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Swedish International Biodiversity programme 2002-2004

1. Summary

Biological diversity¹ is the very foundation of all human life. It is of decisive importance for the survival of the human race and is essential for sustainable development. There is a direct link between biological diversity and the ability of an ecosystem² to function and deliver ecosystem services - i.e. the services performed by nature that are beneficial for mankind, for example water purification, food production, or breaking down pollution.

Poor people in the South, particularly those living in rural areas, are often directly dependent for their survival on the natural resources in their immediate vicinity. Most of the 1.3 billion extremely poor people in the world live in countries that are economically poor but have a rich biological diversity³. One challenge in the development cooperation context is to take advantage of the opportunities for achieving sustainable livelihoods offered by existing biological diversity, which also offers the potential for achieving the development objectives in respect of poverty reduction.

The Convention on Biological Diversity entered into force in 1993. Governments that have signed the Convention undertake to take measures nationally and internationally to achieve the three main objectives of the Convention: the conservation, sustainable use and fair and equitable sharing of the world's biological diversity. Since Sweden has signed and ratified the Convention, it is necessary for Sida to participate actively in policy work and to contribute to programmes that support these objectives.

In order to be able to work strategically with issues relating to biodiversity and to give these issues the importance necessary for sustainable

¹ "Biological Diversity" means the variability among living organisms from all sources including, inter alia, terrestrial, marine and other aquatic ecosystems and the ecological complexes of which they are part; this includes diversity within species, between species and of ecosystems.

² "Ecosystem" means a dynamic complex of plant, animal and micro-organism communities and their non-living environment interacting as a functional unit.

³ Koziell, I., Diversity not Adversity, DFID, IIED, 2001

development, Sida needs to consolidate its activities by developing an international programme for biological diversity based on a consolidated external resource base. The programme needs to encompass the following areas:

- Integrating aspects of biodiversity into the analysis and implementation of contributions with Sida funding.
- Giving advice to Sida in connection with the administration of contributions, and administering own contributions.
- Giving advice via Sida to key Ministries (e.g. Ministry of Environment, Department of Foreign Affairs etc).
- Developing the Swedish resource base.

The Swedish Parliament has established a Swedish Biodiversity Centre. This was established through cooperation between the Swedish University of Agricultural Sciences and Uppsala University. The Swedish University of Agricultural Sciences underlines that the activities of the Swedish Biodiversity Centre constitute an increasingly important part of the university's core operations. The Centre uses its extensive basic knowledge in its work with issues of biological diversity in a broad social context. The Centre has a pronounced interest in international cooperation and in cooperation with Sida.

The cornerstones of the Centre's international operations consist at the present time of a Sida-supported two-year MSc programme in biodiversity with participants from developing countries, and a SAREC-financed research programme on the sustainable use of natural resources in the dry forests in East Africa. The Centre is also participating in a holistic education project on environmental support and land use in developing countries, together with, among others, the Evolution Biology Centre (EBC) at Uppsala University and the Department of Systems Ecology at Stockholm University. Cooperation agreements have been concluded with Centro Agronómico Tropical de Investigación y Enseñanza (CATIE) in Costa Rica and with Sokoine University of Agriculture (SUA) in Tanzania. These are two strategic partners with whom the Centre for Biological Diversity, after an extensive planning process, intends to establish long-term programmes of cooperation in the field of education and research. The planning work has been financed with the aid of funds from the Swedish University of Agricultural Sciences' international office and from the Linneaus-Palme programme run by the International Programme Office. The aim is also to link suitable institutes in Southeast Asia to this network thereby establishing nodes in three different regions in the South. The Asian node is being established through participation in the Swedish University of Agricultural Sciences' programmes of interdisciplinary research cooperation in agroforestry with the CGIAR institute, ICRAF. The theme of agroforestry seems to be particularly suitable since this is one of the special subjects at CATIE and the Swedish University of Agricultural Sciences. This makes the prospects of cross-fertilisation favourable in a South-South perspective between the nodes.

The Swedish Biodiversity Centre has a national mandate to initiate and coordinate research and education in respect of biological diversity and has direct contact with both the research field and the application of research findings. The scope of its activities extends from problems concerning conservation to economic and social aspects, and from genetic resources to ecosystem services. The Centre therefore fulfils the criteria that should be made of the institution where the programme is placed. In this memorandum it is proposed that an international programme for biological diversity is located at the Swedish Biodiversity Centre, and that the Environment Policy Division and the Centre enter into an agreement under which the Centre would undertake special assignments within the framework of the cooperation agreement between Sida and the Swedish University of Agricultural Sciences.

The proposed programme period is, initially, 2002-2004. For the first year it is proposed that SEK 703,293 is allocated to the programme. The total budget for the programme 2002-2004 is SEK 6,510,563.

2. Description of the problem: why Sida should give priority to working with issues of biodiversity

Environmentally sustainable development

Biological diversity is the very foundation of all human life. It is of decisive importance for the survival of the human race and is essential for sustainable development. There is a direct link between biological diversity and the possibilities available to an ecosystem to function and to deliver ecosystem services. Ecosystem services can be described as all the services performed by nature that can be regarded as beneficial to mankind. Examples of these types of services are food production, climate stabilisation, nutrient recycling, water purification, and the breaking down of pollutants⁴.

