

S U S T A I N A B L E
D E V E L O P M E N T
S T R A T E G I E S

S U S T A I N A B L E
D E V E L O P M E N T
S T R A T E G I E S
A R E S O U R C E B O O K

Compiled by

Barry Dalal-Clayton and Stephen Bass

of

The International Institute for Environment and Development



EARTHSCAN

Earthscan Publications Ltd
London • Sterling, VA

First published in the UK and USA in 2002
by Earthscan Publications Ltd

Copyright © Organisation for Economic Co-operation and Development, 2002

Citation: Sustainable Development Strategies: A Resource Book. Organisation for Economic Co-operation and Development, Paris and United Nations Development Programme, New York

All rights reserved

DISCLAIMER

The views expressed in this resource book are those of the compilers and should not be taken to represent those of the Organisation for Economic Co-operation and Development, the United Nations Development Programme, the International Institute for Environment and Development, or any of the agencies that have provided financial support for this document (listed in Acknowledgements).

The International Institute for Environment and Development (IIED), 3 Endsleigh Street, London WC1H 0DD, www.iied.org

ISBN: 1 85383 946 9 hardback
1 85383 947 7 paperback

Page design by S&W Design Ltd
Typesetting by PCS Mapping & DTP, Gateshead
Printed and bound in the UK by Thanet Press, Margate, Kent
Cover design by Danny Gillespie

For a full list of publications please contact:

Earthscan Publications Ltd
120 Pentonville Road
London, N1 9JN, UK
Tel: +44 (0)20 7278 0433
Fax: +44 (0)20 7278 1142
Email: earthinfo@earthscan.co.uk
Web: www.earthscan.co.uk

22883 Quicksilver Drive, Sterling, VA 20166-2012, USA

Earthscan is an editorially independent subsidiary of Kogan Page Ltd and publishes in association with WWF-UK and the International Institute for Environment and Development

A catalogue record for this book is available from the British Library

Library of Congress Cataloging-in-Publication Data

Sustainable development strategies : a resource book / compiled by Barry Dalal-Clayton and Stephen Bass.

p. cm.

Includes bibliographical references.

ISBN 1-85383-946-9 -- ISBN 1-85383-947-7 (pbk.)

1. Sustainable development. 2. Economic development--Environmental aspects. I. Dalal-Clayton, D. B. (D. Barry) II. Bass, Stephen, 1958-

HC79.E5 S8649 2002

338.9'27--dc21

2002009561

This book is printed on elemental chlorine-free paper

Acknowledgements

This resource book is a product of a project on sustainable development strategies initiated by the OECD DAC Working Party on Development Cooperation and Environment. It builds on and complements an earlier output – *DAC Guidelines on Strategies for Sustainable Development* – published in 2001.

Members of the Working Party are Australia, Austria, Belgium, Canada, Denmark, European Commission, Finland, France, Germany, Greece, Ireland, Italy, Japan, Luxembourg, The Netherlands, New Zealand, Norway, Portugal, Spain, Sweden, Switzerland, the United Kingdom and the United States. The International Monetary Fund, the World Bank and the United Nations Development Programme participate as permanent observers. The Club du Sahel, Development Centre, International Institute for Environment and Development, United Nations Environment Programme, World Conservation Union and World Resources Institute participate regularly in the work of the Working Party.

The project has been undertaken by a special Task Force of the Working Party co-chaired by the UK Department for International Development (DFID) and the European Commission (EC-DG8) with strong support by the German Agency for Technical Cooperation (GTZ), and coordination and technical support provided by the International Institute for Environment and Development (IIED). The Capacity 21 initiative of the United Nations Development Programme and the United Nations Department of Environmental and Social Affairs actively supported the project.

The Task Force was led by Adrian Davis, Paula Chalinder and Jonathan Hobbs (DFID), Artur Runge-Metzger and Liselotte Isaksson (EC-DGVI), and Stephan Paulus and Kathrin Heidbrink (GTZ). Remi Paris of the DAC Secretariat provided guidance and advice throughout.

Financial support

Generous financial support for the work on which these guidelines are based, and for their preparation and publication, has been provided by, in alphabetic order:

- Department for International Development (DFID), UK
- European Commission (EC DG8)
- Finnish Ministry of Foreign Affairs
- French Ministry of Foreign Affairs
- German Agency for Technical Cooperation (GTZ)
- Japanese Ministry of Foreign Affairs
- Royal Norwegian Ministry of Foreign Affairs
- Spanish International Cooperation Agency (AECI)
- Swiss Development Cooperation
- United Nations Development Programme (UNDP) (Capacity 21)

Sources

This resource book draws from multiple sources:

- Status reviews, dialogue reports and commissioned papers prepared by the lead teams from developing country partners involved in the DAC project on NSDSs (see Preface) (Bolivia, Burkina Faso, Ghana, Namibia, Nepal, Pakistan, Thailand, Tanzania);
- UNDP made available a wide range of country-based and synthesis documents arising from the Capacity 21 programme. Grateful thanks are due to Penny Stock (Capacity 21);
- Materials developed and provided by IIED programmes;
- Publicly available information on a large number of websites.

