

Philippines Poverty-Environment Initiative (PPEI)

Mainstreaming poverty-environment linkages into local governance and management

PPEI Policy Brief 2013-2

The core intentions of locating the P-E nexus into the planning regimen of the LGU, is to say that a concrete gauge of local sustainable development is how much poverty is alleviated; the environment protected, and how well are the processes of empowerment are supportive of people.

Poverty-Environment Mainstreaming with Climate Smart and Green Development Perspective

The integration of poverty-environment (P-E) linkages into plans and eventually into development programs, projects and activities, shall pave opportunities for growth, especially for local government units (LGUs) which rely on natural resources for livelihood and subsistence. However, it is complex to link poverty and environment, even more challenging is when made as the entry point for achieving sustainable development. There seems to be always trade-offs between economic growth and environmental improvement. Fast economic growth could contribute to the reduction of poverty, however, at the cost of environmental degradation, such as the depletion of natural resources, atmospheric pollution, the depletion of biodiversity, the pollution of aquatic and marine ecosystems and the increasing production of wastes.

While trade-offs cannot be avoided, P-E mainstreaming aims at achieving the best balance between environmental protection and poverty reduction for the benefit of the poor and the environment.

What is poverty-environment mainstreaming?

It is the iterative process of integrating poverty-environment linkages into policymaking, budgeting and implementation processes at national, sector and sub-national levels. It is a multi-year, multi-stakeholder effort that entails working with government actors (head of state's office, environment, finance and planning bodies, sector and sub-national bodies, political parties and parliament, national statistics office and judicial system), non-governmental actors (civil society, academia, business and industry, general public and communities, and the media) and development actors.

Why mainstream poverty-environment linkages into LGU planning, programming and budgeting system?

- Create sustainable development culture in local communities through establishing right mechanisms, policies, legal and institutional frameworks in place, for coordinating and integrating economic, social and environmental aspects of development.
- Emphasize that environment and natural resources (ENR) are socio-economic asset, thus the need for sustainable management and rational utilization of ENR to reduce poverty and protect the environment.
- Influence LGUs to develop and implement pro-poor environmental policies and programs, and ensure greater equity impact of these policies and programs that would contribute to the achievement of a green and inclusive economy.

Locating the Poverty-Environment Nexus in Local Development Planning and Budgeting

The main entry point for mainstreaming poverty-environment linkages is through the planning and budgeting processes.

The P-E linkages could be assembled from an extract of the list of programs/projects/activities (PPAs) vis-à-vis policy options to be funded. The PPAs may be directly addressing poverty and environmental protection, or indirectly as support to a greater objective of efficiency and effectiveness of development efforts. The following are major elements of finding the entry points and making cases for P-E mainstreaming effort:

Examining the governmental, institutional and political contexts of the local government: The assessments form an analysis of the planning processes, institutions and actors, mandates and decision-making processes, existing policies and initiatives, and governance and political situation of the LGU. These will inform decisions on identifying entry points for mainstreaming P-E linkage into local government development planning.

Assessing the socio-economic and environmental situation of the local government: These assessments take stock of the state of the environment and socio-economic situation of LGU and identify the area's strengths, opportunities and challenges to define possible pro-poor environmental outcomes. These would make a case for guiding the local P-E mainstreaming effort.

Building partners and service providers: Working with government and non-government actors (e.g. CSOs/NGOs, academic and research institutes, business and industry, media and general public, local communities and small scale farmers and fishers) is important for raising awareness, generating joint initiatives and leveraging local funding for P-E mainstreaming.

Creating working groups for sustained mainstreaming: It is important to clarify the roles and responsibilities of the various local government institutions and actors, and define institutional and management arrangements for continuation of the mainstreaming effort. The local government can establish or utilize an existing structure as a steering committee, a task force or an oversight body—including representatives from the environmental institutions, planning and development office, etc., and non-governmental actors—to provide strategic and political guidance to the mainstreaming process.

Harmonizing local planning, procedures and methodologies for programming poverty alleviation actions

Integrating the P-E nexus in LGU planning and management could be done during the early stages of the formulation of LGU's Comprehensive Land Use Plan (CLUP) and Comprehensive Development Plan (CDP). The CDP provides the scope of the elements of development which must be linked (sectors of social, economic, physical/land use, environmental management, and institutional management) to attain a dynamic system of addressing poverty and environmental protection. Particularly, the Rationalized Processing System (RPS) suggests schemes for development efforts to progress coherently instead of a fragmented, although continuing approach.

