
Summary of the Workshop Outcomes:

“Accelerating restoration of degraded forest landscapes: The role of tenure security and local forest governance in catalyzing global restoration initiatives”

A CIFOR and GIZ Workshop held on 3 November 2017 in Bonn, Germany¹

This day-long workshop co-hosted by CIFOR and GIZ brought together 41 participants from diverse organizations interested in exploring how tenure security, governance arrangements, and accessible finance may contribute to better forest restoration outcomes. The objectives were to share recent research findings by CIFOR scientists on these topics with leaders of and partners in restoration initiatives such as the Bonn Challenge, AFR 100, and LA 20x20, and to provide an opportunity for all participants to share experiences and ideas for bringing tenure, governance, and accessible finance into restoration planning. Participants included leaders of international NGOs and other agencies; staff of GIZ supporting programs on forest restoration, governance and land tenure; and representatives of German and other donor organizations investing in forest and landscape restoration; as well as CIFOR and university scientists.

Workshop participants were welcomed by Dr. Lorenz Petersen, Director of the Climate Change, Rural Development and Infrastructure Division of the GIZ sectoral department, and Dr. Steven Lawry, Director of CIFOR’s Equity, Gender and Tenure research program. Dr. Lorenz drew attention to the need to focus on working on *how* to operationalize tenure and governance reforms supportive of Forest Landscape Restoration (FLR); Dr. Lawry highlighted examples of CIFOR’s recent research demonstrating the positive links between rights recognition and forest outcomes in countries such as Nepal and Guatemala. He emphasized that forest restoration is intimately linked to restoring the ability of communities to participate in the governance of their natural resources, with rights devolution being one way to restore community capacity to self-govern.

The workshop consisted of four sessions. The first session focused on presentations of CIFOR’s recent research findings related to FLR and tenure security, governance, and equity. The second session consisted of a panel discussion of experiences with tenure security and governance issues by

¹ Funding for the workshop was provided by Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH, Center for International Forestry Research (CIFOR), and the CGIAR Research Program on Policies, Institutions, and Markets (PIM).

representatives of three organizations (WRI, WWF-Germany, and GIZ) that have taken a lead role in implementing FLR initiatives associated with the Bonn Challenge. In the afternoon session, the participants broke into small groups to examine in greater depth the proposition that a rights-based approach to FLR will be needed if countries are to meet their restoration commitments. To maximize opportunities for the exchange of ideas and on-the-ground experiences, each session culminated in a plenary discussion moderated by Elke Matthaei (GIZ) and Bimbika Sijapati Basnett (CIFOR).

Key take-home messages from the workshop

- Taking a rights-based approach, in which community and individual rights to land, trees, and enhanced forest cover are recognized or protected, is important for the long-term success of FLR initiatives. However, it must be recognized that other factors, such as access to extension services, credit, and markets, are part of a viable rights-based approach to FLR.
- Points of entry for a rights-based FLR approaches are likely to vary but ultimately both national and local level buy-in are needed for long-term success. Inter-sectoral and inter-scale coordination is critical for rights-based FLR to be successful, as are simpler processes for getting tenure rights and increasing government and community capacity in planning
- Key issues to consider in ensuring that FLR initiatives safeguard rights and promote gender and social equality include: Free, prior informed consent (FPIC), compensation, voice and influence in planning, monitoring and overall decision-making, and fair distribution of benefits.
- There is a need to unpack what FLR initiatives need from the private sector and who we are talking about when we refer to “the private sector”. Equally important, there is a need for a better understanding of what types of business models for FLR are viable for different types of private actors that ensure equity and fairness to local stakeholders.
- Existing restoration opportunity assessment and diagnostic tools need to be adapted and further refined so as to incorporate more robust assessments of tenure rights and governance systems. Particular attention needs to be paid to understanding what rights communities and individuals have in practice, as well as the rights that they may have on paper.