Chapter reviews

Grateful thanks are due to the following people for reviewing individual chapters:

<i>Chapter 2</i>	Professor Michael Carley (Herriot Watt University, Edinburgh) Stephan Paulus (GTZ Germany)
<i>Chapter 3</i>	Professor Michael Carley (Herriot Watt University, Edinburgh) Maheen Zehra (IUCN Pakistan) Carol James (consultant, Trinidad) Paul Steele (DFID, UK)
<i>Chapter 4</i>	Ralph Cobham (consultant, UK) Jorge Reyes (UNDP Philippines) Joseph Opio-Odongo (UNDP Uganda)
<i>Chapter 5</i>	Jon Lindsay (FAO) Pippa Bird (consultant, USA) Duncan Macqueen and Josh Bishop (IIED) Robert Prescott-Allen (Padata, Canada)
<i>Chapter 6</i>	Carol James (consultant, Trinidad) Duncan Macqueen (IIED)
<i>Chapter 7</i>	Saneeya Hussain (consultant, Brazil) Dafina Gercheva (UNDP, Bulgaria) Penny Stock (Capacity 21, UNDP) Lilian Chatterjee (IIED)
<i>Chapter 8</i>	Ralph Cobham (consultant, UK) Professor Michael Carley (Herriot Watt University, Edinburgh)
<i>Chapter 9</i>	Tariq Banuri (Stockholm Environment Institute, Boston Center) Nicola Booregaard (consultant, Germany)
<i>Chapter 10</i>	Robert Prescott-Allen (Padata, Canada) Henk van Trigt (DGIS, The Netherlands)

Materials and information

The following people provided helpful materials, information and comments on various aspects of the resource book:

- Ashok Chatterjee, National Institute of Design, India;
- Mercie Ejigu, Partnership for African Environmental Sustainability;
- Fayen d'Evie, Earth Council;
- Kathrin Heidbrink, GTZ;
- Cees Moons, Ministry of Housing, Spatial Planning and Environment (VROM), The Hague;
- Ali Raza Rizvi, IUCN-Pakistan;
- Adrian Reilly, Brunel University;
- Clara Rodrigues, Environment Canada;
- Bansuri Taneja, Kalpavriksh, New Delhi.

Individual contributions

A large number of individuals made significant contributions to the learning on which this Resource Book draws, through their involvement in the national teams and in the international workshops:

Therese Adam (Swiss Development Cooperation); Anibal Aguilar (Bolivia); Jamie Aranibar Del Alcázar (UDAPE, Ministry of Treasury, Bolivia); Marco Balderrama (Bolivia); Bernardo Valdivia Baldomar (Bolivia); Sylvia Bankobeza (UNEP); Abihudi Baruti (Planning Commission, Tanzania); Mario J Baudoin (Ministry of Sustainable Development and Planning, Bolivia); Inger-Marie Bjonness (Royal Norwegian Ministry of Foreign Affairs); Ignacio Cabria (Spanish International Cooperation Agency); Ken Campbell (Natural Resources Institute, UK); Paula Chalinder (Department for International Development, UK); Patchaneeboon Charpoenpiew (Thailand Development Research Institute); Marcela Clavijo (Bolivia); Sambou Coulibaly (CONAGESE, Burkina Faso); Jürgen Czerminka (GTZ, Bolivia); Djiri Dakar (CONAGESE, Burkina Faso); Adrian Davis (Department for International Development, UK); Philip Dobie (UNDP); Nicolaj Draminski (consultant, Bolivia); Jairo Escobar (UNDP, Bolivia); Rosalind Eyben (UK Department for International Development, Bolivia); Angela Brown Farhat (National Development Planning Commission, Ghana); Gustavo Suarez de Freitas (Pro Naturaleza, Peru); Daniel Gantier (Ministry of Sustainable Development and Planning, Bolivia); Miguel Gonzalez (Bolhispania, Bolivia); Willi Graf (Swiss Development Cooperation, Bolivia); Hum Gurung (National Planning Secretariat, Nepal); Kathrin Heidbrink (GTZ, Germany); Alicia Herbert (Department for International Development, UK); Jan-Jilles van de Hoeven (UNDP Capacity 21); Saleemul Huq (IIED); Liselotte Isaksson (EC, DG8); Adis Israngkura (Thailand Development Research Institute); Brian Jones (Namibia); Saada K Juma (AGENDA, Tanzania); Utis Kaothien (National Economic and Social Development Board, Thailand); Peter de Koning (DGIS, The Netherlands); Karen Kramer (Royal Netherlands Embassy, Tanzania); Ronald Maclean (Minister for Sustainable Development, Bolivia); Ram C Malhotra (Nepal); Oswald Mashindano (University of Dar es Salaam, Tanzania); Sylvester Mbangi (National Planning Commission, Namibia); Artur Runge-Metzger (EC DG8); Paul Mincher (IIED); Giovanna Parolini de Mollinedo (Bolivia); Lucian Msambichaka (University of Dar es Salaam, Tanzania); Ali Mufuruki (Infotech Investment Group, Tanzania); Charles Mutalemwa (Planning Commission, Tanzania); Viroj Naranong (Thailand Development Research Institute); Anita Nirody (UNDP Capacity 21); Ndey Njie (UNDP Capacity 21); Matti Nummelin (Ministry of Foreign Affairs, Finland); Ernestine S Okoko (recif, Burkina Faso); Krishna Prasad Oli (IUCN Nepal); Arturo Lopez Ornat (Pangea consultants, Spain); Badre

