



# How Can Biodiversity Finance Plans Support NBSAPs?

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At the Conference of the Parties Convention on Biological Diversity 15 (CBD COP 15) in 2022, countries agreed to review and update their national biodiversity strategy and action plans and, for the first time, were also encouraged to develop, update, and implement national biodiversity finance plans or similar instruments.

National biodiversity strategy and action plans (NBSAPs) and biodiversity finance plans (BFPs) are both intended to be guiding policy mechanisms for countries. NBSAPs are the main policy instrument for implementing the CBD at the national level. BFPs focus on closing the biodiversity funding gap, and thereby supporting the attainment of NBSAP targets.

The development of NBSAPs and BFPs are two distinct processes, each requiring specific expertise to lead and guide the process. However, countries have an opportunity to undertake the two processes in a complementary manner, deepening the impact of both.

This note briefly describes the two policy mechanisms, and explains how they can be developed in a complementary manner.



**The Convention on Biological Diversity (CBD)** aims to guide action at local to global levels to conserve biodiversity, promote the sustainable use of its components, and ensure the fair and equitable sharing of the benefits arising out of the utilization of genetic resources. At the CBD COP15, countries adopted the **Kunming-Montreal Global Biodiversity Framework (GBF)** and other decisions to put nature on a path to recovery by 2030 and to live in harmony with nature by 2050. The GBF sets out **23 Targets and four Goals**.



**CBD Article 6**, states each Party shall, in accordance with its particular conditions and capabilities, develop national strategies, plans or programmes for the conservation and sustainable use of biological diversity or adapt for this purpose existing strategies, plans, or programmes which shall reflect the measures set out in the Convention.

**CBD COP Decision 15/6** “Mechanisms for planning, monitoring, reporting and review” requests countries to revise and update their NBSAPs in line with the GBF and its four Goals and 23 Targets by COP16, taking into account the availability of resources and means of implementation.

## What is an NBSAP?

**NBSAPs** are the principal instruments for implementing the CBD and the GBF at the national level. NBSAPs can be considered a road map for biodiversity conservation, sustainable use, and equitable benefits sharing within a country.

NBSAPs should contain: 1) National targets addressing or contributing towards each of the goals and targets of the GBF; 2) concrete actions, policies, and programmes designed to meet the national targets and contribute to the global goals and targets, including spatial, temporal, and financial aspects; and 3) national monitoring, reviewing, and assessment information.

The development of these actions in the NBSAP should go hand in hand with the identification of financing and capacity gaps and the development of national finance plans, or similar instruments, as well as capacity-building and development plans. This should also include the provision of finance and other means of implementation.

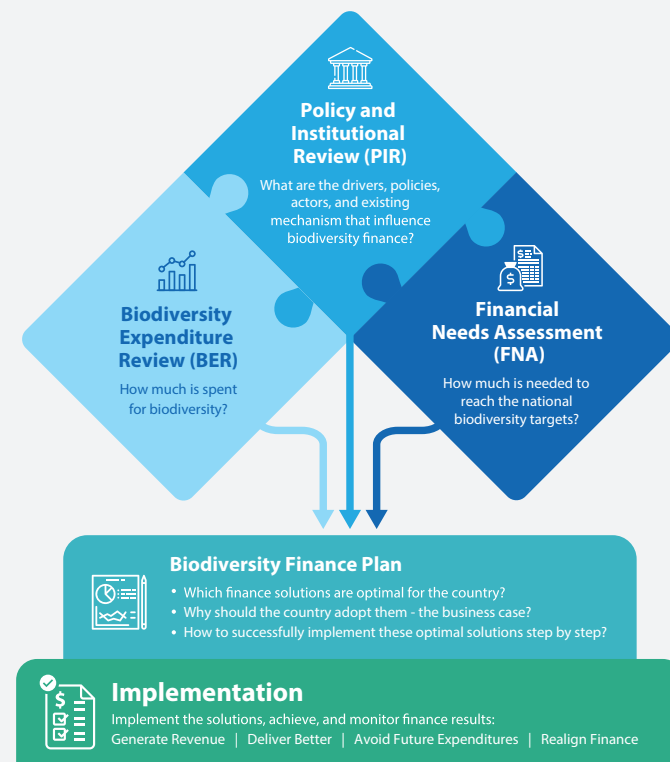
Ideally, NBSAPs are prepared, implemented, and monitored in a participatory way. **The GBF** states that this is “a framework for all - for the whole of government and the whole of society. Its success requires political will and recognition at the highest level of government and relies on action and cooperation by all levels of government and by all actors of society.” The “whole of government” and “whole of government” approach is essential to identify key national actors and ensure various perspectives, knowledge, needs, and contributions are considered, such as those of women and girls, and Indigenous Peoples and local communities.

# BFPs and the BIOFIN methodology

A national BFP maps out a pathway for a country to develop a nature-positive finance approach, to enable the achievement of national biodiversity goals and targets, and to close the funding gap.

BFPs are made up of a suite of ‘finance solutions’ that seek to achieve long-lasting positive changes to the environmental, social, and economic systems dependent upon nature. BFPs will support the financing and achievement of NBSAPs.

