



POVERTY-ENVIRONMENT INITIATIVE



Poverty – environment mainstreaming:
tools and tactics

Ruud Jansen – PEI Botswana



Poverty Environment Initiative

- Support to country-led efforts to mainstream poverty-environment linkages into national development policy, planning and budgeting
- Joint UNDP-UNEP implementation since 2005
- 24 country programmes in 4 regions
- Main partners: Ministries of Finance and Planning & Development, Natural Resources and Environment and UNDP COs



Poverty Environment Initiative

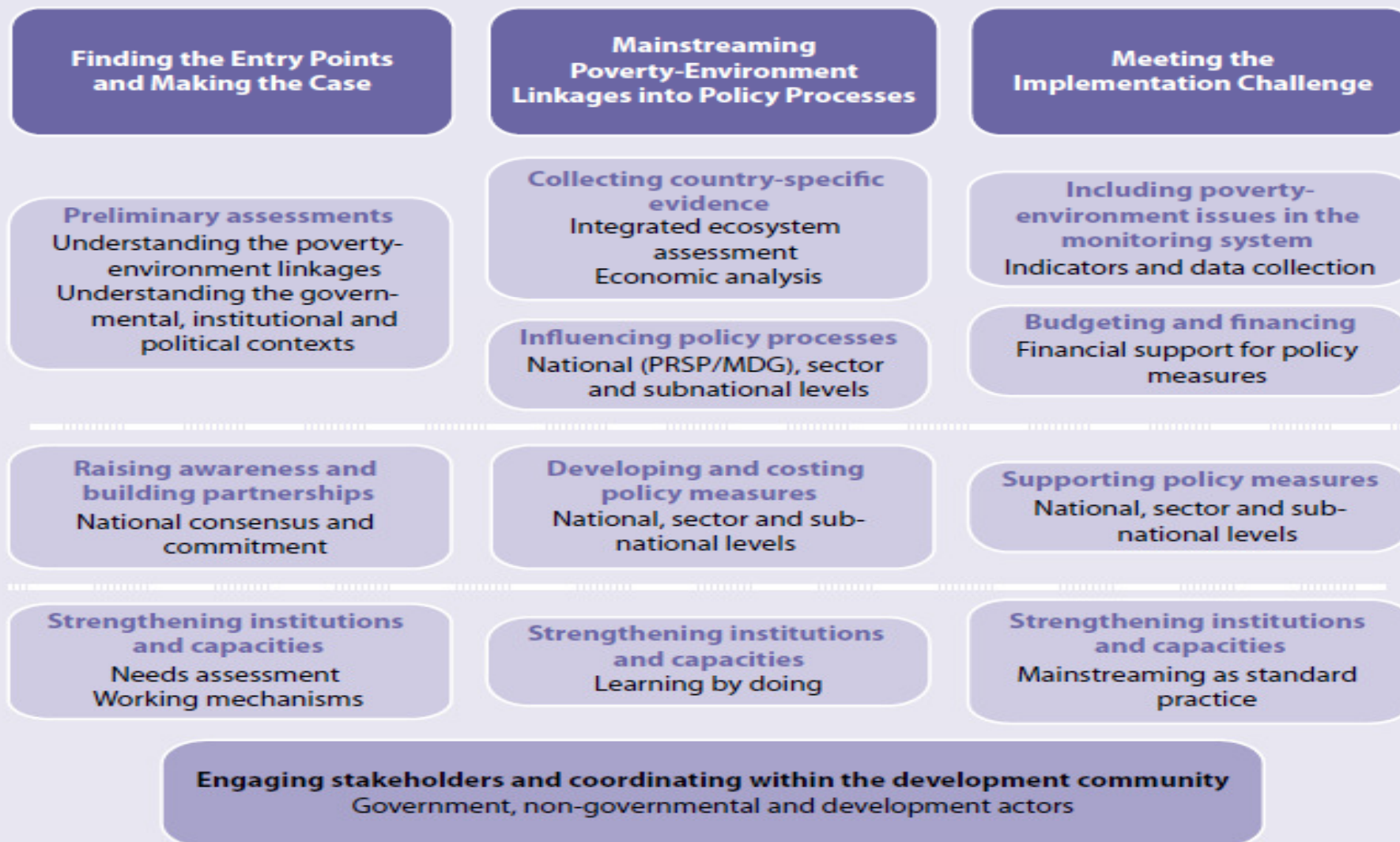
Mainstreaming:

