Inter-institutional coordination mechanisms for forest landscape restoration

Examples of success

Adriana Vidal and Alejandro Imbach

INTERNATIONAL UNION FOR CONSERVATION OF NATURE

THE RESTORATION INITIATIVE

This publication and the work supporting it has been made possible in part by funding from the Global Environment Facility as part of The Restoration Initiative (TRI). TRI unites 10 countries and three Global Environment Facility agencies – IUCN, the Food and Agriculture Organization of the United Nations, and the United Nations Environment Programme – along with governments and strategic partners to overcome existing barriers to restoration and to restore degraded landscapes in support of the Bonn Challenge. More on TRI https://www.iucn.org/restoration-initiative

Published by: IUCN, Gland, Switzerland

Citation: Vidal, A. and Imbach, A. 2020. *Inter-institutional coordination mechanisms for forest landscape restoration: examples of success.* Gland, Switzerland: IUCN

Edited by: Scriptoria

Cover photo: Creative Commons

Acknowledgements:

The authors would like to acknowledge Carole Saint-Laurent, Joshua Schneck and Corbett Nash for their contributions to this publication. Additional thanks to the following people who contributed to the case studies:

Kenya case study: Serah Munguti, Policy and Advocacy Manager Nature Kenya (the East Africa Natural History Society) | John Nyangena, Team Leader for the Tana Delta Strategic Environmental Assessment | Patrick Waweru, Tana Delta Coordinator, National Land Commission | Paul Muoria, Team Leader for Yala Delta Strategic Environmental Assessment | Peter Nelson, External Technical Advisor for the Tana Delta Strategic Environmental Assessment and Tana Delta Strategic Land Use Plan

Pakistan case study: Mahmood Akhtar Cheema, Country Representative IUCN Pakistan | Faizul Bari, Former Project Director BTAP and Natural Resource Management Advisor FAO Pakistan | Javed Ahmad Chaudhry, International Biodiversity Expert, Reviewer of the BTAP Impact Assessment

Available from: IUCN, International Union for Conservation of Nature
Forest Conservation Programme
Rue Mauverney 28
1196 Gland
Switzerland
Tel +41 22 999 0000
Fax +41 22 999 0002
www.iucn.org/resources/publications

Inter-institutional coordination mechanisms for forest landscape restoration

Examples of success

Adriana Vidal and Alejandro Imbach

The Restoration Initiative | IUCN | Food and Agriculture Organization of the United Nations | UN environment programme | gef

Introduction

This document offers guidance for the development of inter-institutional coordination mechanisms (ICMs) for forest landscape restoration (FLR). ICMs are a proven means for facilitating dialogue, coordination, negotiation and partnership among different agencies and stakeholder groups in support of landscape-scale restoration.

Background

Forest landscape restoration (FLR) initiatives necessitate the engagement of multiple and diverse stakeholder groups and sectors – such as government agencies at all levels, agriculture and forestry companies, research institutions, NGOs, traditional communities, landowners and companies – with diverse and often conflicting interests and priorities. For FLR to be sustainable and responsive to multiple developmental and environmental needs, it is necessary to maintain and cultivate dialogue and coordination among this network of sectors and actors. ICMs are governance innovations used to achieve effective FLR, as they help forge shared visions and improve the way stakeholders, institutions and sectors interact with each other to negotiate and address potential conflicts and synergies involved in the process of restoring landscapes and sustainably managing natural resources. In some cases, ICMs are also increasing gender equity and reinforcing the participation of indigenous peoples and communities. All of this positively impacts the implementation of FLR initiatives, improving their outcomes on the ground and influencing the design of FLR policy instruments and solutions on the ground.

Inter-institutional coordination for FLR is critical to achieving desired outcomes at the country level, as a way to ensure that the range of competing interests, from the government to the community level, are given due consideration, as well as to identify the best roadmaps and plans for the design and implementation of cross-sectoral, inclusive and effective policies, strategies and measures. There are different degrees of inter-institutional coordination for FLR happening in countries – some countries benefit from pre-existing ICMs that have taken on board the FLR agenda; a few countries have recently established ICMs (as the first action of project implementation), and others will see increasing coordination happening in practice as steps are taken to operationalise ICMs in the future.

