

What works in arguing for biodiversity?

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10 June 2015

- **Introduction**

Rob Bugter

- **Effectiveness**

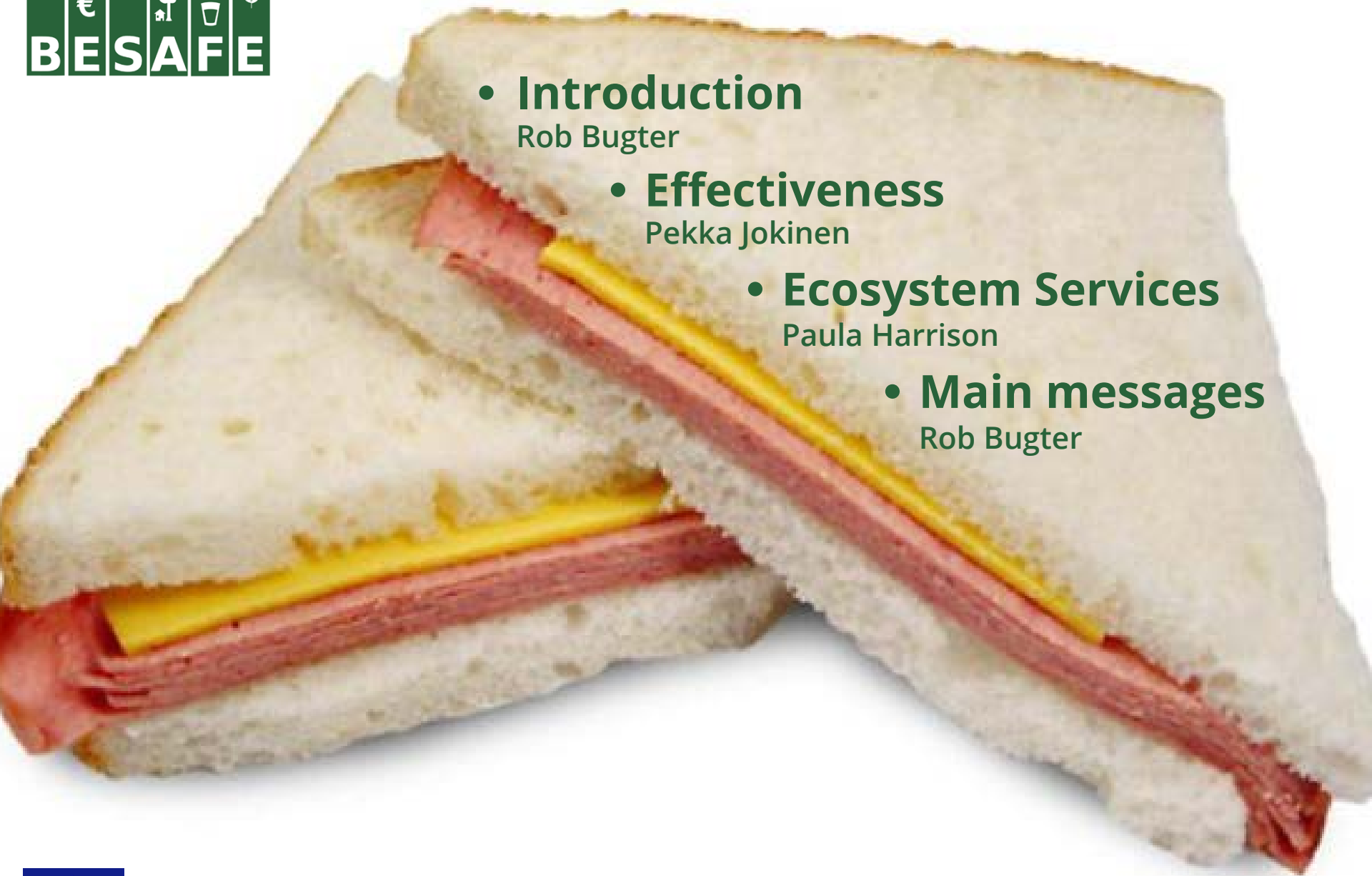
Pekka Jokinen

- **Ecosystem Services**

Paula Harrison

- **Main messages**

Rob Bugter





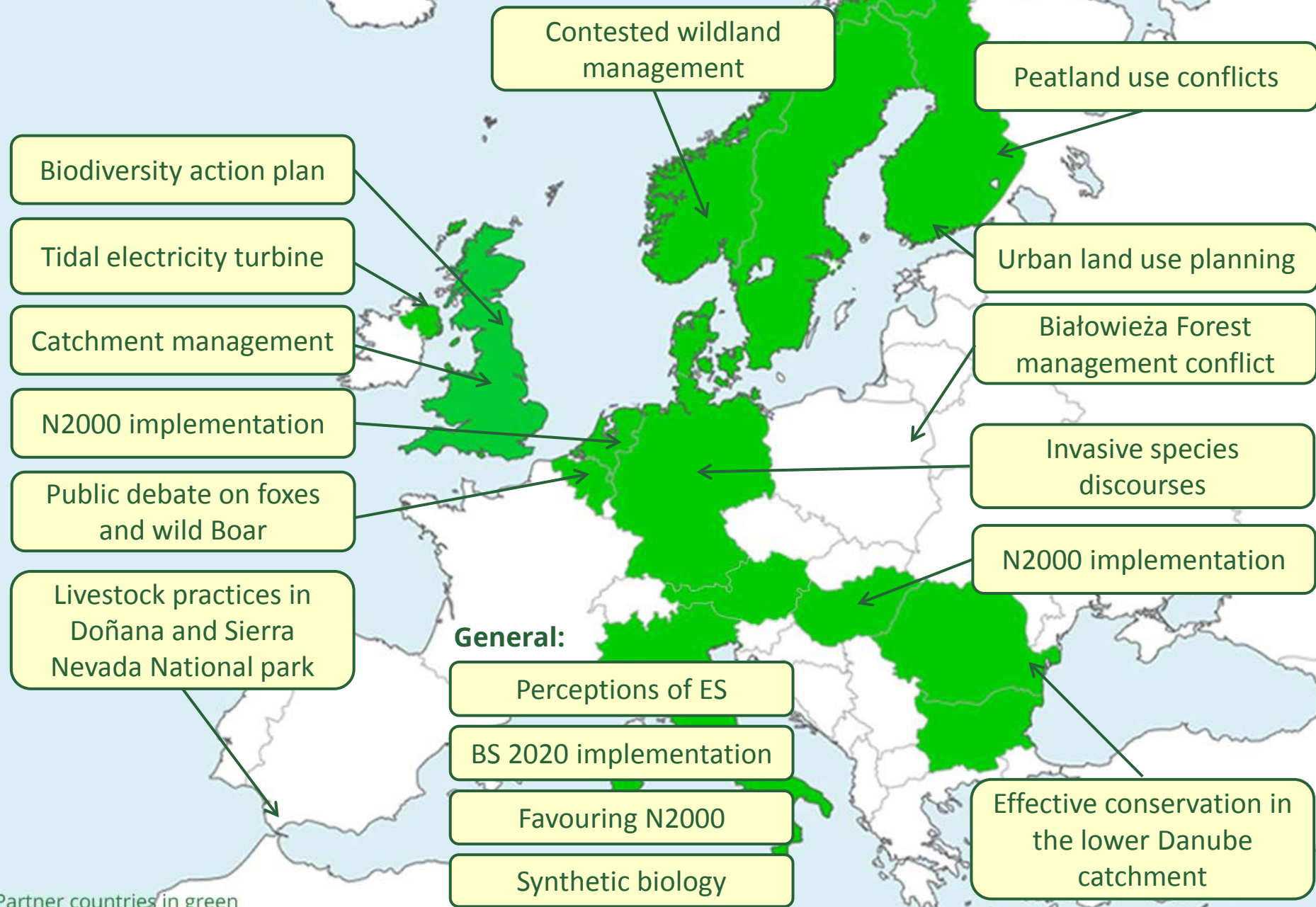
Our angle

To find out which type of argumentation is most effective in a given situation, or:

.. to describe the relationship between the effectiveness of argument(ation) types and the context in which they are used ...



BESAFE case studies



Arguments, actors ...

Who do the
convincing?

What's in between?

Who needs to be
convinced?

NGO's, other
policy makers,
etc.

Usually biodiversity
people

Arguments

The ones they THINK
the policy makers in
question will accredit

Policy makers
(and other parties in
the process)

The ones deciding on
biodiversity aspects – in
any policy. Usually NOT
biodiversity people

All parties are influenced by the situation: their own convictions,
their relationship with each other, the problem at hand, public
opinion, other interests,