“The iterative process of integrating poverty-environment linkages into policy-making, [planning], budgeting and implementation [decision-making] processes at national, sector and sub-national levels”

Principle and tools (*‘how’*)

PEI Programmatic Approach

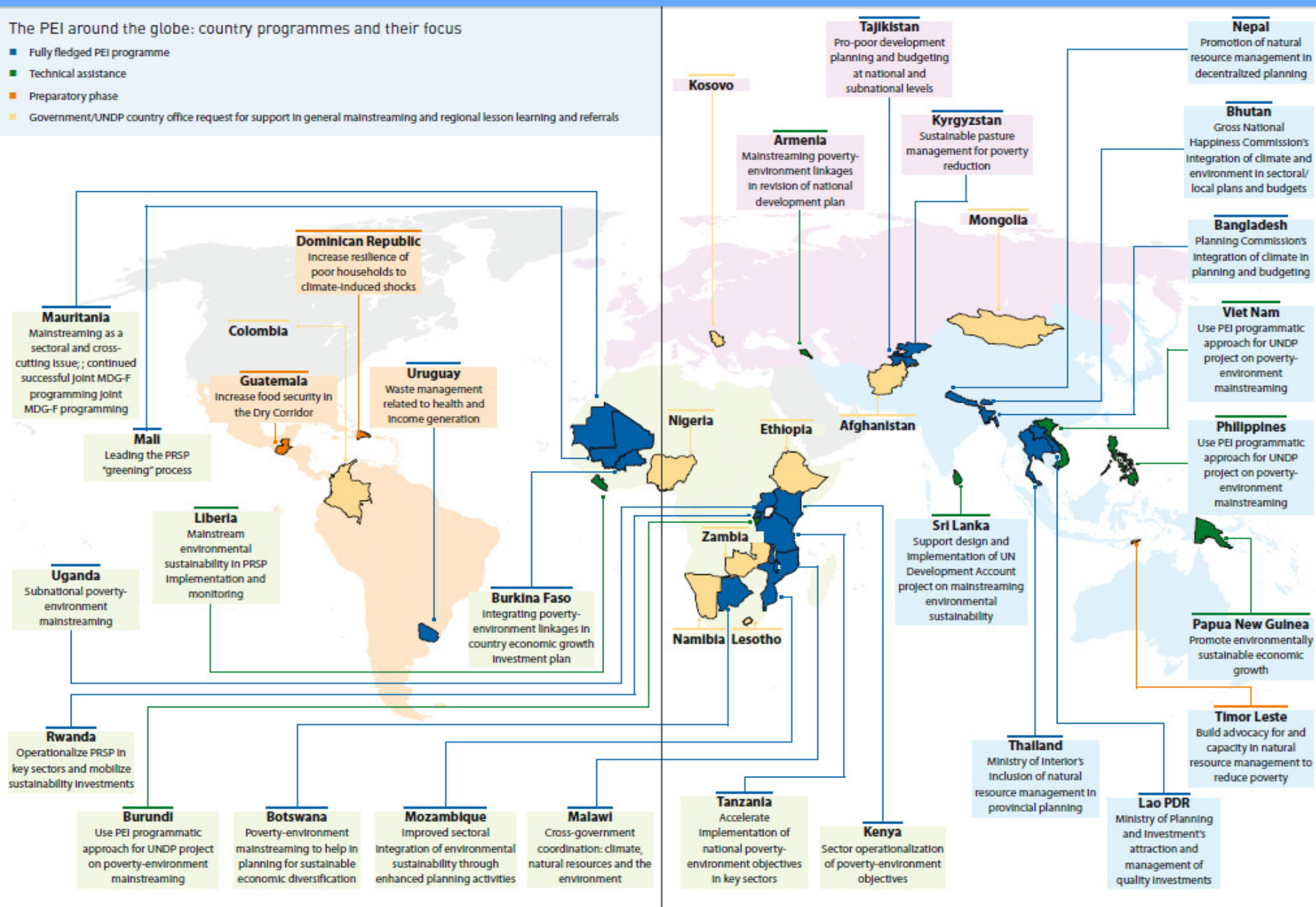
Figure 3.1 Programmatic Approach to Poverty-Environment Mainstreaming