Structure of document

The first part of this document, drawing from a publication developed by IUCN on FLR ICMs,[1] offers guidance to assess the development of new or existing ICMs. First, it presents **key factors** to be considered **across the three dimensions** of ICMs: connectivity, health to operate and results. Next, it provides a framework with **key information** to consider during each of **ICM's development stages**: Catalyse, launch, organise, adapt & improve, and transition or transform. This information will be useful to plan for the establishment of new ICMs or to assess existing ICMs and identify areas of improvement. Ultimately, ICMs are created to ensure that coordination happens effectively and is a real catalyser of FLR on the ground.

The second part of the brief presents an analysis of two case studies of ICMs from TRI country projects where the network evaluation framework was applied, as a way of showing the TRI community the history, evolution and impact of the selected ICMs on FLR-supportive activities. This analysis reflects on critical aspects across each of the five stages of ICM development and operation. The case studies are from Kenya (IMTC – Inter-Ministerial Technical Committee on Sustainable Management of Deltas; and the TPAC – Tana Planning Advisory Committee) and Pakistan (Inter-Ministerial Committee on Green Growth (ICGG); and the Green Growth Task Force (GGTF)). Finally, the foregoing analysis is synthesised in a series of conclusions and recommendations for future work.

[1] Imbach, A. and Vidal, A. (2019). Inter-institutional and inter-sectoral coordination mechanisms for Forest landscape restoration. *Case studies from Latin America and the Caribbean*. Gland, Switzerland: IUCN

