

Rwanda Forest and Landscape Restoration

Stakeholder Consultative Meeting Outcomes. Kigali,
Rwanda 18th to 21st July

This document provides the main outcomes of the consultative meeting held to initiate discussions around a national programme on Forest & Landscape Restoration (FL&R) in Rwanda. The outcomes described here are intended as an initial set of issues and recommended strategies which will be further analyzed and defined during an in-depth programme planning process



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1. Overview

The Government of Rwanda announced in the beginning of 2011 an ambitious plan to integrate landscape restoration into its national development plans and to pursue a goal that would witness large-scale border to border restoration of land, soil, forest and water resources for the benefit of the Rwandan population over the next twenty five years based on an Memorandum of Understanding signed by the Government of Rwanda, IUCN and the United Nations Forum on Forests.

This workshop was convened under a separate small project¹ financed by the Swiss Development Cooperation (SDC) and being implemented by the International Union of the Conservation of Nature (IUCN). The workshop was attended by representatives of National Ministries and Authorities, as well as international resource persons². This included the Minister of Natural Resources (MINIRENA) and Director General of the Rwanda Environmental Management Authority (REMA).

The workshop drew upon participatory approaches, with participants working in groups using different planning tools – which were then presented and discussed during plenary sessions. The workshop also involved a series of technical presentations by resource persons (Annex Two).

The workshop forms the first of a series of consultative processes that will feed into the development of the National Forest & Landscape Restoration Programme in Rwanda. In this regard, the outcomes described in this document are not intended to be conclusive but provide a guiding framework of key issues and recommended strategies to be further detailed and refined during the Programme development process (PIF & PPG).

Forest Landscape Restoration



What it involves

Forest landscape restoration (FLR) **brings people together to identify**, negotiate and implement practices that restore an **agreed optimal balance of the ecological, social and economic benefits** of forests and trees **within a broader pattern of land uses**

Why Forest Landscape Restoration?

- Improves human well-being and ecosystem integrity
- Keeping future options: not re-establishing the past
- Function before configuration – beyond tree planting
- No one size fits all solutions
- Implicitly includes private and public lands; productive and protection forests; agricultural and forest lands

(Magginis, S., 2011.)

¹ “Initiating a definitive process and means of implementation for the pilot phase of the Rwanda Forest Landscape Restoration Initiative – Federal contribution project”

² A full list of participants is provided for in Annex One



2. Defining a Vision for Forest Landscape Restoration in Rwanda

Rwanda's long term aspirations are very clearly outlined and expressed in the Rwanda Vision 2020 and the Millennium Development Goals. The Rwanda Economic Development and Poverty Reduction Strategy (EDPRS) provides the framework for realizing these aspirations, prioritizing actions through three flagship programmes: i) Sustainable Growth for Jobs and Exports; ii) Vision 2020 *Umurenge* (VUP); and iii) Governance. The country's long term aspirations and development strategies reflect the extraordinary achievements made in moving forward from the effects of war and genocide; and reflect the country's readiness to advance through a period of growth that is sustainable and seeking to realize better lives for all citizens.

The Rwanda Forest Landscape Restoration Programme (RFLR) contributes to national long term aspirations as well as sectoral objectives. More specifically, it aligns itself with:

- Agricultural priorities – including the intensification of *sustainable* production systems (EDPRS, 2007);
- Environmental and land priorities – involving ecosystems, the rehabilitation of degraded lands and strengthening newly established central and decentralized institutions (ibid pp i).
- Managing change through; i) enhancing the role of local governments in implementing national sectoral strategies; strengthening the interconnectedness of services across sectors; and iii) changing attitudes of sectoral ministries to accelerate poverty reduction (VUP, 2007).

RFLR also builds on Rwanda's experiences, framed in a context of i) a scarcity of resources; and ii) a recognition that "people respond to incentives" (ibid, pp i):

- The limitations of interventions undertaken in isolation by sectors or institutions and as well more integrated approaches;
- The importance of making choices and doing so in a participatory manner to mitigate the risk of choices not being appropriate or accepted; and
- The need to balance participation with structures and systems to ensure that incentives are compatible with overarching objectives (e.g. eradicating extreme poverty).

Within this broader framework, the Vision of RFLR was framed by participants of the stakeholder consultative workshop as follows:

"Multiple stakeholders motivated and engaging in informed, collaborative and inclusive action to restore & conserve Rwanda's critical landscapes for resilient & sustainable economic development, livelihoods and biodiversity (within and beyond Rwanda)"

