environments, is probably the best way to demonstrate their importance to policy makers in other sectors.

¹ Respectively, modules 5 and 3

The goods and services provided by biodiversity include pollination, soil fertility, water purification, genetic variety in food crops and a host of other services essential to human economies and well-being. Biodiversity is a key to food security and to human health.

Economic valuations of biodiversity should also demonstrate the long-term revenue that can potentially be generated through biodiversity-dependent businesses, such as tourism, fishing, bio-prospecting and aquaculture that are conducted in an ecologically and socially sustainable manner.

The costs to society of biodiversity loss should be spelt out, and other sectors of government may end up footing the bill. Policy-makers should therefore be shown that successful biodiversity planning can help also avoid future expenditures.

For example, support to rural communities for livelihood strategies based on the sustainable use of natural resources may result not just in benefits in the status and trends of biodiversity but in significant savings to government when compared to a ‘business as usual’ scenario.

Policies that enable rural families and enterprises to produce sustainably can prevent rural-urban migration, with the associated costs to society and resulting increased public expenditure. Improved levels of income and food security will result in improved nutritional levels and thus help reduce projected future needs for expenditure on health. Sustainable fishing practices will avoid the risk of collapses in the industry and consequent loss of livelihood for entire communities, with the increased social welfare expenditure this would call for.

Box 1
Case study: fishing in Atlantic Canada

The Grand Banks off the coast of Newfoundland were for five hundred years one of the world’s richest fishing grounds. The fishing industry was the major employer and source of wealth of Canada’s Atlantic Provinces. Then in the 1980s the northern cod began to disappear. In 1992, in a desperate effort to rebuild stocks, Canada’s federal government imposed a moratorium on fishing for cod. In addition to the social and psychological costs inflicted on the individuals and communities whose livelihoods depended on fishing, the costs to the Canadian government in unemployment benefits, social security payments, retraining and economic restructuring costs have been immense – over 20,000 lost jobs and social welfare costs in excess of a billion dollars. And, fifteen years later, stocks have still not recovered – and some scientists doubt they ever will.

To provide decision-makers with a clear picture of the benefits of policy-relevant actions, it may be necessary to re-examine the NBSAP to emphasize policy matters. This will require compiling priority policy-relevant actions that need to be undertaken, and then detailing both the costs and the benefits of each action. By showing that the benefits far outweigh the costs, it is possible to convince decision makers and policy makers of the importance of implementing NBSAPs.

Timing

It will also be essential to think carefully about timing. Other government departments and sectors need to be involved in the process of developing the NBSAP from an early stage, not least because of the need to bring them into the budget strategy. Because important areas of biodiversity planning may come under the responsibility of other ministries or departments, they will be required to assume new priorities or to adjust existing policies and practices. Nobody likes to have new tasks attributed to them without prior discussion. It makes sense therefore to involve other sectors of government as early in the strategy development process as possible.

The nature of public administration and policy development means that it takes time for institutions to incorporate change. The NBSAP managers will need to **be realistic about this and establish a programme of discussions with an appropriate calendar**. It will be unrealistic to imagine that this can be done between one budget cycle and the next, still less that other ministries might be persuaded to build into their budget request provision for activities that have not been fully discussed and agreed.

However, once **other departments** have accepted that they have a role to play in NBSAP implementation, and that this involves expenditure, at least in the short term, then they **can become allies in the budget negotiations** as they will now have an interest in negotiating adequate budgetary allocations for implementation of the NBSAP. Similarly budget requests for activities to be undertaken as part of a coordinated strategy for biodiversity conservation and sustainable use, agreed upon and executed inter-departmentally are more likely to succeed than the requests of an individual ministry.

One of the keys here will be to **promote communication and awareness within all three branches of government**. The more other ministries, the presidential or prime minister's office, the judiciary and parliament understand the issues, the reason for the priorities identified in the strategy and the resulting action plans, the easier it will be to secure budgetary support. Training within government should form part of the national CEPA² strategy within the NBSAP.