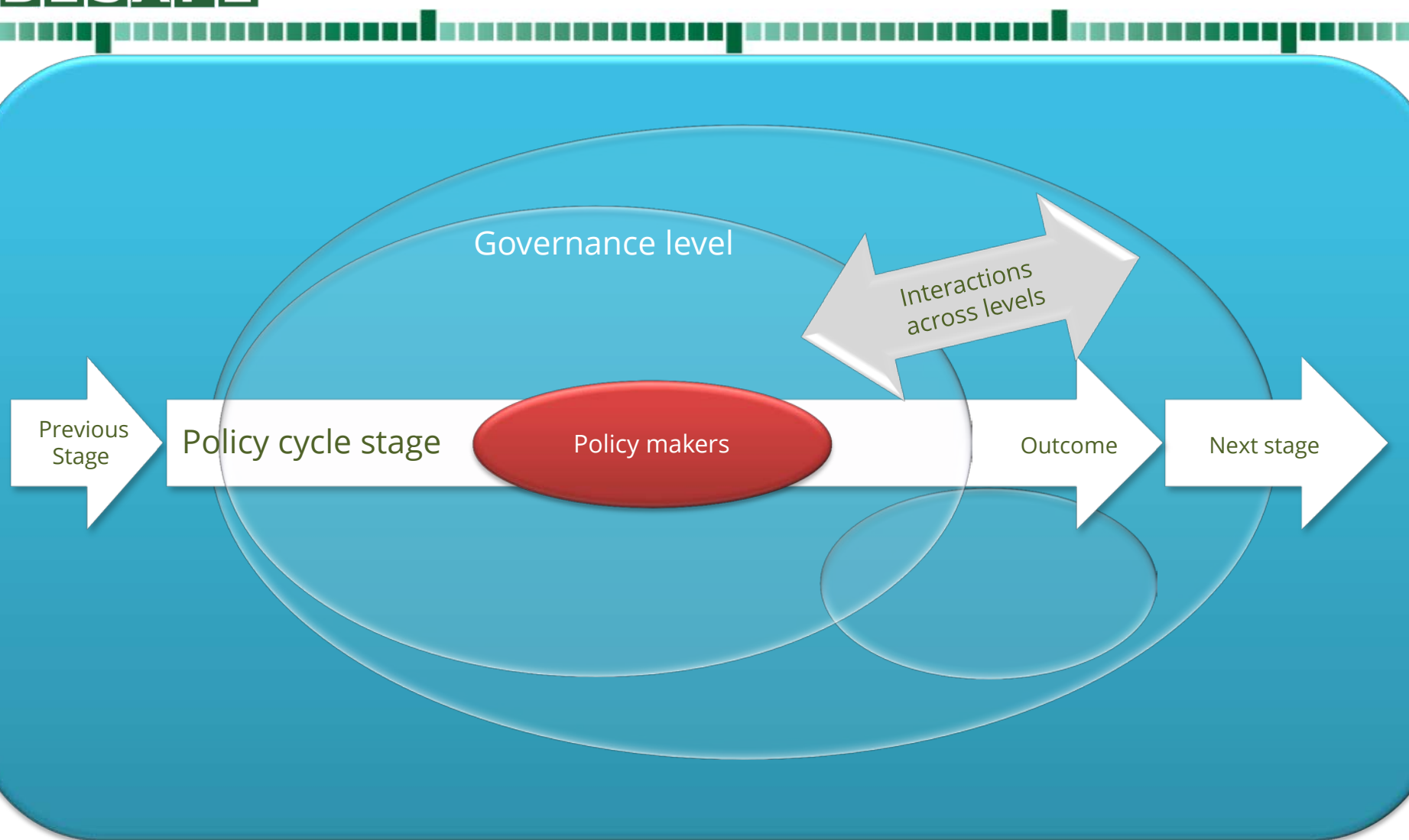
.... and processes



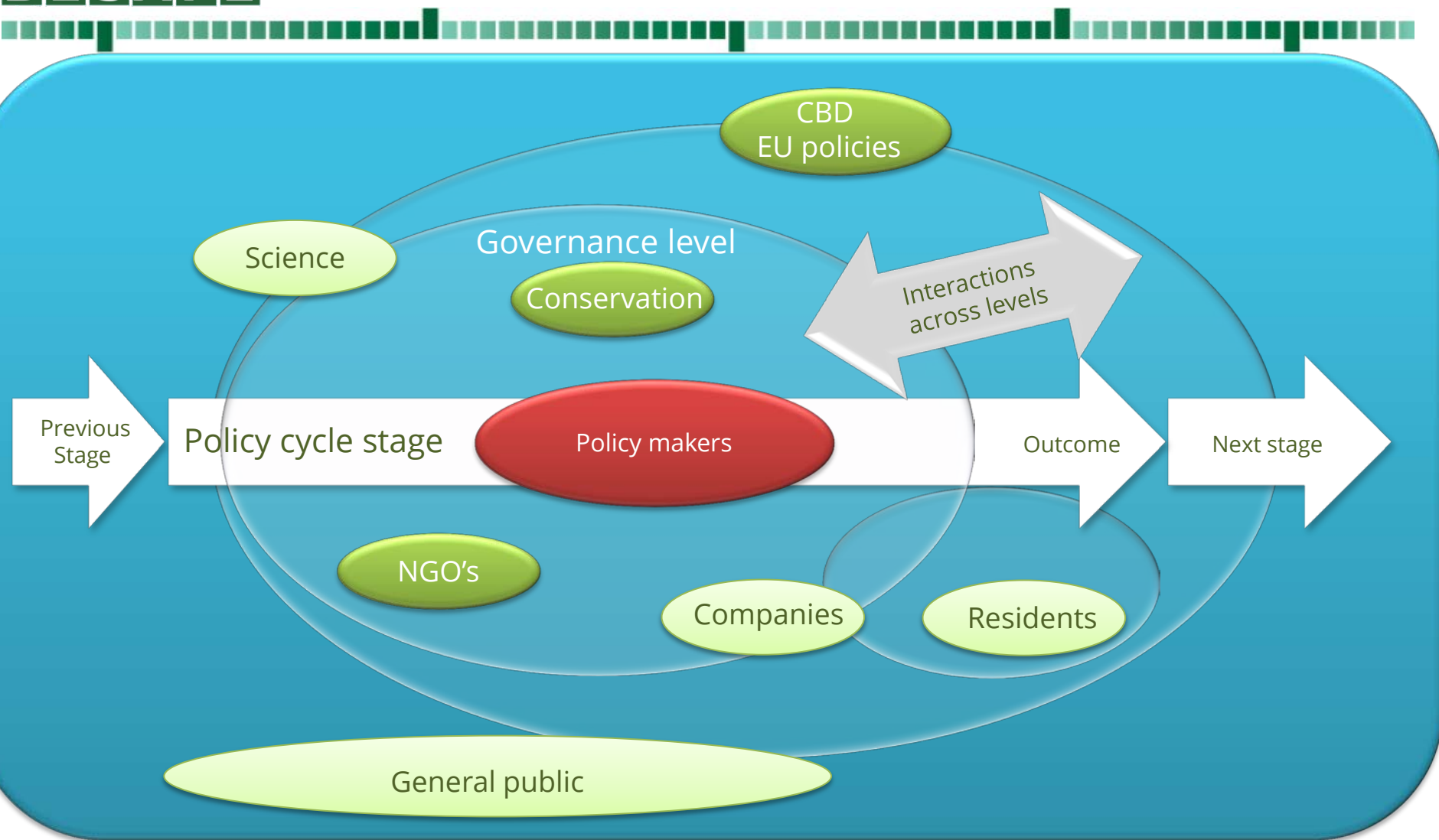
.... and processes