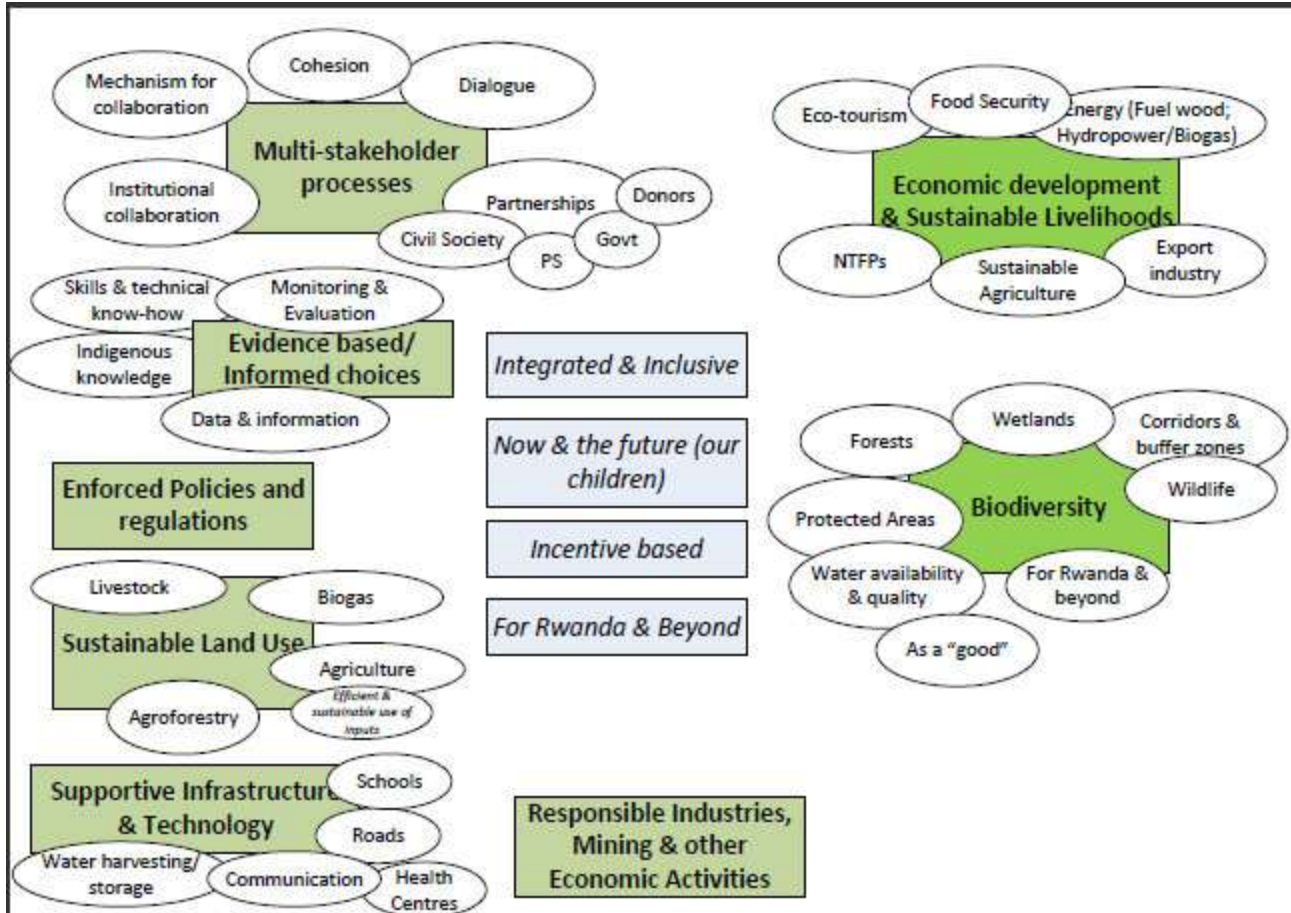


Figure 1: Core characteristics of the 5-year vision for forest landscape restoration in Rwanda



3. Understanding the current situation

Participants identified a number of barriers and opportunities (Figure 2) to realizing the 5-year vision (Section II), which were clustered as follows:

Key opportunities

- i) Nation-wide enabling environment
- ii) Support from development partners
- iii) Global and regional technical know-how

Key barriers

- i) Insufficient collaborative action between sectors & stakeholders;
- ii) Inadequate capacity for landscape restoration and management; and
- iii) Unsustainable land-use practices



