



DELIVERABLE 4.5

**TERM OF REFERENCE (TOR)
FOR
SECTORAL COOPERATION STRATEGY (SCS)
FOR BIODIVERSITY PROTECTION**

Background: The Sectoral Cooperation Strategy (SCS) is to be developed and introduced to local stakeholders in the KBAs of the CEPF project “Land of Eagles and Castles” coordinated by PPNEA.

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1. Introduction

Shall clearly state why the SCS is important.

2. Aim

Shall clearly state what is the general goal of the SCS and expected results in terms of biodiversity protection.

3. Philosophy/ Guiding principle

“Mainstreaming” should be the main guiding principle of the SCS: the integration of the conservation and sustainable use of biodiversity in both cross-sectoral plans such as sustainable development, poverty reduction, climate change adaptation/mitigation, trade and international cooperation, and in sector-specific plans such as agriculture, fisheries, forestry, mining, energy, tourism, transport and others. It implies changes in development models, strategies and paradigms.

The SCS is not about creating parallel and artificial processes and systems, but about integrating biodiversity into existing and/or new sectoral and cross-sectoral structures, processes and systems.

It is hoped that SCS will help Parties recognize the value of biodiversity and ecosystem services and act to maximize the positive and minimize the negative impacts of human activities on biodiversity. Through SCS, biodiversity concerns will be internalized into the way development efforts operate, shifting responsibility and ownership for conservation and sustainable use from solely the hands of the environment ministry/authority to those also of economic sectors. This sharing of ownership and responsibility presents the opportunity of freeing up resources traditionally used by environment authorities to counter and neutralize damaging policies and actions.

Biodiversity protection should be explicitly integrated into sectoral and/or cross-sectoral:

- Policy documents
- Plans and actions
- Budgets
- Legislation
- Indicators and monitoring systems

The SCS is implying mainstreaming of biodiversity into sectors (and vice-versa) and can include approaches to:

- Reduce the negative, and enhance the positive impacts that the sector has on biodiversity.

Example: In fisheries strategies this may involve actions to reduce by-catch or eliminate effects of fishing practices on sea bottom habitat. In agricultural strategies, it might involve minimizing the use, and optimizing the application of chemical fertilizers and pesticides so as to reduce negative impacts on groundwater, surrounding habitats and wildlife, and strengthening practices that integrate the natural processes into production systems or enhance agricultural biodiversity such as intercropping and on-farm conservation and management of agricultural crops.

- Enhance, or to restore biodiversity and ecosystem services.

Example: This may involve establishing no-take zones in marine areas, drylands, forests or other productive ecosystems. In fisheries, when such zones are established in areas where fish spawn and feed, the areas provide local relief to the pressure on commonly harvested wild species. It might also involve the replanting and/or reintroduction of native plant and animal species to areas where they may have been depleted or lost, as well as the creation of *in situ* conservation areas of crop wild relatives.

- Secure and promote local communities' access to and benefits from the use of biodiversity; and to enable their participation in the design and implementation of biodiversity management policies and practices.

Example: In forestry and fishery strategies this could involve reserving certain areas for exclusive use by local communities and indigenous people, the joint management of areas and/or species with such groups, and the clarification of resource access and tenure in areas where the erosion and overlap of customary and formal rights have left tenure unclear and insecure. Provided local communities and indigenous people manage these resources sustainably such strategies will have important results in terms of poverty reduction and human wellbeing more broadly.

A country's SCS effort should be a central component of its national biodiversity strategy and action plan (regardless of the form the latter takes). As such, it should be an integral part of national biodiversity planning.

SCS requires a sustained effort, over several years and on several fronts. Although *SCS throughout* government and society is the ultimate goal, it is not likely that this will occur all at once. It is more likely that mainstreaming will occur irregularly within and across sectors and tiers of government with some sectors being more amenable than others. What is important is to have a strategy with clear objectives, to sustain the effort, to seek strategic allies and champions, to learn from experience, and to identify milestones by which progress can be assessed along the way.

Example: France's NBSAP is implemented through ten sectoral biodiversity action plans - Natural Heritage, Agriculture, International, Urbanism, Transport Infrastructure, Sea, Overseas Territories, Forests, Research, and Tourism - aiming to integrate sustainable biodiversity management and conservation into their economic and social activities within a sustainable development perspective. Each action plan is reviewed and updated every two years. The sectoral action plans are coordinated by their corresponding ministry and are monitored by steering committees composed of the relevant authorities and stakeholders. A technical committee under the coordination of the Directorate of Water and Biodiversity of the Ministry of Ecology, Energy, Sustainable Development and the Sea brings together the technical leads of each of the action plans and ensures their implementation, the coherence of action, and the exchange of information.