A number of researchers⁵ agree that there is a clear link between biological diversity and the ability of an ecosystem to function properly and deliver ecosystem services. A diversity of organisms is of central importance for allowing the ecosystem to function properly, which our generation and future generations are dependent on.

The vulnerability of key processes in the ecosystem is also dependent on the number of alternative species that can take over a special function when an ecosystem is disrupted. It is this functional diversity that determines how resilient⁶ an ecosystem is. The least resilient, or most

⁴ Cairns, JR, J.,Pratt, R., 1995, The relationship Between Ecosystem Health and Delivery of Ecosystem Services, Springer Verlag, Berlin.

⁵ Cairns, Pratt, Folke, Holling, Perrings et al.

⁶ There are two definitions of resilience. One is a definition that describes the capacity of an ecosystem to recover (to return to its original state of equilibrium) after a disruption

sensitive, parts of food chains, energy flows and biochemical ecocycles appear to be those where the number of species that performs a special function is very small⁷. The capacity of an ecosystem is also determined by its resilience.

Ninety-five per cent of the land area of the world is used for agriculture, forestry and human settlements⁸. It is there we find the largest part of the world's biological diversity. It is therefore important that we give priority to these environments and production areas for conservation of biological diversity. But national parks and nature reserves are also important, particularly as gene pool areas where biodiversity should be able to exist as a base for further development and, of course, be used at the same time by the local population living there. However, they should be protected from exploitation in the wide sense of the term, for example in the form of mining operations, oil extraction etc.

Biological diversity at these different levels, from genetic diversity to populations, species, functional diversity⁹ and ecosystems, is diminishing rapidly today. This affects the livelihoods of people, in both the South and the North.

Issues of biodiversity transcend national borders in the sense that they concern poverty, food security, environmentally sustainable development, health, human rights and trade. Accordingly, the ways in which issues that concern biological diversity are handled are of decisive importance for the achievement of sustainable development.

Poverty and food security

Poor people in the South, particularly those living in rural areas, are often directly dependent on the natural resources in their immediate vicinity for their survival. Most of the 1.3 billion extremely poor people live in countries that are economically poor but have a rich biological diversity¹⁰. One challenge in the development cooperation context is to take advantage of the opportunities for sustainable livelihoods offered by existing biological diversity, which also makes it possible to achieve the development objectives in respect of poverty reduction.

(most often a measurement is made of the time taken for recovery). The other is a definition that is used here where resilience describes the amount of disruption that can be absorbed before the system passes into a new state of equilibrium: another structure in which the ecosystem behaves/functions (is constructed) in another way, for example that the system is transformed from grasslands into desert (based on Holling's definition)

⁷ Holling C.S., Schindler, Walker, Roughgarden, 1995, Biodiversity in the functioning of ecosystems: an ecological primer and synthesis, Cambridge University Press

⁸ Pimentel et al 1992, Conserving Biological Diversity in Agricultural/Forestry systems, BioScience Vol.42 No.5

⁹ Functional diversity – alternative species that perform the same function

¹⁰ Koziell, I., Diversity not Adversity, DFID, IIED, 2001

Biodiversity meets human needs in respect of food, medicines, raw materials for industries, life quality and, not least, food security. The biological variation of livestock and cultivated plants is necessary for sustainable agricultural production in the long term. The genetic diversity of cultivated plants and animals, for example in rural species and locally adapted crops, are an important resource for the further improvement of crops or cattle in the future, for increases in food production, or as a resource to obtain material from if a crop is affected by a disease or if the crop needs to be further improved on account of new circumstances, for example climate change.

It is above all the poor people in the South who look after the genetic resources and they are dependent on them for their development. (But we in the North are also dependent on this genetic diversity for our development, for example for food production.) In the Third World there is a large proportion of the so-called Vavilov Centres of Origin, areas that are particularly rich in different forms of cultivated plants and their closest relatives. Attempts are being made today to conserve part of this material in gene banks (*ex situ*). However, preservation and development *in situ*, (in the field) in cooperation with small farmers is also important, partly in order to preserve genetic diversity in the natural living environment and in the natural selection processes that both the environment and small farmers contribute to, and partly since crops developed together with those who cultivate them create a development process for the crops that is owned by the farmer, i.e. the farmer is not dependent on, for example, seed companies, but is able to exert an influence on his own development. This can lead to less vulnerability and, if technical know-how can be linked to genetic resources and traditional knowledge, is important from the poverty perspective. This can be additionally important in a special phase of development, with the poor farmers as a target group.

It is also important to pay attention to gender issues related to knowledge and use of biological resources. In a country such as Zambia, some 80 per cent of the farmers are women. It is also the women that have the knowledge and feeling for seeds, i.e. the ability to select seeds: the seeds that shall be sown next year or be further improved.

Health

A large variation of plants and animals is essential for a healthy diet, including all the nutrients needed by human beings. Biological diversity in the coastal ecosystems is, for example, essential for the supply of proteins for approximately two billion people in the world, of whom a large proportion are poor.