Barriers & Opportunities

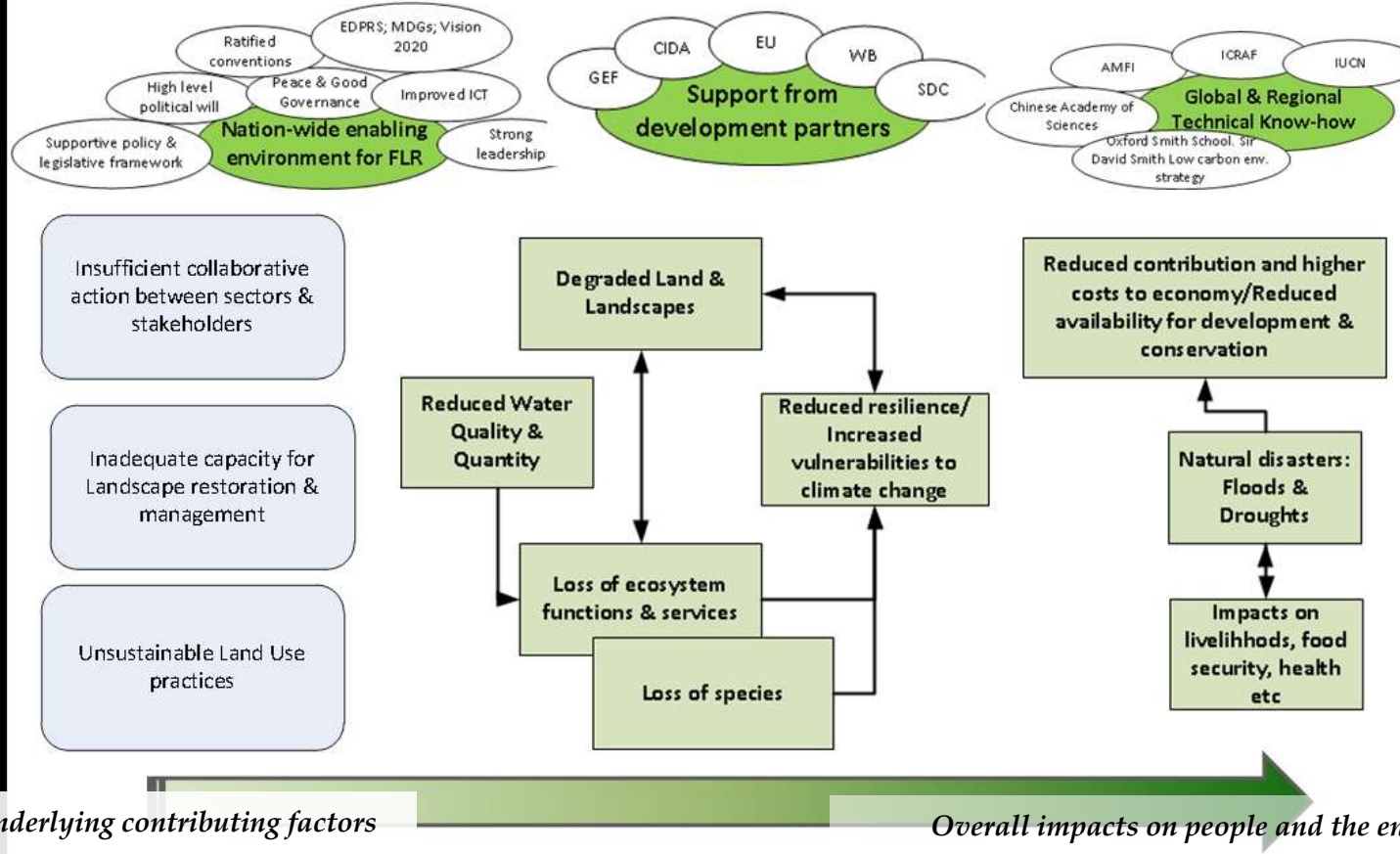


Figure 2: Illustrated overview of core barriers and opportunities



3.1 Key Opportunities to realizing the overall vision

3.1.1 Nation-wide enabling environment

Rwanda has a strong enabling environment for landscape restoration and it is important that the design of the overall Programme is based on a good understanding of this environment, identifying the specific opportunities which should be drawn upon and utilized as an integral part of the national landscape restoration programme. For example;

- A strong **legislative and policy framework**, guided by the Organic Law Nr 4/2005 which lays out the modalities to protect, safeguard and promote environment in Rwanda. The newly established National Land Use and Development Master Plan (approved January 2011) is also a critical framework in this regard as it enables the country to ensure a more rational and sustainable use of the limited land resource;
- A strong **institutional framework** with the management of the environment shared by several ministries, public institutions (REMA, NAFA), decentralized bodies and non-governmental organizations. Additionally, the Government has established institutional frameworks to spearhead **resource mobilization** from diverse sources specifically for environmental management (including the National Fund for Environment (FONERWA)); and
- A number of **critical programmes** already underway that include soil and water conservation, erosion prevention and land restoration (a few examples of which are listed under 3.1.2 below).

3.1.2 A supportive community of development partners

A number of development partners are highly supportive of Rwanda's efforts towards sustainable development and there are a number of opportunities to tap into for the national landscape restoration programme. These include:

- GEF Financing³:
 - GEF STAR allocation of a total of \$4.58 million (BD \$1.5m, SLM \$1.08m, and CC \$2m). Flexible use.
 - Possible incentive financing from the Sustainable Forest Management Program (additional \$1.5 million).
 - Additional financing available for enabling activities, including NBSAP revision (\$0.5m), CC National Communications (\$0.5m), CCD NAP (\$0.15m).
- Ongoing programmes supported by both the government and development partners. Some examples include:
 - *The Rwandan Land Husbandry, Water Harvesting and Hillside Irrigation (LWH) Project*, financed by the World Bank (approved March 2011) and being implemented by Ministry of Agriculture and Animal Resources (MINAGRI) ;
 - *The Reducing Vulnerability to Climate Change by Establishing Early Warning and Disaster Preparedness Systems and Support for Integrated Watershed Management in Flood Prone Areas Project*.