Session 1 – Preliminary findings from research on FLR and tenure, governance, and equity

Global overview of FLR policy and practice (Presentation by Dr. Manuel Guariguata, CIFOR Principal Scientist and Team Leader, Forest Landscape Restoration Research)

Forest landscape restoration has been defined as “a planned process that aims to regain ecological integrity and enhance human well-being in deforested or degraded landscapes”. FLR initiatives are incorporated into international and national forest policy, and are driven by both voluntary national pledges and private sector commitments. Roughly 148 M ha have been committed for FLR under the Bonn Challenge. One challenge with FLR implementation is that there is still debate as to what constitutes FLR and what does not. In moving from concept to practice, the concept of FLR needs to be translated into agreed operational terms. At present we lack the operational criteria and indicators that can help us recognize an FLR project when we see it. Without this clarity, we lack the ability to

measure quality. We need a framework or operational model that can help filter out effective progress from ‘business as usual’ tree-planting approaches. This is critical since in general, top-down technocratic reforestation focused on mono-crop plantations under the name of FLR should not be considered as such; nor is reforesting areas that have been classified as “degraded” forests or those that support native grassland ecosystems.



The Global Partnership on Forest Landscape Restoration is one network of governmental, NGO, and private sector organizations that is actively engaged in facilitating implementation of FLR commitments under the Bonn Challenge. Some of the challenges with implementing FLR are that different sectors do not always communicate well, information that is needed is often asymmetrically distributed, markets are not always complete, and externalities are not accounted for. For private investors, commercial reforestation

tends to be the preferred alternative and financing for ecosystem services at landscape scales is beginning to emerge. However, smallholders have limited access to the financing available and large companies are leery about undertaking the risk of planting native species or managing on long rotations. To reach current area-based aspirations, FLR may need to develop economies of scale.

To sum up, guidance as to what constitutes FLR is emerging but consensus has not yet been reached. Therefore, it is difficult to monitor progress and successes. Additionally, it takes decades for restored forests to deliver the goods and services that were planned for, and political will is as a whole lacking for funding the monitoring laid out in national restoration plans. Without monitoring, it is difficult to gauge whether progress is being achieved or not. Finally, there remains a science-practice gap for implementing FLR.

As we move forward in implementing FLR initiatives on a large-scale, the following questions will need to be addressed:

- What drives the permanence of natural or planted forests? And how can we guarantee their permanence?
- When monitoring for performance, how do we connect the local with the global?
- What should be the minimum set of safeguards or standards?
- What is the influence of markets in the spatial prioritization of FLR initiatives?
- How can we balance the markets for goods versus ecosystem services in an FLR context?
- How can we better deal with secondary forests, which are prone to cross-sector overlaps?
- How are ecosystem services flows shaped by governance, tenure issues, and social networks across the landscape?

Tenure and governance as factors in FLR (Presentation by Dr. Rebecca McLain, CIFOR Consultant):

Drawing on lessons from two decades of forest tenure devolution, recent research on REDD+ and tenure, and the emerging literature on FLR and governance, CIFOR researchers have found that recognizing rights or devolving a larger array of actual rights is likely to be essential in most contexts if FLR initiatives are to be successful. The concept of “actual rights”, as distinct from paper rights, is particularly important when assessing the tenure incentives for investing in forest restoration (Sikor et al. 2017)². Although safeguards such as free, prior informed consent (FPIC)

Elements of a rights-based approach
• Rights recognition/devolution and rights actualization
• Enhancing connectivity between scales, sectors, and social actors
• Program designs that generate widely shared benefits
• Support for technical and institutional capacity building at various levels
• Support for shifting forest agencies more toward an extension focus

processes are important, they do not give communities or individuals the same degree of political leverage as the possession of and capacity to exercise rights. If communities and individuals lack rights to land and resources, FLR’s other guiding principles will be challenging to apply. A theory of change that incorporates an updated bundle of rights as well as the concepts of actual rights and human agency offers potential as a framework for guiding tenure and governance assessments for FLR implementation.