Biological diversity in the form of, for example wetlands also purifies the water, which can counteract the spread of diseases. An agricultural ecosystem that takes biological diversity into consideration and is diverse needs fewer inputs (in the form, for example, of pesticides) than

monoculture agriculture and therefore less residuals from e.g pesticides are found in for example water courses, which can constitute hazards to health.

Products from plants and animals provide basic material for medicines as well as genetic material for pharmaceutical research. 80 per cent of people living in the Third World are dependent on traditional medicines, of which 85 per cent are derived from plant extracts.

Vulnerability

The social and economic values of biological diversity and the ecological services it offers are becoming increasingly important in view of population growth, movements of people and the increasing strains on the environment resulting from changes in consumption patterns and production methods. Biological diversity has, for example, an important role in both the mitigation of, and adjustment to, climate change. For example, forest ecosystems absorb carbon dioxide and regulate water flows, mangrove forests protect terrestrial land areas against erosion of shores and against storm waves, a broad variation of wild and cultivated plants enhances the capacity for future adaptation that may be needed in cases of, for example, natural disasters and climate change, which is important for food security. Vulnerability can be reduced by diminishing the risks, for example by retaining locally adapted crops or supporting the functions of the ecosystem, for example by retaining vegetation on slopes in order to reduce soil erosion, or to reduce the risk of floods.

Economic and political value

Approximately 40 per cent of the global economy is based on biological products and processes¹¹. Biodiversity is the foundation of a vast range of economic activities, and of local, regional and international markets in the form of food, ecotourism etc. As described above, biodiversity performs a number of ecosystem services for human beings - in a healthy ecosystem - but these services can be degraded when biological diversity diminishes. In a study, some researchers have valued all the ecosystem services in the world at USD 33 trillion per year¹². This can be compared with global GNP which, in the year the study was made, amounted to USD 18 trillion. The study has stimulated a great deal of discussion since some researchers consider that the estimates are not really correct. However, all agree that the value is considerable.

The economic value of biological diversity and its links to politics and trade can be seen in the debate on genetic resources which is given high priority in discussions in forums such as the World Trade Organisation's (WTO) agreement on Trade-related Aspects on Intellectual Property Rights

¹¹ Koziell, I., Diversity not Adversity, DFID, IIED, 2001

¹² Costanza et al. The value of the world's ecosystem services and the natural capital, NATURE, Vol. 387, 1997.

(TRIPS), the United Nations Conference on Trade and Development (UNCTAD), the World Intellectual Property Organisation (WIPO), the Convention on Biological Diversity (CBD), the United Nations Food and Agriculture Organization's (FAO) recently concluded International Treaty on Plant Genetic Resources for Food and Agriculture, and so on. Control of genetic resources and the distribution of benefits that arise from their use are complicated issues that touch upon a large number of widely different policy fields. It is essential that states pursue a coherent policy in the different national agreements and forums mentioned above.

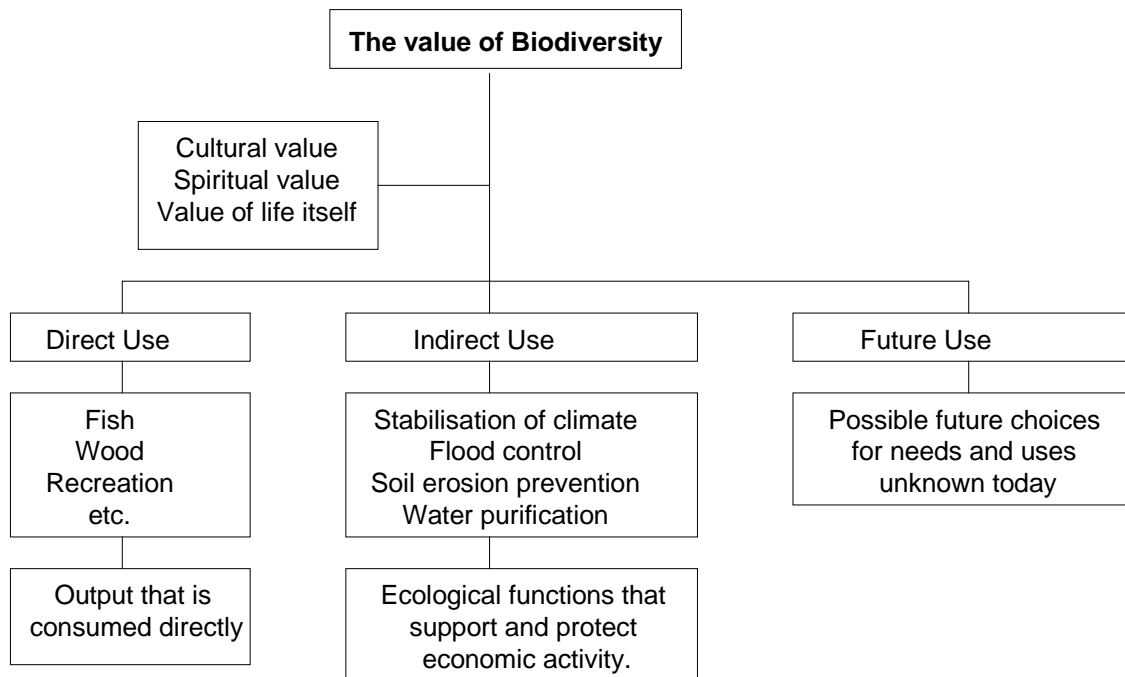


Figure 1. Value of Biodiversity, adapted from handbook of Incentive Measures for Biodiversity: Design and Implementation”, OECD, 1999.