³ Presentation by Yoko Watanabe, Program Manager & Senior Biodiversity Specialist, GEF Secretariat to the Stakeholder Consultative Workshop. July 2011



This project is being supported by UNEP and UNDP and executed by the Rwanda Environmental Management Authority (REMA)

- *The Lake Victoria Environmental Management Project* – a regional initiative financed under the World Bank and being implemented in 3 provinces (East, North and South) and Kigali City
- *The Catalyzing and Supporting a Network of Restoration Learning Sites in the Congo Basin within the Global Model Forest and Forest Landscape Restoration Networks*, supported by the Government of Canada and being implemented by IUCN.

3.1.3 Availability of technical know-how

A number of organizations, globally and regionally, have a substantial amount of experience and technical know-how relevant for landscape restoration. While it was not possible to develop an exhaustive list during the workshop, some examples were identified and include the following:

- **Africa Model Forest Network (AMFN):** Established in 2009 with support from the Government of Canada, AMFN’s mission is to facilitate the development of a pan-African network of Model Forests representative of the continent’s wealth and diversity. The African Network currently includes two Model Forests in Cameroon, with others in development in Morocco, Algeria, Tunisia, the Democratic Republic of Congo and other countries in the Congo Basin. Further information is available at: <http://www.imfn.net/?q=node/154>
- **International Union for the Conservation of Nature (IUCN):** IUCN helps the world to find pragmatic solutions to the most pressing environment and development challenges. It supports scientific research, manages field projects all over the world and brings governments, non-government organizations, United Nations agencies, companies and local communities together to develop and implement policy, laws and best practice. It has a wealth of experience around landscape approaches and forest landscape restoration, including its role as a core member of the <http://www.ideastransformlandscapes.org/>
- **World Agroforestry Centre (ICRAF):** Combining science with innovative development partnerships, ICRAF has a wealth of experience particularly around agroforestry. This includes work around “Evergreen Agriculture” and promoting policies and incentives bridging agriculture and forestry that enhance the “multi-functionality of landscapes with trees and fair in providing benefits that reduce rural poverty⁴. Further information on ICRAF’s work can be found at: <http://www.worldagroforestrycentre.org/sea/about#overview>
- **World Resources Institute (WRI):** A global environmental think-tank that has a wealth of knowledge and experience around relevant areas such as environmental economic valuations; ecosystems and food security and landscape restoration. In relation to the latter, WRI was the leading institution (along with IUCN and others) in the mapping of opportunities for forest and landscape restoration in Africa (<http://www.wri.org/map/opportunities-forest-and-landscape-restoration-africa>) and Globally. For more information: <http://www.wri.org/>

⁴ From: http://cgmap.cgiar.org/docsRepository/documents/MTPProjects/2010-2012/WORLD%20AGROFORESTRY_2010-2012_06.PDF.



3.2 Core barriers to realizing the overall vision

3.2.1 Insufficient collaborative action between sectors and stakeholders

Within the Rwandan Government, there are a number of mechanisms in place that encourage and enable collaborative action – such as common legal and regulatory frameworks, the establishment of the National Board and regular planning meetings between sectors. This notwithstanding, there remains much room for improvement in this regard as a number of factors continue to hinder effective collaboration often resulting in inefficiencies, negative synergies and subsequent limitations in the effective enforcement of existing laws and policies. These barriers were unpacked by workshop participants (Figure 3) and include:

- Conflicting targets and indicators (which contributes to conflicts of interest);
- Inadequate integration of non-environment related sectors (e.g. infrastructure)
- Inadequate institutional capacities and, therefore limitations in the use of existing platforms, for multi-stakeholder processes