Gender and tenure in FLR programming (Presentation by Dr. Bimbika Sijapati Basnett, CIFOR Scientist/Gender Coordinator):



Bimbika's presentation offered a framework for designing and evaluating gender and socially responsible FLR, and discussed progress made so far in FLR design and implementation across 28 countries. Since FLR is still being implemented, she drew on the literature on REDD+ and ‘land rush’. She argued that FLR design and implementation cannot be based on global and national maps highlighting restoration potential areas alone. Relying on aggregated data renders land empty of people,

histories and claims; erases diverse array of land types in favor of homogenized and aggregated units. There will inevitably a vast disjuncture between two these lands are imagined from afar and local level realities. Drawing on research from South Asia and Southeast Asia, she pointed out that even land that is perceived as being ‘barren’, ‘underutilized’ may very well be used for multiple purposes simultaneously. They can be left for fallow for a period of time due to swidden agricultural practices or because of pest or diseases that have rendered the land temporarily unavailable. But this is often just a temporal phenomenon. Even primary forests or lands not yet cleared or in current use are still claimed for current and future generations. Furthermore, because of the life-giving quality of land, and the meanings attached to land for people’s identity, material and social wellbeing, land is inherently contested, negotiated in multiple ways by multiple and differentiated actors.

² Sikor, T., He, J., Lestrelin, G., 2017. Property Rights regimes and natural resources: A conceptual analysis revisited. *World Development* 93, 337–349.

Given such messy and complex realities, Bimbika's presentation focused on what does designing social responsible FLR entail? She argued that we need to consider both the possibility of exclusion and modes of inclusion carefully.

Exclusion: FLR will involve excluding current and future users in some way or another. 'Free prior informed consent', must be an essential mechanism for safeguarding local peoples' rights. In carrying out FPIC, both inter and intra-community relations must be considered and all segments of the community must have equal voice in either consenting or not consenting to FLR interventions. Exclusion can be seen as more legitimate if landholders or users feel that they were 'fairly' compensated. This requires understanding how land access, use and ownership are governed between women and men across different social groups. It is also important to go beyond compensating only heads of household, and/or compensating for market value of land. Women's non-monetary contribution towards family provisioning must also be considered.

Inclusion/exclusion: In decisions about FPIC, local communities' involvement in design and/or implementation of FLR and/or benefit sharing mechanisms, both women and men across relevant social groups must be able to exercise equal voice and influence. This requires understanding how decisions are made at the household and community levels and coming up with ways of addressing any gender and social related asymmetries.

Research shows that while having equal voice and influence in decision-making helps ensure that decisions reflect interests and priorities of women and men, distribution of direct and indirect benefits also need to be monitored so that any one group is not disproportionately benefiting in the absence of others. Hence, key issues to consider in ensuring that FLR initiatives safeguard rights and promote gender and social equality include carrying out FPIC processes, compensation, voice and influence in decision-making, and distribution of benefits. Bimbika ended her presentation by highlighting some of the key findings of an ongoing review on whether and how gender is being integrated in current FLR initiatives across 28 countries in Asia, Africa and Latin America, and concluding that there is room for considerable improvement.

Session 2 - Lessons from the field: Tenure and governance issues in FLR implementation

Jared Messinger, Manager, Global Restoration Initiative, World Resources Institute

WRI has been implementing FLR for more than a decade. They intentionally opted to focus their pilot projects in areas where tenure security was good and benefits of investing in restoration were readily visible, a strategy that has brought support for more commitments. However, now that they are expanding beyond the pilot phase, they are realizing that they need to invest more in tenure. They have been using ROAM as a tool for assessing FLR opportunities. Although it has been useful it needs more work before it can be very useful for assessing governance constraints and opportunities effectively. Social network analysis is another tool that they have been using to identify governance



Photo credit: GIZ/Wolter

gaps in terms of a variety of resource, information, and other flows. They have found that it is useful for targeting areas of intervention and identifying which stakeholders need to be supported.