Dev Pande (IUCN Nepal); Remi Paris (OECD, Paris); Stephan Paulus (GTZ, Germany); Mogens Pedersen (Danish Embassy, Bolivia); Nipon Poapongsakorn (Thailand Development Research Institute); Jagdish Pokharel (National Planning Commission, Nepal); Jesus Quintana (Spanish Agency for International Development, Bolivia); Prakash Raj (consultant to IUCN Nepal); Kirsten Rohrmann (Division for Sustainable Development, UN); Somkiet Ruangchan (Thailand Development Research Institute); Claudia M B Sánchez (Vice Ministry of Public Investment and External Finance, Bolivia); Cynthia M Yañez Sánchez (Ministry for Economic Development, Bolivia); Maimouna Sondzo Sangare (Ministry of Economics and Finance, Burkina Faso); Salif Sawadogo (Coordination Against Desertification, Burkina Faso); Gyan Sharma (National Planning Commission, Nepal); Uday Sharma (Ministry of Forests and Soil Conservation, Nepal); Pete Shelley (Department for International Development, UK); Fred Smidt (Netherlands Embassy, Bolivia); Serge Snrech (OECD); Penny Stock (UNDP); Krystyna Swiderska (IIED); Ferdinand Tay (National Development Planning Commission, Ghana); Carlos E Chávez Terán (Sustainable Development Commission, Bolivia); Daniel Thieba (GREFCO, Burkina Faso); Oussouby Touré (CSE, Senegal); Henk van Trigt (DGIS, The Netherlands); Aree Wattana Tummakird (Ministry of Science, Technology and Environment, Thailand); Gerardo Velasco (Cámara Nacional de Industria, Bolivia); Joachim Tres Vildomat (Bolhispania, Bolivia); Cámara Nacional de Industria (consultant, Bolivia); Guillermo Vivado (European Union, Bolivia); Terry Vojdani (Bolivia); Seth Vordzorgbe (Devcourt Ltd, Accra, Ghana); Taizo Yamada (JICA, Philippines); Mai Yamamoto (Ministry of Foreign Affairs, Japan); Asif Ali Zaidi (IUCN Pakistan); Maheen Zehra (IUCN, Pakistan).

Finally, the compilers are grateful to several IIED colleagues for their inputs and help:

- Joshua Bishop (contributed to Chapters 5 and 8);
- Lilian Chatterjee (contributed to Chapter 7);
- Maryanne Grieg-Gran (developed the first draft of Chapter 9);
- Paul Mincher (contributed to Chapter 7);
- Krystyna Swiderska (contributed to Chapter 5);
- Devyani Gupta and Sue Mylde researched information on websites and prepared materials.

Contents

<i>Acknowledgements</i>	v
<i>Contents</i>	ix
<i>List of figures, tables and boxes</i>	xvi
<i>Preface</i>	xxii
<i>Acronyms and abbreviations</i>	xxiii
1 About the resource book	1
Aims	1
Target audience	2
Layout	2
How to use this resource book	4
2 Sustainable development and the need for strategic responses	5
The opportunity for a strategic approach to national development	5
Organization of this chapter	6
The challenges of environment and development	7
Trends and major challenges	7
Economic disparity and political instability	7
Extreme poverty	8
Under-nourishment	8
Disease	8
Marginalization	8
Population growth	8
Consumption	8
Global energy use	9
Climate change	9
Nitrogen loading	9
Natural resource deterioration	9
Loss of diversity	10
Pollution	10
Growing water scarcity	10
Other urban problems	10
Interactions between social, economic and environmental problems	10
International responses to the challenges of sustainable development	11
The emergence of sustainable development as a common vision	11
Multilateral environmental agreements (MEAs)	14
Environmental monitoring and assessment	15
Economic instruments	15
Engaging the private sector	16
New technologies	17

	Financing sustainable development	18
	Governance – and the twin trends of decentralization and globalization	18
	Decentralization	20
	Globalization	22
	Focus on national strategies for sustainable development: a Rio commitment and one of the seven international development goals	23
	Guidance to date on strategies for sustainable development	25
	Why a strategic approach to sustainable development is needed	27
	The need for structural changes	27
	Difficulties in introducing changes	28
	What being strategic means	28
3	The nature of sustainable development strategies and current practice	30
	Introduction	30
	What are sustainable development strategies?	31
	Key principles for developing sustainable development strategies	33
	Learning from current practice: existing strategy frameworks	35
	Building on national level strategies	38
	National development plans	38
	Sector and cross-sectoral plans and strategies	42
	Plans and strategies related to conventions	42
	National forest programmes (NFPs)	47
	National conservation strategies (NCSs)	50
	National environmental action plans (NEAPs)	50
	National Agenda 21s and National Councils for Sustainable Development	52
	National visions	53
	Comprehensive development frameworks	54
	Poverty reduction strategies	56
	Sub-national strategies	63
	Decentralized development planning	66
	Village and micro-level strategies	66
	Convergence and links between national, sub-national and local strategies	69
	Regional approaches to developing strategies	70
4	Key steps in starting or improving strategies for sustainable development	74
	Harnessing effective strategic mechanisms in a continual-improvement system	74
	Scoping exercise	77
	Establishing or strengthening a strategy secretariat or coordinating body	77
	Establishing or strengthening a strategy steering committee or equivalent forum	81
	Seeking or improving political commitment for the strategy	82
	Establishing or confirming a mandate for the strategy	85
	Ensuring broad ownership of the strategy	85
	Securing strategy ‘ownership’ and commitment by all ministries	87
	Securing strategy ‘ownership’ and commitment by civil society and the private sector	88
	Mobilizing the required resources	90
	Harnessing the necessary skills	91

Bringing institutions and individuals on board	93
Raising the financial resources	94
Identifying stakeholders and defining their roles in the strategy	96
Typical roles of the main actors in strategy processes, and constraints faced	98
Politicians and leaders	98
Public authorities	98
The private sector	99
Civil society	100
Donor agencies	100
Mapping out the strategy process, taking stock of existing strategies and other planning processes	102
Seeking to improve coherence and coordination between strategy frameworks at all levels	104
Coherence, coordination (and convergence) of national strategic frameworks	104
Focusing strategic objectives at the right level – from regional to local, and between sectors – and ensuring coherence and coordination there	105
Establishing and agreeing ground rules governing strategy procedures	110
Establishing a schedule and calendar for the strategy process	112
Promoting the strategy	112
The role of experiments and pilot projects	112
Establishing and improving the regular strategy mechanisms and processes	113
5 Analysis	114
Approaching and organizing the tasks of analysis	114
Introducing the main analytical tasks in NSDS processes	114
Challenges in analysis for sustainable development strategies	115
Effective strategies depend on sound information	115
Sustainable development is complex and difficult to analyse	115
Capacities to analyse sustainable development are often weak	115
There are dangers in relying on narrow, non-local, out-of-date or unreliable information	116
Basic principles for analysis	116
Engage and inform stakeholders within democratic and participatory processes	116
Use accessible and participatory methods of analysis	117
Include roles for independent, ‘expert’ analysis	117
Develop a continuing, coordinated system of knowledge generation	118
Agree criteria for prioritizing analysis	118
Ensure the objectives of the analysis are clear	119
Agree the types of output from the analysis, and who will get them	120
An introduction to methods available for analysis	120
Analysing stakeholders in sustainable development	120
Why stakeholder analysis is important	120
Identifying stakeholders	124
Using an issues-based typology	124
Ways to identify stakeholders	125
Stakeholder representation	125
Identifying stakeholder interests, relations and powers	126
Identifying stakeholders’ interests	126
Analysing the relationships between stakeholders	127