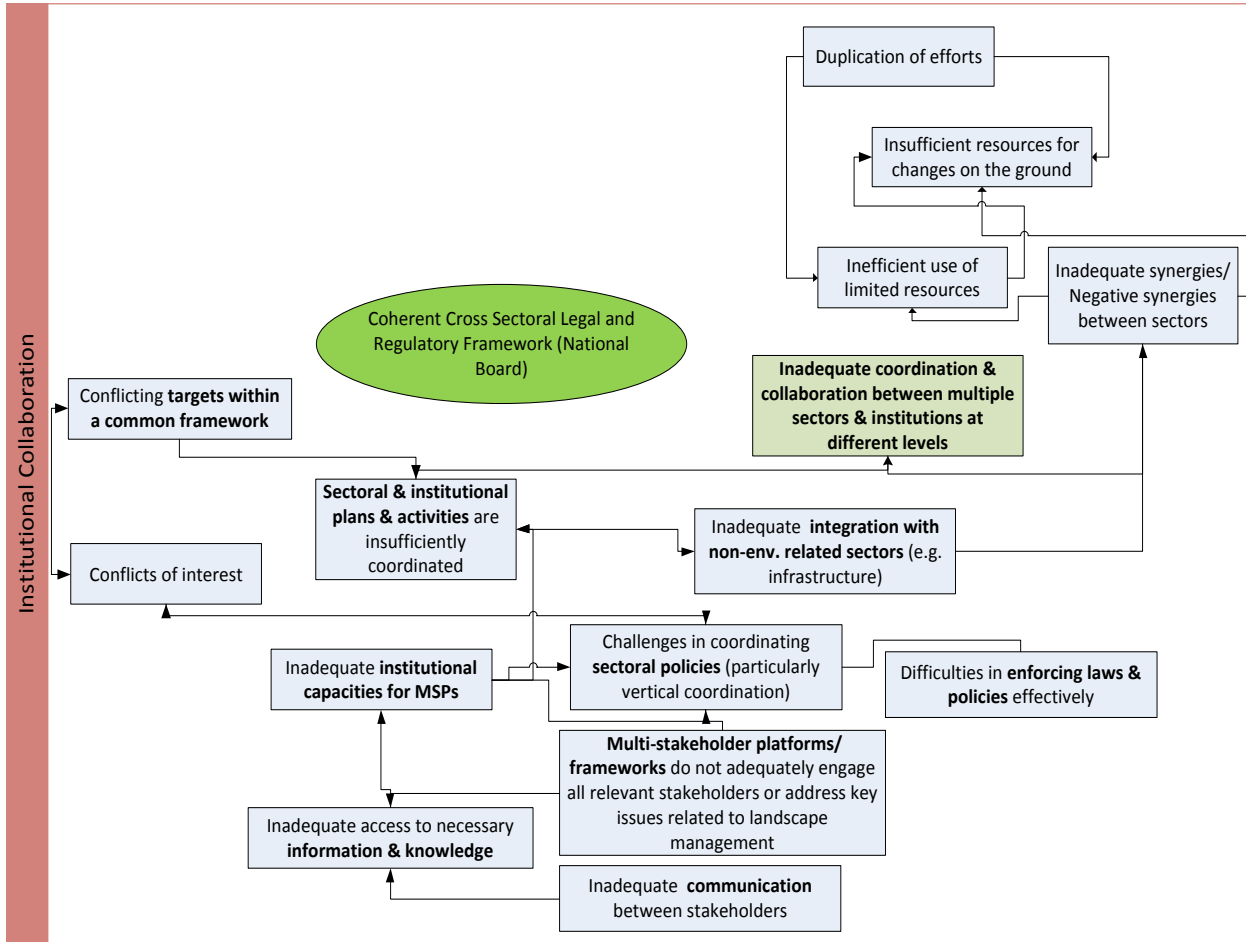


Figure 3 - Barriers & Opportunities related to Institutional Collaboration



3.2.3 Inadequate capacity for landscape restoration and management

A substantive human resource capacity exists in Rwanda around related disciplines, such as agriculture and the environment. Additionally, there are a number of opportunities which can be better utilized for landscape restoration, such as the use of Farmers Field Schools ; Forestry and Agricultural extension; as well as the newly established Department of Forests and Nature Conservation. This notwithstanding, a number of gaps were identified by workshop participants in relation to landscape restoration (Figure 4). These include;

- i) Insufficient understanding of and ability to engage in *landscape* approaches:
 - Technical and facilitation skills for **multi-stakeholder processes** (e.g. group dynamics management, analysis and synthesis, negotiation and conflict resolution)
 - Capacities to engage in **systems thinking and systems approaches** – moving away from more traditional approaches that focus on individual pieces/parts to understanding how relationships and interactions between different parts
 - Capacities to analyze and negotiate trade-offs and implement practices that allow for a more **optimal balance of economic, social and ecological benefits within a broader system**
 - Inadequacy of resources allocated towards higher level education in relevant fields, such as Forestry. Only recently a faculty of Forests has been officially established in the country

- ii) Inadequate physical and financial resources for policy enforcement and implementation – largely due to the large number of development priorities within the country. This, in turn, has contributed to a number of challenges and tensions around unsustainable land use practices (Section 3.2.3)