² Communication, education and public awareness

1. Who are the target decision and policy makers that need to become committed to NBSAP objectives?

Environment ministry

First of all the NBSAP needs to be adopted as the key planning instrument by the national biodiversity unit's colleagues in the environment ministry or agency. Sectors and units responsible for other environmental issues need to be familiar with biodiversity issues and the rationale behind the NBSAP. The minister or head of agency needs to become the principal advocate within the government for biodiversity and implementation of the NBSAP.

This may involve emphasizing the three scales of biodiversity – the genetic, species and ecosystem or landscape levels. Ministries and their staff, particularly those with a wildlife management or nature protection focus, may tend to think in terms of species and not be sufficiently familiar with genetic or ecosystem diversity issues.

Similarly, the triple focus that the NBSAP should have – addressing biodiversity conservation, sustainable use and the sharing of the benefits of genetic resources – may need to be explained.

Virtually every other area of public policy needs need to understand biodiversity issues, become familiar with the NBSAP and commit to assisting its implementation. This includes policy and decision makers in all three branches of the state: executive, legislature and judiciary. The box offers some examples; there are many more that could be given.

Finance and/or planning ministries

In many countries there is a distinct imbalance between executive decision-making involving multiple government ministries. Traditionally, development-oriented departments have more authority in the decision-making process, including in the allocation of national budgets, than environmental departments. To be successful, NBSAP objectives and priority actions will need to be mainstreamed into ministries such as planning and finance.

It is unlikely that an environment ministry will be able unaided to persuade a finance or planning ministry to incorporate the NBSAP into its planning and decision making. It is much more likely that this can be achieved if these ministries are required to respond to guidance from a higher authority. This could be achieved in one of several ways, depending on the country and its institutions. Examples could include high-level endorsement of the NBSAP such that it is mainstreamed into government planning and policy development. Such endorsement could come from: a high-level committee, an inter-ministerial working group or similar; the cabinet or council of ministers, the head of government or state.

However another possibility, favoured by many countries, is to seek endorsement of the NBSAP by Parliament.

How this is done will depend on the traditions and procedures of the country itself. When the NBSAP takes the form of a single document, countries may wish to submit this to Parliament for approval or adoption.

In other cases, the NBSAP may be a framework containing, amongst other elements, provision for a national biodiversity law to underpin the provisions and action plans of the NBSAP. In this case Parliament would be called upon to pass the necessary legislation.

In either case, parliamentary endorsement or legislation would oblige the financial and planning arms of government to mainstream the NBSAP.

Infrastructure ministries and agencies

Infrastructural works have an impact on biodiversity. The NBSAP should require that ministries and agencies responsible for investments in infrastructure undertake **mandatory Environmental Impact Assessments (EIAs) or Strategic Environmental Impact Assessments (SEIAs)** for new developments that may impact biodiversity. This may require new legislation on impact assessment requirements or revised procedures to ensure that biodiversity concerns are taken into account. The NBSAP manager should use this opportunity to explain the NBSAP to these other agencies, if they are not already familiar with it, and promote its mainstreaming into their decision making. It should be the case that every proposed development operation will include a budget to finance the EIA.

Box 2

The Conference of the Parties has developed **voluntary guidelines** on incorporating biodiversity concerns into EIAs and SEIAs. Guidance on how to consult these can be found in the reference guide that forms part of this set of modules.

Parliament

The Parliament or Congress is an important ally. As an institution, Parliament is responsible for reviewing and adopting new legislation and for reviewing implementation of existing legislation. Individual members of parliament are responsive to the public opinion generally and the views of their voters.

In addition to the formal institutions of parliament – the plenary sessions and the workings of its committee system (which in many parliaments will include a permanent environment committee) – members of parliament with particular interests or concerns often form cross-party interest blocs. Such a group can be extremely important in raising

the visibility of issues (such as biodiversity) and of advancing the progress of relevant legislation and policy discussion.