Human rights - right to development

The biodiversity issue is a human rights/democracy issue. The international debate on the Convention on Biological Diversity has taken up, among other things, the right to genetic resources, the right to food, the right to health, the right to traditions and legal protection of inherited knowledge related to the genetic resources etc. The international rules affect, among other things, access to seeds for small farmers in the Third World and thus have a direct bearing on food production and food security for these farmers (see also above). The small farmers, whose position is already vulnerable after the considerable reduction in subsidies in connection with economic liberalisation, are becoming even more vulnerable. In other words the issue is of great importance for the South since it relates to how, for example, farmers who have looked after their genetic resources (for example seeds or medicinal plants) shall benefit from the profits made from them now that companies are further

processing and possibly patenting these resources. It is also important that positions do not reach a deadlock and that the scientists can still have access to the material for the benefit of all. In addition, access by poor people to good and cheap medicines is also affected, which has a decisive effect of public health in many developing countries.

Cultural value

Biological diversity constitutes the heart of many cultures and, in many places, village communities consider that biological diversity is one of the most important cultural heritages. There is a close relationship between the preservation of traditional cultures and the maintenance of specific parts of biological diversity in which the preservation of biological diversity is linked to the preservation of traditional knowledge and vice versa.

Participation

It is important that all processes linked to the biological diversity issue are permeated by participation of those who use and live directly off biological diversity, for the conservation, sustainable use and for the equitable sharing of the benefits gained from the use of biological diversity. Local populations often possess unique knowledge of the biological diversity they live in and it is important to value their knowledge.

The Convention on Biological Diversity

The Convention on Biological Diversity entered into force in December 1993. Today it has been ratified by 186 countries. Governments that have signed the Convention undertake to take action nationally and to cooperate internationally to achieve the three main goals of the Convention: conservation and sustainable use of biological diversity and the equitable sharing of its benefits. The Convention also draws attention to the fact that biological diversity is not merely a question of species and their living environments, it is also connected with food security, health and welfare. The work of the Convention emphasises, among other things, that integrated planning of natural resources and economical use of natural resources, based on ecosystem thinking, is the most effective way of achieving these three main goals. Since Sweden has signed and ratified the Convention, it is essential that Sida participates actively through policy work, action programmes and project portfolios. Today, Sida's work in respect of biodiversity is based on the booklet "Sida and the Convention on Biological Diversity".

New questions are emerging constantly in respect of sustainable development, for example biosafety questions related to the spread of genetically modified organisms (GMOs) in the natural environment. This is of particular importance in areas in so-called Vavilov Centres of Origin in the South where there are wild relatives of, for example, rice and many other crops. Biosafety issues are now regulated by a special biosafety protocol under the Convention on Biological Diversity.

Biological diversity, climate change and desertification are processes that are interrelated and which should be treated together and therefore more coordination is required between the different "environmental" conventions such as the Climate Convention, the Desertification Convention and the Convention on Biological Diversity.

3. The purpose of the programme

The purpose of developing an international biological diversity programme, (hereinafter referred to as the programme) is to contribute to higher capacity within Swedish development cooperation to strategically and coherently address biodiversity issues in a perspective of poverty alleviation and sustainable development.

4. Sida's needs and previous experience and the assignment for the programme

The multiple interests of Sida in biological diversity must be reflected in the programme. It must be able to deal with everything from access to genetic resources, via the value of ecosystem services, to ethical issues. Poverty aspects shall permeate and be of central importance throughout the programme. The programme shall stand for the development of ideas and knowledge on the economic and social values of biological diversity, including ecosystem services (among other things in close contact with other actors such as other donors, international organisations and special institutions) The programme shall be a source of information. The programme should develop over time and should not be too large initially.

The programme shall work with the following focus:

4.1 Integration in Sida's international development cooperation

Needs and target group

The understanding of the significance of biological diversity is still extremely limited, both at Sida and in society at large. The integration of aspects of biodiversity in analyses and Sida-supported programmes/projects occurs far too rarely and needs to be improved considerably.

The target group of this work is primarily Sida's programme officers in Sweden and at the embassies, but it is also important to reach consultants and NGOs and other actors in Swedish development cooperation. It is through the above-mentioned groups that the project owners can be reached. The project owners can also constitute the target group in certain cases.

Experience

One major point of departure in the document "*Sida and the Convention on Biological Diversity*" is the attempt to integrate the work on biological diversity into ongoing programmes of bilateral and regional development cooperation. In order to integrate biodiversity issues, as well as appropriately consider effects on biodiversity, in Sida's work, there is need for further development of how to deal with biodiversity and biosafety through tools such as Environmental Impact Assessments and other tools for assessment of the environment. Biological diversity is also included as a component in Sida's environmental training programmes.