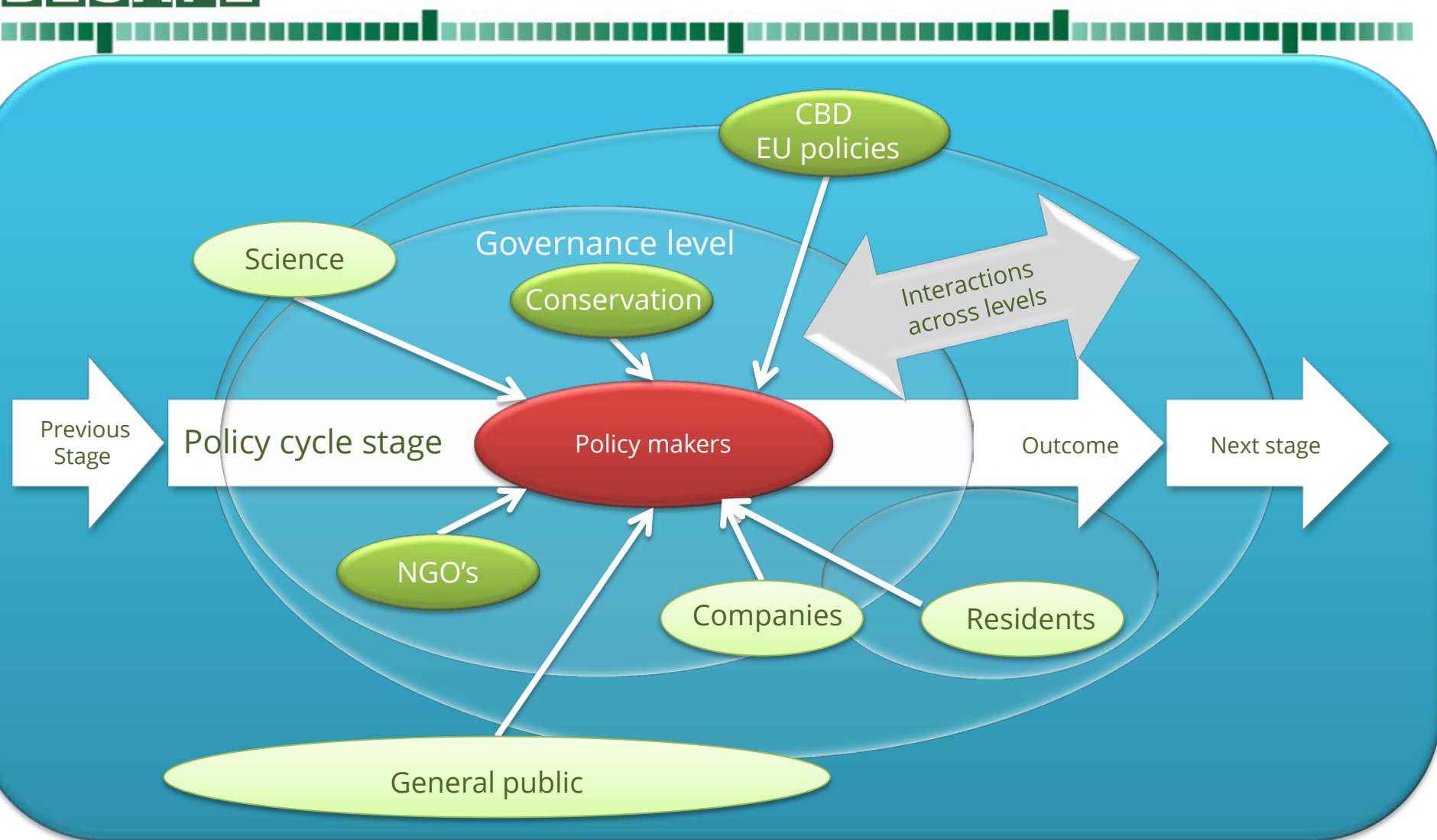
.... and processes



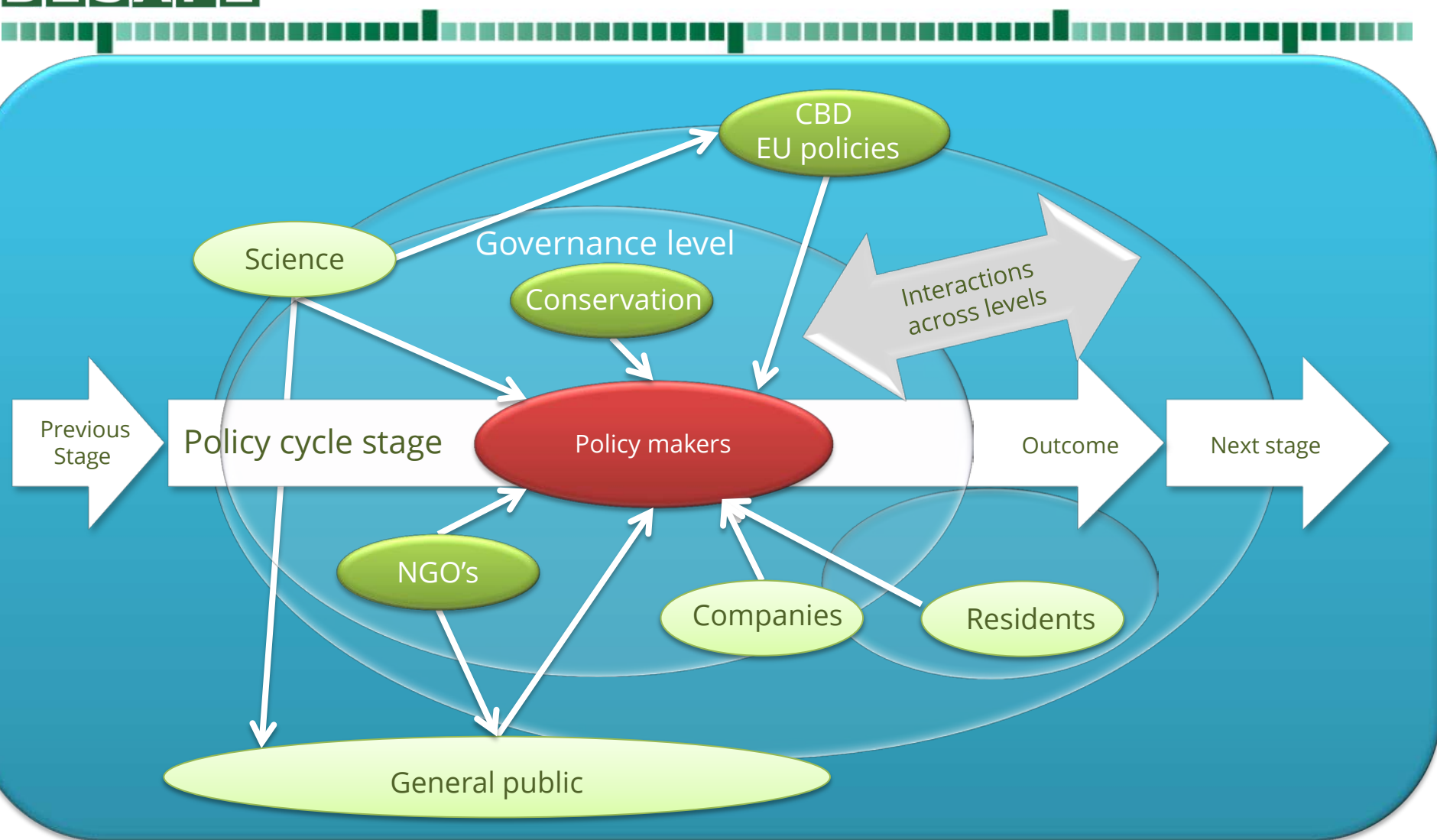
.... and processes



.... and processes



.... and processes



General lessons about the effectiveness of different arguments for biodiversity conservation