PEI – Geographical Coverage

The PEI around the globe: country programmes and their focus

- Fully fledged PEI programme
- Technical assistance
- Preparatory phase
- Government/UNDP country office request for support in general mainstreaming and regional lesson learning and referrals



KEY LESSON: BE VERY CLEAR WHAT THE PEI DOES & FOCUS ON THAT

IT FOCUSES ON POVERTY-ENVIRONMENT MAINSTREAMING

- **HOW ENVIRONMENTAL SUSTAINABILITY CAN CONTRIBUTE TO ECONOMIC & SOCIAL PRIORITIES (Sustainable Development)**
- **INFLUENCING PLANNING, FINANCE & KEY SECTOR MINISTRIES**

IT IS NOT AN ENVIRONMENT FOCUSED INITIATIVE BUT RATHER A DEVELOPMENT ONE

WHY FOCUS ON PLANNING/FINANCE & SECTORS?

- **PEI focus on integrating pro-poor environmental sustainability into Planning/Finance & key Sectors because:**
 - **Planning/Finance sets national development priorities & allocates budgets**
 - **Planning/Finance have responsibilities for cross-sectoral links & broader cross-government co-ordination**
 - **Sectors make the decisions that impact the most on environment**
 - **Environment Ministries rather weak to influence P/F & key Sectors**

WHY FOCUS ON PLANNING/FINANCE & SECTORS?

- Yes, we want to build up capacity in Environment sector
- But, we will succeed only if key decision makers (incl. legislators) who set national & sectoral priorities & budgets are convinced that environmental sustainability matters.
- Then resources will be allocated for implementation of environmental sustainability & building capacity in ENR sector

RECOGNISE SUBSTANTIVE EFFORT REQUIRED

- **P-E MAINSTREAMING NOT OPERATIONALLY SUCCESSFUL PREVIOUSLY – WORDS BUT NOT SUFFICIENT ACTION**
- **SECURING DEPTH OF NATIONAL OWNERSHIP & RELEVANCE = BOTTOM-UP PARTICIPATORY APPROACH**
- **CAPACITY GAPS IN COUNTRIES & BUILDING NATIONAL CAPACITY FOR P-E MAINSTREAMING**
- **SUPPORTING CHANGE IN GOVERNMENT DEVELOPMENT PRIORITIES & BUDGETS**
- **WORKING IN MULTI-MINISTERIAL CONTEXT**
- **NEED TO FOLLOW COUNTRY DEVELOPMENT PROCESSES - 4-5 YEAR CYCLE**
- **HIGH LEVEL OF SUSTAINED ENGAGEMENT IN COUNTRY PROCESSES REQUIRED**
- **‘STUBBORN PERSISTENCE & ATTENTION TO DETAIL’**

LESSONS

- Adopt a joint Government-UN programmatic approach based on existing country processes. (E.G. five year economic development plans (i.e. PRSP), UNDAFs, etc.)
- Ministry of Planning/Finance should lead or co-lead
- Work with other donors from the beginning
- Institutional and context analysis to understand (political economy)
 - How different ministries include environmentally sustainable natural resource use & how these resources are managed.
 - Key development decision-making processes & decision-makers