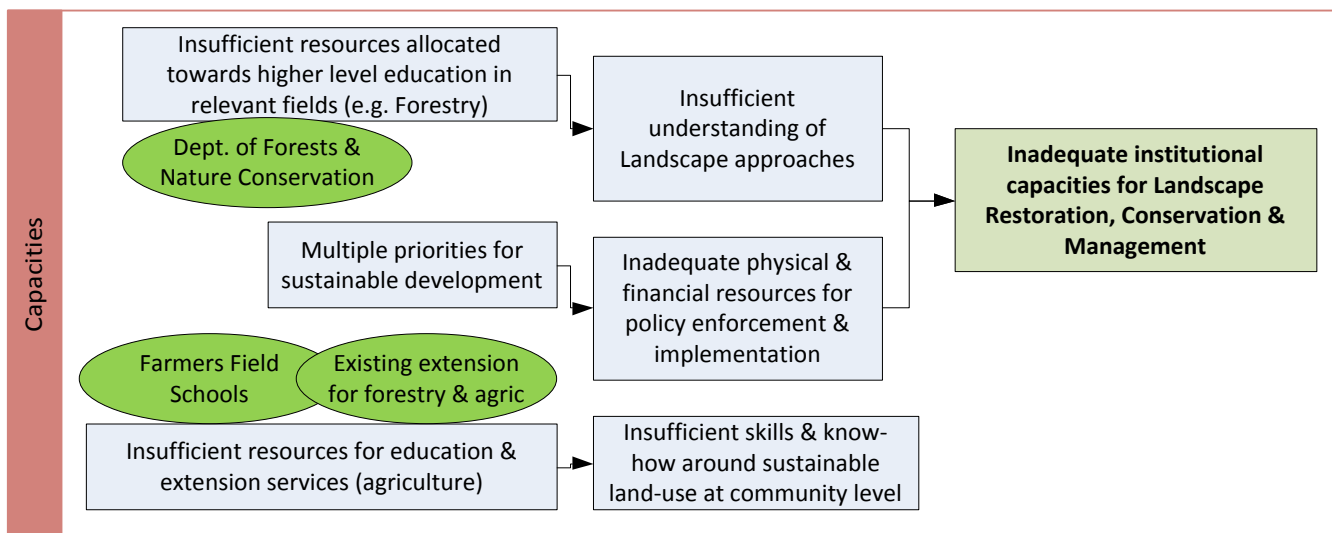


Figure 4 - Barriers & Opportunities related to Capacities for Landscape Restoration



3.2.4 Unsustainable land use practices

As a country with both a high population density and dependency on Agriculture⁵ - issues around land use practices are perhaps the most significant in relation to landscape restoration today. However, this is also an area in which there are a critical number of opportunities to draw upon (described under Section 3.1).

The challenge today lies in establishing an integrated framework to guide both restoration and land use practices in order to enhance resilience and coping capacities to the impacts of changing climates and other external shocks. This would involve address a number of challenges related to sustainable land use identified during the stakeholder consultative workshop, including the following:

a) **Enhancing the awareness, support and involvement of civil society and private sector for sustainable land use practices:**

Rwanda recognizes the importance of engaging multiple-stakeholders in management and decision-making, and has established a number of mechanisms to enable this. For example, the Joint Action Development Forums (JADF), consultative platforms used for promoting cooperation between the private sector, civil society and the public sector in development and social welfare issues. Stakeholder participants felt that the existing mechanisms and platforms would benefit from the use of knowledge, data and evidence around critical landscapes and ecosystems to:

- Enhance understanding and appreciation for the values of ecosystem functions and services
- Promote the mainstreaming of the environment and sustainable land use in civil society and private sector activities
- Strengthen levels of understanding of tenure and access to land natural resources a (which would also assist the Government in identifying existing bottle necks and challenges)
- Strengthen the involvement of civil society, private sector and, in particular, vulnerable groups in evidence-based planning and decision-making processes

b) **Strengthening existing land use planning processes:**

As mentioned earlier, the LandUse Master Plan provides an important enabling framework to enable decision-making from a landscape perspective – with a view to optimize a diversity of benefits (agricultural, infrastructure development, environmental etc). This, however, more often than not involves trade-offs.

Workshop participants therefore felt that considerable effort will be required to operationalize the LandUse Master Plan – particularly in view of the high levels of demand (dependency on agriculture, high population levels etc.) alongside limitations in resources for environmental management, protection and livelihood diversification.

⁵ Agriculture contributes 47% of the GNP and 71% of Rwanda's export revenue (SOE, 2009)

