SUSTAINABLE DEVELOPMENT STRATEGIES
SUSTAINABLE DEVELOPMENT STRATEGIES
A RESOURCE BOOK

Compiled by
Barry Dalal-Clayton and Stephen Bass
of
The International Institute for Environment and Development

OECD

UNDP

EARTHSCLAN
Earthscan Publications Ltd
London • Sterling, VA
Acknowledgements


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:

Chapter 2
Professor Michael Carley (Herriot Watt University, Edinburgh)
Stephan Paulus (GTZ Germany)

Chapter 3
Professor Michael Carley (Herriot Watt University, Edinburgh)
Maheen Zehra (IUCN Pakistan)
Carol James (consultant, Trinidad)
Paul Steele (DFID, UK)

Chapter 4
Ralph Cobham (consultant, UK)
Jorge Reyes (UNDP Philippines)
Joseph Opio-Odongo (UNDP Uganda)

Chapter 5
Jon Lindsay (FAO)
Pippa Bird (consultant, USA)
Duncan Macqueen and Josh Bishop (IIED)
Robert Prescott-Allen (Padata, Canada)

Chapter 6
Carol James (consultant, Trinidad)
Duncan Macqueen (IIED)

Chapter 7
Saneeya Hussain (consultant, Brazil)
Dafina Gercheva (UNDP, Bulgaria)
Penny Stock (Capacity 21, UNDP)
Lilian Chatterjee (IIED)

Chapter 8
Ralph Cobham (consultant, UK)
Professor Michael Carley (Herriot Watt University, Edinburgh)

Chapter 9
Tariq Banuri (Stockholm Environment Institute, Boston Center)
Nicola Booregaard (consultant, Germany)

Chapter 10
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 Bjønness (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 Czermenka (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 Kaorhien (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 Mbangu (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 Niyody (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 Vildomar (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

Acknowledgements v  
Contents ix  
List of figures, tables and boxes xvi  
Preface xxii  
Acronyms and abbreviations xxiii

## 1 About the resource book  
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
## 3 The nature of sustainable development strategies and current practice

### Introduction

What are sustainable development strategies?

### Key principles for developing sustainable development strategies

### Learning from current practice: existing strategy frameworks

- Building on national level strategies
  - National development plans
  - Sector and cross-sectoral plans and strategies
  - Plans and strategies related to conventions
  - National forest programmes (NFPs)
  - National conservation strategies (NCSs)
  - National environmental action plans (NEAPs)
  - National Agenda 21s and National Councils for Sustainable Development
  - National visions
  - Comprehensive development frameworks
  - Poverty reduction strategies

- Sub-national strategies
  - Decentralized development planning
  - Village and micro-level strategies
  - Convergence and links between national, sub-national and local strategies
  - Regional approaches to developing strategies

## 4 Key steps in starting or improving strategies for sustainable development

- Harnessing effective strategic mechanisms in a continual-improvement system

### Scoping exercise

- Establishing or strengthening a strategy secretariat or coordinating body
- Establishing or strengthening a strategy steering committee or equivalent forum
- Seeking or improving political commitment for the strategy
- Establishing or confirming a mandate for the strategy
- Ensuring broad ownership of the strategy
  - Securing strategy ‘ownership’ and commitment by all ministries
  - Securing strategy ‘ownership’ and commitment by civil society and the private sector
- Mobilizing the required resources
  - Harnessing the necessary skills
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
CONTENTS

Analysing stakeholders’ powers
Comparing stakeholders’ powers with their potential for sustainable development
Limitations of stakeholder analysis

Approaches to measuring and analysing sustainability

Accounts
Narrative assessments
Indicator-based assessments
Contributing measurements and analyses

Spatial analysis
System of national accounts
Genuine domestic savings
Ecological footprint
Natural resource, materials and energy accounts
Human Development Index
Sustainable livelihoods analysis
Policy influence mapping
Problem trees and causal diagrams
Strategic environmental assessment
Community-based issue analysis