Analysing stakeholders' powers	127
Comparing stakeholders' powers with their potential for sustainable development	129
Limitations of stakeholder analysis	130
Approaches to measuring and analysing sustainability	132
Accounts	133
Narrative assessments	135
Indicator-based assessments	135
Contributing measurements and analyses	138
Spatial analysis	138
System of national accounts	141
Genuine domestic savings	142
Ecological footprint	142
Natural resource, materials and energy accounts	144
Human Development Index	145
Sustainable livelihoods analysis	145
Policy influence mapping	148
Problem trees and causal diagrams	148
Strategic environmental assessment	149
Community-based issue analysis	153
Deciding what to measure: a framework of parts and aims	154
Deciding how to measure: choosing indicators	158
Seeing the big sustainability picture: generating indices	159
Identifying priority sustainability issues: using a rigorous, routine system	160
Analysing sustainable development mechanisms and processes	161
Steps in analysing the component mechanisms	162
Analysing the legal framework for sustainable development	162
Analysing the economic context	169
Describing how the mechanisms link up	170
Scenario development	171
The purpose and limitations of scenarios	171
Organizing scenario development	171
Some illustrations of sustainable development scenarios	173
6 Participation in strategies for sustainable development	177
Introduction	177
Understanding participation	178
Multiple perceptions, expectations and definitions of 'participation'	178
Typologies of participation – and associated dilemmas	178
'Horizontal' and 'vertical' channels for participation – and associated dilemmas	182
Why participation is needed in strategies for sustainable development	186
Ensuring effective participation – issues and planning requirements	193
Scoping the basic requirements	193
Consideration of costs and benefits of participation	193
Clarity of expectations	193
Consideration of scale and links	197
Representation, selection and intermediaries	198

Infrastructure, organization and legal framework for participation	201
Planning for participation in strategies	204
Methods for participation in strategies	207
Participatory learning and action	207
Community-based resource planning and management	211
Participation in decentralized planning systems	211
Multi-stakeholder partnerships	213
Focusing on consensus, negotiations and conflict resolution	217
Working in groups	218
Facilitation	220
Participants' responsibilities	222
Rapporteurs	222
Meeting agendas	222
Market research, electronic media and other remote methods	225
7 Communications	226
Introduction	226
Shifting values, attitudes and styles	227
Establishing a communications and information strategy and system	230
An information, education and communications strategy and action plan	233
Coordination of information	234
Internal coordination – focus on creating a shared information base	235
External coordination – using a wide range of methods	235
Choosing the medium, and developing complementary information products	236
Documents and audio-visual material	238
Events	240
Managing dialogue and consensus-building during meetings	242
Establishing networks, or making links with existing networks	242
Establishing databases, or making links with existing databases	245
Use of electronic media	246
Electronic democracy	247
Mass media	249
Monitoring the communication process	250
8 Strategy decision-making	253
The scope of strategy decisions	253
Strategic vision	254
Strategic objectives	254
Targets	254
Triggers	254
Action plan	255
Institutional plan	255
Challenges, principles and useful frameworks for making strategy decisions	258
Challenges for decision-making	258
Getting a good grasp of the problems being faced	258
Dealing with a wide range of integration and trade-off challenges	258

Dealing with ‘real-world’ issues and avoiding ‘planners’ dreams’	259
Achieving consensus on the vast range of sustainable development issues	261
Principles and frameworks for decision-making	261
Good decisions should be based on acknowledged values	261
Strategy decisions should reflect locally-accepted values	262
Strategy decisions should reflect global values	263
Strategy decisions should reflect risk and uncertainty	265
Formal methodologies for decision-making can help, but have limitations	265
Decision theory	265
Decision support tools	267
‘Strong’ and ‘weak’ sustainability	269
Institutional roles and processes for strategy decisions	270
Multi-stakeholder structures for decision-making	270
Facilitating decision-making through workshops	272
Consensus	272
Negotiations and conflict resolution	276
Negotiations	276
Conflict resolution	280
Policy coherence – a step-wise approach	280
A challenge: strengthening relations between decision-developers and the ultimate decision-takers	282
Selecting instruments for implementing strategy decisions	283
The range of sustainable development instruments	284
Legislative/regulatory/judicial instruments	284
Financial/market instruments	285
Educational/informational instruments	286
Institutional instruments	286
Guidance on selecting instruments	287
9 The financial basis for strategies	288
Introduction	288
Mobilizing finance	290
Financial requirements of the strategy	290
Formulation and review	290
Implementation	292
Sources of finance	292
Donor finance	292
Government	293
Other in-country sources of finance	293
International transfer payments	294
Global Environmental Facility	294
Carbon offsets and the Clean Development Mechanism	295
Debt swaps	295
National environmental funds	296
Trust funds	296
Mobilizing finance at the local level	297