Susanne Winter, Director, Forest Policy, World Wide Fund for Nature, Germany

The global WWF networks works since decades on Forest Landscape Restoration. The comprehensive WWF book on Forest Landscape Restoration dates already back to 1986. And WWF Germany enhances FLR as main forest focus of its Nature conservation strategy 2018-2022. At WWF Germany FLR is implemented by framing and soaking the approach aspects of 1) nature and biodiversity conservation, 2) forest landscape use for livelihood (including local and indigenous rights and 3) landscape planning security (including law enforcement, governance approach and tenure rights). Empowering people in partnerships for FLR is one of the most important FLR objectives to facilitate long-term restoration of our forest landscapes. In addition to our work in specific places, WWF seeks to facilitate learning about innovative solutions and to build broader capacity for applying these approaches through partnerships at the local, national and international levels. WWF-Germany considers the engagement of indigenous and local peoples to be a critical element for the long-term success of FLR. Recognizing people's rights to their traditional lands, territories and resources is critical to their long-term environmental stewardship – and essential for indigenous cultural identities. Within WWF, a growing number of programs are engaged in partnerships with indigenous and local communities to increase security of community land tenure and resource rights.

Following an older assessment, indigenous people inhabit up to 20% of the earth. They live in their territories since up to thousands of years and it is obvious that nature maintenance is generally an inherent part of their life-style and apparent for us by the alignment of territories of indigenous people and biodiversity hot spots. In conclusion, to achieve progress in nature conservation the partnership with indigenous people is substantially important.

WWF was the first international conservation organization to formally adopt a policy recognizing the rights of indigenous peoples. Developed in 1996 and updated in 2008, WWF's Statement of Principles on Indigenous Peoples and Conservation reflects our dedication to respecting indigenous peoples' human and development rights and recognizes the importance of conserving their cultures.

Major challenges that they've run into include the occurrence of multiple overlapping rights and corruption. Some of their approaches that are working include: Support for indigenous people alliances to take part in global fora, such as COP 23; assisting indigenous peoples in their efforts to acquire management rights to national lands, entering into contracts with smallholders to plant trees, and support for NTFP market development. WWF-Germany sees forest certification as a key tool for supporting the rights-livelihood-governance triangle. WWF sees FLR as part of the solution to tenure and governance challenges rather than posing a problem.

Elisabeth Hoch, Senior Advisor, Forests, Biodiversity, Agriculture — Department for Climate, Rural Development, Infrastructure, GIZ

Governance is a primary consideration in German development cooperation projects. The Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security are the guiding framework. The German government (Federal Ministry for Economic Cooperation and Development, BMZ) is supporting the AFR100 initiative by assisting with preparations for country pledges, establishing FLR committees, and engaging in pilot activities, such as

participatory land use planning. Tenure rights are highlighted in the FLR strategy of Madagascar; in a project on REDD+ - Landscape, funded by the Federal Ministry for the Environment, Nature Conservation, Building and Nuclear Safety (BMUB) in Central America the focus is on mobilizing private and public involvement in FLR. The German government (BMZ) also has provided support for land cadaster with related capacity development for restoration in the Brazilian Amazon. Although many projects implemented by GIZ on behalf of the German Government are not necessarily named “FLR”, many are directly supportive of restoration and provide a foundation for FLR implementation.

A major challenge that GIZ has seen is that some social actors are reluctant to engage in FLR. Some object because they equate FLR with plantations and monocrop forestry; others see it as another version of reforestation programs that didn't work in the past. Therefore, it's important that we learn from the past and build on what we know that works and what does not. It's also important to see what local people are already doing in own initiatives regarding restoration of



landscapes and to engage them in meaningful ways. At the same time, it's important to have national programs and strategies to have greater impact. Likewise, if private investments are to happen at scale, FLR needs to be economically viable. Finally, strong cooperation needs to exist between research and implementation so that we don't make the same errors over and over.