Sida has also undertaken a biodiversity mainstreaming project at its Department of Natural Resources and the Environment which, among other things, included three case studies on the mainstreaming of biological diversity in three programmes, and which has resulted in a good deal of documented conceptual development. It can be mentioned that the studies came to the conclusion that Sida must work with the integration of biological diversity with the aid of existing tools such as, for example, environmental impact assessments etc, that the participation of the projects' target groups is essential for handling aspects of biological diversity, and that indicators for monitoring biological diversity must be project-specific and preferably produced locally and adapted on the basis of local knowledge, costs etc. Sida is also part of an international network, including an expert group from EU member states (TBAG - Tropical Biodiversity Advisers Group) which has implemented a project called the Biodiversity in Development Project. The conclusions drawn from the project can be found at <http://europa.eu.int/comm/development/sector/environment>.

Assignment

The integration of biological diversity in Sida's work must primarily be achieved by including considerations of biological diversity within the framework of existing processes, for example the country strategy work and environmental impact assessments (EIA). The new programme's work on integrating biodiversity should be organised in such a way that understanding of, and interest in, issues concerning biological diversity increase at Sida.

The tasks of the programme include further developing the mainstreaming of biodiversity issues in Sida's programmes of international development cooperation by

- working with methods development (e.g. biodiversity aspects in EIAs and strategic environmental assessments, environmental analyses in country strategy processes and associated indicators for the different processes)
- participating in the meetings of the TBAG group and other relevant meetings on the subject area
- being a resource base for Sida's field staff
- contributing to the further education of Sida staff

Sida's two help-desks for environmental impact assessments, the EIA Centre at the Swedish University of Agricultural Sciences, and the help-desk for environmental analysis in the country strategy work, the Environmental Economics Unit at Gothenburg University, are the channels that the programme should cooperate with, apart from the Environmental Policy Division, for the integration of biodiversity issues.

4.2 Advisory services for Sida in connection with the administration of contributions and administration of the programme's own contributions

Needs/experience

The document "Sida and the Convention on Biological Diversity" describes how Sida follow the development related to the implementation of the Convention. For Sida's present priorities for support to biodiversity programmes/projects please refer to this document. In 2001, there were a large number of contributions that can be related to the Convention on Biological Diversity. The cost of these contributions is estimated at approximately SEK 250 million (see appendix 1 for further information on the contributions). Sida's portfolio thus contains and has contained a number of important contributions, but they need to be coordinated more strategically. With a biodiversity programme outside Sida, this work can be further intensified in cooperation and coordination with other Swedish stakeholders.

The assignment

The assignment for the programme is partly to work with advisory services in connection with the administration of contributions and partly, in an interactive process with Sida, to draw up criteria for which type of activities that are to be prioritised for financial support. This should be done during the first year of the programme. The criteria shall relate to Sida's project portfolio in respect of biological diversity and have an emphasis on policy-related global contributions - even if contributions with a stronger focus on the field can come into question, primarily those that have a connection with policy. Sida's objectives and action programmes should also provide guidance for the criteria for the contributions. In addition to sustainable development, the criteria should have a clear focus on poverty and also reflect gender and human rights/democracy considerations. The criteria should also follow Sida's approach to NGOs. Sida also has developed an approach to capacity development (see, for example, Sida's Policy for Capacity Building) and project management (see, for example, Sida at Work), which should be reflected in the criteria and advisory services. Forms of support should include both support for organisations and support of a more short-term nature, for example support for the participation of delegates from developing countries in international negotiations. The Swedish Biodiversity Centre shall soon submit a proposal to Sida for a project portfolio when the programme has

developed its expertise in project management as well as a focus on support that follows Sida's priorities in respect of a poverty etc, as described above, and funds will be disbursed from Sida to the Swedish Biodiversity Centre for onward disbursement to projects.

The contributions can refer to fields such as

- Long-term capacity development of countries' institutions, assisting government delegates to attend international negotiations, and non-government organisations, including indigenous people's and other local people's organisations, so-called community based organisations (CBOs).
- Support for extended participation by the South in international conferences, for example the Conferences of the Parties of the Convention on Biological Diversity, both by governments and NGOs and CBOs, and to regional preparatory meetings and seminars on the Convention on Biological Diversity.
- Extended direct support to selected NGOs
- Support for global contributions which focus on ideas and methods development for the sustainable use of biodiversity and genetic resources.
- Support for policy development in the countries in respect of biodiversity and plant-genetic resources
- Biosafety issues, with an emphasis on capacity building.

The programme should ensure that it is well informed on financial contributions relating to biodiversity being provided and administered by Sida (Department for Natural Resources and the Environment, Department for Research Cooperation, Department for Infrastructure and Economic Cooperation and others) as well as of the financial contributions and collaborative programmes that other organisations, for example the Swedish Society for the Conservation of Nature and the Stockholm Environment Institute (SEI) work with. With regard to the biosafety protocol, the Stockholm Environment Institute has started work on capacity building in the South. The World Resources Institute and the Third World Network also receive support for capacity building in respect of the biosafety protocol. The role of the international programme must be drawn up in cooperation with the Stockholm Environment Institute.

4.3. Advisory services for the Government Offices

Needs/background

Several of the Swedish Ministries have a need of advisory services related to the Convention on Biological Diversity and other related international agreements and processes regarding a Third World perspective with a focus on poverty. One current matter where Sida has assisted the Ministry of the Environment is providing advice and participating in meetings on issues that concern access to and fair distribution of the benefits arising

from the use of genetic resources, the so-called Access and Benefit Sharing issues (ABS issues).

