Poverty – environment mainstreaming: tools and tactics

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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
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’)
Figure 3.1 Programmatic Approach to Poverty-Environment Mainstreaming

**Finding the Entry Points and Making the Case**
- Preliminary assessments
  - Understanding the poverty-environment linkages
  - Understanding the governmental, institutional and political contexts

**Mainstreaming Poverty-Environment Linkages into Policy Processes**
- Collecting country-specific evidence
  - Integrated ecosystem assessment
  - Economic analysis

**Meeting the Implementation Challenge**
- Including poverty-environment issues in the monitoring system
  - Indicators and data collection

- Influencing policy processes
  - National (PRSP/MDG), sector and subnational levels

- Developing and costing policy measures
  - National, sector and subnational levels

- Supporting policy measures
  - National, sector and subnational levels

- Strengthening institutions and capacities
  - Needs assessment
  - Working mechanisms

- Strengthening institutions and capacities
  - Learning by doing

**Engaging stakeholders and coordinating within the development community**
- Government, non-governmental and development actors

Budgeting and financing
- Financial support for policy measures
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
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