Facilitated discussion: The discussion centered around three major themes: entry points for FLR tenure and governance interventions, approaches for engaging private finance, and approaches for ensuring that FLR initiatives are sustainable over the long term.

1. Intervention entry points

- All of the proponents indicated that they begin by looking at the national level to see where there are points of entry. However, in cases where national level commitment is missing, they may then need to go down to provincial or district levels. In all cases, for FLR to be successful one must at some point go down to the local level. After all, restoration starts on the ground.
- At the community level, one point of entry needs to be taking action to establish relations of trust because in so many contexts mistrust exists between communities and other actors. However, doing so is hindered by the mismatch between the time it takes to build trust and the short duration of most projects. So to be effective requires being willing to be there for a long time.
- Another critical point of entry for community-level interventions is making an effort to reduce corruption and increase transparency. Both WRI and WWF-Germany have forest legality initiatives to address the issue of illegal logging.
- In some communities, the best point of entry may be to start by doing something other than FLR, for example, building a school or a well. This may be particularly relevant in areas where there are a lot of conflicts and where one needs to start by supporting small activities that are

already ongoing and strengthen those so that over time sufficient trust develops to take on larger things.

- As FLR implementation expands, we need to learn how to build a project preparation pipeline. Up to now, most of the investments have been made in the easier places but as we expand FLR, we will need to make sure that good governance is in place for the projects that we propose.

2. Supporting long-term sustainability of FLR initiatives

- It's important to understand how to organize relations between all the stakeholders. That's fundamental to the project's long-term success. When you begin a project, you need to figure out what the FLR objective(s) are, assess the need to carry feasibility studies, and figure out how to get stakeholders together. It might be that it isn't feasible to do what you originally set out to do. But the stakeholder forum is important to continue throughout the project as otherwise you lose the relationships that are important to long-term success.
- It's important to have national-level buy-in at some point so that the initiative continues after donors move on. Some of the incentives to gain buy-in have included support from developed countries, but in other cases, such as Rwanda, national pride is also a motivating factor for strong government involvement.
- Some participants felt that it is important to not be too dogmatic about what is and what is not FLR. Smallholders often integrate other vegetation with cashew plantations, for example, so there has been advocacy to recognize those plantations as FLR? If people have rights and income coming from the forest then they probably will have trees. We need to be realistic; we need to sell FLR where it is viable. Other participants disagreed, arguing that FLR is a derivation of the landscape approach to land use planning and management and that a cashew plantation would not be considered FLR.

3. Private financing for FLR investments

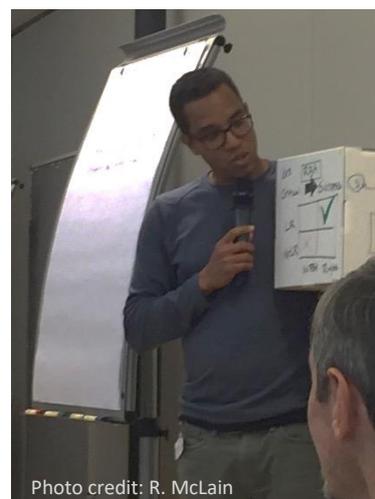
- All noted that an area where there is a major gap in terms of entry points at all levels is the private sector. As one participant pointed out, we know very little about how impact investors factor in the institutional context when making investment decisions. However, experience in the field suggests that there needs to be tenure security for investments to work.
- In Central America, GIZ has made the experience to best start FLR initiatives with public money, using that to develop the case and then try to mobilize private money to extend it. A functioning monitoring and safeguard system is crucial for private investors to follow up on their investment. A mosaic of financing options is also helpful. It leaves the more difficult areas for public funding, i.e., for restoring areas where risks are high and productivity is low.
- WRI is facilitating roundtables to bring together investors with projects that are developing. However, we need clear business models in how FLR can generate returns. There are challenges in monetizing externalities. There's a need for research and practice in this area.