The division of responsibilities at Sida in respect of biodiversity issues is that the Convention on Biological Diversity and FAO's negotiations are mainly handled by Department for Natural Resources and the Environment and partly the Department for Research Cooperation, and that the responsibility for trade issues in general rests with the Department for Infrastructure and Economic Cooperation.

Assignment

The programme shall also help Sida to provide advice to relevant Ministries on the Convention on Biological Diversity and other related international agreements and processes regarding a Third World perspective with a focus on poverty. This advice should focus on and give priority to the issues and processes which are of direct relevance for Sida's work.

In this context, the programme should focus on the Convention on Biological Diversity and other relevant forums for biodiversity related to poverty aspects such as food security, for example the International Treaty on Plant Genetic Resources for Food and Agriculture and the international work on forests. Since issues of biodiversity are handled to a great extent by international forums, the programme should follow relevant forums from case to case. Where ABS issues are concerned, they should be followed in, for example, WIPO, WTO, FAO, UNCTAD and others and, where preservation and sustainable use are concerned, they should also be followed in agreements such as the RAMSAR Convention. The programme should also follow the debate on coordination of the major environmental conventions such as the climate convention and the desertification convention.

4.4. Development of the Swedish resource base

Needs

The Swedish resource base is small in respect of understanding and knowledge about the linkages of biological diversity and sustainable development in the perspective of development cooperation and poverty alleviation, and also more specifically regarding experiences of project management/support. There is a need to strengthen the organisational base for work on biological diversity with an international focus.

Assignment

The programme shall contribute to strengthening the capacity of Swedish actors in this field, as well as internationalisation at the Swedish Biodiversity Centre. Through its location at the Swedish University of Agricultural Sciences, the Swedish Biodiversity Centre has the opportunity to draw on, cooperate with and influence many of the departments at the

University. In order to contribute to broad capacity development of the Swedish resource base, the programme should cooperate with a number of Swedish institutions, for example the Department of Systems Ecology at Stockholm University, the Beijer Institute, the Museum of Natural History, the Swedish Society for the Conservation of Nature, the World Wildlife Fund, the Stockholm Environment Institute, the Environmental Economics Unit at Gothenburg University, the Swedish Environment Protection Agency, the Environmental Impact Assessment Centre at the department for rural development as well as other departments at the Swedish University of Agricultural Sciences. There may also be a need for cooperation with other institutions/organisations.

4.5 Specific assignments

In addition to the above-mentioned assignments under points 4.1-4.4 above, the Environmental Policy Division or other divisions at Sida can agree that the programme should perform limited project or country-related assignments. If, on account of their length or character, it is considered that they cannot be included under the programme, funds for the assignment shall be allocated from the budget of the division concerned. Requests from Sida to the programme to perform specific assignments shall be made in writing. If the programme is engaged by other divisions at Sida than the Environment Policy Division, the Environment Policy Division shall be informed of the assignment. In this connection, the programme may need to engage external expertise. All procurements shall follow current rules.

5. Organisation of the programme

5.1 Institutional base

To provide support for Sida, a programme for biological diversity with a special focus on international cooperation could be established at an external institution. The institution should be selected in such a way that it has both broad and basic expertise on biological diversity and links to both research and the practical application of research - the latter in order to put, as far as possible, all questions concerning biological diversity into a social context. In addition, the institution should have a pronounced interest in international cooperation and in cooperating with Sida.

A number of institutions and organisations in Sweden work with issues that concern biological diversity, including the Swedish Biodiversity Centre (which is linked to both the Swedish University of Agricultural Sciences and Uppsala University), the Department for Systems Ecology at Stockholm University, the Natural History Museum, the World Wildlife Fund, and the Swedish Society for the Conservation of Nature. Sida has experience of cooperation with all these organisations.

Of these organisations, the Swedish Biodiversity Centre best fulfils all the criteria specified above. The Swedish Biodiversity Centre was established in cooperation between the Swedish University of Agricultural Sciences and Uppsala University. The activities of the Swedish Biodiversity Centre are emphasised by the Swedish University of Agricultural Sciences as constituting an increasingly important part of the university's core activities. The Swedish Biodiversity Centre works with biodiversity issues on the basis of solid basic expertise in a broad social context. The Swedish Biodiversity Centre has a pronounced interest in international cooperation and in cooperation with Sida. Today, Sida is supporting an international MSc programme in biological diversity at the Swedish Biodiversity Centre and several research cooperation projects with the South have been initiated. The Swedish Biodiversity Centre is the only institution in Sweden with a national mandate to coordinate and pursue research and education programmes on biological diversity, has direct contact with research and its application, and has a scope of activities that extends from preservation problems to economic and social aspects, and from genetic resources to ecosystem services. Moreover, the Swedish Biodiversity Centre also has access to the EIA centre and the species data bank at the University of Agricultural Sciences, is a centre at the University of Agricultural Sciences that has highly appreciated by university management has and, not least important, it already has some externally financed and, partly, externally run programmes located at the institution, for example a MISTRA programme. In addition, it is possible for the Swedish Biodiversity Centre to draw on, cooperate with and exert an influence many other of the institutions at the Swedish University of Agricultural Sciences and Uppsala University.