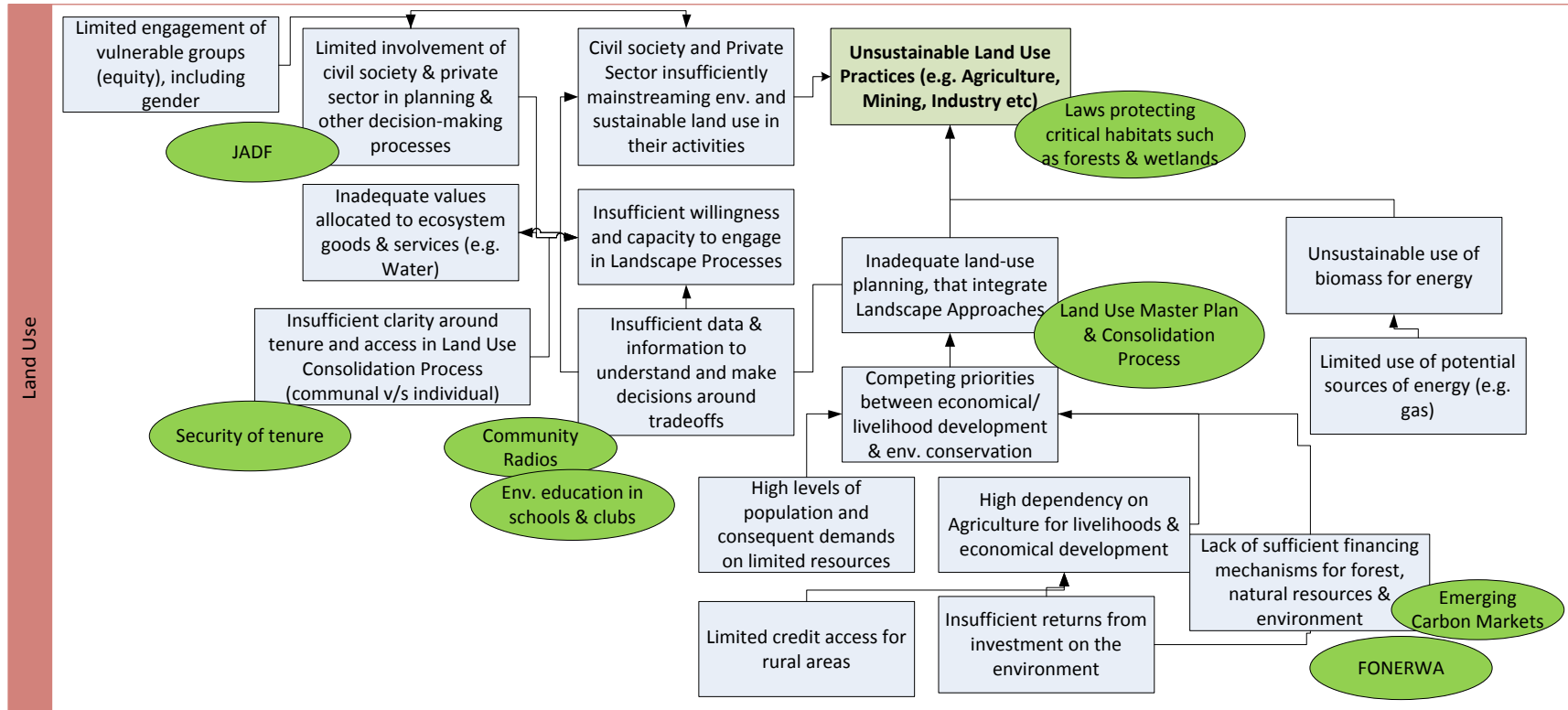


Figure 5: Barriers and opportunities related to unsustainable land use



4. Identifying strategies to enhance forest and landscape restoration in Rwanda

During the stakeholder consultative workshop, participants identified core strategies that they felt were necessary to address key barriers (utilizing existing opportunities) in order to contribute to the overall vision for forest and landscape restoration in Rwanda. These are outlined in Table 1. It is important to note that these are *initial* recommendations to guide the next steps in the planning process (Section 5) and further analysis is required to adapt and further detail the framework developed during this initial stakeholder consultative workshop.

Table 1: Initial recommendations for F&LR Programme Framework

Programme Objective

Multiple stakeholders motivated and engaging in informed, collaborative and inclusive action to restore and conserve critical landscapes for resilient and sustainable economic development, livelihoods and biodiversity within and beyond the national borders of Rwanda

Programme Component (1): Enhanced institutional coordination and collaboration between multiple sectors and institutions for F&LR		
Expected Outcomes	Expected Outputs	Notes
1.1 Knowledge base on F&LR gathered and accessible for evidence based planning and decision-making	1.1.1 Consensus reached on a common definition of degraded land categories and restoration opportunities in Rwanda through national analysis and dialogue	Drawing upon existing data/information
	1.1.2 Degraded lands identified, assessed and mapped and different types of restoration opportunities in targeted landscapes categorized and planned	For example: *Existing experiences & data on mapping forest & landscape opportunities in Africa
	1.1.3 Ecological, economic and socio-cultural values of landscapes identified and assessed (drawing upon both scientific as well as indigenous knowledge)	(Global Partnership on Forest Landscape Restoration)
	1.1.4 Opportunities and enabling conditions for increased and sustainable local investments in landscape restoration identified	*Existing data from national & site level assessments undertaken by GoR and other organizations

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	(*including issues around tenure & access; incentives & disincentives for multi-stakeholder engagement etc)	
	1.1.5 Lessons learnt & good practices from within Rwanda and beyond identified and synthesized	
1.2 Comprehensive integrated national strategy and guidelines for F&LR in Rwanda developed and endorsed for use in evidence based restoration planning & implementation	1.2.1 Integrated national strategy and operational guidelines developed, on the basis of an in-depth understanding of specific F&LR requirements and opportunities as well as good practice & lessons learnt (1.1)	*Operational guidelines to include criteria for selection of priority sites for restoration (Result 3)
	1.2.2 Monitoring and assessment systems and processes for F&LR developed (including indicators & targets; data collection protocols etc)	*Establish linkages and/or draw upon work already undertaken by PEI: Indicator for Poverty-Environment Mainstreaming
	1.2.3 F&LR strategy and operational guidelines put forward for endorsement and adoption	
	1.2.4 Technical support provided to national leadership and lead ministries to integrate/mainstream F&LR strategies & guidelines across relevant sectors at national <i>as well as</i> local levels	*This should include mainstreaming of F&LR into district and ministerial level performance contracts; as well as identifying opportunities for better integrating F&LR into ongoing programs *Integrate with ongoing review of the EDPRS (2013-2017)
1.3 Public-private partnerships for F&LR established and/or strengthened	1.3.1 Green paper on public-private partnerships developed to guide modalities for engagement	
1.4 Stakeholders effectively working together to plan and make decisions around F&LR	1.4.1. Modalities and requirements stakeholder consultation (including utilization of existing multi-stakeholder platform)s for F&LR defined and implemented	Drawing upon existing opportunities as: *National Board *JADF