3.1. Identifying and Engaging Stakeholders

Local communities and a range of stakeholders from government, civil society, the scientific community, and the private sector should be involved in biodiversity planning.

Within government, those responsible for developing the SCS should seek the support of the Environment Ministry, Finance and Planning Ministries, Parliament (and/or Parliamentary committees), and/or the Judiciary. In addition to this, the SCS effort must seek the support of ministries responsible for forests, agriculture, marine areas, mining, infrastructure, transport, tourism, international cooperation and/or trade depending on the specific circumstance of the country and the priorities for SCS.

A viable sectoral cooperation strategy also requires the participation of biodiversity experts and practitioners in the development, launching, implementation and monitoring of sectoral and cross-sectoral strategies. Biodiversity experts and practitioners should participate in these planning processes bringing in as much sector- relevant knowledge and information as possible, and should aim to raise decision-makers' and civil society's awareness of the linkages of the sector or economic activity with biodiversity. This will help to raise the profile of biodiversity issues enabling their inclusion in the outcomes of the planning process.

Within civil society, important stakeholders and potential allies will include national and international NGOs working in the country, UN representatives (and focal points) and development agency staff working in the country, persons in charge of in-country donor coordination, environmental groups, farmers, fisherfolk and local communities, academics, scientists and research institutes, gene banks, professional and/or business associations, labour groups, and chambers of commerce. It is also important to identify which other actors are attempting to mainstream other issues into government processes, and to seek potential synergies with them. Some of these of particular relevance to biodiversity may include efforts to mainstream the environment (more generally including climate change), the MDGs, Strategic Environmental Assessment, and gender.

Example: Possible stakeholders in SCS for mainstreaming biodiversity into agriculture may include the following:

- Ministry of Environment,
- Ministry of Agriculture,
- Public and private agricultural research bodies,
- Agricultural extension agencies,
- Agricultural colleges or training establishments,
- The national focal point(s) for FAO-related matters, including for the International Treaty on Plant Genetic Resources for Food and Agriculture,
- Agro-biotechnology industry associations,
- University or other research bodies,
- Associations of peasants or small farmers,
- Agribusiness associations,
- Indigenous and local community associations,
- Agricultural economists,
- Germplasm and seed bank managers,
- Specialist non-governmental organizations,
- Associations of bee-keepers or other sectors relating to pollinators,
- Plant and animal breeding bodies,

- CBD national focal point for ABS (access to genetic resources and benefit sharing) matters.

These are only the 'direct' agricultural stakeholders. However, given that the agricultural sector in most countries plays an important role in food security, foreign trade and export earnings, and is often supported by policies for agricultural credit, land reform, education and vocational training, and science and technology, relevant stakeholders in this case should be taken to include not just those directly involved in agricultural biodiversity issues, but the full range of organizations whose mandates relate to the issue. These could include ministries and government agencies relating to health, trade and commerce, planning and finance, education and training, science and technology and others. It also includes those civil society sectors that work on these issues, for example, rural credit unions, organizations working on health and nutrition issues, economists and analysts with expertise in identifying new markets for traditional products of agricultural biodiversity, and others.

3.2. Assessment: Gathering and Using Information and Knowledge

Efforts to develop sectoral strategy favouring biodiversity will rely heavily on country specific knowledge and information. This information will be important in order to prioritize entry points and in order to develop an effective communication approach for SCS. Which parts of this information will be most useful will depend on the country- and location- specific circumstances, and on the priorities set for the SCS effort.

State of relevant sectors and its projection in future, subject of SCS, should be presented.

Example: Types of Information that can be Useful for SCS

- The country's biodiversity components, their status and trends, and the main drivers determining the status and trends. Most of this information will already exist in the country's previous biodiversity assessment.
- Information on the links between biodiversity and human well-being in the country.