1. ICM assessment guide

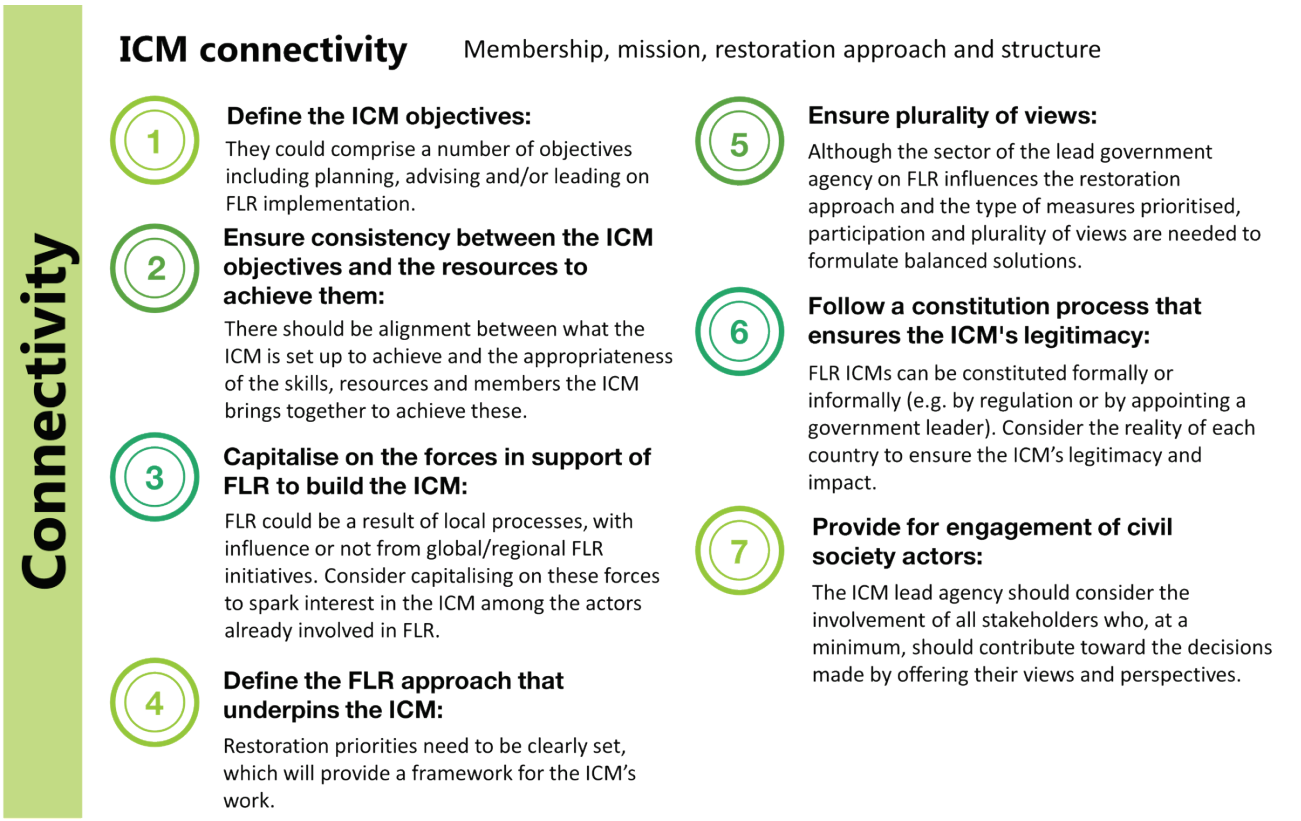
Key factors of ICMs

ICMs for FLR are formal or informal *networks* that intend to address complex and interdependent issues of forest and land management through institutional collaboration and innovation that facilitate action and accountability across sectors and government levels (UNDP, 2017). Institutional and coordination frameworks play a critical role in supporting the achievement of complex goals, and the activation of different plans and policies operating across various sectors. There are several factors involved in the operation of these coordination mechanisms, which makes the selection of the best combination thereof something of a challenge. Network evaluation frameworks[2] can help in gathering practical knowledge about the collective impact of networks and capturing challenges and lessons learned, which can facilitate adaptive learning for future mechanisms or improve existing ones.

An analysis developed by IUCN (Imbach & Vidal, 2019), identified key factors for the success of ICMs across three dimensions: connectivity, health to operate and results.

- Network connectivity refers to the ICM's membership, mission and the restoration approach it promotes. Connectivity also refers to the structure in place to allow members' significant interaction and coordination.
- Network health refers to factors that determine the efficient operation of the ICM, such as resources (financial and technical), operational mechanisms to ensure the ICM's proper functioning, and the capacity of the mechanism to generate value (in terms of executable decisions and actions).
- Network results relate to evidence of achievements, measured against ICM's intended goals and objectives in the short- and mid-term, as well as ways to address future challenges and sustainability.

The key factors listed in Figure 1 should be borne in mind by the operators, leaders or facilitators of ICMs who embark on the process of assessing existing ICMs or creating new ones. Awareness of these factors can steer decision-making processes regarding ICM's goals, composition, responsibilities, legitimacy, resources and leadership. Ultimately, ICMs should ensure harmonisation and coherence of actions towards the overarching goal of FLR implementation.



[2] The network evaluation framework used and adapted to the context of ICMs for FLR was 'Network Impact and Center for Evaluation Innovation (2014). 'Framing Paper: The State of Network Evaluation'. Available at: http://www.networkimpact.org/the-state-of-network-evaluation-a-guide/

Health to operate

ICM health to operate

Resources, infrastructure and operational mechanisms – and capacity to generate added value

1 **Decide on centralised or shared leadership:**
Leadership can reside with the main agency responsible to execute decisions or it can rotate across members. This is different from the accountability of participants to implement decisions made under the ICM.

2 **Account for a technical secretariat and provide necessary funds:**
The technical secretariat contributes to the effectiveness and transparency of the ICM. The secretariat could rest with one of the ICM members or a third party. Some funding or in-kind contributions are needed.

3 **Secure inter-sectoriality and participant engagement at all times:**
Keep a check on the sectors involved at different stages of the ICM as well as whether there are capacity or resource gaps that need to be addressed for the continuation of the ICM.

4 **Allow ICMs to serve the needs of the FLR journey:**
ICMs are governance innovations that can emerge at different points in time, always as a response to the need to enhance, accelerate or create a cohesive and effective FLR agenda.

5 **Ensure resources for the ICM (financial, technical and political):**
FLR ICMs require diverse resources to operate effectively, notably technical knowledge and capacities and political/social power. Financial resources are particularly relevant for ICMs that directly execute or lead restoration actions.

Results

ICM results

Achieved outcomes, impacts and sustainability

1 **Link with the legal framework to enable implementation of ICM-agreed actions:**
Integrate ICMs into existing or new legal frameworks and political decision-making processes for uptake and implementation of decisions. This incentivises actors' engagement and offers opportunities to mobilise local/national FLR agendas.

2 **Learn from the experience for the future of the ICM:**
Progress and evidence of achievement should be monitored to identify means to address future challenges and sustainability of the ICM.

Figure 1. Key factors for the creation, operation and impact of an ICM across three dimensions of network development.