Box 3
Case Study:

In Brazil a Parliamentary Working Group on Desertification has been established in the lower house of the National Congress as a means of ensuring multi-party support for policies to combat desertification. Parliamentary focal points have also been established in each state parliament. The networks thus created are powerful mechanisms for ensuring both the engagement of federal and state parliaments in addressing desertification and providing a channel for other stakeholders to put their views to legislators. The arrangements support the coordinated implementation of the National Action Plan (NAP) to Combat Desertification under the UN Convention to Combat Desertification and the CBD programme of work on dry and sub-humid lands, which is part of the NBSAP. The Conferences of the Parties of both Conventions have repeatedly stressed the need to coordinate national implementation, and this is an example of how a NBSAP and the biodiversity provisions of a NAP can be brought together.

Trade ministries and chambers of commerce

Increasing levels of trade in goods and services is one of the cornerstones of national development strategies. Most trade in goods, and some services traded, involve either the direct use of components of biodiversity or activities that can have an impact on biodiversity. Trade ministries play an important role in identifying export opportunities for national products and for attracting investment that will increase national production capacities. Their mission is by definition to increase exports and thus increased production of goods and services within the country. This is an area where the country will need to ensure the sustainable use of biodiversity and that impacts are minimised, including through the application of strategic environmental assessments. It is crucial therefore that trade officials understand biodiversity issues, are involved in the development and implementation of the NBSAP and mainstream this into their sectoral planning.

In a similar way, chambers of commerce can be important stakeholders. By providing a forum for members, including both the national private sector and foreign companies operating in the country, they can play a positive role in promoting best practice, in transferring technologies and in ensuring that foreign investors apply the highest international standards.

Judiciary

The judiciary is another important ally for promoting the conservation and sustainable use of biodiversity and implementation of the NBSAP. Civil and criminal courts will adjudicate on cases involving biodiversity – rights of access and ownership, compensation for damage, or environmental crimes. Their decisions will constitute precedents or case law that can be used in future cases. If the NBSAP is enacted into law and if the country has enacted legislation on access to genetic resources and benefit sharing, it is particularly important that lawyers, public prosecutors, public defenders and judges understand biodiversity issues and the NBSAP.

In many systems public legal officers (public prosecutors, auditors, ombudsmen) have a mandate to investigate issues public interest, particularly where there are constitutional and other forms of legal protection of collective rights, such as environmental rights, the rights of indigenous and local communities or other matters likely to be covered by the NBSAP. Issues of a policy nature can thus be brought to the attention of the courts even if there is no specific plaintiff or accused.

Many legal professionals are extremely interested in environmental law and in many countries their associations work with specialist governmental and non-governmental environmental bodies on provision of training to their members. This constitutes an opportunity for NBSAP managers to bring the legal profession into the process.

Organizations that can mount effective lobbies for NBSAP issues

Although we have been discussing how to involve the three levels of government – executive, legislature and judiciary – in the NBSAP, it is worth remembering that public policy is usually not made by governments in isolation.

In most countries, public and/or expert opinion is a key driver of public policy development. Governments respond both to expert advice – for example, by scientific bodies, policy think tanks, specialist NGOs – and to public opinion in general when it is representative and broadly based – for example, when articulated by civil society organizations (community groups, trade unions, churches) or the press.

When bringing these stakeholders into the NBSAP process it should be remembered that, in addition to – or rather, precisely because of – their expertise and experience that will be vital to the development and implementation of the NBSAP, they can also make an important contribution to policy development.