Assessment of the economic value of the country's biodiversity. Including:

- The value of the goods and services provided by biodiversity (such as pollination, water purification, food provision, soil retention etc.);
- The long term revenue that can potentially be generated through biodiversity-related businesses such as tourism, fishing, and others that are conducted in an ecologically and socially sustainable manner;
- The present and possible future costs to society of biodiversity loss
- The possible savings to governments and society of averted loss of biodiversity and ecosystem services

Assessment of the linkages between biodiversity and specific sectors. Including:

- How each sector uses and benefits from biodiversity and ecosystem services
- How the sector impacts on biodiversity and ecosystem services (currently and in the future, here and on a broader scale)(within the sector and in other sectors)(i.e. the tradeoffs implicit in this sector's development).

- Any sector-specific biodiversity-relevant knowledge and information (including traditional knowledge, practices, and governance) that can be used to reach NBSAP goals.

How the policy area targeted for SCS (be it a sector, or a national level process) functions. This will include the legislation and policies in place (including any previous attempts to mainstream biodiversity or environmental issues), the interactions with other policy processes, how the policy making process unfolds, at what stages of this process stakeholders are encouraged to participate.

Who the main actors and stakeholders are in the policy area targeted for SCS: Civil society groups, academics and research institutes, donors, key people whose buy-in is important, specific persons who could “champion” the cause within their institution.

Alternative policy options relevant to the targeted sector or policy area including the specific benefits and costs associated with each. This information will be very difficult to come by before the SCS effort begins. It may be, rather, the product of multi-stakeholder engagement in the SCS effort and will thus only be available later in the SCS process. However generating this information in a credible and legitimate form can be crucial to SCS.

3.3. Identifying, understanding and prioritizing entry points

While the SCS strategic goal on mainstreaming aims at integrating biodiversity considerations *throughout* government and society, mainstreaming may start at different scales and levels of government, and/or in specific sectors and geographic areas including:

- Sector plans/programs/strategies
- Area-based management initiatives (marine areas, coastal zones, watersheds...)

The identification and prioritization of “entry points” that will provide an opportunity for inclusion of biodiversity and ecosystem services into plans, policies, and operating processes is crucial. There is no single way to choose entry points for SCS, and no one factor that promises success in a particular entry point. However it is important to *choose* and *prioritize* entry points because SCS efforts that attempt to mainstream everywhere, at once, may be overambitious.

Timing

Entry points are not only about *where* to start, but also about *when* to attempt SCS; and timing can make or break an entry point. Sectoral plans and programmes are usually evolving processes, requiring periodic assessment and update. These periodic updates can provide an opportunity for biodiversity experts to become involved in the redrafting and review processes, and for biodiversity concerns to be mainstreamed into the action plans and programmes. Promising opportunities can emerge:

- When a sector law, strategy is being revised/established.
- When sectoral guidelines are being revised/established.
- When an area of importance for biodiversity is being zoned, or its use designation is being established or changed.
- When there is a change of government and/or policy.
- When sectoral, sub-national and national budget requests and budgets are being prepared.

- After a crisis/ natural hazard/ conflict as part of rebuilding, recuperation, recovery: political leaders and the general public may become more aware and convinced of need for change.
- When a country is being considered for donor funds (e.g. when UN Country Assessment is being updated, Country Environment Analysis is being done...)
- When a country's development is being reviewed (i.e. in annual joint reviews between developing country governments and donors).

Having gathered credible, convincing, and sector specific information at the time when an entry point's timing is right is important.

3.4. Putting the Sectoral Policy into the Biodiversity Action Plan

The SCS content of the action plan will consist of *the actions that will be implemented* in the timeframe of implementation of the SCS in order to achieve the mainstreaming goals and objectives. It will also include *who* will implement these actions, *where* and *when* they will be implemented, and *how* they will be implemented. Like the strategy elements discussed above, the activities prioritized for mainstreaming under the biodiversity action plan will depend on the degree of buy-in of the relevant actors and decision-makers in the prioritized entry-points. The development of sector specific legislation and policies and the application of tools and approaches such as strategic environmental assessment and others will only be feasible if these actors have already agreed to include biodiversity in their activities and have the political will to see them through. In earlier stages of SCS where relevant sectoral and cross-sectoral actors and decision makers have yet to become convinced and engaged, mainstreaming activities in the action plan should be limited to actions aimed at attaining that buy-in. These will invariably be targeted communication, education and public awareness (CEPA) activities. *In the intermediate stages of SCS* where there is some buy-in, activities may be geared towards deepening the relevant actors' understanding of the issues, and developing the capacity of sectoral officials to meaningfully and effectively integrate biodiversity issues in their planning processes.