Pekka Jokinen



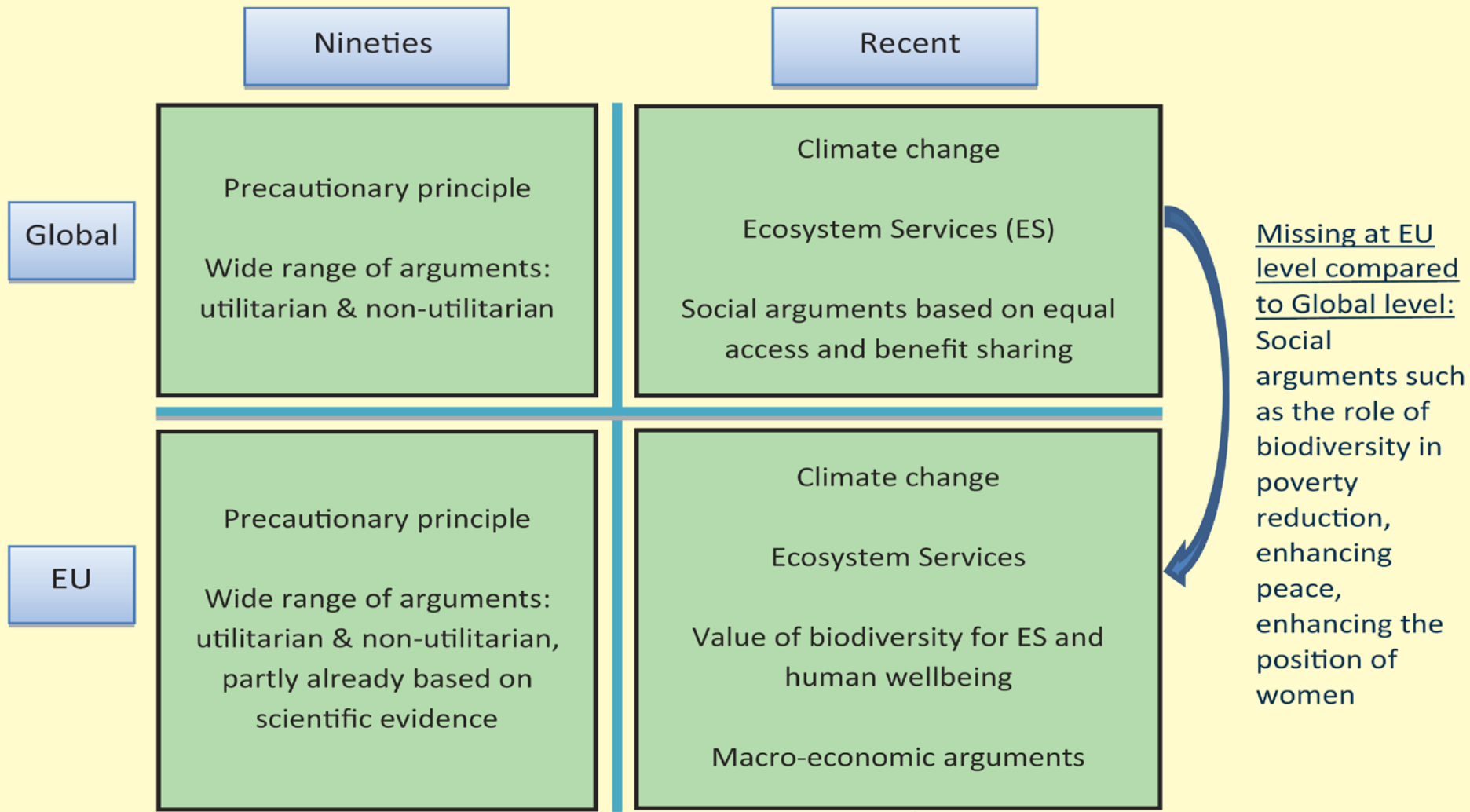
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What arguments can be identified?

- Social arguments are dominant at both the global and regional levels. At the European level economic arguments are more prominently used.
- Comparison between actors indicates a small diversity of arguments.
- Arguments do change over time at the global, European, national and regional levels.





Missing at EU level compared to Global level:
Social arguments such as the role of biodiversity in poverty reduction, enhancing peace, enhancing the position of women

New in recent years:

- link between biodiversity and climate change
- inclusion of term ES and link between biodiversity, ES and human wellbeing
- inclusion of macro-economic argumentation

Argumentation strategies

- In all, we identified ten different argumentation strategies used by actors when aiming to gain support for one's own policy perspective.
- Exemplified by:
 - (1) up- and down-scaling;
 - (2) positive and negative framing;
 - (3) appealing to nature.

Argumentation strategies

- *Up- and down-scaling*: Actors purposefully scale an issue to make it more important, to situate themselves at the centre of power, and to legitimise inclusion and exclusion of actors and arguments in the policy process.
- *Positive and negative framing*: Actors highlight different aspects of a situation as relevant, problematic, or urgent. An issue can be framed positively by emphasising a gain or negatively by emphasising a loss or constraint.
- *Appealing to nature*: Something is “good because it is natural” or “bad because it is unnatural”. Any appeal to naturalness is also suggesting that “Nature is good”.



Networks condition argumentation processes

Social groups, institutions, organisations, and professional disciplines have their own rules, practices, and interests.

- 1) Argumentation is conditioned by law and regulation and established practices.
- 2) Institutional roles and competences condition arguments.
- 3) Established and new practices in nature conservation condition arguments about biodiversity conservation.
- 4) Institutions and groups do select arguments that suit their own interests.



The effectiveness of arguments

- (1) *Observed effectiveness*: empirical work by observing arguments at different policy stages, at different governance levels, and among different stakeholder groups.
- (2) *Potential effectiveness*: drawing on views on the effectiveness of arguments and by studying the consistency of arguments.
- Effects take place when the arguments in one event, at one level or by one stakeholder produce a change in behaviour or in arguments used in another event, level or by other stakeholders.



Potential effectiveness

- Logic or sound scientific basis is not a sufficient condition for an argument to be effective. Duty- or benefit-related arguments support their effectiveness.
- Linking several benefits and using general language can increase the effectiveness of an argument.
- Tailoring the argument to the audience increases its effectiveness.



Observed effectiveness



(1) Persistence of arguments:

The persistence of biodiversity conservation arguments through different policy processes and against counter-arguments is a precondition for their effectiveness.

(2) Accumulation:

Diffusion and accumulation of arguments originally used by a limited group of actors signal effectiveness. Livelihood arguments coupled with biodiversity-related arguments can increase the effectiveness of conservation (more dialogue).

Observed effectiveness



(3) Level-crossing:

Appealing to high level legal arguments is effective in concrete tight argumentation at the local level, particularly in deadlock situations. Further, livelihood arguments originating at the local level can be effective at higher levels, by widening the scope of debate and engaging different actors.

(4) Replacing:

Broad concepts and complex reasoning can easily be replaced by arguments that refer to concrete benefits or duties. Arguments, that people personally relate to, often replace scientific and inherent value arguments that have to do with biodiversity in isolation from the society.

Observed effectiveness

- An issue frame can significantly change what people think about an issue. The frame can also change the policy support for the issue. Presenting positively framed arguments, which emphasise an alignment with some of the relevant actors' goals and interests, can be a more effective strategy to persuade others to act.
- In addition to individual arguments, the context and the surrounding argumentation are important for the effectiveness of the arguments.
- Trust increases the effectiveness of arguments.