Poverty-Environment Development Integration Opportunity with Annual Investment Plan (AIP)

The integration of poverty and environment concerns into the LGU's Annual Investment Program (AIP) ushers in the biggest prospect. The AIP, a yearly translation of the Local Development Investment Plan (LDIP) and the Executive Legislative Agenda (ELA), is the primary operational instrument for implementation of development. In other words, it programmatizes the CDP, ELA, and LDIP into investible and implementable projects and activities. The typical AIP matrix has been transformed to contain poverty alleviation indicators, thus effectively becoming the Local Anti-Poverty Program. The thrusts of the AIP hinging on pro-poor environmental outcomes are:

- Competitive Trade, Industry and Tourism
- Vibrant Agribusiness
- Sustainably Managed Environment
- Social Development
- Infrastructure Support
- Better Governance

Possible entry points for mainstreaming Poverty-Environment linkages in planning

Planning level	Entry points
National government and cross-sector departments	<ul style="list-style-type: none"> • Poverty reduction strategy paper • National development plan • MDG-based national development strategy • National budget allocation process or review (e.g. medium-term, expenditure framework)
Sector departments	<ul style="list-style-type: none"> • Sector strategies, plans and policies (e.g. agricultural sector plan) • Preparation of sector budgets • Public expenditure reviews
Local government authorities	<ul style="list-style-type: none"> • Decentralization policies • District plans • Preparation of local government budgets

P-E Linkaging is Planning for Sustainable Development

Local planning for sustainable development empowers stakeholders, prepares them to participate in the implementation of their plan and program, and promotes equity, co-management and gender sensitivity.

Mainstreaming Poverty-Environment Linkages into Policy Processes

Being able to influence the policy process leads to increased awareness about the contribution of environment to the well-being of communities and their economic growth; improved coordination among the local government offices, and inclusion of poverty-environment-related goals, targets and implementation strategies in policy documents.

Successful mainstreaming of poverty and environment issues into the policy document paves the way for implementation of budget



and policy measures at all sectoral and local government levels. The following are the strategies to influence policy process in the local government:

Use specific evidence to identify priorities and develop arguments to engage effectively in the policy process: Use the data and analysis of the social, economic, political and environmental situations including ecosystem assessment and economic analyses to be able to better design policies and practices that reflect the full value of nature and its services.

Adapt to the timing and modalities of the policy process and engage with sector working groups, donors and other stakeholders: Having a good sense of the targeted policy process is also critical. This includes the timetable, the road map or steps in the process, the roles of the different actors and the intended outputs. It is also important to be informed of the sector goals contributing to long-term local government priorities.

Make sure the resulting policy document includes goals and targets based on P-E linkages and implementation strategies that support those targets: Develop and cost policy measures deriving from policy documents to influence the budgeting process. Strengthen institutions and capacities through tactical capacity-building and on-the-job learning throughout the effort.

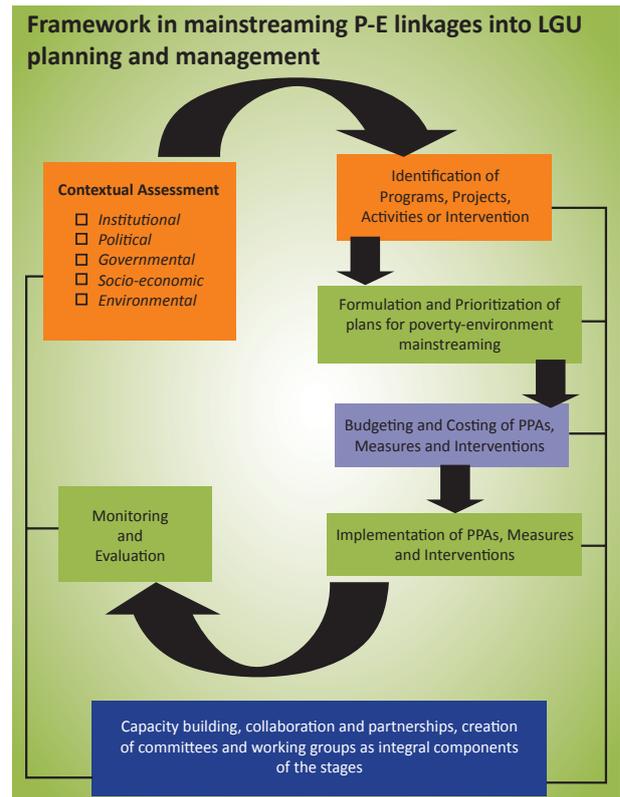
Specific steps in mainstreaming P-E linkages into policy processes:

1. Understand the policy process and become part of the process
2. Establish committees and contribute to the policy document outline
3. Work with sectors and other government institutions in preparing their contributions
4. Shape public consultations at the district level
5. Participate in public consultations
6. Contribute to final revision of the draft policy document
7. Make use of the policy publication event / workshop

Making P-E Mainstreaming Sustainable through Monitoring System

A local monitoring system if it can be set up helps track progress made against the goals of local plans and policy documents, and the implementation of programs; it also helps in identifying where and what kinds of corrective actions may be needed. The system can cover sectors such as agriculture or health, or cross-cutting issues such as poverty.

Further, monitoring P-E issues allows policymakers and implementers to demonstrate the impact of policy measures and PPAs put in place, share lessons learned, make adjustments and guide budget and resource allocation.



Indicators for Successful Poverty-Environment Linkage Mainstreaming in Local Governance and Management

Area 1: Policy statements on poverty-environment linkage mainstreaming

- Inclusion of specific poverty-environment issues in policy documents.
- Guidelines and circulars issued for poverty-environment budgeting with new budget codes for environment-related expenditures.

Area 2: Structure for poverty-environment linkage mainstreaming

- Incorporation of environmental mainstreaming within the LGU officials' responsibilities/tasks and personal development plans.
- Increased number of partners and stakeholders, development community and service providers for carrying out collaboration on activities and tasks involved in a poverty-environment mainstreaming effort.

Area 3: Capacity building for poverty-environment mainstreaming

- Improved capacity of LGUs to integrate pro-poor and environmental concerns into the design and

implementation of local development plans and programs.

- Number of trainings, seminars and capacity development activities on climate smart, climate change and green investments, etc.
- Percentage of LGU officers and staff who mastered tools and techniques for effective implementation of poverty-environment projects.

Area 4: Budget allocation and costing of measures

- Increased budget allocation and level of spending for poverty-environment measures in LGUs and sectoral departments.
- Increased logistical support for mainstreaming P-E linkages in investment planning.

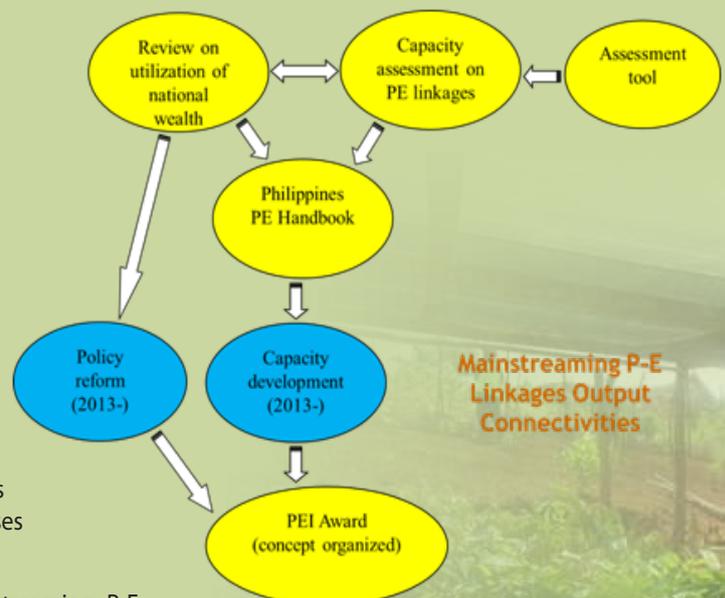


PPEI Response and Action Points

In 2011 and 2012, case reviews were conducted in twelve (12) LGUs and looked into the actual use of their shares from the natural resource revenues. The results of the study were used as instructive materials to detail integration of poverty and environment linkages into development planning, policy making, programming, and budgeting of LGUs. These instructive materials came in the form of finalized instruments, capacity assessment tool, guidelines and manual.

Moreover, capacity assessments of four (4) pilot LGUs were conducted which established current capacities and corresponding deficits of the LGUs to mainstream poverty and environment concerns in their local governance. Based on the assessments, a Handbook on P-E linkages mainstreaming was prepared and focuses on some of the key concepts and processes that need to be incorporated in local development planning.

The figure shows the connectivity of the outputs for mainstreaming P-E linkages. This connectivity framework established the development trajectory that the PPEI takes in 2013 and beyond.



Mainstreaming P-E Linkages Output Connectivities

For more information

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