BFPs prioritise transformative change by addressing the underlying causes of biodiversity loss. Plans are not only about finding new sources of funds, but also about improving the use of these limited resources, and reducing the harm caused by existing financial and economic systems.



BIOFIN methodology for developing a BFP follows a series of steps.

The **Biodiversity Finance Policy and Institutional Review** analyses the policy and institutional context for biodiversity finance in the country, identifies the root causes of biodiversity change, and catalogues existing finance mechanism.

The **Biodiversity Expenditure Review** looks at how much funding is allocated and spent on biodiversity.

The **Financial Needs Assessment** determines the costs of implementing a country’s NBSAP.

The **BFP** uses the evidence gathered in the previous reports, and additional expert input, to present a prioritised portfolio of finance solutions.

**CBD COP Decision 15/7 “Resource Mobilisation”** encourages Parties to develop, update, and implement national biodiversity finance plans or similar instruments, based on an assessment of biodiversity expenditures and finance needs, and based on national biodiversity strategies and action plans, to support adequate and timely mobilization of international and domestic, public and private financial resources for the effective implementation of the GBF.

Set out below are number of ways that the BIOFIN methodology for developing a BFP can support the development and ultimately implementation of the NBSAP.

## What information from the BFP analytical stages could be useful for the development of revised or updated NBSAPs?

### Identifying economic root causes of biodiversity change

A **root cause analysis**, part of the **policy and institutional review**, identifies the root causes of both positive and negative change in biodiversity. This information highlights important issues that should be addressed in the NBSAP to enable the achievement of their national biodiversity targets.

This may include, for example, subsidies in other sectors causing unintended harm to biodiversity; capacity challenges; weak legislation or weak enforcement of legislation; a lack of market-based incentives for nature-positive actions; or competing government objectives.

### Identifying policies and legislation for biodiversity mainstreaming

Similarly, the policy and institutional review identifies policies and legislation that impact nature, such as broader green economy policies, or sector policies such as agricultural development. It might point out policies that are complementary to the goals of the NBSAP which could be amplified; policies that are lacking in biodiversity imperatives (e.g. many 'green' development policies have very little or not focus on biodiversity); or policies that counteract a country's stated goals and targets for biodiversity – which can occur when different sectors develop plans and policies in silos.

### Identifying non-traditional actors and programmes

The policy and institutional review identifies the wide range of actors and institutions that impact biodiversity and biodiversity finance. This could include ministries responsible for agriculture, water, infrastructure, or finance and economic development in the public sector, and businesses and the finance sector actors in the private sector.



### Determining how much is currently being spent on biodiversity, and by whom

The biodiversity expenditure review seeks to identify biodiversity positive funding flows in both more traditional biodiversity focussed sectors (such as protected area agencies, environmental ministries) as well as less traditional areas (e.g. production sectors, water, disaster risk reduction). This can identify programmes and institutions that might be aligned with the goals of the NBSAP, which would otherwise not be identified.

All of this information will be valuable for NBSAPs, particularly given the importance of mainstreaming and the focus of the GBF on transformative, whole-of-government, whole-of-society action. This information can support an NBSAP with a broader and more integrated focus, and result in joint planning and programmes across different ministries or government functions.

### Identifying capacity and other implementational challenges

The biodiversity expenditure review considers both budget allocated to nature positive actions, as well as actual budget spent. Cases where there is a large discrepancy between the two may point to challenges that may be best addressed within the NBSAP – such as programmes to improve implementation capacity within agencies.

### Identifying challenges with shared responsibilities across tiers of government

The biodiversity expenditure review may identify concerns related to the relative allocation of funds at different levels or tiers of government (i.e. national, regional, local) - which could inform targets developed in the NBSAP to ease funding challenges stemming from shared nature-related responsibilities of national and subnational government (i.e. concurrent powers).

## Can BFPs put a cost on the NBSAP?

A “costed” NBSAP makes planning, budgeting and ultimately operationalisation of the NBSAP easier. The **finance needs assessment** seeks to cost the NBSAP.

In addition, the costing of the NBSAP might highlight specific actions with prohibitively high costs, indicating areas actions could be redesigned to achieve the same outcomes, in a less costly way.

### How to make NBSAPs ‘costable’?

The NBSAPs can only be ‘costed’ if the targets and actions are developed to a level of detail that is ‘costable’.

For example, “*Increase protected areas by 100,000 ha*” does not provide enough information to be costed. However, “*Increase protected areas by 100,000 ha through a national stewardship programme that supports voluntary protected area declaration and management by communities and individuals*” can be costed.

If time allows, the Finance Needs Assessment costing team could participate in NBSAP development meetings to ask the necessary questions that would make costing easier, and determine the cost units for activities in the NBSAP.

Developing this level of detail not only assists the team tasked with costing the NBSAP – it also encourages a deeper level of discussion and planning within the NBSAP community of experts, as it seeks to identify the most appropriate approaches to operationalising the NBSAP. This process will also be helpful as valuable input when designing BFPs.