The action plan can include:

- *Legislation* that will be put in place to integrate biodiversity considerations into sectoral activities (e.g. Inclusion of biodiversity in the nation's constitution, Law requiring all new infrastructure and tourism developments to undergo biodiversity inclusive Environmental Impact Assessments, law limiting the use of fertilizers and pesticides upstream from important conservation areas, environmental fiscal reforms, bio-trade legislation...);
- *Institutional arrangements* that will be put in place (or that already exist and will be used) to facilitate the SCS effort (e.g. An inter-ministerial working group on biodiversity, a public-private partnership for conservation, a multi-stakeholder alliances at national, sub-national levels, interinstitutional arrangement for trans-boundary management or across district or municipalities borders., ...);
- *Approaches and tools* that will be used to integrate biodiversity into sectoral plans, policies and programs.
- *Communication and public awareness activities* that will be targeted to different stakeholders in order to gain support for SCS. These will form part of the broader SCS communication strategy and will deliver a strong and clear message about the importance of biodiversity to well-functioning economic sectors, livelihoods, and national development.

Messages will need to be very well targeted to policy area in question and grounded in solid evidence. The information gathered during the assessment stage of biodiversity planning, and particularly that gathered in light of the SCS effort, will be crucial in this respect.

- *Research* that will be carried out to fill gaps in country-specific knowledge regarding biodiversity and human well-being, economic sectors, and development. These could include valuation activities for biodiversity and ecosystem services affected by sectoral and crosssectoral plans and activities.
- *Capacity building* for relevant sectoral and cross-sectoral actors on biodiversity, ecosystem services, and human well-being; and on tools, approaches and measures that can be used to integrate biodiversity into sectoral strategies, plans, policies and programs.

Indicators

That will be used to assess progress (e.g. Number of sectoral ministries represented on biodiversity planning committee, number of sectoral strategic plans that integrate biodiversity concerns, actions taken by actors other than the environment ministry/authority to implement the convention...). The implementation of the plan of action will inevitably create opportunities for integrating economic sectors into the biodiversity planning process. A crucial task of the plan managers and implementers is to proactively pursue such opportunities (even if they are not part of the plan) and to interest and bring into the process those governmental, private sector and civil society bodies that operate in economic or policy sectors that depend, and have an impact, on biodiversity.

3.5. Implementation of Mainstreamed Activities

Concept on how the SCS activities will be implemented should be developed.

4. Identification of Entry points

4.1. Sectoral Strategies, Plans, Programs

Most nationally important sectors have their own planning processes from which emerge plans, programs, and policies for the sector's development (e.g. National Forestry Action Plans (NFAP), National Water Plans). The issues addressed in these programs relate directly to the use of biodiversity and ecosystem services. Oftentimes international cooperation agencies and environmental NGOs target their support to country-led sector reforms, investment programmes and technical assistance. This *sector wide approach* provides an important entry point for SCS into sector strategies, plans and programs.

When working with individual sectors it is important to keep in mind that the ecosystem services used by any sector are often also used by other sectors. Oftentimes conflicting goals for the use of ecosystem services will require sectoral coordination in order to be reconciled in a way that renders the highest sustainable societal benefits.

Sectoral plans and programs are ideally developed with the participation of a wide range of civil society actors. In order to mainstream biodiversity into these plans and programs biodiversity experts need to participate actively in these processes at as early a stage as possible. Likewise, the participation of sectoral representatives in the SCS development process can be very helpful in the SCS effort.

Some production sectors use *standards, codes of conduct, guidelines and good practices* for achieving environmentally and socially sustainable resource management practices.

4.2. Area Based Management Initiatives

Area-based management initiatives such as *integrated marine and coastal area management, integrated watershed management, and integrated oceans management* are important entry points for SCS into the management of specific spatial areas. These can be large or small, within one country or spanning several national territories and jurisdictions. Such initiatives, often grounded in a common vision negotiated between multiple stakeholders and having socio-economic and environmental components, encourage stakeholder, sectoral, intergovernmental, and public-private collaboration in order to realize that vision.

5. Approaches and Tools

5.1. Ecological indicators and Flagship species

Indicators and flagship species can be valuable in SCS because they facilitate the understanding and appreciation of the complex relationships between biodiversity and human well-being. They can be used to raise awareness of key actors, to motivate action, and to monitor progress toward sustainability.