General lessons about the use of ecosystem services arguments for biodiversity conservation

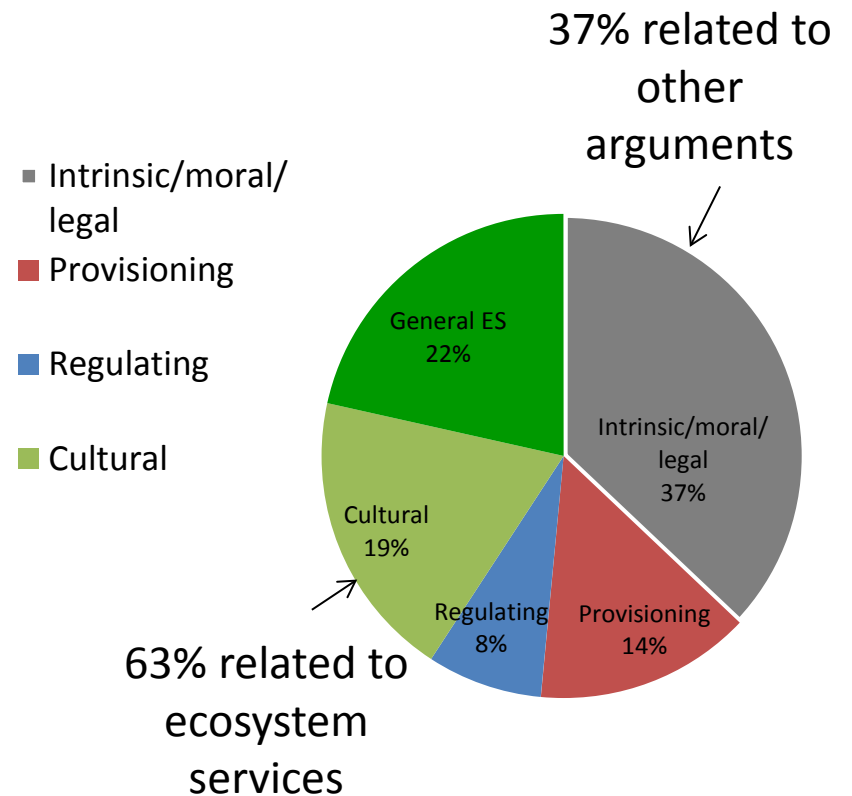
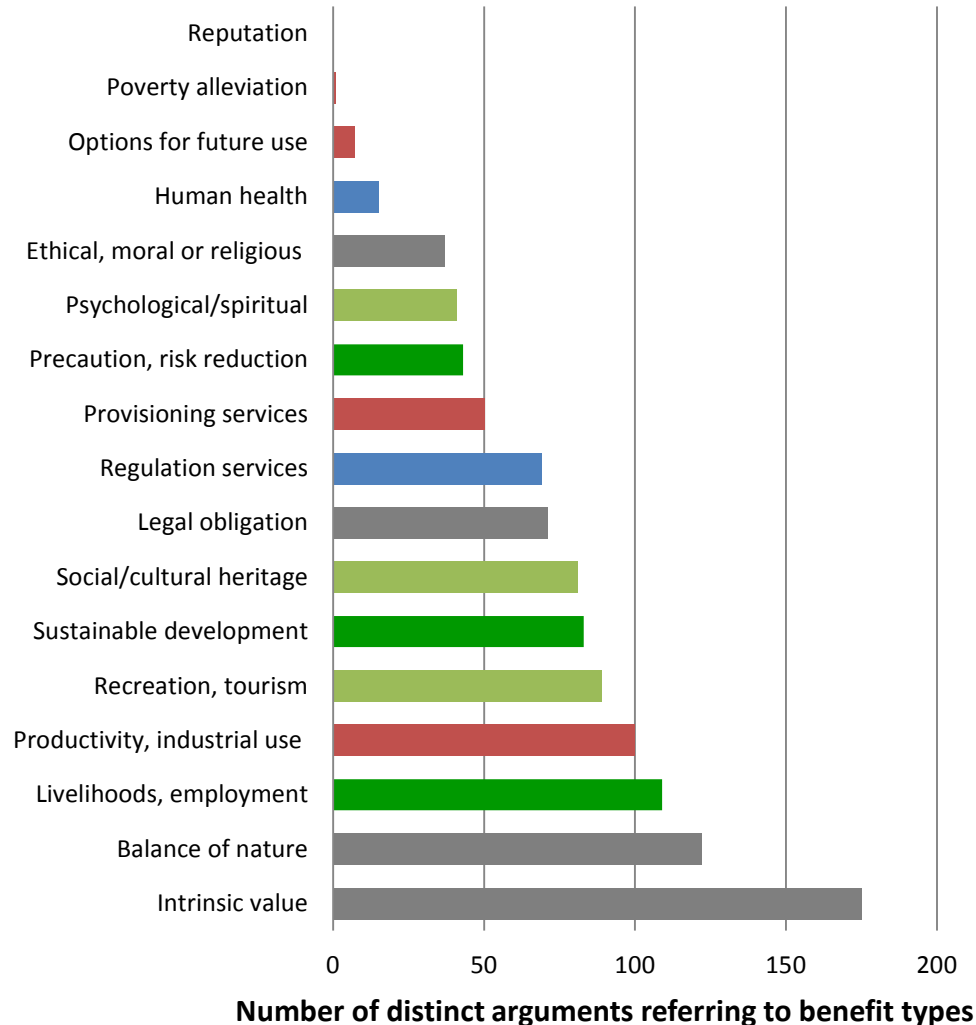
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Split between ecosystem services and other arguments



Do ecosystem service arguments support biodiversity protection?

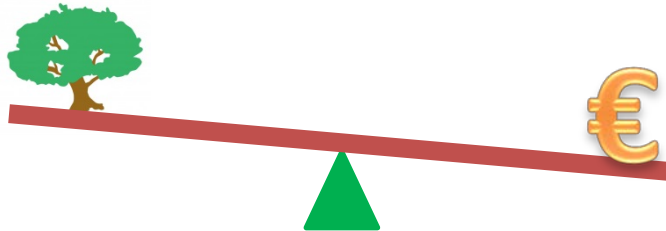
	Species abundance	Species richness	Species diversity	Species size/weight	Mortality rate	Functional richness	Behavioural traits (pollination)	Behavioural traits (biocontrol)	Community /habitat area	Community / habitat structure	Primary production	Aboveground biomass	Belowground biomass	Stem density	Community/habitat / age	Litter / crop residue quality
Provisioning services																
Timber production	↑	↑↓														
Freshwater fishing	↑	↑		↑	↓						↑					
Freshwater provision									↑↓					↓	↓	
Regulating services																
Water purification		↑							↑							
Water flow regulation									↑	↑					↑	
Mass flow regulation		↑							↑	↑		↑	↑			
Atmospheric regulation		↑	↑	↑	↓					↑		↑	↑		↑	↑
Pest regulation	↑	↑				↑		↑	↑	↑						↑
Pollination	↑↓	↑					↑									
Cultural services																
Recreation (species)	↑↓	↑	↑	↑												
Landscape aesthetics									↑	↑						

Links between biodiversity and ecosystem services are mostly positive....