Deciding what to measure: a framework of parts and aims
Deciding how to measure: choosing indicators
Seeing the big sustainability picture: generating indices
Identifying priority sustainability issues: using a rigorous, routine system

Analysing sustainable development mechanisms and processes

Steps in analysing the component mechanisms
Analysing the legal framework for sustainable development
Analysing the economic context
Describing how the mechanisms link up

Scenario development

The purpose and limitations of scenarios
Organizing scenario development
Some illustrations of sustainable development scenarios

6 Participation in strategies for sustainable development

Introduction

Understanding participation

Multiple perceptions, expectations and definitions of ‘participation’
Typologies of participation – and associated dilemmas
‘Horizontal’ and ‘vertical’ channels for participation – and associated dilemmas

Why participation is needed in strategies for sustainable development

Ensuring effective participation – issues and planning requirements

Scoping the basic requirements
Consideration of costs and benefits of participation
Clarity of expectations
Consideration of scale and links
Representation, selection and intermediaries
## Contents

**Infrastructure, organization and legal framework for participation**  
Planning for participation in strategies  
Methods for participation in strategies  
Participatory learning and action  
Community-based resource planning and management  
Participation in decentralized planning systems  
Multi-stakeholder partnerships  
Focusing on consensus, negotiations and conflict resolution  
Working in groups  
Facilitation  
Participants’ responsibilities  
Rapporteurs  
Meeting agendas  
Market research, electronic media and other remote methods  

### 7 Communications

Introduction  
Shifting values, attitudes and styles  
Establishing a communications and information strategy and system  
An information, education and communications strategy and action plan  
Coordination of information  
Internal coordination – focus on creating a shared information base  
External coordination – using a wide range of methods  
Choosing the medium, and developing complementary information products  
Documents and audio-visual material  
Events  
Managing dialogue and consensus-building during meetings  
Establishing networks, or making links with existing networks  
Establishing databases, or making links with existing databases  
Use of electronic media  
Electronic democracy  
Mass media  
Monitoring the communication process  

### 8 Strategy decision-making

The scope of strategy decisions  
Strategic vision  
Strategic objectives  
Targets  
Triggers  
Action plan  
Institutional plan  
Challenges, principles and useful frameworks for making strategy decisions  
Challenges for decision-making  
Getting a good grasp of the problems being faced  
Dealing with a wide range of integration and trade-off challenges
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/juridical 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  
Market mechanisms at the national level  
Removing perverse incentives  
Adapting existing market mechanisms  
New market mechanisms  
Market mechanisms at the local level  

Mainstreaming sustainable development into investment and financial decision-making  
Motives for addressing sustainable development  
Company level  
The business case from the financial institution viewpoint  
Crucial factors in the business case  
How can financial institutions mainstream sustainable development?  
Challenges for Northern financial institutions  
Challenges for national finance and investment institutions  

10 Monitoring and evaluation systems  
Introduction  
Elements of a monitoring and evaluation system  
Principles of successful monitoring and evaluation  
Who should undertake monitoring and evaluation?  
Formal internal and external monitoring  
Internally-driven monitoring (conducted by local strategy stakeholders)  
Externally-driven monitoring and evaluation (conducted by agreed independent bodies or donors)  
Linking internal and external monitoring  
Participatory monitoring and evaluation  
When should monitoring and evaluation be undertaken?  
The ‘pressure–state–response’ framework for monitoring – its utility and limitations  
Use in state-of-the-environment reporting  
Use and limitations for monitoring sustainable development  
Monitoring the implementation of the strategy and ensuring accountability  
Monitoring the performance of strategy stakeholders, and mutual accountability  
Monitoring and evaluating the results of the strategy  
Disseminating the findings of monitoring exercises and feedback to strategy decisions
# List of Figures, Tables and Boxes