5.2. Legal Instruments

Biodiversity considerations may be integrated into a country's legal framework. This can be done at national or sub-national levels. Laws can also be designed specifically for a sector or an economic activity. Laws governing the ownership, access and use of natural resources are particularly important for the protection and sustainable use of biodiversity. They can be instituted to encourage, control, or prohibit particular uses. When instituting such laws it is crucial that pre-existing customary laws, governance, and management structures be understood and considered, allowing new legal instruments to complement those (and aspects thereof) that promote sustainable and equitable use.

As with other tools, strategies and approaches (particularly economic instruments) discussed below, legal instruments designed for specific sectors should take into account their effects on other sectors. Likewise, they should consider the full range of stakeholders and other civil society groups likely to be affected.

5.3. Economic and Financial Tools

Economic and financial tools can be particularly useful in SCS because economic forces underlie and explain much biodiversity degradation and loss. These tools aim to “correct” or modify these economic forces and/or to put other economic forces into play, which favor the conservation and sustainable use of biodiversity.

Economic and financial tools that can be useful in SCS efforts include:

- Economic valuation;
- Removal, phasing out or reform of harmful subsidies and other incentives that are harmful to biodiversity;
- Positive incentive measures such as, for instance, payments for ecosystem services;
- Taxes, user fees and other disincentives that apply the polluter-pays principle;

Although these economic and financial tools are presented independently here for presentational reasons, they are best implemented in combination and embedded in a sound regulatory framework, as part of a broader policy mix aiming to create economic conditions and structures that are favorable to biodiversity conservation, sustainable use, and fair and equitable benefit sharing.

While the tools enumerated above seek to stimulate changes in behavior, several also generate revenue (such as taxes and fees). In a number of cases, this revenue is earmarked, in part or in total, for a dedicated fund for biodiversity conservation activities. In these cases, the taxes or fees need to be calibrated carefully against the dual objectives of changing behavior and or revenue generation.

5.4. Economic Valuation

Over the last decades a range of (both economic and non-economic) valuation methods has been developed or refined with which to quantify the value of biodiversity. They can provide useful and reliable information for decision-making, when applied carefully according to best practice. The increasing reliability of economic valuation tools has led governments and other stakeholders to apply them more frequently and to give increasing weight in decision-making to the estimates derived from using these tools.

Application of these methods can be useful in distinguishing between short-term and long-term economic costs and benefits (immediate costs of conservation vs. long term gains), and may assist in answering who should pay the costs of conservation (developers vs. local communities).

Valuation tools can be particularly useful in:

- a) making the case for biodiversity mainstreaming;
- b) informing the design and assessment of policy alternatives.

They are being used increasingly to:

- Illustrate the benefits of biodiversity conservation and sustainable use,
- Point to ways of sustainably maximising and capturing the benefits of biodiversity,

- Better analyze the economic impacts of biodiversity conservation and loss on different groups and sectors,
- Compare policy options and alternate resource use scenarios.

The choice of valuation tools depends on which biodiversity values are thought to be most relevant in a particular context. Different valuation tools may be combined or used in parallel to assess different biodiversity values, and the use of non-economic valuation tools can be helpful, particularly when certain biodiversity values are difficult to measure accurately using economic tools. The application of many valuation methods can be costly and time consuming, and may require the collection of new data. In addition, most valuation methods require specialized technical expertise. As a result, a cost-benefit criterion should be applied to the valuation itself, including the choice of valuation tools.

Valuation can be undertaken as a stand alone activity, and its results used for general awareness raising.

Valuation tools can also be applied in the context of a number of the approaches presented above:

- It can be integrated into standard economic decision-support tools, such as environmental impact assessment (EIA) and, in particular, cost-benefit analysis (CBA). Biodiversity valuations can also inform decisions regarding optimal extraction rates for renewable resources.

At the programme or policy level, biodiversity valuation can be integrated into:

- Macroeconomic or sector policy assessment tools (such as SEA);
- The development of (sector-wide) strategies and planning processes, associated programmes and large-scale projects, as well as regional land use planning;
- National statistics and accounting, for instance in the context of natural resource accounts at national level (e.g. for water, forests, land).

Removal, phasing out or reform of incentives, including subsidies that are harmful for biodiversity

Incentives that are harmful for biodiversity emanate from policies or programmes that induce unsustainable behaviour harmful to biodiversity, often as unanticipated (and unintended) side effects of policies or programmes designed to attain other objectives, such as:

- Producer subsidies that reduce the costs of key inputs or increase revenues; and consumer subsidies arising from under-pricing the use of natural resources.