Box 4

Examples of policy sectors that need to be brought into the NBSAP

- Agriculture ministry: agricultural expansion is the activity most responsible for biodiversity loss; major food crops depend on the genetic variety that conserved biodiversity can supply; supply of current minor crops can be increased to promote food security, rural livelihoods and biodiversity conservation.
- Health ministry: biodiversity can support food security and better nutrition; it is the basis for medicines and health care.
- Science and technology ministry: biodiversity offers new development opportunities through biotechnology and other uses of biological resources.
- Justice ministry: many NBSAPs will have provisions to protect and promote traditional knowledge and many countries offer special constitutional or legal protection to indigenous and traditional communities.
- Finance and planning ministries: the implications of biodiversity loss are economically very significant; the possibilities that biodiversity offers for meeting national development goals and/or for generating revenue are high; last but not least, the NBSAP should start to figure in the national budget (see below)
- Transport ministry: infrastructural investments have an impact on biodiversity. The NBSAP will probably call for strong environmental impact assessment procedures for individual projects and overall strategic environmental assessments within an ecosystem approach. Transport and other infrastructure ministries will need to operate within this framework.
- Parliament or Congress: legislators will be asked to enact biodiversity-related legislation, approve budgets for the NBSAP and, possibly, to exercise oversight responsibilities for its execution (see below).
- Judiciary: the public prosecution service and the courts are likely to be involved in ensuring compliance with environmental impact procedures, implementation of biodiversity legislation deriving from the NBSAP, prosecution and judgements of environmental crimes, and other responsibilities relevant to the NBSAP.

There are many others stakeholders that could be identified – government departments responsible for trade, mining and energy, forests, culture and foreign affairs for example could all have a part to play in the NBSAP.

Question for discussion: What are the relevant policy and decision making sectors in your country?

2. What kind of process of endorsement of the NBSAP will be required?

In most countries important areas of public policy will require a legislative mandate before implementation can take place. As a consequence, this will enable resources to be approved in the national budget for policy implementation. Adoption of legislation may also lead to establishing formal monitoring and oversight procedures.

Enacting the NBSAP into law

In many countries the NBSAP will need to be enacted into law. This may be called a national biodiversity law or similar. It will clarify the objectives of national policy on biodiversity, identify a vision and ideal outcomes, attribute responsibilities, establish or appoint such programme and oversight bodies as may be needed and, when appropriate, allocate responsibilities between different levels of government (national, state or provincial, municipal or village levels).

In addition to the obvious benefits in the legal and administrative spheres, this will have the benefit of confirming, explicitly or implicitly, the need for the NBSAP activities in question to be funded from relevant departmental budgets. The process of proposing and negotiating that budget will become that much easier since, backed by a legislative mandate, the NBSAP budget cannot be completely excluded from the national budget – a possibility that could otherwise arise. The negotiations will then revolve around the amounts to be allocated, rather than whether it should be included in the first place.

Oversight of NBSAP implementation

Responsibility for oversight of NBSAP implementation may be given to a national NBSAP committee, to bodies from the legislative and/or judicial branches of government, or to all of these. In all cases, these mandates may derive from the national biodiversity law.

National NBSAP committee

The NBSAP or national biodiversity law may establish a national biodiversity committee with a mandate to coordinate national biodiversity planning and review implementation of the NBSAP. In keeping with the participative character of the NBSAP, this should be a multi-stakeholder committee, comprising all relevant government departments and representatives of all relevant stakeholder sectors.

Parliamentary or judicial oversight

Most countries will provide for some form of oversight by the legislature and/or the judiciary of the activities of the executive. This may take many forms, depending on the political structure and traditions of the country – whether it has a presidential or

parliamentary form of government, whether the parliament is a single chamber or a two chamber body (i.e. lower and upper houses).

Such oversight activities may consist of a mandate to review the conformity of executive activities to policy frameworks, national legislation or international treaty obligations. The oversight bodies can include parliamentary select committees, congressional committees, parliamentary or congressional commissioners, national audit officers, the public prosecutor's office and numerous other possibilities.

If the NBSAP or a national biodiversity law has been adopted by Parliament, it is likely that the operations of the law, implementation of the NBSAP and/or the performance of the environment ministry will be periodically reviewed by one or more such bodies.