San Marcos, Guatemala. Image by Paul Aragon, IUCN

ICM assessment based on the stages of development

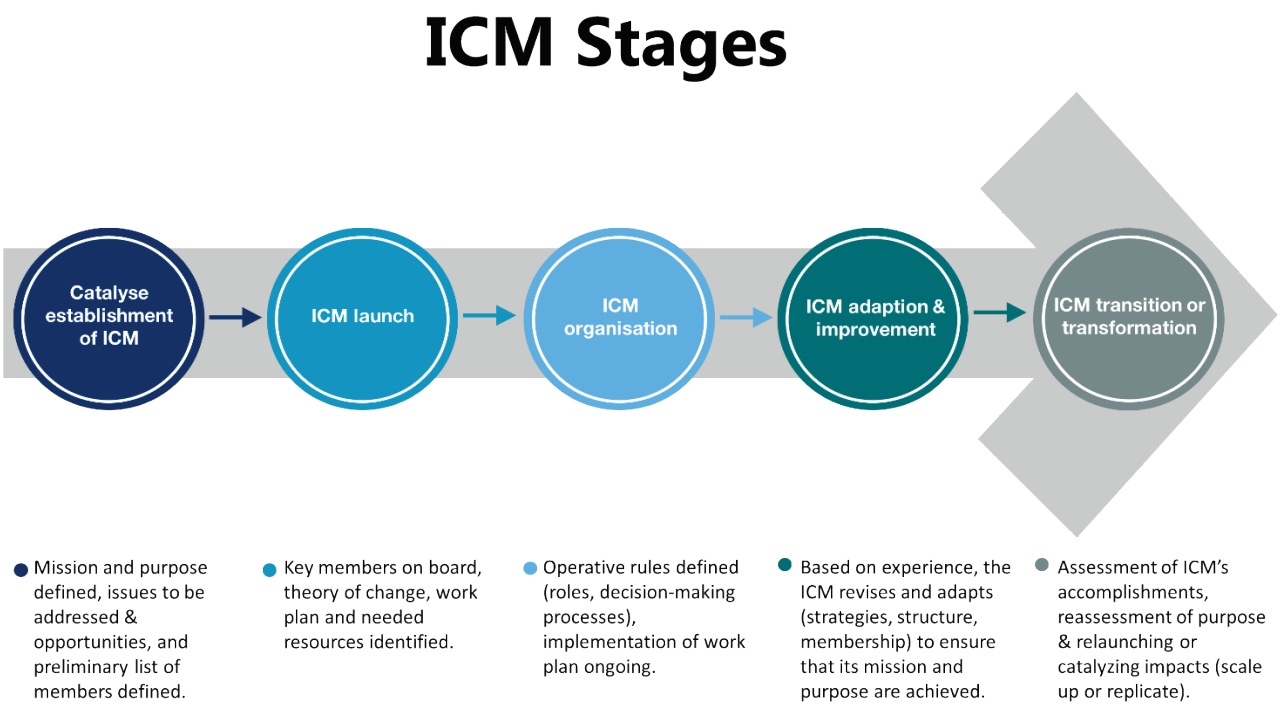


Figure 2. Five phases of ICMs. Adapted from (Imbach & Vidal, 2019)

Considering the diversity of aspects, actors and processes involved in the creation and operation of an ICM, it is proposed that a review of existing or new ICMs is conducted in a step-by-step process, responding to the different issues that arise through each of the stages of development (Figure 2).

For instance, at the "Catalyse" stage, fundamental questions will arise, such as: What is the issue or problem that the ICM will address? What is the ICM's initial purpose and vision? What are the key stakeholders that need to be involved? What is the scale of FLR and its priorities? Considerations regarding its members, how they connect, what resources are needed/available and the ICM's value proposition are reviewed during the "Launch" stage. Once these foundational aspects are decided upon, the next step is to "Organise" the ICM, including the ICM's supporting infrastructure, how members work together and make decisions, as well as ongoing follow-up on the delivery of established activities, outputs and outcomes. Monitoring the ICM's performance is critical to inform necessary adaptive changes and improvement, and it is advisable to assess the sustainability plan of the mechanism should it be decided to extend the ICM's mission to support other milestones of FLR implementation ("Adapt/Improve" stage). Finally, the ICM could "Transition or Transform", depending on whether the mission and objectives are achieved (in which case, the knowledge and social capital gained could be applied to the benefit of other coordination mechanisms) or whether there needs to be a reformulation or transformation of the ICM to achieve the original objective through a different strategy (Network Impact and Center for Evaluation Innovation, 2014).

Not all ICMs are equal, and their variations and potential outcomes will depend on their selected design and operational settings. Therefore, evaluating or assessing ICMs following this guidance does not result in a scorecard. Instead, the assessment guide offers a step-wise approach for each of the five stages of the creation of ICMs that can be used by leaders, operators or facilitators, as they consider key issues on ICMs connectivity, health and results. The guidance also offers tools and examples of activities that can be used for each stage of ICM development.