Key take-home messages from Sessions 1 and 2

- 1) There are many different ideas as to what the entry points should be for FLR tenure and governance interventions. However, from the standpoint of geographic scale, ultimately buy-in at both the local and national scales are required for long-term success. Establishing relationships of trust with communities also is a key element for long-term success.
- 2) Considerable differences existed as to what governance is or what should be included in assessing governance. What goes into a diagnostic analysis is something that needs to be explored more.
- 3) Regarding private sector engagement, there is a need to unpack what FLR proponents need from the private sector and who we are talking about when we refer to “the private sector”. Equally important, there is a need for a better understanding of what financing “mosaics” make sense for different national and sub-national contexts, as well as what types of business models for FLR are viable for different types of private firms.
- 4) A key concern is longevity of FLR initiatives as they generally are characterized by activities that require some time for investments to be realized. Understanding who the key stakeholders are (or should be) and their relationships with each other is an important first step in convening the multi-stakeholder meetings that are likely to prove crucial to the long-term viability of country-level FLR initiatives. Long-term interest in FLR at the ground-level can perhaps best be fostered by supporting rights recognition along with FLR practices that enable land users to benefit from tree products.

Session 3 – Working Groups

The afternoon session consisted of discussion within three working groups aimed at informing prospective field research by CIFOR scientists working in collaboration with GIZ program managers in several pilot countries. The research will assess country-specific tenure, governance, and equity challenges, and based on those assessments, CIFOR, GIZ, and other partners plan to work with local communities, government officials, and other stakeholders to identify appropriate tenure and governance reforms, as well as viable FLR practices. Each of the three working groups was asked to examine the key proposition set forth during the first morning session: **Rights-based approaches are critical to successful and multifunctional FLR**. Each group addressed the following questions relative to this proposition:



1. **What do you think of this argument? Agree, disagree, explain**
2. **What does adopting a rights-based approach imply for FLR programming?**
3. **What knowledge gaps exist regarding the role of rights-based approaches in implementing FLR and what questions should we be asking to address them?**

The groups were not seeking to achieve consensus but rather aimed to identify the range of views relative to the merits of CIFOR's proposition that a rights-based approach is essential for sustainable FLR programs.

Question 1 – Merit of the key proposition

- There was general agreement that rights to land are key, but that conditioning rights on environmental performance is problematic.
- Rights-based approach should be both about recognizing as well as protecting rights (particularly against external interests)
- In some situations, recognizing collective rights can catalyze collective action (such as investments in FLR).
- Along with rights go responsibilities, although it is not always clear what those responsibilities are (or should be). Discussions about responsibilities should primarily focus on actors with sufficient resources.
- Although there was agreement that rights are an essential element for FLR in that they provide a sense of ownership, which may be needed for people to have incentives to plant or protect trees, there was also general agreement that there are other factors that are also part of the FLR investment package such as access to extension services, access to credit, access to markets, etc.
- Some participants questioned whether the term, "rights-based approach" was adequate, since it seems to imply that other critical elements are less important, when it's the combination of elements that ultimately matters. One suggestion was to reframe the statement so that it conveys the notion of an approach that includes rights as one of several elements. However, another participant pointed out that in practice, the first thing you have to do with FLR is clarify who has rights to land and resources, so in that sense, the term, "rights-based approach" does make sense.
- It is difficult to establish a causal mechanism. While a rights-based approach is essential when dealing with land restoration, we cannot claim that it is not possible for FLR to be successful if rights are not first established. A RBA is more of a normative issue rather than programmatic or project-based issues. Rights should be established even in the absence of restoration activities.
- There was a question of the approach versus the goal. Is FLR the goal and RBA the approach, e.g. a means to get to the goal? Or are rights the goal, and FLR is the approach?
- When we look at attracting investors for FLR, e.g. LAC 20x20 and AFR100 wish to attract impact investors, then the rights question will need to be well established. For example, it will make a difference for investors if these rights are access rights vs use rights.