Using market mechanisms to create incentives for sustainable development	298
Market mechanisms at the national level	299
Removing perverse incentives	299
Adapting existing market mechanisms	300
New market mechanisms	300
Market mechanisms at the local level	302
Mainstreaming sustainable development into investment and financial decision-making	303
Motives for addressing sustainable development	303
Company level	304
The business case from the financial institution viewpoint	305
Crucial factors in the business case	306
How can financial institutions mainstream sustainable development?	306
Challenges for Northern financial institutions	306
Challenges for national finance and investment institutions	307
10 Monitoring and evaluation systems	309
Introduction	309
Elements of a monitoring and evaluation system	309
Principles of successful monitoring and evaluation	310
Who should undertake monitoring and evaluation?	311
Formal internal and external monitoring	311
Internally-driven monitoring (conducted by local strategy stake-holders)	311
Externally-driven monitoring and evaluation (conducted by agreed independent bodies or donors)	313
Linking internal and external monitoring	314
Participatory monitoring and evaluation	315
When should monitoring and evaluation be undertaken?	318
The ‘pressure–state–response’ framework for monitoring – its utility and limitations	318
Use in state-of-the-environment reporting	318
Use and limitations for monitoring sustainable development	320
Monitoring the implementation of the strategy and ensuring accountability	321
Monitoring the performance of strategy stakeholders, and mutual accountability	322
Monitoring and evaluating the results of the strategy	324
Disseminating the findings of monitoring exercises and feedback to strategy decisions	325
<i>Appendix</i>	327
<i>References</i>	331
<i>Index</i>	348

List of Figures, Tables and Boxes

Figures

1.1	User's road map to the resource book chapters	3
2.1	Interactions between watershed management problems in the Densu River and Weija Reservoir area, Ghana	11
2.2	The systems of sustainable development	12
3.1	Rationale for a systematic approach to sustainable development strategies	32
3.2	Constellation of mechanisms contributing to a sustainable development strategy	32
3.3	Developing Malawi's National Forestry Programme	49
3.4	Bombardment by strategic planning requirements: illustrative examples of international conventions and initiatives, and national frameworks, that typically challenge a country	70
4.1	Constellation of mechanisms contributing to a strategy for sustainable development	75
4.2	The continuous improvement approach to managing sustainable development strategies	75
5.1	Stakeholder groups' size, potential and power to contribute to sustainable development	131
5.2	Gross domestic product versus Genuine Progress Indicator: United States 1950–1999 (in 1996 US dollars)	134
5.3	Environmental weight declines as the number of human 'subsystems' increases	137
5.4	Group Barometer of Sustainability, showing the well-being of North and Central America	139
5.5	Individual Barometer of Sustainability, showing the well-being of Canada	139
5.6	The Dashboard of Sustainability: an example for Canada	141
5.7	Sustainable livelihoods framework	147
5.8	Simple policy influences map concerning deforestation	148
5.9	Problem tree	149
5.10	Causal diagram of cause and effect linkages relating to poverty	151
5.11	Example of a systemic arrangement of parts	157
5.12	Sustainability components arranged hierarchically	158
5.13	Mechanisms for sustainable development: an analytical framework	161
5.14	Mapping the type/intensity of participation in strategy mechanisms	168
5.15	Institutional mapping: relationship chart of the entries involved in the implementation of the Sarhad Conservation Strategy	172
6.1	The leadership continuum	182
6.2	National and local participation experience	183
6.3	The sustainable development 'triad'	186
6.4	Identifying partners for stakeholder and working groups	199
6.5	Land use map made by an indigenous surveyor and villagers of the Marwa sub-region, Panama	210
7.1	The communication pyramid	227
8.1	Decision tree for a strategy to reduce women's time spent in gathering fuelwood	269
8.2	Rights- and risks-based negotiation process	279
8.3	Annual plans for integrating sustainable development into business	285
10.1	The driving force–state–response monitoring framework as applied to sustainable agriculture	321

Tables

2.1	Commercializing environmental services	16
2.2	Classification of national and regional government authorities (in Box 2.5)	19
2.3	Sub-national/local government authorities	20
3.1	Basic comparisons between developed and developing country strategy processes	37
3.2	Examples of National Councils for Sustainable Development and similar multi-stakeholder fora for sustainable development	54
3.3	Example of a draft CDF matrix from Vietnam	57
3.4	Comparison of strategies at different levels in Pakistan	65
4.1	Scoping some of the main benefits of preparing a national conservation strategy in Barbados	80
4.2	Checklist of key stakeholder groups in an national sustainable development strategy	86
5.1	Information-gathering and analytical tools to help strategy decision-making	121
5.2	The limits of participatory and economic analysis	123
5.3	Stakeholder power analysis of a particular issue (or policy or institution): suggested table for comparisons	129
5.4	Mapping power and potential of stakeholders: Malawi's National Forestry Programme	130
5.5	Three main approaches to measuring and analysing sustainability	134
5.6	Indicator-based assessments of sustainability	136
5.7	Genuine domestic savings: accounting for depletion of human, physical and natural capital. An example from Pakistan.	143
5.8	Calculating annual consumption of biotic resources: Costa Rica (1995)	144
5.9	Comparing SEA and EIA	150
5.10	Illustrative framework of parts and aims for indicator-based assessment (human subsystem only)	156
5.11	Illustrative performance criteria for the indicator, life expectancy at birth	160
5.12	Component mechanisms in NSDS, and how to analyse them	163
5.13	Questions asked about strategy quality by the OECD DAC initiative	166
6.1	Types of participation in local-level development	180
6.2	Levels of participation in policy processes	181
6.3	Examples of institutional channels for decision-making and action by sector and level	184
6.4	Illustrative comparison of strategies with high and low intensities of participation	197
6.5	Stakeholder interests and roles: the case of Guyana's National Biodiversity Action Plan	201
6.6	Examples of likely existing structures/institutions and methodologies for participation	202
6.7	Rights and obligations of OTBs (in Box 6.14)	203
6.8	Examples of participatory methodologies for strategy tasks	206
6.9	Techniques of participatory learning	209
6.10	Potential resources from organizations in the development triad	217
7.1	Examples of mass and alternative media forms	236
7.2	Public concern survey on the environment in St Helena	241
7.3	The choice of electronic media will be determined by access costs and speeds to the internet	247
7.4	Users of the internet (February 2000)	247
7.5	Examples of possible indicators to use in monitoring and evaluating a strategy website	251
8.1	Examples of the framework of linked strategic decisions	256
8.2	Choicework table for mobility	281
8.3	Diagnostic for alignment of business processes with sustainable development principles	284
8.4	Annual plans for integrating sustainable development into business	285
10.1	Example matrix for linking impacts with strategy mechanisms	326
10.2	Data for monitoring, sources and timing: examples from a poverty alleviation strategy	327
10.3	CSD list of indicators of sustainable development (September 1996)	328