Programme Component (2): Increased institutional and individual capacities to enable effective FLR in the long term		
Expected Outcomes	Expected Outputs	Notes
2.1 Skills & Technical Know-how of practitioners and higher level decision makers on Forest & Landscape restoration in Rwanda defined and strengthened	2.1.1 Capacity needs assessment across sectors and other relevant institutions documented and shared with key stakeholders	
	2.1.2 F&LR integrated in curriculum of ongoing programmes within higher level academic institutions	
	2.1.3 Training programme targeting practitioners developed and implemented to enhance skills and technical know-how for F&LR	*To include both class-room type training programmes as well as on-the-job training/mentoring; exchange visits etc.
	2.1.4 "Master-classes" for higher level policy and other decision-makers developed and implemented	
2.2. Awareness and support for F&LR of the wider public enhanced	2.2.1 F&LR Awareness and communication strategy developed (drawing on information gathered under 1.1)	
	2.2.2. F&LR awareness & communication strategy implemented	*To include the use of popular media (e.g. radio, TV debates etc); as well as the establishment of a public-access knowledge centre (integrated with existing sectoral websites) *To include sharing of lessons & knowledge beyond Rwanda through relevant fora (including Global meetings)
2.3. Sustainable financing modalities for F&LR established	2.3.1 Sustainable financing options for F&LR at the national level identified	
	2.3.2 Technical support provided to national leadership and lead ministries to integrate and effect sustainable financing options for F&LR within their ongoing programmes of work	

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2.4 Lessons and experiences from F&LR within Rwanda and beyond utilized to strengthen capacities and adaptive management involving all key stakeholders	2.4.1. Monitoring and assessment systems and procedures for F&LR within Rwanda developed and implemented (using participatory as well as more conventional approaches)	
	2.4.2 . Data and information collected through Monitoring and assessment systems (2.4.1) utilized in stakeholder discussions & adaptive management (1.4.1)	*Adaptive management: To include adjustment activities (e.g. site restoration; training etc) within the F&LR national programme
	2.4.3 Lessons and experiences from F&LR documented and packaged for sharing with the wider public (through communications strategy - 2.2) within Rwanda and beyond	
Programme Component (3): Landuse practices influenced to be more economically, socially & environmentally sustainable		
Expected Outcomes	Expected Outputs	Notes
3.1 Enhanced sustainability of existing and new agricultural initiatives	3.1.1 Sustainable agricultural approaches (such as Evergreen Agriculture; Eco-agriculture)integrated into existing initiatives & programmes using a landscape approach	<ul style="list-style-type: none"> •Draw upon existing technical know-how (ICRAF; IUCN; Eco-Agriculture) *Link with strategic plan for the transformation of agriculture (PSTA II/III). MINAGRI a SEA/RNV/Highlights in EIA
	3.1.2. Watershed management plans in priority landscapes (where appropriate) developed and implemented	<ul style="list-style-type: none"> *This could include adapting and scaling up Gishwati and Kirehe water and land management activities *Development of Watershed management plans to involve participatory land use planning (PSTAs) *Ensure linkages with national strategies. For example; Irrigation/LandUse Master plan - 2015-2020 map; Erosion control strategy

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3.2 Degraded forest & wetland landscapes restored and ecosystem functions and services enhanced in priority sites (e.g. Gishwati and Akagera)	3.2.1. Site specific landscape restoration plans developed using participatory approaches and in line with the National F&LR strategy (1.2)	*This should include linkages with the operationalization of the climate change and adaptation and mitigation strategy *Ensure linkages with Guidelines for Forest Landscape restoration for Great Lakes region (GPFLR, IUCN, MINERA & ITTO)
	3.2.2 Establish operational modalities for landscape restoration (e.g. site specific institutional arrangements; roles & responsibilities etc)	
	3.2.3 Identify and establish modalities for sustainable financing of landscapes	*For example, linkages with innovative carbon financing schemes (REDD+, CDM etc); Payment for Ecosystem Services etc.
	3.2.4 Priority sites restored and rehabilitated	
	3.2.5 Sustainable livelihood initiatives defined and implemented	*Including small scale sustainable income generating activities; introduction of energy efficient technologies etc



5. Way forward

This workshop was intended to feed into a more detailed planning process for the overall Rwanda Forest & Landscape Restoration Programme. This will take place through GEF programme planning, which will involve an initial PIF and Project Preparation Grant (PPG). It is envisioned that the PIF will be completed during the course of this year (2011) and the PPG finalized next year for submission to Council for approval.