## Figures

<table>
<thead>
<tr>
<th>Figure</th>
<th>Description</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1</td>
<td>User’s road map to the resource book chapters</td>
<td>3</td>
</tr>
<tr>
<td>2.1</td>
<td>Interactions between watershed management problems in the Densu River and Weija Reservoir area, Ghana</td>
<td>11</td>
</tr>
<tr>
<td>2.2</td>
<td>The systems of sustainable development</td>
<td>12</td>
</tr>
<tr>
<td>3.1</td>
<td>Rationale for a systematic approach to sustainable development strategies</td>
<td>32</td>
</tr>
<tr>
<td>3.2</td>
<td>Constellation of mechanisms contributing to a sustainable development strategy</td>
<td>32</td>
</tr>
<tr>
<td>3.3</td>
<td>Developing Malawi’s National Forestry Programme</td>
<td>49</td>
</tr>
<tr>
<td>3.4</td>
<td>Bombardment by strategic planning requirements: illustrative examples of international conventions and initiatives, and national frameworks, that typically challenge a country</td>
<td>70</td>
</tr>
<tr>
<td>4.1</td>
<td>Constellation of mechanisms contributing to a strategy for sustainable development</td>
<td>75</td>
</tr>
<tr>
<td>4.2</td>
<td>The continuous improvement approach to managing sustainable development strategies</td>
<td>75</td>
</tr>
<tr>
<td>5.1</td>
<td>Stakeholder groups’ size, potential and power to contribute to sustainable development</td>
<td>131</td>
</tr>
<tr>
<td>5.3</td>
<td>Environmental weight declines as the number of human ‘subsystems’ increases</td>
<td>137</td>
</tr>
<tr>
<td>5.4</td>
<td>Group Barometer of Sustainability, showing the well-being of North and Central America</td>
<td>139</td>
</tr>
<tr>
<td>5.5</td>
<td>Individual Barometer of Sustainability, showing the well-being of Canada</td>
<td>139</td>
</tr>
<tr>
<td>5.6</td>
<td>The Dashboard of Sustainability: an example for Canada</td>
<td>141</td>
</tr>
<tr>
<td>5.7</td>
<td>Sustainable livelihoods framework</td>
<td>147</td>
</tr>
<tr>
<td>5.8</td>
<td>Simple policy influences map concerning deforestation</td>
<td>148</td>
</tr>
<tr>
<td>5.9</td>
<td>Problem tree</td>
<td>149</td>
</tr>
<tr>
<td>5.10</td>
<td>Causal diagram of cause and effect linkages relating to poverty</td>
<td>151</td>
</tr>
<tr>
<td>5.11</td>
<td>Example of a systemic arrangement of parts</td>
<td>157</td>
</tr>
<tr>
<td>5.12</td>
<td>Sustainability components arranged hierarchically</td>
<td>158</td>
</tr>
<tr>
<td>5.13</td>
<td>Mechanisms for sustainable development: an analytical framework</td>
<td>161</td>
</tr>
<tr>
<td>5.14</td>
<td>Mapping the type/intensity of participation in strategy mechanisms</td>
<td>168</td>
</tr>
<tr>
<td>5.15</td>
<td>Institutional mapping: relationship chart of the entries involved in the implementation of the Sarhad Conservation Strategy</td>
<td>172</td>
</tr>
<tr>
<td>6.1</td>
<td>The leadership continuum</td>
<td>182</td>
</tr>
<tr>
<td>6.2</td>
<td>National and local participation experience</td>
<td>183</td>
</tr>
<tr>
<td>6.3</td>
<td>The sustainable development ‘triad’</td>
<td>186</td>
</tr>
<tr>
<td>6.4</td>
<td>Identifying partners for stakeholder and working groups</td>
<td>199</td>
</tr>
<tr>
<td>6.5</td>
<td>Land use map made by an indigenous surveyor and villagers of the Marwa sub-region, Panama</td>
<td>210</td>
</tr>
<tr>
<td>7.1</td>
<td>The communication pyramid</td>
<td>227</td>
</tr>
<tr>
<td>8.1</td>
<td>Decision tree for a strategy to reduce women’s time spent in gathering fuelwood</td>
<td>269</td>
</tr>
<tr>
<td>8.2</td>
<td>Rights- and risks-based negotiation process</td>
<td>279</td>
</tr>
<tr>
<td>8.3</td>
<td>Annual plans for integrating sustainable development into business</td>
<td>285</td>
</tr>
<tr>
<td>10.1</td>
<td>The driving force–state–response monitoring framework as applied to sustainable agriculture</td>
<td>321</td>