A practical application of this assessment methodology is presented in the case studies in section 2.

Stage 1: Catalyse the establishment of the ICM

The main problems, issues and opportunities that the coordination mechanism aims to address are identified. Based on a preliminary definition of the ICM purpose, key stakeholders and potential participants are brought in. It is advisable to build on existing land-use planning process and strengthen linkages to FLR initiatives.

Connectivity

Consider:

- ✓ **Identifying the ICM objectives** based on critical gaps in the legal framework, policy instruments and incentives for FLR, challenges in implementation, among others, where coordination can help address these issues.
- ✓ Awareness and sensitisation needs across actors.
- ✓ Relevant organisations and stakeholders based on their mandate, rights, available resources, expertise and geographical focus.
- ✓ **Clarifying the FLR approach that underpins the ICM.**
- ✓ **Creating the ICM following a process that provides it with legitimacy.**

Health to operate

Consider:

- ✓ The governance gap the ICM can address in a set period of time – a realistic goal.
- ✓ The added value that the ICM would bring to the current context.
- ✓ Whether there is overlap or synergies with other existing coordination mechanisms or working groups.
- ✓ Strategic ways to deliver the ICM contribution e.g. through fostering funding, lobbying for improved regulatory frameworks, etc.

Tools and activities

Stage 2: Launch the ICM

Recruitment of initial members is initiated. Based on the mission and purpose, members develop an initial work plan including strategies and resources needed. As the ICM evolves, decisions will be taken concerning the operation and decision-making. Admission of new members may warrant a revision and update of the ICM's mission and purpose.

Connectivity

Consider:

- ✓ Confirming and updating the purpose and mission, if needed.
- ✓ **Whether it is necessary to formally create the ICM or not.**
- ✓ Drafting theory of change with goals, work plan, roles and responsibilities.
- ✓ **Capitalising on the forces in support of FLR to build the ICM.**
- ✓ Strategic alliances with other entities or organisations to implement the work plan.
- ✓ A mechanism for inclusion of new members.
- ✓ Generating visibility of the ICM and creating a permanent flow of information and communication externally.
- ✓ **Ensuring plurality of views**, expanding the ICM base of supporters to ensure legitimacy of the process and the decisions.

Health to operate

Consider:

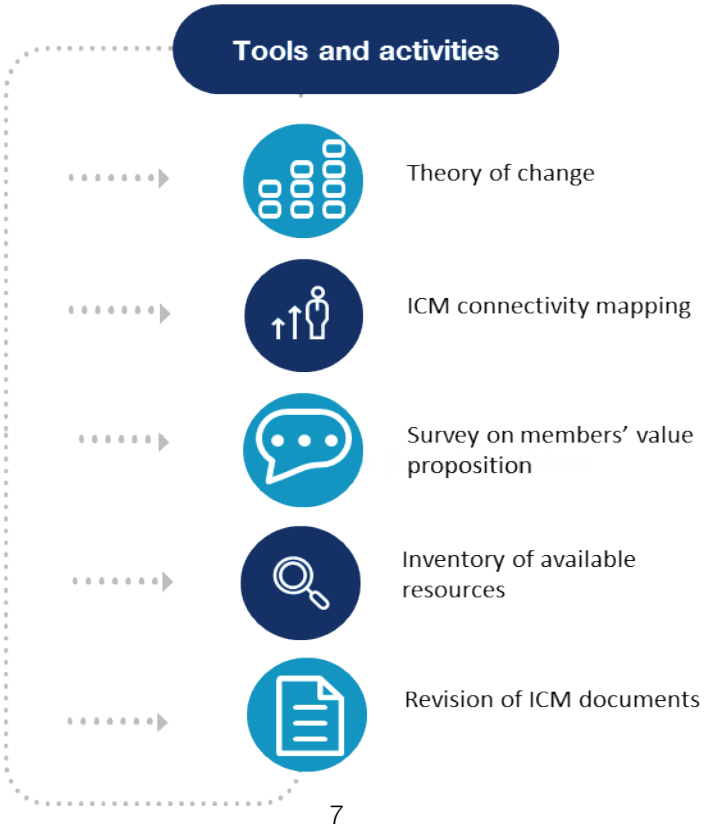
- ✓ **Having adequate resources to achieve the ICM objectives**: human, financial, technical.
- ✓ **Keeping a balance in representation and ensuring that all views are taken into account.**

Results

Consider:

- ✓ Defining the ICM short-term and long-term goals.
- ✓ Having a system to verify and measure progress and achievement of goals.