Question 2. Implications for programming

The small group discussions related to the programming implications of a rights-based approach to FLR touched on three main themes: implementation strategies, social actor roles/issues of power, and the tools/indicators needed for tenure and governance assessments.

Strategies

- FLR could start with areas where tenure rights are clear and then move on to more difficult areas. In Ethiopia, land use certificates were issued to local communities by regional authorities. These were not legally recognized, but they are a start. A question to be answered however, is, “How does this certification impact biophysical change?”
- A related approach would be to start by clarifying those areas that need restoration, then identify what the tenure issues are there, and then start with those where tenure arrangements are feasible. Sometimes communities may resolve conflicts when they see there’s been a success.
- FLR initiatives need to focus on changing the conditions, not people: rights imply you have an option to say no. FLR needs to expand options for rights holders. For example, there is a need to organize markets so that they are suited for smallholders producing multiple commodities (rather than only incentivizing monocultures).
- There needs to be a collective understanding within an area that restoration is what you want to do; that collective should get the right (rather than giving individuals land rights). If you focus on individual rights you will never touch the landscape level.
- Even if rights recognition isn’t immediately possible, you can still work with community groups, help form governance committees and make local committee management plans.
- Inter-sectoral coordination is critical, as are simpler processes for getting tenure rights and increasing government and community capacity in planning.
- Extension services are very important as extension is a way to build trust.
- Landscape-level planning needs to be connected to jurisdictions to ensure more effective enforcement. Good feasibility studies are needed to increase chances for successful outcomes. To ensure scaling up, landscape planning needs to have national level support.
- Costa Rica has taken a national approach to addressing the issue of incentives. They changed the forest law and took some of the water taxes to pay the landholders who increase their forest cover. This has increased forest cover by about 16%.
- What we understand is that FLR is a function of multiple factors, including rights, governance, trees, biodiversity, sustainability, benefits for people, multi-functionality, etc. But it is yet to be decided what success is relative to FLR. The group agreed that we do not need to have clarity and consensus before working on both rights and FLR. We can agree to keep it ‘fuzzy’ and improve our understanding of what a successful FLR is with gained experiences.
- The statement was made “we do not know what a good FLR looks like.” It is therefore not practical to ask what RBA implies for FLR programming.

Roles/Issues of power

- It’s important to reflect on what is the role of international NGOs. FLR needs to be a nationally and locally owned process. However, NGOs can provide different types of support, such as acting as watchdogs or advocates.
- A question we need to be asking is, “What is the authority for FLR at the meso scale? (i.e., between the community level and national level).”
- If left to national planning, the government will map priority reforestation areas; but at the end of the day the community is responsible for it. In which case, the key question becomes, “How do you provide incentives for the families and individuals?”

- It's important to ask the question, "Who has authority to clarify the rights?" Who decides what the rights clarification process is and who is the one to clarify if there are multiple overlapping rights? FLR becomes very problematic in circumstances where you have state and customary law co-existing but where the latter isn't formalized.



Tools/indicators for assessing tenure and governance

- ROAM mapping paid little attention to tenure and governance; needs to be refined so as to provide more detail.
- There is a need for collective land use mapping (one map rather than multiple maps)
- Social network analysis (SNA) is a useful tool for understanding social networks, how actors are connected, how they influence each other, and mapping out points of conflict
 - SNA should be incorporated into ROAM
 - SNA should be linked to safeguards; it can help identify who are the key actors/stakeholders, who is responsible/accountable for what, and what safeguards are needed at different levels.
- We need to simplify the rights-based approach to make it work for FLR. We need simple indicators that can be easily measured and reported back to national governments.
- The distinction between indirect and direct use rights is useful and needs to be made more prominent in FLR.
- It would be interesting to see what the forest cover looks like when they start an FLR project and then do a study 2-3 years later to see whether the land rights made any difference.