</tr>
</tbody>
</table>
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. 145
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 165
5.13 Questions asked about strategy quality by the OECD DAC initiative 166
5.14 Types of participation in local-level development 180
5.15 Levels of participation in policy processes 181
5.16 Examples of institutional channels for decision-making and action by sector and level 184
5.17 Illustrative comparison of strategies with high and low intensities of participation 197
5.18 Stakeholder interests and roles: the case of Guyana’s National Biodiversity Action Plan 201
5.19 Examples of likely existing structures/institutions and methodologies for participation 202
5.20 Rights and obligations of OTBs (in Box 6.14) 203
5.21 Examples of participatory methodologies for strategy tasks 206
5.22 Techniques of participatory learning 209
5.23 Potential resources from organizations in the development triad 217
6.1 Examples of mass and alternative media forms 236
6.2 Public concern survey on the environment in St Helena 241
6.3 The choice of electronic media will be determined by access costs and speeds to the internet 247
6.4 Users of the internet (February 2000) 247
6.5 Examples of possible indicators to use in monitoring and evaluating a strategy website 251
6.6 Examples of the framework of linked strategic decisions 256
6.7 Choicework table for mobility 281
6.8 Diagnostic for alignment of business processes with sustainable development principles 284
6.9 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  
2.1 The Global Environment Outlook project  
2.2 Sustainable development – a guiding vision to tackle interacting problems  
2.3 Agenda 21 on national strategies for sustainable development  
2.4 Key multilateral environmental agreements  
2.5 Governance structures in flux  
2.6 Decentralization  
2.7 Decentralization in Indonesia  
2.8 Some challenges of globalization for sustainable development  
2.9 International development goals  
2.10 The millennium development goals  
2.11 Selected reviews of, and guidance on, strategic planning for sustainable development  
2.12 Affirming the need for a strategic approach to sustainable development.  
3.1 Key principles for sustainable development strategies  
3.2 Elements of a national sustainable development strategy  
3.3 Five-year planning in India and China  
3.4 Civil society involvement in recent national plans in Thailand – and their alternative agenda  
3.5 Harmonizing national development plans in Morocco  
3.6 The Bangladesh Flood Action Plan  
3.7 National human development reports  
3.8 National Biodiversity Strategy and Action Plan, India  
3.9 Examples of effective principles in national action programmes to combat desertification  
3.10 Experience of non-Annex 1 (developing) countries in developing national communications for climate change  
3.11 The tropical forest action plan – a non-strategic approach  
3.12 The National Forestry Programme, Malawi  
3.13 Pakistan’s NCS – a strong basis for a national strategy for sustainable development  
3.14 National Councils for Sustainable Development  
3.15 National Visions  
3.16 Progress with PRSPs: key points of the comprehensive review by the World Bank and IMF  
3.17 Civil society opposition to PRSPs and NGO views  
3.18 The DEAP mechanism in Zimbabwe  
3.19 Local Agenda 21  
3.20 Relations between Pakistan’s national, provincial and district conservation strategies  
3.21 Decentralized planning in Ghana  
3.22 Village level planning in Iringa Rural District, Tanzania  
3.23 The Uganda PRSP  
3.24 The Eastern Caribbean Environmental Charter: principles relevant to strategies for sustainable development  
4.1 Illustrative steps for starting, managing and continually improving a strategy for sustainable development  