Tools and activities



Stage 3: Organise the ICM

Formed and with resources, at this stage the ICM will define more specific aspects related to its operations such as member roles, decision-making process, leadership, inclusion of new members, meetings and secretariat functions, among others. Critically, the ICM will agree on how participation and plurality of views are to be ensured, as well as how decisions will be made.

Connectivity

Consider:

- ✓ Membership aspects: leadership roles (rotations, co-leadership), meeting schedule, meeting place, attendance requirements, virtual access to meetings, etc.
- ✓ Structural aspects: internal and external communication channels, ToRs for coordination functions, **ToRs for the technical secretariat role**, existence of working groups, etc.

Health to operate

Consider:

- ✓ **Defining leadership and members' roles** – e.g. internal regulations manual. Keep processes at a minimum to ensure efficient operations.
- ✓ **Establishing the decision-making process** – by consensus, voting (simple majority, qualified majority), vetoing, etc.
- ✓ Creating a sub-committee to review new membership applications.
- ✓ Maintaining flexibility in the design and allowing updating as the ICM evolves.
- ✓ Setting up accountability rules for the implementation of the IMC's activities.

Tools and activities

- Facilitation of the decision-making process
- Evaluation and progress review meetings
- Member satisfaction surveys
- Fluid coordination and follow-up to establish operational rules
- Power relations mapping

Stage 4: Adapt or improve the ICM

The ICM is fully operational and the work plan is under implementation. Goals, strategies and membership could evolve as discussions move forward and outputs/outcomes are generated. New opportunities for collaboration emerge to further expand the ICM impact. Members are invested in ensuring the ICM's sustainability and its continuous operation.

Connectivity

Consider:

- ✓ Membership aspects**: consistency of member participation**, engagement, and implementation of agreements. Monitoring of performance and outcomes and ensuring that those inform the ICM strategies moving forward.

Health to operate

Consider:

- ✓ **The sufficiency of resources to operate and accomplish its goals.**
- ✓ **The level of influence achieved to solve the issue that defined the ICM's mission.**
- ✓ Whether the ICM has a monitoring protocol and whether it informs the ICM's improvement.

Results

Consider:

- ✓ Reviewing whether the ICM's short- and mid-term goals are achieved, and whether it has been cost-effective.
- ✓ Developing a sustainability plan for the ICM, responding to the context and the ICM's resilience to political changes.

Tools and activities

- Revision of the ICM's theory of change
- Updating the ICM's work plan to include changes and emerging opportunities
- M&E system to inform of ICM's effectiveness
- Survey to members requesting feedback
- Self-assessment or external review of the ICM's results and impact

Stage 5: Transition or transform the ICM

The ICM implemented its mission and it might need some continuity planning to serve the next steps of the FLR process, or the ICM did not accomplish its mission, which warrants a transformation of its strategy and capacities to redirect efforts – should the ICM still be relevant to achieve the FLR objectives.

Connectivity

Consider:

- ✓ Assessing the achievement of the ICM's mission, goals and objectives.
- ✓ Determining the need to continue with the ICM to support the next stages of the FLR process, or to transform its strategy should the ICM prove unable to achieve its aims.
- ✓ In case the ICM continues operation through other FLR stages, assessing whether it is necessary to trickle down coordination to lower scales (e.g. if the ICM was operating at the national level).

Health to operate

Consider:

- ✓ Opportunities for a peer-to-peer learning process that would benefit other similar coordination mechanisms.

Results

Consider:

- ✓ Communicating the ICM results at the local, national and international level.
- ✓ Scaling up or replicating best practices of the ICM.

Tools and activities

Figure 3. ICM Stages of development with key considerations and suggested tools to build ICMs elements and strategies

2. Applied guidance into ICM case studies

Kenya

Inter-ministerial Committee on Sustainable Management of Deltas in Kenya and the Tana Planning Advisory Committee

About the Tana River Delta

The Tana River Delta, on the north coast of Kenya, is one of the most important wetlands in Africa (Ramsar site) and a key biodiversity area. It sustains the livelihoods of farmers, livestock herders and fishermen from numerous communities (Nature Kenya, 2015). The Tana Delta provides critical environmental services, such as hydrological cycle regulation, climate moderation, soil protection from erosion and shoreline stabilisation, among others (Figure 4). This key estuarine and deltaic ecosystem faces many challenges, including land conversion and population pressure, which aggravates usage conflicts and confrontations (Nature Kenya, 2016).