Policies and laws governing resource use with harmful effects, for instance:

- Certain features of resource access and use rights or tenure systems (e.g., 'beneficial use' laws or land tax systems that favour more intensive land uses);
- Inappropriate environmental or resource management policies or programmes (possibly in conjunction with weak enforcement capacities).
- Pervasive under-pricing of ecosystem goods and services, that is, from policies or markets that do not reflect the full costs of use of, or impacts on, biodiversity and its component.
- Subsidies to sectoral production, including energy, fisheries, agriculture and others, are estimated at hundreds of billions of dollars annually.

Among those, subsidies which support environmentally harmful practices, thus putting them at an advantage over more sustainable processes, are a significant concern and experience shows that their removal or reform can reduce environmental pressures, increase economic efficiency and

reduce fiscal burden. The removal of harmful subsidies can be done in isolation but undertaking it in a broader process of fiscal reform would enable not just addressing environmentally harmful effects, but rather taking a multicriteria, holistic approach, which would also include the cost-effectiveness and the social effects of subsidies.

5.5. Positive Incentive Measures

Setting in place *incentive measures* provides an important source of support and encouragement for biodiversity conservation.

An incentive measure has been defined as:

“A specific inducement designed and implemented to influence government bodies, business, nongovernmental organisations, or local people to conserve biological diversity or to use its components in a sustainable manner. Incentive measures usually take the form of a new policy, law or economic or social programme.”

Positive incentives for the conservation and sustainable use of biodiversity encourage the achievement of biodiversity-friendly outcomes or support activities that promote the conservation and sustainable use of biodiversity.

They include:

- **Direct approaches**, which involve ‘paying’ (by monetary or non-monetary means) relevant actors to achieve biodiversity-friendly outcomes or, conversely, to not achieve biodiversityharmful outcomes, for instance:
 - Conservation leases, covenants, or easements, or long-term retirement schemes;
 - Tax breaks for environmental donations or expenditures;
 - Payments for ecosystem services;
 - Others.
- **Indirect approaches**, which seek to support activities or projects that are not designed exclusively to conserve or promote the sustainable use of biodiversity, but have the effect of contributing to these objectives.
 - Development or commercialization of biodiversity-based products or services, such as sustainable or eco-tourism, commercialization non-timber forest resources (‘biotrade’), possibly combined with consumer information schemes, for instance certification or eco-labeling, where appropriate;
 - Community-based natural resource management (CBNRM);
 - Others.

5.6. Taxes, user fees and other disincentives

Taxes, charges, fees, fines, compensation mechanisms and/or tradable permits are tools that reflect the 'Polluter Pays' and 'Full Cost Recovery' principles and hence Instruments such as taxes, charges, fees, fines, compensation mechanisms and/or tradable permits are tools that reflect the cost of biodiversity and ecosystem services loss, with the aim at having those (potentially) causing the loss to pay for it. Such tools can encourage polluters and those who overexploit biodiversity to take preventative action and to put aside funds for remedial action if such loss were to occur. They also ensure that those who reap certain ecosystem services pay for them rather than having society at large pay.

5.7. Standards, Codes of conduct, Guidelines, Certification, and Good practices

Production sectors use a number of tools for achieving environmentally and socially sustainable resource management practices. Many such tools including biodiversity concerns are established at the international level with country abidance determined on a voluntary basis.

Biodiversity mainstreaming with regard to these types of sectoral tools may concentrate on achieving the country's adoption of such guidelines as standard practice and/or on the creation of national standards where international ones are not applicable. Standards can also be regulated at the national or sub-national level.

In many cases sectoral abidance to standards, codes, guidelines etc. will be recognized and will favour the country's products through higher prices and access to niche markets reserved for suppliers who abide by the given standards.

Some examples of these tools include:

Standards are policies that regulate the effect that human activity may have on the environment. They may specify a desired state (e.g. Lake pH should be between 6.5 and 7.5) or limit alterations (e.g. no more than 50% of natural forest may be damaged).

Guidelines provide voluntary and practical advice on how to undertake particular processes. They are usually relatively general and can be applied to a number of circumstances. An example of such guidelines are the CBD Tourism guidelines which aim to make tourism and biodiversity more mutually supportive, engage the private sector and local and indigenous communities, and promote infrastructure and land-use planning based on the principles of conservation and sustainable use of biodiversity.