Role of the NBSAP managers

The NBSAP managers will need to identify the relevant institutions in the country, be familiar with their mandates, understand their procedures and plan how best to involve them in supporting the NBSAP, including its budgetary aspects. Such oversight bodies may be potential allies. If, for example, their review leads to the conclusion that resources made available during the previous budget round were insufficient to enable the national biodiversity unit to fulfil its role or achieve the agreed objectives – as contained in the NBSAP itself, under national biodiversity policy or in accordance with the national biodiversity law – the body can record this and recommend that the NBSAP be given the resources it needs. Such recommendations help the responsible minister, will likely be noted by the presidential or prime ministerial office and will serve to persuade the planning ministry to increase budgetary provision in the next cycle.

Once again, the lesson is that the NBSAP managers will need to proactively identify the channels and mechanisms in their national system of government by which the resources required for NBSAP implementation can be approved. Like most aspects of biodiversity planning, as explained in the other modules, this is a long-term adaptive process – monitoring and evaluation will lead to lessons learned that will be fed back into the policy and priority setting processes. In the case of budgets, this cycle of adaptive learning will necessarily have to follow the budgetary cycle, whether this is an annual or multi-year cycle.

3. How can funding for major NBSAP concerns be included in government budgets?

Two things are important to bear in mind when preparing and justifying the budget for NBSAP-related action. First, the biodiversity planning account will comprise not just expenditures, but also potential revenues and potential savings. Second, these expenditures, revenues and savings involve other ministries and agencies and not just the one directly responsible for NBSAP management.

For example, NBSAP implementation may involve increased expenditure on biodiversity research. This would likely need to come from the budgets of the education or science and technology ministries. They will need to have been involved in the development of the NBSAP and part of the consensus on the establishment of its priorities and action plans (module 5 goes into more detail on the question of stakeholder participation). This is one example; there will probably be many other areas where expenditure on agreed actions involves other ministries.

As noted above, there are potential revenues to be derived from successful biodiversity planning. These can include increased revenues from tourism, from access to genetic resources and resulting growth in biotechnology-led activities, from transforming activities such as fishing or forestry from industries that over-harvest the components of biodiversity to ones that use these sustainably and thereby create viable long-term businesses (and associated revenue streams), and many other potential examples. These arguments need to be clearly made to planning and finance ministries so that they are encouraged to see NBSAP-related expenditures as investments for future growth and revenues.

Other ministries and sectors of government that may benefit from increased revenues resulting from improved conservation and sustainable use of biodiversity similarly need to have these arguments put to them.

Box 5 The question of hypothecation

A debate that may arise in this context is the question of hypothecation – the idea of a revenue stream being dedicated to certain areas of related expenditure. For example, revenues derived from environmental tourism, such as entry fees to national parks, being devoted to funding the national system of protected areas. There are conflicting views on whether hypothecation represents a stable source of revenue for particular activities, or whether it risks limiting such investments to what can be raised from the direct taxation. In any case, planning and finance ministries are traditionally opposed to the idea. The NBSAP managers will need to arrive at a view on the benefits or otherwise of such measures and make their arguments accordingly in the internal negotiations in their ministry and with the planning or finance ministries.

Developing a budget

In order to develop a financing mechanism for NBSAP activities, the following will need to be taken into account:

- The anticipated costs of priority NBSAP activities;
- The amount of funding that can be expected from government budget to do this;
- The identification of additional fund raising opportunities associated with sustainable activities depending on biodiversity (tourism, sustainable fishing etc.)
- Mechanisms for collecting revenue from these activities (e.g. annual rent, permit fees, visitor entrance fees levies for utilities);
- The need to ensure that revenue collected will be channelled to the correct agency, and will be used to implement NBSAP-relevant activities.

As a first step, a **budget document** will need to be developed. This may need to be conceived of in two stages: a budget for implementing the activities to be undertaken for developing the NBSAP and the longer term budget required to carry out the action plans to be developed in light of the priorities of the strategy.