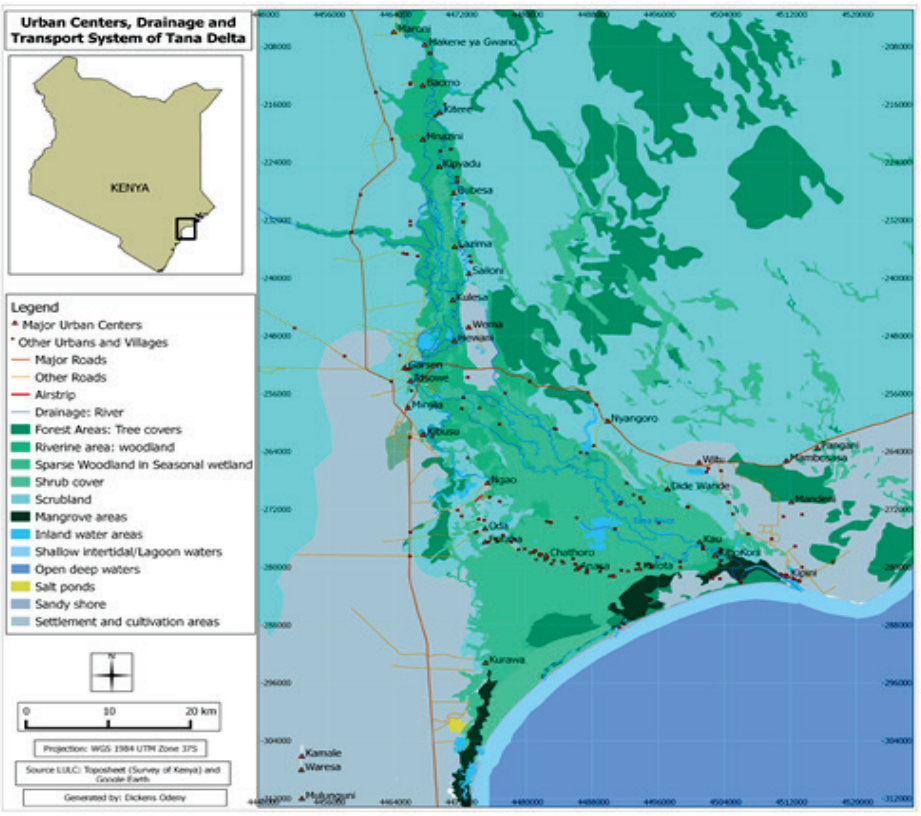


Figure 4. Urban centres, drainage and transport system of Tana Delta (Nature Kenya, 2016)

FLR institutional and policy context

Kenya was one of the first countries in the region to make a 5.1 million hectare restoration pledge to the Bonn Challenge and AFR100 in 2016. To deliver on this target, it was deemed necessary to implement inter-sectoral coordination strategies to engage stakeholders and promote sustainable natural resources management (UNEP, 2018). In the Tana Delta, natural resources management has historically been a complex issue, with over 14 government institutions involved and competing legislation and policies in place at the national and sectoral level, which is not always coherent and in some cases even in evident contradiction. As a result, conflicts over resource usage and access were common. There was no platform for dialogue for government institutions, civil society and the private sector to address these issues or to discuss the future of the Delta. Meanwhile, the degradation of ecosystems accelerated, with major impacts on biodiversity, livelihoods and global environmental services.

Participatory Land Use Planning in Tana Delta

The Tana River Delta Land Use Plan (LUP) was the first part of a central government strategy that begun in 2011 to address the emerging conflicts around natural resources and degradation in the country's major deltas. LUP was seen as an initiative to regulate access, rational use and best management practices to improve sustainable livelihoods, security, equity and biodiversity conservation (Odhengo, et al., 2014). Carried out between 2011 and 2014, LUP was a highly participatory planning initiative backed by strong technical methods and scientific data. LUP was supported by the Tana River Delta Strategic Environmental Assessment (SEA), a parallel process that was instrumental for the assessment of land use options in the Tana Delta and the development of an optimal land use strategy and recommendations that strike the best balance between development and conservation (Odhengo, et al., 2014).

The LUP and SEA were facilitated by two coordination mechanisms: the **Inter-Ministerial Technical Committee for the Sustainable Management of Kenya Deltas (IMTC)**[3] led by the Ministry of Lands, which was in charge of the strategic and technical direction of the process; and the **Tana Planning Advisory Committee (TPAC)**, which acted as a platform for eliciting the views and perspectives of local communities.