Question 3. Research

The small group discussions related to research and knowledge gaps for implementing a rights-based approach to FLR touched on three main research topics: Intervention strategies, data measurement and sharing, and assessing outcomes.

Research related to intervention strategies

- How can markets be organized to support landscapes that produce multiple commodities?
- Private money is flowing in, but it's not unconditional. How do we manage/control that?
- What is the minimum set of safeguards/principles that should guide FLR implementation?
- What does the governance of tenure look like; what needs to be part of the forest governance package?
- Research related to how to scale up PES for things like biodiversity by giving people rights. Rights with payments may incentivize and accelerate conservation. So far it is governments that get the money and it may or may not trickle down.
- It's very important to consider local governance, but also need to consider how that's nested into regional and national governance. Local land offices need to work with local forest offices. Village planning also requires support of other governance levels to acquire more capacities.
- One question that needs to be explored further is, "How to make the connections between agencies with different mandates?" For example, Guatemala has a national roundtable. It

works well at the national level and also inter-sectorally, but at the regional level the different agencies aren't connecting. It would be helpful to set up two regional pilot areas, with the idea of connecting agriculture-forestry-municipality to talk about multi-functional restoration. They have been provided training in extension, so now they have a basis for promoting various practices.

Research related to measuring and sharing data

- How do you effectively monitor not only biophysical, but also social performance of FLR? (need to avoid REDD-trap of spending half the budget on safeguards and monitoring)
- There's a lot of talk about multi-sectoral platforms, but the platforms are underwhelming. An important question to research is, "If you have these engagement processes, how do you measure the performance of the platforms and how do you ensure that they include all the stakeholders?" Prior experience is that such platforms fall apart once the project leaves, so you need to provide capacities so they can continue.
- We need to figure out how to simplify tenure assessments for implementation. The more complex it is; the more challenging it will be to implement.
- Much of this discussion revolved around safeguards. We need FLR guidelines on safeguards and we can build on those from other organizations. For example, IKI now has safeguards for biodiversity, invasive trees, etc. What are safeguards for human rights specific to FLR?
- There was a call for building a database of restoration projects that can be shared by participating institutions. Such a database can provide a great learning opportunity. It must be owned by all who contribute case studies to the database



Research related to assessing outcomes

- We don't know the relationship between land rights and multi-functionality. We don't know how much impact land rights have on the process in a positive or negative way in the FLR context.
- If a rights-based approach was applied, how do *de jure* and *de facto* rights play out in practice? This could be figured out using randomized control trials. They're challenging to do but it would be good to see how FLR outcomes vary depending on whether you have villages with or without titles.
- What is the gender impact? What is the impact of investments? For example, micro-credit worked out differently with respect to gender. For FLR, you have totally different situations depending on if start with land rights with men or with women.

Session 4 - Next steps

The following next steps were identified in the final session of the workshop:

- Participants noted that a Global Landscape Forum secretariat has already been established in Bonn, with five areas of focus. One of the focal areas is rights; another is restoration. There are therefore strong possibilities for synergy and network building through that venue.
- Some interest was expressed in forming a community of interest or community of practice around FLR and tenure security. The consensus was that for now, participants felt that it would be most effective to build a community of practice or interest through doing collaborative projects, rather than holding meetings or setting up yet another web network.
- CIFOR and GIZ will discuss carrying out joint field research, advisory and capacity development activities in 2-3 countries over the coming year.



Forest Landscape Restoration and Tenure Security Workshop, Bonn, Germany, November 3, 2017

Participant List

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40.	Bernhard Worm	German Federal Ministry for Economic Cooperation and Development
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