Codes of Conduct can be very detailed, and set out standards of behaviour for responsible practices with a view to ensuring sustainable resource use. Two good examples of sector-specific codes of conduct are the FAO Code of Conduct for Responsible Fisheries and the World Tourism Organization's Global Code of Ethics for Tourism.

Good practices (or best practices) are informal examples of actions that can be undertaken to achieve certain sustainability goals, or points that need to be kept in mind towards this end.

Certification schemes go a step further than voluntary codes of conduct in demanding *adherence to a set of criteria* which a given operation must meet before they can use the logo or name of the certification scheme. It is important for SCS that biodiversity experts are involved in developing criteria for both national and international certification schemes. Certification schemes that include biodiversity in their criteria can be an extremely powerful tool for SCS because they present the consumer with a choice to buy a more sustainable product. Some examples of certification schemes include those developed by the Marine Stewardship Council, the Forest Stewardship Council, the Rainforest Alliance and the Marine Aquarium Council. There are also a number of tourism certification schemes.

6. Questions for consideration:

- Has your country managed to mainstream biodiversity concerns into any sectoral and/or cross-sectoral strategies, plans and programmes? / - Is your country currently attempting to do so?
- Can you provide examples of specific instances where sectoral cooperation in your country has been particularly successful or unsuccessful?
- What were the main factors that led to the success (or to the failure)?
- What are the main challenges/opportunities that your country is facing in its sectoral cooperation effort?
- What knowledge and information were/are being used during the sectoral cooperation effort? How were/are they
- compiled? What other information might have been/be useful?
- What were/are the main messages in your communication strategy and who were/are they directed to?
- Were/are they effective? How could they have been/be improved (if at all)?
- Which approaches and tools were/are being used? How useful were/are they? Would you suggest any modifications?
- What other approaches or tools, besides those that are discussed in this module, can provide for effective sectoral cooperation?
- Who was/is involved in the mainstreaming efforts in your country? What is their engagement? How did they get involved?
- How long did it take to mainstream biodiversity concerns?
- What types and quantity of resources (financial or otherwise) were/are necessary for the sectoral cooperation effort in your country?

Example: Lake Skadar-Skoder

Concerning the conservation of natural heritage, a concept is needed as to how the use of the Lake and development of its tourism can be controlled in a way that the following indicators are preserved:

- the unspoilt natural landscape of the Lake with only very few (fishing-) boats and no sailing boats at all,
- the specific habitats (e.g. EMERALD network) as floating and submersed vegetation with important indicators such as the Whiskered Tern (*Chlidonias hybridus*),
- the endangered species, such as the Dalmatian Pelican (*Pelecanus crispus*), which can only survive if the existing and increasing disturbance is controlled,
- the existing populations of breeding birds and their colonies including their feeding sites on the Lake,
- and the importance of the Lake as an internationally important resting site of migrating water birds with a capacity of more than 300,000 resting birds in need of undisturbed resting and feeding sites on the Lake.

To preserve the natural heritage of the Lake, next important objectives have to be reached:

- a transboundary zonation of the Lake based on international standards, such as the UNESCO Biosphere concept and/or the Ramsar Convention, to adjust the different levels of protection in both countries,
- a transboundary management plan based, for example, on the Ramsar guidelines including common binding regulations for boating and fishing to achieve a clear common vision for sustainable development and wise use, c) well organised, independent and well equipped management organisations to protect the areas in both countries,
- transboundary cooperation according to the guidelines of the Ramsar Convention and the EU Water Frame directive, and e) verification of the management based on the Europarc basic standards for transboundary cooperation in the protected area management.

To fulfil these goals, the following objectives are to be met:

- Guests and local people are guided around the sensitive areas (e.g. large scale strictly protected core zone around the potential pelican breeding areas and other important colony sites).
- Birds and other natural assets are presented near to the easily accessible public areas. The zonation will draw birds, including pelicans, to the visitor points (e.g. core zone in the centre of the National Park at Vranjina or Shkodra).
- Areas envisaged for tourism development and housing are clearly defined and do not impact neither the important habitats nor the overall landscape values of the protected areas on both sides of the border.
- The preservation of local use rights and the traditional landscape use are clearly identified in the zonation. Local fishermen are protected and areas in need of sustainable use, such as meadows and pastures, are defined.
- Supervision of the use is provided for the whole Lake based on best practice, registration and licences.
- Monitoring of the key indicators proves the effectiveness of the zonation and management measures.