LESSONS

- **Carry out economic analyses to show how environmentally sustainable natural resource use can improve economic & social development.**
 - **Use very specific examples – e.g. Hydro electricity production lost from unsustainable water use & sedimentation (Rwanda wetlands).**
 - **Use non-market values also – take a broad interpretation of economic costs & benefits as conventional economics can miss important ones – e.g. family fishing or fuel wood collection**
 - **Use economic evidence tactically – e.g.**
 - **Briefing notes, advisories, speeches**
 - **Present evidence repeatedly in different meetings & working groups**

LESSONS

- Intensive involvement in development planning process – daily, weekly in working groups, donor-government mechanisms, macro & sector level etc
- Work with Planning/Finance & key sectors to show how cost-benefit analysis can be improved to include environmental and social costs & benefits
- Carry out Public Expenditure Reviews (PER) in the Environment Natural Resource (ENR) sectors (many 'hidden' expenditures, and costs)
- Develop budget guidelines for Planning/Finance on how they can better include environmental sustainability in macro & sector budgets, MTEFs
- Support key sector policy & budgetary development processes to ensure sustainability objectives are operationalised

LESSONS

- Minimise financing pilot projects (upstream – downstream)
- Design mechanisms for long-term increase in budgets for pro-poor environmental sustainability e.g.
 - Prepare Environment- Natural Resource Sector support programmes for funding by major donors based in country
 - Guidelines for including pro-poor sustainability in budget drafting
 - Focus on Medium Term Expenditure Framework (MTEF) & Investment strategy processes
 - Improvements to Government Cost-Benefit Analysis & Financial Appraisal methodologies so poverty & sustainability implications better included
- Timely UNDP CO Operational support vital
- Become a responsive & valued member of UNCT

Ecosystem Assessments

- Pilot assessments 2005-2009 (Mali, Mauritania, Rwanda, Tanzania and Uganda),
- 2nd generation 2011-2012 (Thailand & Guatemala)
- Objectives of assessments:
 - Improve the information base to understand linkages
 - Secure participation of local populations (e.g. owners, users, by gender, vulnerable groups, etc.)
 - Influence national strategies, plans, policies and actions
 - Affect local decision-making
 - Build national capacity for ecosystem assessments

Lessons Learned emanating from PEI

- Assessments are a “means to an end rather than an end”
- They have taken a long time..... Risk of losing interest of “client” / “users”.
 - Need to achieve balance between scientific rigor and process
- Credibility: Multi-disciplinary expert team recognized by national institutions (Client / Users) – combine local and external expertise
- Involve “clients” / “users” in the process, from the start
- Strategic Government partnerships / ‘community of practice’ institutions provide an added value

.. More Lessons Learned

- Economic assessment tools and evidence get the attention of decision-makers:
 - Rwanda Key findings: Economic costs from land degradation
- Ensuring cross-sectoral participation and engagement
- “Learning by doing” with inputs from experts
- Effective communications - Key messages by credible messengers (experts but also converted champions)
- Sustained post-assessment follow-up:
 - Repeated briefings, monitoring of national development plans, creating & seeking opportunities to communicate.

Mainstreaming TACTICS

- Understand the political economy (process)
- Identify multiple opportunities for mainstreaming into development frameworks (NDP, NSSD, PRSP, Vision)

Not this:



But, this:



Mainstreaming TACTICS

- Identify entry points, 'low hanging fruits', win-wins

Not this:



But this:



Mainstreaming TACTICS

- We need to understand why ‘they’ do not understand what ‘we’ understand (**communication**)
- With THAT understanding (political economy, development linkages and evidence) you “*Network, network, network*”
 - Formal / informal networks (‘get a word in’ and ‘who has the ear of ...’)
 - Operate at different levels in the hierarchy
 - Offer advice (draft papers, policies, plans, briefings)
 - Offer to write advisory / concept notes, speeches, ‘text’
 - Organise public debates
 - Use the media

WE ALL WIN

THANK YOU





PEI DONORS



Belgian Development Cooperation



Danish Ministry of Foreign Affairs (DANIDA)



European Commission



Department of Foreign Affairs
An Roinn Gnóthaí Eachtracha
Irish Aid



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