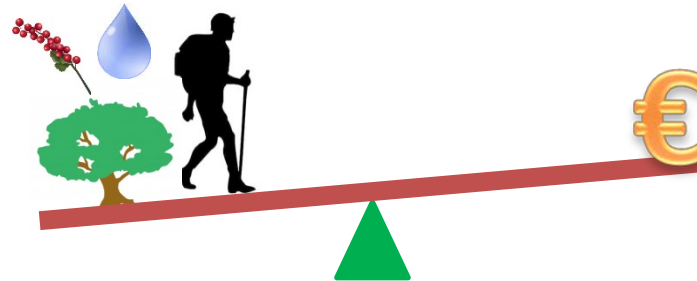


ES arguments can address conflicts with economic interests

Biodiversity only



Biodiversity + ES



The social and economic value of ecosystem services can tip the balance in favour of biodiversity protection and restoration

UK water industry – catchment management

- Ecosystem service arguments (water quality, recreation, carbon storage, flood management, etc.) persuaded the water price regulator to approve water company investment in restoring & protecting catchments.
- Found to be six times cheaper than conventional water treatment.
- Ecosystem service arguments now an integral part of UK water industry planning.



...BUT there are still trade-offs

Ecosystem service arguments do not solve all conflicts!

- Over-exploiting ecosystem service supply is bad for biodiversity, e.g. habitat loss for agriculture or forestry, water pollution from fertilisers
- Trade-offs between different ecosystem services, e.g. impact of food or timber provision on water quality or aesthetic value

Natura 2000 conservation projects: stakeholder conflicts

- Public, NGOs, local authorities appealed to arguments based on cultural services and intrinsic values
- Commercial users (farmers, land owners) only accepted arguments based on economic value (e.g. food and timber provision, flood control)

Dialogue and trust-building to promote sustainable management needed!



Ecosystem service arguments can shift the conservation model

Sierra Nevada national park

- Cultural and environmental services provided by traditional livestock grazing were recognised.
- Ecosystem service concept showed that land could be managed sustainably with socio-economic benefits for local communities.
- This helped to shift from an 'island model' of conservation to a more integrated model

Island model

- Conservation just in protected areas.
- Human use restricted
- Intrinsic /moral/legal arguments only

Ecosystem services

*Sustainable
management*

Integrated model

- Whole region
- Benefits for both nature and humans
- Both intrinsic and ecosystem service arguments



Ecosystem service arguments allow positive framing

Positive framing:
multiple benefits of
biodiversity for humans

**UK Biodiversity Action
Plan:** Successful
conservation projects used
ES to show the positive
benefits for humans.

Negative framing: threats
to biodiversity, impacts of
human activities

Bialowieza forest, Poland:
Negative framing failed to
counter arguments on high
costs of conservation for
local livelihoods.





What do stakeholders think about ES arguments vs other arguments?

- Over 120 expert stakeholders (researchers, decision-makers, NGOs) rated arguments for and against biodiversity conservation.
- Strong support for an ethical and moral perspective: most agreed on the intrinsic right of species to exist regardless of their benefit to humans.
- Also support for ecosystem service arguments: most disagreed that economic valuation of biodiversity indirectly supported biosphere destruction.
- There is a range of views within each group: scientific need for conservation, ethical or rights-based arguments, ecosystem service/economic rationales emphasising the use value for humans, and emotional or spiritual perspectives.



Summary: How can we use ecosystem service arguments effectively?



- Ecosystem service arguments can be used to **show the economic and social value of biodiversity protection**, addressing conflicts with economic interests.
- They help to **frame arguments positively**: focus on multiple benefits of biodiversity for humans, not just threats and impacts of human activities on nature.
- Ecosystem service arguments can be effectively **combined with arguments on the intrinsic value of nature** – use a wide range of arguments, tailored to the specific situation and the interests of stakeholders.
- They are best used as **part of a bottom-up participatory process** in which all stakeholders are involved. It takes time to develop acceptable solutions through a process of trust-building and negotiation.

General conclusions and recommendations

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Present policies perspective



To stop biodiversity loss:

- Intrinsic value is not enough
- Protected areas and species are not enough
- Top-down approach is not enough

Progress is to be made outside N2000, by involving society and by emphasising ecosystem services and economic value

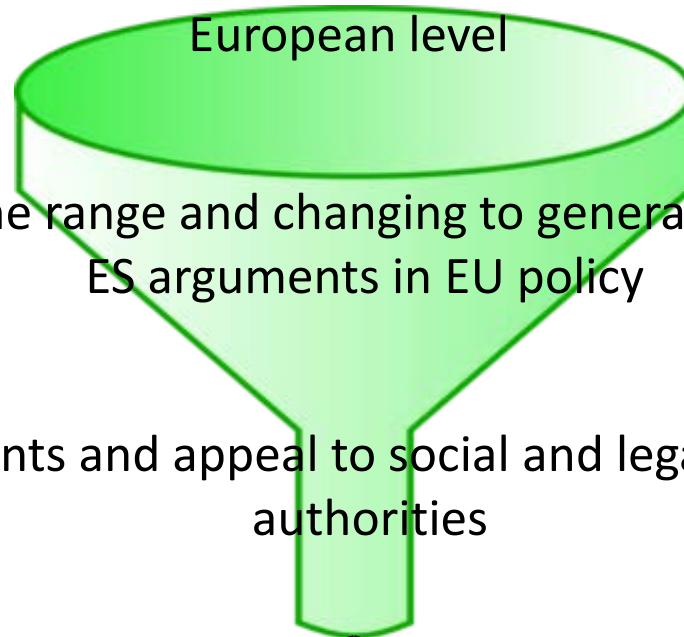




Arguments and process line



Wide range of very generic arguments early in the process, at Global and European level



Narrowing down of the range and changing to general (macro-)economic and ES arguments in EU policy

Copying of EU arguments and appeal to social and legal obligations by national authorities

Widening of the range range of arguments, use of very specific arguments and situation tailored argumentation at the local, implementation level



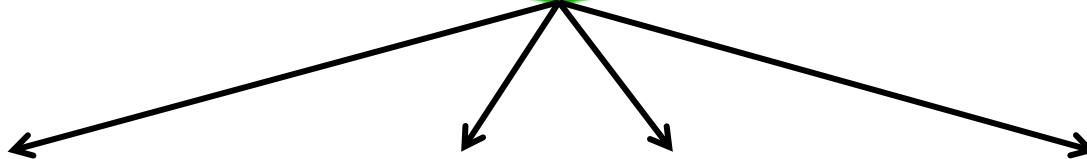
Arguments and process line



Wide range of very generic arguments early in the process, at Global and European level