Boxes

1.1	The OECD DAC donor-developing countries dialogues project	1
2.1	The Global Environment Outlook project	7
2.2	Sustainable development – a guiding vision to tackle interacting problems	12
2.3	Agenda 21 on national strategies for sustainable development	13
2.4	Key multilateral environmental agreements	14
2.5	Governance structures in flux	19
2.6	Decentralization	21
2.7	Decentralization in Indonesia	22
2.8	Some challenges of globalization for sustainable development	23
2.9	International development goals	24
2.10	The millennium development goals	25
2.11	Selected reviews of, and guidance on, strategic planning for sustainable development	26
2.12	Affirming the need for a strategic approach to sustainable development.	29
3.1	Key principles for sustainable development strategies	33
3.2	Elements of a national sustainable development strategy	36
3.3	Five-year planning in India and China	39
3.4	Civil society involvement in recent national plans in Thailand – and their alternative agenda	40
3.5	Harmonizing national development plans in Morocco	40
3.6	The Bangladesh Flood Action Plan	40
3.7	National human development reports	41
3.8	National Biodiversity Strategy and Action Plan, India	43
3.9	Examples of effective principles in national action programmes to combat desertification	45
3.10	Experience of non-Annex 1 (developing) countries in developing national communications for climate change	47
3.11	The tropical forest action plan – a non-strategic approach	48
3.12	The National Forestry Programme, Malawi	51
3.13	Pakistan's NCS – a strong basis for a national strategy for sustainable development	52
3.14	National Councils for Sustainable Development	53
3.15	National Visions	55
3.16	Progress with PRSPs: key points of the comprehensive review by the World Bank and IMF	59
3.17	Civil society opposition to PRSPs and NGO views	62
3.18	The DEAP mechanism in Zimbabwe	63
3.19	Local Agenda 21	64
3.20	Relations between Pakistan's national, provincial and district conservation strategies	65
3.21	Decentralized planning in Ghana	67
3.22	Village level planning in Iringa Rural District, Tanzania	68
3.23	The Uganda PRSP	71
3.24	The Eastern Caribbean Environmental Charter: principles relevant to strategies for sustainable development	72
4.1	Illustrative steps for starting, managing and continually improving a strategy for sustainable development	78
4.2	Membership of steering committee for Balochistan Conservation Strategy, Pakistan	82
4.3	The Netherlands' National Environmental Policy Plan – a response to public pressure	83
4.4	Strategy survival through changes of government	84
4.5	Covenants with industry in The Netherlands	89
4.6	Checklist of skills required to manage and coordinate a strategy	91
4.7	Capacity requirements for an effective NSDS	92

4.8	Unimplemented state environmental action plans in Nigeria: a failure of undefined roles	97
4.9	The role and functions of NGOs	101
4.10	The development of El Salvador's National Sustainable Development Strategy: a diversity of contributing mechanisms	103
4.11	Building on what exists: links between poverty reduction strategies and other strategic planning processes	106
4.12	Initiating bottom-up strategy approaches in Pakistan: complementing provincial and district strategies	107
4.13	Departmental strategies for sustainable development, Canada	109
4.14	Sarhad Provincial Conservation Strategy: coordination through 'Focal Points'	110
4.15	Linking strategies to budget processes	111
5.1	Poverty of environmental information in Southern Africa	116
5.2	Future of the Environment Survey Office – providing analysis for The Netherlands' Environmental Policy Plan	118
5.3	Signals that an issue might be a priority for analysis and action	119
5.4	Basic steps in stakeholder analysis	124
5.5	Policy communities in Pakistan	128
5.6	'Who counts most?' The tricky issue of stakeholder priority	132
5.7	What is an indicator?	136
5.8	The quest for a single indicator of sustainable development	138
5.9	Examples of sustainable development indicator initiatives	140
5.10	The use of GIS in achieving Regional Forest Agreements, Australia	142
5.11	Ecological footprints: some examples	143
5.12	The Human Development Index	146
5.13	Some principles for strategic environmental assessment	152
5.14	Strategic environmental analysis (SEAn): the AidEnvironment approach. The main step.	152
5.15	Lessons from strategic environmental analysis (SEAn) in Benin and Nicaragua	153
5.16	Agenda 21 as a basis for analysis	158
5.17	Selecting indicators	159
5.18	SWOT analysis (strengths, weaknesses, opportunities and threats)	168
5.19	Futurology: experience from India	172
5.20	Global scenarios	174
5.21	European scenarios	175
5.22	South African scenarios	176
6.1	Participation traditions in Central and South America	178
6.2	Participation – a loaded term	179
6.3	Some perceptions of participation in the Bangladesh Flood Action Plan and in rural planning in Tanzania	179
6.4	Community-based Turtle Conservation Programme, Trinidad	183
6.5	Structures for 'horizontal' and 'vertical' participation	185
6.6	Why existing strategies continue to be mainly top-down	188
6.7	The political dimensions of participation	190
6.8	Agenda 21 on participation	192
6.9	The benefits of participation in strategies	194
6.10	The costs of participation	195
6.11	Key constraints to participation: the experience of Joint Forest Management, India	196
6.12	Checklist for partner selection in Local Agenda 21s	200
6.13	Transparency in the selection of stakeholder representatives	200
6.14	The Popular Participation Law, Bolivia	203
6.15	Enshrining participation in legislation: principles of the Eastern Caribbean Environmental Charter	205
6.16	Sectoral collaboration for environmental management in Trinidad and Tobago	207