**CBD COP Decision 15/6,**  
**“Mechanisms for planning,**  
**monitoring, reporting and**  
**review”** adds that these national targets should take into account the availability of resources, and that some Parties may wish to distinguish those targets and actions that will be implemented with already identified resources from those which they will only be able to achieve or implement if additional resources become available.

## Can BFPs help determine the funding need for NBSAPs?

In addition to costing the NBSAP, the finance needs assessment seeks to determine the funding gap for implementing the NBSAP. Any information provided in the NBSAP on the availability of funds for specific targets and actions will be crucial in determining this funding gap.

## How can the BFP process help the NBSAP get financed?

### Finance solutions for NBSAPs

The finance solutions prioritised and outlined in the BFP enable the achievement of a country’s biodiversity targets and actions set out in the NBSAP. This includes finance solutions that delivering better, generate revenues, avoid future costs, and realign expenditures.

Finance solutions that generate revenues can be used directly to help fund activities in the NBSAP. For example, an NBSAP might have a target related to restoring degraded ecosystems. Reflecting this national target, the BFP might include finance solutions such as payments for ecosystem services (PES), biodiversity credits, or mainstreaming biodiversity into disaster risk reduction budgets through nature-based solutions. A good BFP development process will consider a range of options, and prioritize those that are most suitable for the country context.

## Can NBSAPs help with biodiversity finance?

NBSAPs can play a positive role in improving the state of biodiversity finance. NBSAPs can include enabling targets and actions that are necessary for finance solutions to thrive. For example, an NBSAP might include formal recognition of ecotourism in national legislation and the development of a national ecotourism certification system, which could enable market-based incentives for a nature-positive tourism industry. Or, improved spatial planning, driven by the NBSAP, would be beneficial for numerous finance solutions, from PES to improved fees and fines systems to targeting fiscal incentives.



CBD COP Decision 15/6  
“Mechanisms for planning, monitoring, reporting and review” encourages countries to enable the full and effective participation and engagement of women, Indigenous Peoples and local communities, youth, civil society organizations, academia, the private sector, all levels of government and stakeholders from all other relevant sectors, in all levels of development and implementation of the NBSAPs.

## How can stakeholder engagement be increased?

The BIOFIN approach includes the establishment of a national steering committee to guide development and implementation of the BFP. This steering committee, of which the UNDP BIOFIN Coordinator is a member, is ideally chaired jointly by the ministries of finance and environment. Dependent on country needs, the steering committee includes representatives from other relevant ministries, finance experts, and representatives from the private sector, civil society, and subject matter experts. This approach is compatible with the recommended “whole of society approach” for NBSAP updating and implementation processes.

In addition to this, the BFP development process works with a broader stakeholder group, which participates in workshops and dialogues throughout the process. This may include additional NGOs, public and private finance intuitions and regulators, and business, as well as a broader group of representatives.

The update or revision NBSAPs will have its own set of crucial stakeholders. Some of these stakeholders will overlap with the BFP stakeholder group, although not necessarily all of them.

When appropriate, these two stakeholder groups could be brought together to improve understanding of the two different reports, to share expertise, and to improve buy-in across a broader range of stakeholders.

## How do NBSAPs and BFPs respond to the Targets in the GBF?

NBSAPs should contain national targets addressing or contributing towards each of the four Goals and 23 Targets of the GBF.

BFPs **enable** the achievement of all of the Goals and Targets of the GBF.

The **actions** that a BFPs focusses on speak directly to five of the GBF Targets, namely Targets 14, 15, 16, 18, and 19, summarised below:

Please note that the below is just a summary, and it is important to understand the full text of these targets, which can be found [here](#).

### Target 14 overview

Integrate biodiversity and its multiple values into policies, strategies, regulations, planning and development processes, and national accounting, progressively aligning all relevant public and private activities, fiscal and financial flows with the goals and targets of the GBF.

### Target 15 overview

Take legal, administrative, or policy measures to enable financial institutions and businesses to reduce negative impacts and increase positive impacts on biodiversity, through monitoring and disclosing risks and dependencies on nature, providing information to consumers, and reporting on compliance with access and benefit sharing.

### Target 16 overview

Empower consumers to make better decisions through policy, legislation, education, and access to information.

### Target 18 overview

Scale up positive incentives for the conservation and sustainable use of biodiversity, and eliminate, phase out or reform incentives, including subsidies, harmful to biodiversity, in a proportionate, just, fair, effective, and equitable way, by at least \$500 billion per year by 2030.

### Target 19 overview

Mobilize at least \$200 billion per year from international and domestic public and private sources, including at least \$20 billion per year in international financial resources from developed countries, by 2025 and \$30 billion by 2030, enhancing collective actions (including Indigenous Peoples and local communities), stimulating innovative schemes, enhancing effectiveness, efficiency, and transparency.

NBSAPs and BFPs both provide crucial roadmaps for countries to not only meet their commitments under the CBD, but also to achieve nature-positive societies and economies for the good of all people. Developing these two mutually supportive tools in a comprehensive and complementary approach should help to achieve a more sustainable and powerful impact.





For more information on the BIOFIN approach and methodology, please see the [BIOFIN website](#) and the [BIOFIN Workbook](#).

More information on NBSAPs can be found on the [NBSAP Forum](#).

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