If a programme can be created and located at the Swedish Biodiversity Centre, highly active cooperation with the other organisations and institutions in Sweden that can contribute to the biodiversity element in international cooperation will be essential. In addition to those mentioned above the organisations can also include, for example the Beijer Institute, the Stockholm Environment Institute, the Environmental Economics Unit at Gothenburg University and the Swedish Environment Protection Agency. Cooperation with other institutions/organisations may come into question.

Today, the Swedish Biodiversity Centre does not have personnel with sufficient experience and knowledge of the subject matter – ie with relevant international experiences and knowledge of development issues, poverty alleviation, and knowledge of Sida - and therefore needs to be strengthened in these respects.

5.2 Implementing personnel

Initially, it will be necessary to have staff consisting of one full-time officer responsible for the programme, one full-time programme officer and one part-time programme officer, as well as administrative support. Possibly

additional staff may eventually be needed, depending on the size of the programme.

The officer responsible for the programme and the programme officers need, as a team, to have documented experience of biodiversity issues as well as the following

- international development cooperation, including good knowledge of Sida's work
- ability to think strategically and to manage programmes
- administrative skills
- educational and pedagogical skills
- ability to express themselves well in writing
- language skills in English. Language skills are also desirable in Spanish and Portuguese, and possibly French
- social skills
- well-developed networks and the ability to network
- experience of public administration
- experience of the work of NGOs
- field experience
- socio-cultural skills, i.e. understanding of poverty issues, human rights and gender
- appropriate academic background for working with integration issues
- knowledge of the conventions and regulations in the field, including negotiations on the conventions
- knowledge of the international debate on plant genetic resources and food security, including sustainable agriculture related to biological diversity, for example international negotiations in forums such as the Convention on Biological Diversity, the Treaty on plant genetic resources for food and agriculture that have been developed from the FAO's international undertakings, the global action plan for plant genetic resources, as well as similar negotiations in WIPO and other similar forums.

5.3 Roles and responsibilities

The programme shall be an independent programme within the Swedish Biodiversity Centre with its own budget responsibilities, with a budget kept separate from the Centre's other activities.

Sida's role shall be to be responsible for the management and control of the activity. Sida shall approve the plan of operations, including the budget, and conclude annual agreements with the programme.

The Swedish Biodiversity Centre shall have the responsibility for personnel, but persons employed in the programme shall be approved by Sida.

Sida shall be the principal partner in the dialogue and the recipient of reports, but with the participation of management at the Centre - for mutual learning and for optimal coordination.

A steering group shall be established consisting of two persons from Sida, at present from the Environment Policy Division, and two persons from the Centre, i.e. the head of the Centre and its international manager. The programme's personnel shall report to the steering group.

At Sida, the programme shall be harmonised with staff at Sida in connection with the planning of operations and for the learning process.

5.4 Operational planning

Each year, in the first year from the start of the programme to December 31 and thereafter for the period January 1 to December 31, the programme shall perform certain tasks on behalf of Sida within the framework of the assignment. Prior to October 1 each year, the person responsible for the programme has the task of drawing up proposals for an overall plan of operations and budget for the following year with the aim of reaching agreement on the specific content, scope and cost of the assignment. The plan of operations shall have specific goals, sub-goals and indicators for monitoring purposes. The names of those persons working in the programme shall be submitted. In order to facilitate the planning, indicative goals and preliminary scope shall also be given for the following year. This proposal shall be presented to the steering group and be processed by the group and approved by Sida.

The plan of operations should contain sections on:

- a) how the mainstreaming work should proceed
- b) advisory services in connection with the administration of financial contributions. Criteria for contributions shall be developed in year 1 but can be further developed at a later stage in subsequent plans of operations.
- c) the type of advisory services for the Swedish Ministries Government Offices that can be in question for the year.
- d) how the Swedish resource base should be developed and the organisations with which this will take place.
- e) specific assignments for the year which, however can be supplemented during the year.

The plan of operations must also state how the work shall relate to aspects of poverty, gender and human rights/democracy.

5.5 Budget

The budget shall cover costs included in the annual plan of operations, including costs of personnel, travel, administration, premises, costs of

contributions and costs of specific assignments. The budget for the entire period of the agreement has been drawn up, see appendix 2. Each year the parties shall reach agreement on a more detailed budget in an annual agreement, see below. The budget items shall follow the plan of operations to the greatest extent possible.

The administrative costs of channelling financial support from Sida to external recipients must be extremely moderate.

5.6. Annual agreement

On the basis of the plan of operations and the budget, the Environment Policy Division and the programme shall decide upon the assignment. The final formulation of the assignment shall be agreed in writing between the parties by December 1 each year.

The annual agreement shall include the following:

- reference to the agreement between Sida and the Swedish Biodiversity Centre on the programme
- plan of operations, including the budget which shall follow the plan of operations, and name(s) of the person(s) who shall perform the assignment.

Any adjustments to the assignment shall be formalised through an exchange of letters.

5.7 Reports and follow-up

The reporting and meetings with the steering group should be held initially once a month and thereafter once a quarter.