6.17	Principles of participatory learning and action	208
6.18	RRA and PRA compared	210
6.19	Some examples of participatory rural planning	212
6.20	Planning for Real: neighbourhood planning in urban Britain	212
6.21	Decentralized planning systems	214
6.22	Partnerships – a loaded term	214
6.23	Principles of multi-stakeholder processes	215
6.24	The multi-stakeholder approach of Canada's <i>Projet de société</i>	216
6.25	Involving the public and Maoris in developing New Zealand's Resource Management Act	218
6.26	Search conferences and nature tourism strategies in the Windward Islands	218
6.27	National Economic Development and Labour Council, South Africa – an example of a public sector-led partnership initiative	219
6.28	The dynamics of group work	220
6.29	Facilitation skills	221
6.30	Illustrative ground rules for group working	222
6.31	Example timetable for a cross-sectoral workshop	224
6.32	Market research clinches participatory forest policy, Grenada	225
7.1	The Aarhus Convention	228
7.2	The Access Initiative	229
7.3	Principles of effective communication	230
7.4	Sustainable development – a communications challenge	231
7.5	How can sustainable development be communicated successfully?	232
7.6	Communication strategy for the Pakistan National Conservation Strategy	232
7.7	Educating for sustainable development	233
7.8	Key questions for developing an information, education and communications plan	234
7.9	Sustainable development and desertification: a public awareness campaign in Burkina Faso	237
7.10	Outline of the prospectus for the Canadian <i>Projet de société</i>	239
7.11	Support services for journalists and NGOs, Sarhad Provincial Conservation Strategy, Pakistan	240
7.12	Ground rules for meetings	243
7.13	Some existing networks in Bolivia	244
7.14	Benefits and problems of networks	245
7.15	Some examples of strategy practitioner networks	246
7.16	Some examples of strategy websites	248
7.17	The website of the National Assembly for Wales	249
7.18	Some benefits and limitations of electronic communication	250
7.19	The internet for communication, awareness raising and problem solving: UNDP's Sustainable Development Networking Programme. Examples from Pakistan and China	252
8.1	Flaws in the conventional route of strategy decision-making	260
8.2	The emerging universal normative framework	263
8.3	What some Southern African constitutions say about the environment	266
8.4	The decision-making framework of the World Commission on Dams	267
8.5	Risk-based priority setting	268
8.6	Diverse mandates, structures and composition of National Councils for Sustainable Development (NCSDs)	271
8.7	Best practice decisions in NCSDs	273
8.8	Workshops as a means to find decisions, not pre-determine them	274
8.9	Consensus – a loaded term	275
8.10	100 per cent consensus or less – which is better?	276

8.11	Experience of multi-stakeholder mechanisms to build consensus in Canada	277
8.12	Target setting in The Netherlands	278
8.13	Rights- and risk-based negotiation process for decision-making on dams	279
8.14	Conflict resolution and mediation in a river basin strategy, USA	281
8.15	Promoting policy coherence in the United Kingdom	283
9.1	Financing the Pakistan National Conservation Strategy	291
9.2	Assessing the impact of new environmental regulations	291
9.3	Examples of debt swaps	296
9.4	PROFONANPE – Peru’s Conservation Trust Fund	297
9.5	The Funds of the Americas	298
9.6	Integrating sustainable development objectives into the tax system – Belgium	300
9.7	Market mechanisms for meeting sustainable development objectives	301
9.8	Financial mechanisms for environmental objectives at the local level: the ICMS Ecologico	302
9.9	Types of institution involved in private sector investment decisions in developing countries	304
9.10	UNEP Financial Institutions Initiative	307
9.11	Sustainability ratings for companies	308
9.12	Examples of sustainable investment initiatives in developing countries	308
10.1	A strategy without regular monitoring and evaluation – Pakistan	310
10.2	The Bellagio principles for assessing progress towards sustainable development	312
10.3	The use of Commissions to hold government to account – Ghana and Canada	313
10.4	Development agency performance in supporting strategy processes: 20 questions	314
10.5	The process to review Pakistan’s National Conservation Strategy	315
10.6	Guidelines for participatory monitoring and evaluation	316
10.7	Community-based monitoring and indicator development	319
10.8	State of the environment reporting	320
10.9	Internal audits for implementing Local Agenda 21	323
10.10	The value of ‘quick and dirty’ monitoring	323
10.11	Annual Sustainability Day: Hamilton-Wentworth, Canada	324

Preface

In 1992, Agenda 21 called for all countries to develop national sustainable development strategies (NSDSs). These are intended to translate the ideas and commitments of the Earth Summit into concrete policies and actions. Agenda 21 recognized that key decisions are needed at the national level, and should be made by stakeholders together. It believed that the huge agenda inherent in sustainable development needed an orderly approach – a ‘strategy’. But Agenda 21 stopped short of defining such a strategy, or even of guidance on how to go about it.