Arguments are used when convincing is needed

Which is at the local / regional implementation level



Widening of the range range of arguments, use of very specific arguments and situation tailored argumentation at the local, implementation level



Two very general conclusions



Effectiveness = tailoring

Message: know your situation, the people in it and their interests

Ecosystem services are powerful
additional arguments

Message: for optimal effectiveness, they need to be added to, combined with, other ones





As gain needs to be made locally:

- Foster bottom-up initiatives
- Tailor arguments and awareness raising to audiences
- Use packages of positive arguments



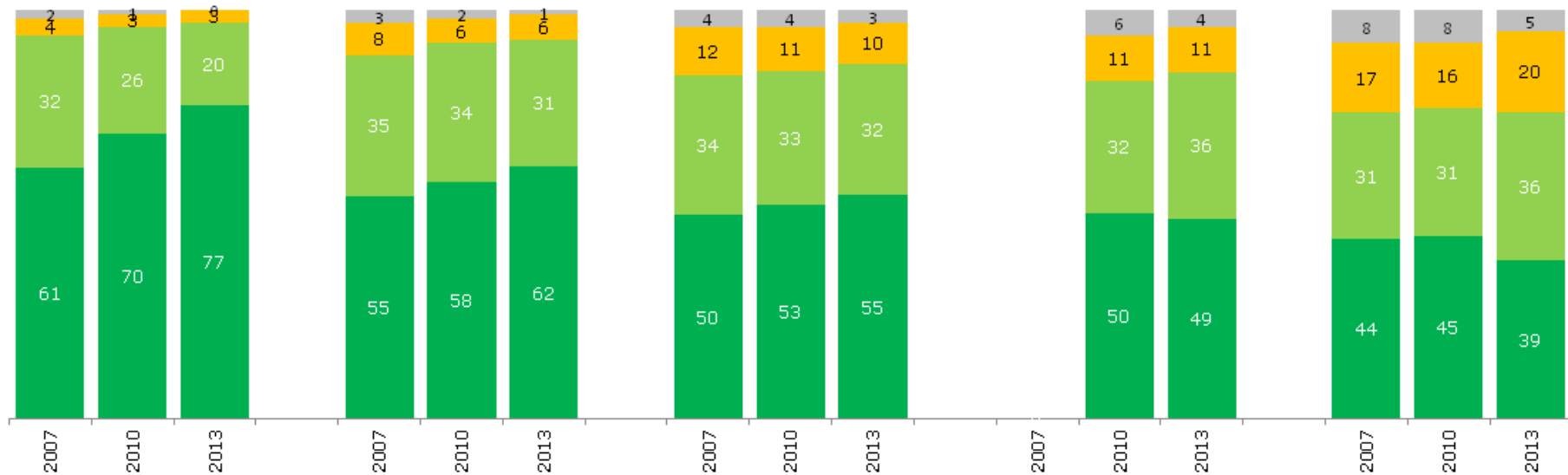


Promote a truly overall approach

- Respect and address the complete support base

Reasons to halt the loss of biodiversity - Results on EU27

Very much agree Rather agree Total 'Disagree' Don't know



It is a moral obligation – because we have a responsibility to look after nature

Our well-being and quality of life is based upon nature and biodiversity

Biodiversity is indispensable for the production of goods such as food, fuel and medicines

Biodiversity is essential in tackling climate change

Europe will get poorer economically as a consequence of the loss of biodiversity

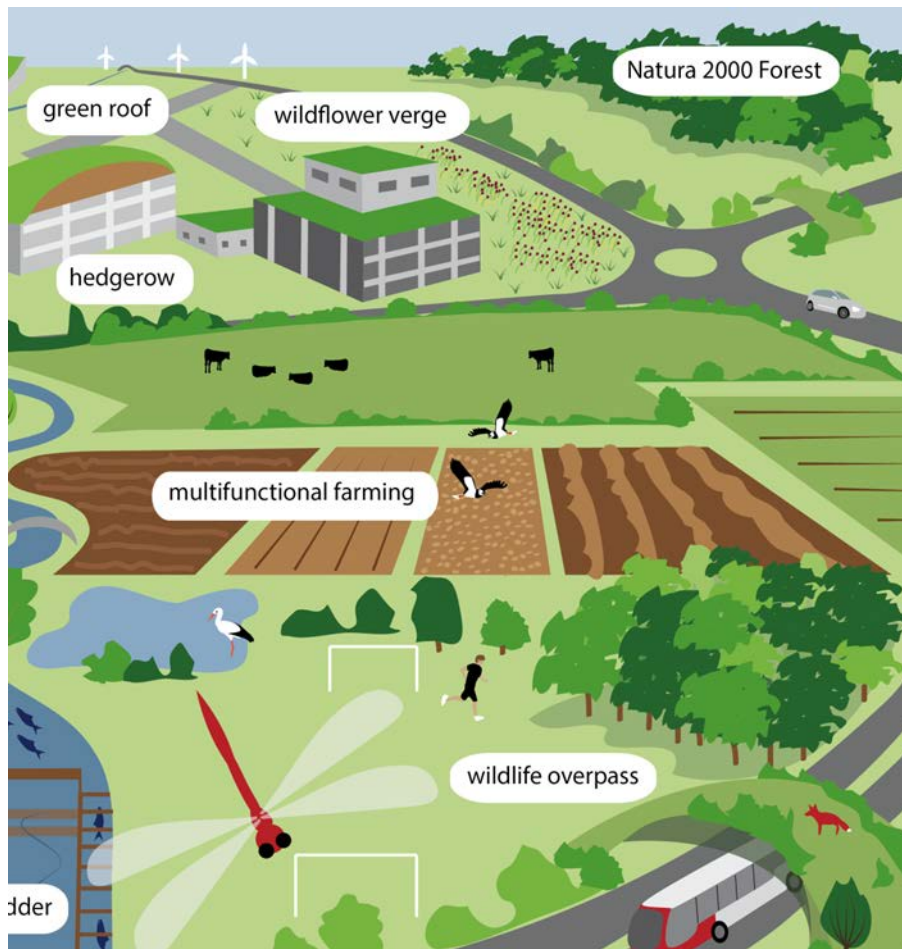
Q4. I will read some statements to you about why it might be important to halt the loss of biodiversity.
Please tell me how much you agree or disagree with them:

Base: all respondents. % EU27



Promote a truly overall approach

- Increase awareness that conservation and sustainable ecosystem service management enhance each other





Thank you