Prior to the meetings with the steering group, at least once a quarter, the programme shall present a report on the activities that have been performed within the framework of the programme. Financial reports should be made every six months.

No later than March 31 each year, the programme shall submit an annual report on the activities carried out within the framework of the assignment and a financial report which shows the total cost for the year. The reports must be descriptive and analytical in respect of goal fulfilment and describe how aspects of poverty, gender and human rights/democracy have been included.

An evaluation shall be made of the programme prior to any discussion on the continuation of the programme and the next period of agreement and be performed and finalised during the first six months of 2004. The forms of the evaluation (for example internal with a facilitator or external) shall be discussed with the steering group. The budget for the evaluation should be

included if possible under the budget item specific assignments. The Environmental Policy Division (and possibly other divisions at Sida) and the programme shall meet no later than in August 2004 for a major follow-up of the implementation of the programme, with the evaluation as the point of departure, and plan its continuation.

5.8 Sida's learning process

It is important that Sida do not lose any opportunities for learning from the programme collaborations handled by the international programme. Measures that attempt to ensure that a learning exchange place are the involvement of programme officers from relevant departments at Sida in important phases of the programme, for example in agreeing the plan of operations and criteria for support. Learning shall also take place through the work of mainstreaming aspects of biodiversity at Sida. This can include, for example, arranging lectures for which the partners in cooperation from various contributions visit the programme, or through planned seminars whenever necessary.

In 1999, Sida/Department for Natural Resources and the Environment commissioned COWI to make a study of how Sida learns from its programmes of cooperation with NGOs in the environmental field: "Sida's learning from NGOs and International Organisations in the Area of Environment". It showed that programme officers did not have enough time for learning or for spreading lessons learned to their colleagues. Instead the programme officers were obliged to give priority to their administrative duties in order to get their work done. It was also pointed out in the report that learning must be focused and strategic. The time available to programme officers to participate in seminars etc is also limited.

It is considered that the learning process at Sida can be strengthened through a coherent programme.

6. Time period

The time period for the assignment is October 1, 2002 to December 31, 2004.

7. Conditions and risks

For the programme to be able to contribute to environmentally sustainable development and to perform the tasks described above important prerequisites include a) the right institution must be selected for the assignment, b) the personnel need to be selected with care, and c) Sida's learning process must function properly. With the aid of the steering group and by involving other Sida staff and not least the Centre for Biological

Diversity itself, it is considered that the programme has good prospects of being able to perform the tasks described.

It is not foreseen that the programme will have any negative environmental impacts, apart from negative impact of communication (eg flights) and part of the normal operations at the Swedish Biodiversity Centre. It is anticipated that the project will have a positive environmental impact since it will contribute to improving the prospect of giving due attention to biodiversity issues within Sida's activities, and to providing support for sustainable development in Swedish international development cooperation.

Where the action programmes for poverty, gender and human rights/democracy are concerned, the programme should have excellent prospects of contributing to them, see description of the problem. This will also be ensured through follow up of the reports.

8. Sustainability

The programme will be fully financed with Sida funds and there is no explicit intention that the programme should be self-sufficient. Sida intends to finance the programme for a long period of time, if funds are available at Sida for this purpose. The Swedish Biodiversity Centre will not contribute any funding but, on the other hand, it will contribute its expertise in the field of biodiversity.

9. Conclusions and formal decision

It is considered that the programme will contribute to strategic processes which can make it possible for Swedish development cooperation to contribute to sustainable development, and the programme is expected to have considerable prospects of exerting a great influence on the undertakings made by Sida and Sweden with reference to the Convention on Biological Diversity. By providing support for the programme it will be possible to build up the expertise that Sida requires. Sida and the Swedish Biodiversity Centre will further develop their cooperation linked to the programme's operations in respect of project management, under which funds will be disbursed from Sida to the programme for onward disbursement to projects. The programme will assist by providing advisory services until further notice. What Sida can gain from the programme today is improved learning processes from contributions supported by Sida, increased resources for participation in meetings and discussions on biological diversity, resource base development in Sweden, broader support and learning in the Swedish research world, and also learning from research and the development of ideas. In brief, the programme will make it possible to achieve better quality in programmes of development cooperation. During the first part of the programme the work input required by Sida will increase but over time, when the programme has become

established, the aim is that the programme shall facilitate Sida's work. The risks of the contribution are assessed as small if controls and follow-up are made as described above.

Proposal for Sida's formal decision

- to enter into a programme of cooperation with the Swedish Biodiversity Centre y for the Swedish International Biodiversity Programme (SwedBio)) for the period 2002-2004, in accordance with the attached draft agreement including memorandum and budget.
- to write annual agreements which shall contain references to the agreement between Sida and the Swedish Biodiversity Centre on SwedBio and plan of operations including budget and names of the person(s) that shall perform the assignment t for 2003 and 2004.
- to make available an amount not exceeding SEK 6,510,563 from appropriation item 8:1.2 Bilateral development cooperation, sub-item 5 Global development programmes, Global environmental and agricultural contributions, Department for Natural Resources and the Environment, budget years 2002-2004.
- to enter decision reference NATGM02MIL in the PLUS system

Appendices:

1. Sida's work under the Convention on Biological Diversity including the biosafety protocol and work on plant genetic resources in 2001.
2. Budget