The United Nations (UN) held a Special Session to review progress five years after the Earth Summit. Delegates were concerned about continued environmental deterioration, and social and economic marginalization. There have been success stories, but they are fragmented, or they have caused other problems. Sustainable development as a mainstream process of societal transformation still seems elusive. Strategic policy and institutional changes are still required.

The Rio+5 assessment led governments to set a target of 2002 for introducing NSDSs. The Development Assistance Committee (DAC) of the OECD, in its 1996 *Shaping the 21st Century* publication, called for the *formulation and implementation* of an NSDS in every country by 2005 (as one of seven International Development Targets). It also committed DAC members to support developing countries’ NSDSs. But, again, no attempt was made to set out what a strategy would include or involve – in spite of growing experience with a number of international and local strategic models. ‘How would I know one if I saw one?’ one minister asked.

During 1999-2001, members of the OECD/DAC Working Party on Development Cooperation and Environment worked in partnership with eight developing countries to assess experience of country-level sustainable development strategies: Bolivia, Burkina Faso, Ghana, Namibia, Nepal, Pakistan, Tanzania and Thailand. Through dialogues involving stakeholders from government, the private sector and civil society, past and existing strategic planning experiences were analysed, key issues and challenges identified, and principles for best practice developed. An iterative process involving in-country discussions and three international workshops in Tanzania, Thailand and Bolivia, led to consensus on the final text of the Policy Guidance (*Strategies for Sustainable Development: Guidance for Development Cooperation* (OECD DAC 2001a)). This Resource Book is the companion to the Policy Guidance. Both publications draw from international experience of many strategic approaches to sustainable development over the past two decades.

The Policy Guidance sets out best practice in developing and operating strategic processes for sustainable development, and on how development cooperation agencies can best assist developing countries in such processes, and includes a set of principles which underpin the development of effective strategies in many developing countries (Chapter 3, Box 3.1).

In November 2001, a UN International Forum on National Strategies for Sustainable Development (held in preparation for the 2002 World Summit on Sustainable Development, WSSD) agreed guidance on NSDSs which confirms almost identical ‘elements’ of successful strategies (Box 3.2) for both developed and developing countries alike.

This resource book provides in-depth information on processes and methodologies. It was prepared by the International Institute for Environment and Development (IIED), working in collaboration with members of the partner country teams (see above) and a number of other organizations and individuals. It will be of value to a wide range of organizations, institutions and individuals in both developed and developing countries aiming to bring about sustainable development.

Acronyms and Abbreviations

AIDS	auto immune deficiency syndrome
AKRSP	Aga Khan Rural Support Programme
CAMPFIRE	Communal Areas Management Plan for Indigenous Resources, Zimbabwe
CBO	community-based organization
CBD	Convention on Biological Diversity
CDS	city development strategy
CSD	Commission for Sustainable Development
CDF	comprehensive development framework
CILS	Permanent Committee for Drought Control in the Sahel
DA	district assembly
DAC	Development Assistance Committee (of OECD)
DANIDA	Danish International Development Agency
DEAP	district environmental action plan
DFID	Department for International Development (UK)
EC	European Commission
EIA	environmental impact assessment
FAP	Flood Action Plan, Bangladesh
GDP	gross domestic product
GEF	Global Environmental Facility
GNP	gross national product
GTZ	German Agency for Technical Cooperation
HDR	human development report
HIMA	<i>Hifadhi Mazingira</i> (Swahili, meaning 'conserve the environment')
HIPC	highly indebted poor country
HIV	human immuno-deficiency virus
ICLEI	International Council for Local Environmental Initiatives
IDA	International Development Agency
IDG	international development goal
IDT	international development target
IEC	information, education and communication
IFC	International Finance Corporation
IIED	International Institute for Environment and Development
IPF	Inter-Governmental Panel on Forests
IMF	International Monetary Fund
IPCC	Inter-Governmental Panel on Climate Change
IT	information technology
IUCN	World Conservation Union
LA21	Local Agenda 21
LCA	life cycle assessment
LGO	local government organization

MEA	multilateral environmental agreement millennium ecosystem assessment
MDC	millennium development goal
MoEF	Ministry of Environment and Forests, India
MSP	multi-stakeholder process
MTEF	medium term expenditure framework
NAP	national action programme
NBSAP	national biodiversity strategy and action plan
NCS	national conservation strategy
NCSD	National Council for Sustainable Development
NEAP	national environmental action plan
NEDLAC	National Economic Development and Labour Council, South Africa
NEPP	National Environmental Policy Plan, The Netherlands
NFAP	national forestry action plan
NFP	national forest programme
NGO	non-governmental organization
NPACD	national plan of action to control desertification
NRTEE	National Round Table on the Economy and the Environment, Canada
NSDS	national sustainable development strategy
ODA	official development assistance
OECD	Organisation for Economic Co-operation and Development, Paris
PRS(P)	poverty reduction strategy (paper)
4Rs	rights, responsibilities, returns/revenues and relationships
RAP	regional action programme
REC	Regional Environment Centre, Budapest
RMA	Resource Management Act, New Zealand
SADC	Southern Africa Development Community
SD	sustainable development
SEA	strategic environmental assessment
SIA	social impact assessment
SL	sustainable livelihoods
SLF	sustainable livelihoods framework
SWOT	strengths, weaknesses, opportunities and threats
TFAP	tropical forestry action plan
UNCED	United Nations Conference on Environment and Development (1992)
UNDESA	United Nations Department of Environmental and Social Affairs
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNSO	UNDP Office to Combat Desertification and Drought (formerly UN Sahelian Office)
WBCSD	World Business Council for Sustainable Development
WCED	World Commission on Environment and Development
WWF	World Wide Fund For Nature
WRI	World Resources Institute
WSSD	World Summit on Sustainable Development
WTO	World Trade Organization