In the first case, the budget will set out a plan of action for the first iteration of the NBSAP. It will provide a guide on the steps to be taken, their costs, and any expected revenues for the duration of a specific period (i.e. financial year). The budget may need to cover items such as core costs (staffing and salaries, rental expenses (office space), office equipment, vehicle use, travel and subsistence), the costs associated with full stakeholder participation (national and regional workshops, travel and subsistence, consultancies), training and capacity building activities, public awareness and education initiatives (including cost of production of educational materials),.

Many, if not all, of these costs can be covered with support from the financial mechanism of the Convention as part of its support to biodiversity enabling activities. Similarly, some of the core costs can be met from the normal operating budget of the agency responsible for the NBSAP (the national biodiversity unit or equivalent).

The real issue that will determine the success the NBSAP will have in meeting its objectives is whether implementation of the strategy and the action plans will be supported by adequate budgetary provision. Much of the financial resources will need to be found at the national level. (Even though actions plans may be supported through the Convention's financial mechanism, such support is designed to meet only a part of the project budget, and national counterpart funding is a pre-requisite.)

Getting the budget approved

In most countries national budgets are approved by the legislature (the national parliament or congress) following a process of parliamentary scrutiny and negotiation. Each ministry and government agency needs to develop and justify its budgetary request for the period in question – in some countries there may be an annual budget cycle, other countries may have three, four or five-year planning cycles and associated budgets.

The actions that a particular ministry proposes, and for which it is requesting parliamentary approval for the necessary budget, will normally form part of its agreed priorities and work programme that will have been the subject of parliamentary approval. The process of approval and subsequent oversight may occur in various ways – through parliament approving the overall programme of the government, through parliamentary committees examining particular policy areas or the plans of particular ministries, through external oversight bodies such as parliamentary commissioners, audit offices or comptrollers-general.

Each country will have its own institutions and procedures. The point to make is that those responsible for the implementation of the NBSAP will need to **identify the institutions, procedures and timing for this process**. If, for example, the NBU is part of a ministry or government agency, the NBSAP managers will need to work with the internal units responsible for budget preparation and parliamentary liaison to ensure incorporation into the ministry's budget proposal and to prepare the arguments for its approval.

Given that in most cases the national budget proposal is coordinated by a single agency which has the responsibility for harmonising and consolidating each ministry's budget request into an overall budget proposal and the submission of this to parliament, negotiation with this agency (the planning or finance ministry, or the president's or prime minister's office, as may be the case), will be necessary.

Things to bear in mind

- Budgetary support for the period of implementation of the NBSAP is fundamental
- NBSAP managers will need to ensure that the NBSAP is seen as a priority activity of their own ministry or agency.
- If this is achieved, they will be better able to enlist the support of the departments responsible for budgetary planning, for liaison with the planning ministry or overall government budget manager, and for parliamentary liaison to ensure that the NBSAP budget is defended in the negotiation process within the executive and with the legislative branches of government.
- The arguments about the need for shared expenditures and the prospect of shared future revenues and shared savings from avoided future costs need to be incorporated by a series of other ministries and agencies as these will affect their budgetary planning too. This is a key aspect of the mainstreaming that Article 6(b) of the Convention calls for. The best way to ensure this happens is to bring these other stakeholders into the NBSAP development process at an early stage.

4. What are the strategies for mobilizing other resources in support of NBSAPs?

Financial mechanism of the CBD

The country may be successful in getting the support of the financial mechanism of the Convention (the GEF) and other multilateral and bilateral sources to fund NBSAP activities. However external funders will almost always require the country to provide counterpart funding. Increasingly such national counterpart funds are expected to make up the majority of the budget for the activity or project in question.

In this case the country will need to mobilize domestic support before external support can be approved.

In some cases, national counterpart funds may be available through the allocation for NBSAP activities in the national budget, as discussed above. However it is unlikely that all the necessary funds can be found through the national budget.