The use of Lake Skadar by boats, although still in small numbers, is unsustainable, because:

- Numbers and registration of the boats on the Lake are lacking even inside the National Park, which makes control of boating and violation of regulations ineffective or even impossible.
- Impact of boating can be clearly seen on the whole lake surface and even inside the most sensitive and internationally protected habitats, such as floating vegetation.
- Illegal activities, such as poaching and bird hunting, are not effectively controlled.

- For many years, the flagship species Dalmatian Pelican has had no or hardly any breeding success due to disturbance by fishermen, poachers, birdwatchers and all kinds of uncontrolled boating. The colony and symbol of the whole Lake, situated in the National Park in Montenegro, is highly endangered.
- The number of fast motor boats – speedboats – is increasing in the National Park (ME), although these boats are known to damage the natural assets (floating vegetation), irradiate colonies of Whiskered Terns by large unnatural waves³, ruin the remoteness and quietness of the Lake and are used for illegal activities, such as poaching.
- Planned and legal protected zones are not clearly defined and/or clearly marked.
- Lake tourism is promoted with no clear vision. The Unique Selling Points (USP) and tourist activities, which are possible without damaging the ecological and economic assets of the Lake, have not been defined yet.
- Legal and illegal activities, which are already carried out (gravel excavation, building) or are being planned (peat excavation, marinas, roads, tourist facilities...) impact natural habitats.

Some general rules should be applied when establishing zones, regardless of their type and purpose:

- zonation should be established with the full involvement of stakeholders, including local communities and indigenous peoples;
- a full and detailed rationale should be made to explain the basis for establishing and delineating zones, and this is particularly important when establishing the limits of buffer zones;
- a concise description of the functions and/or restrictions applied within each zone must be prepared as part of the management plan;
- zones should be identified with a unique and, if possible, meaningful code or name: but in some cases, a simple numerical code may be adequate;
- a map showing the boundaries of all zones must be prepared;
- where possible, zone boundaries should be easily recognizable and clearly identifiable on the ground: physical features (for example, fence lines and roads) provide the best boundaries, and boundaries based on dynamic features, such as rivers, mobile habitats, and soft coastlines, must be identified with some form of permanent marker;
- on large, uniform sites, or in areas of homogeneous habitat crossed by a zone boundary, fixed permanent markers with locations mapped using a Global Positioning System (GPS) should be used.

Conservation: landscapes, ecosystems, species and genetic variation.

Development: economic and human and culturally adapted.

Logistic support: research, monitoring, environmental education and training.

Monitoring of the Zonation effects is highly important and will also be needed to upgrade the management of the park, the protected the area and the tourism concept. Annual reports are necessary for the whole Lake.

Existing baseline data:

- Wintering birds (IWC)
- Distribution during autumn, summer and spring (in addition to IWC)

- Breeding colonies
- Number of rangers and wardens

Additional data are needed concerning:

- Tourism (number of visitors, distributions, generated income...)
- Boating (number of boats, special regulations, power of motor...)
- Fishing (number of fishermen, annual harvest, sport fishing....)
- Special monitoring programmes for new core areas
- Number of incidents registered annually, and related impacts
- Training is a precondition for the monitoring. Rangers and the staff of the protected areas are to take part in the monitoring.

Zonation without monitoring and control is like traffic with no police. Here some examples are given, as how the zonation of Lake Skadar can be monitored and the success of the measures published every year:

- Joint control by the staff of the National Park, inspection, forest directorate with other state organisations, such as border control, police and water police and NGO wardens on and around the Lake – including training, regular exchange of information and team building
- Marking and registration of all boats and users of the Lake
- Clear regulations to fine illegal activities, e.g. unregistered nets or boats are confiscated
- Benefits to the local people in the protected areas by:
 - agro-environmental schemes for flooded areas
 - special attention to local fishermen including traditional fishing zones
 - aid in the marketing of products from the National Park and Lake, such as fish
 - inclusion of the locals into the visitor management and tourism
- Annual report on the monitoring results, for example during the Lake Skadar conference. The number of successful breeding pelicans and the fledged young should be presented, for example, by the Minister of Tourism and the Environment in Montenegro as one of the most important indicators of successful work in the National Park and UPS.
- Publication of the number of tourist and growing interest in the Lake.

7. Monitoring and evaluation (M&E)

Develop and establish a robust M&E system. M&E system is the systemic collection and analysis of information about the characteristics and outcomes of SCS implementation as a basis for judgments, to improve effectiveness, and/or inform decisions about current and future planning.