4.2 Membership of steering committee for Balochistan Conservation Strategy, Pakistan  
4.3 The Netherlands’ National Environmental Policy Plan – a response to public pressure  
4.4 Strategy survival through changes of government  
4.5 Covenants with industry in The Netherlands  
4.6 Checklist of skills required to manage and coordinate a strategy  
4.7 Capacity requirements for an effective NSDS
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 145
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 Projet de société 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 Projet de société 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
<table>
<thead>
<tr>
<th>Section</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>8.11</td>
<td>Experience of multi-stakeholder mechanisms to build consensus in Canada</td>
<td>277</td>
</tr>
<tr>
<td>8.12</td>
<td>Target setting in The Netherlands</td>
<td>278</td>
</tr>
<tr>
<td>8.13</td>
<td>Rights- and risk-based negotiation process for decision-making on dams</td>
<td>279</td>
</tr>
<tr>
<td>8.14</td>
<td>Conflict resolution and mediation in a river basin strategy, USA</td>
<td>281</td>
</tr>
<tr>
<td>8.15</td>
<td>Promoting policy coherence in the United Kingdom</td>
<td>283</td>
</tr>
<tr>
<td>9.1</td>
<td>Financing the Pakistan National Conservation Strategy</td>
<td>291</td>
</tr>
<tr>
<td>9.2</td>
<td>Assessing the impact of new environmental regulations</td>
<td>291</td>
</tr>
<tr>
<td>9.3</td>
<td>Examples of debt swaps</td>
<td>296</td>
</tr>
<tr>
<td>9.4</td>
<td>PROFONANPE – Peru’s Conservation Trust Fund</td>
<td>297</td>
</tr>
<tr>
<td>9.5</td>
<td>The Funds of the Americas</td>
<td>298</td>
</tr>
<tr>
<td>9.6</td>
<td>Integrating sustainable development objectives into the tax system – Belgium</td>
<td>300</td>
</tr>
<tr>
<td>9.7</td>
<td>Market mechanisms for meeting sustainable development objectives</td>
<td>301</td>
</tr>
<tr>
<td>9.8</td>
<td>Financial mechanisms for environmental objectives at the local level: the ICMS Ecologico</td>
<td>302</td>
</tr>
<tr>
<td>9.9</td>
<td>Types of institution involved in private sector investment decisions in developing countries</td>
<td>304</td>
</tr>
<tr>
<td>9.10</td>
<td>UNEP Financial Institutions Initiative</td>
<td>307</td>
</tr>
<tr>
<td>9.11</td>
<td>Sustainability ratings for companies</td>
<td>308</td>
</tr>
<tr>
<td>9.12</td>
<td>Examples of sustainable investment initiatives in developing countries</td>
<td>308</td>
</tr>
<tr>
<td>10.1</td>
<td>A strategy without regular monitoring and evaluation – Pakistan</td>
<td>310</td>
</tr>
<tr>
<td>10.2</td>
<td>The Bellagio principles for assessing progress towards sustainable development</td>
<td>312</td>
</tr>
<tr>
<td>10.3</td>
<td>The use of Commissions to hold government to account – Ghana and Canada</td>
<td>313</td>
</tr>
<tr>
<td>10.4</td>
<td>Development agency performance in supporting strategy processes: 20 questions</td>
<td>314</td>
</tr>
<tr>
<td>10.5</td>
<td>The process to review Pakistan’s National Conservation Strategy</td>
<td>315</td>
</tr>
<tr>
<td>10.6</td>
<td>Guidelines for participatory monitoring and evaluation</td>
<td>316</td>
</tr>
<tr>
<td>10.7</td>
<td>Community-based monitoring and indicator development</td>
<td>319</td>
</tr>
<tr>
<td>10.8</td>
<td>State of the environment reporting</td>
<td>320</td>
</tr>
<tr>
<td>10.9</td>
<td>Internal audits for implementing Local Agenda 21</td>
<td>323</td>
</tr>
<tr>
<td>10.10</td>
<td>The value of ‘quick and dirty’ monitoring</td>
<td>323</td>
</tr>
<tr>
<td>10.11</td>
<td>Annual Sustainability Day: Hamilton-Wentworth, Canada</td>
<td>324</td>
</tr>
</tbody>
</table>
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

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