Two possible areas that can be examined with a view to mobilizing further funds are biodiversity revenues and trust funds.

Mobilizing domestic biodiversity revenues

Strategies for mobilizing domestic revenues in support of NBSAPs include:

- Tourism revenues, such as protected areas entry fees, diving and yachting fees, airport passenger fees, cruise ship fees, taxes and fines, hotel taxes and voluntary contributions by tourism operators;
- Fishing and forestry industry revenues, such as quotas, recreational fishing licences, eco-labelling product certification, fishing access payments and fines for illegal activities;
- Energy and mining revenues, such as oil spill fines and funds, royalties from offshore mining and drilling, fees for pipelines and telecommunications infrastructure, hydroelectric power revenues, voluntary contributions by energy companies, water levies ; and
- Real estate and development rights, such as purchases and donations of land, conservation concessions, conservation easements, real estate tax surcharges for conservation, and tradable development rights.

The annex lists a number of information resources with further details about these and other strategies of financial support.

Trust Funds

Using these and other appropriate strategies, a country can prepare a **trust fund for financing priority activities towards conservation and sustainable use of biodiversity**. Conservation trust funds provide an investment avenue that can be used to finance conservation program costs over many years. Trust funds also establish the administrative and management mechanisms that help involve local people and enable non-governmental organizations to work together with government agencies to carry out conservation activities.

Depending on the legal system of the country, trust funds can be established as foundations, nonprofit corporations, common-law trusts, or special institutions. Trust funds can be financed by debt swaps, through grants or donations, or through other financing mechanisms outlined above. There are three primary types of trusts funds: an endowment fund (where the interest, but not the capital is spent); a sinking fund (where the income and part of the capital is spent every year, eventually sinking the fund to zero over a pre-determined time); and a revolving fund (which continually receives new revenues from earmarked taxes or fees and continually spends these revenues).

International cooperation

NBSAP managers will probably already know the development cooperation agencies of other countries or the international foundations and NGOs that support projects in their countries and have an interest in funding activities in the area of biodiversity. The action plans that form part of the NBSAP should be classified into priority categories so that potential donors know which activities the country considers to be priorities for implementation of its NBSAP.

Box 6 **Case study: Seychelles**

Participants in the development of the Seychelles NBSAP felt it was necessary to prioritise the resulting projects and a priority ranking system was proposed at the 2nd National Workshop:

Code 0: Designates projects for which funding has already been secured.

Code 1: Designates projects that intend solving very urgent problems to do with Biodiversity conservation and sustainable use, or because their completion is a pre-requisite for the success of other projects.

Code 2: Designates projects that may not be as urgent as Code 1 projects, but propose addressing issues of high Biodiversity significance and global priority.

Code 3: Designates projects, although bearing an intrinsic priority are intended to address longer-term issues than Code 2 projects.

Code 4: Designates projects that should be included in the NBSAP but which could be phased. Each of the forty proposed projects under the NBSAP was assigned to one of these categories.

DISCUSSION QUESTIONS

- Who are the key policy and decision makers to be brought into the NBSAP in your country?
- How will you convince planning and financial sectors of the economic value of biodiversity and the economic consequences of biodiversity loss?
- Will your NBSAP be enacted into law?
- What are the possible NBSAP oversight mechanisms in your country?
- How is the national budget developed and negotiated in your country? How will you go about ensuring an allocation for NBSAP implementation in the national budget?
- What other sources of NBSAP funding are possible in your country?

List of Acronyms

BPSP	Biodiversity Planning and Support Programme
CBD	Convention on Biological Diversity
CEPA	Communication, Education and Public Awareness
COP	Conference of the Parties (to the CBD)
EIA	Environment Impact Assessment
GEF	Global Environment Facility
NBSAP	National Biodiversity Strategy and Action Plan
NBU	National Biodiversity Unit
NGO	Non-Governmental Organization
SEIA	Strategic Environmental Impact Assessment