TPAC gathered information through consultations conducted in all 106 villages of the Tana Delta and incorporated it into the LUP and SEA documents. Completed and endorsed by the national and county governments in 2014, the LUP constitutes a negotiated and agreed policy that will serve as a guide for policy formulation and decision-making concerning the development of the Tana Delta.

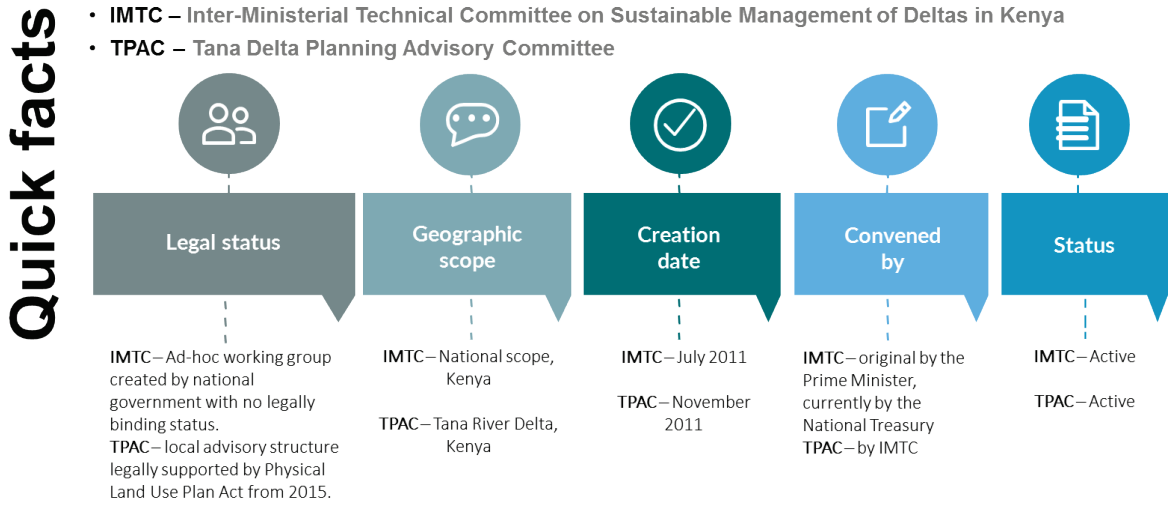


Figure 5. Quick facts about the IMTC and TPAC in Kenya

Description of the IMTC and TPAC based on ICM Dimensions

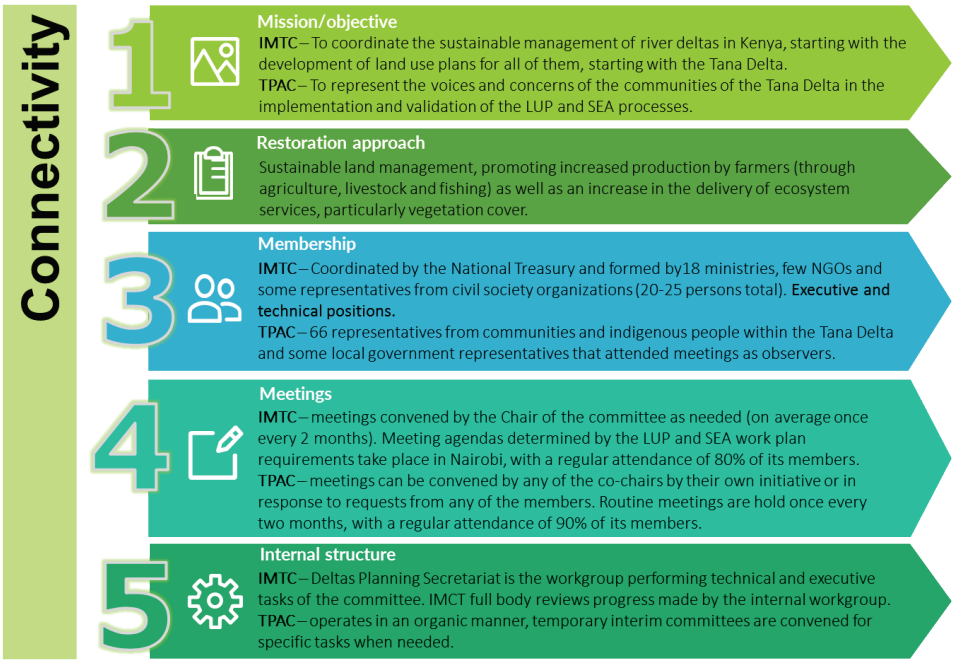


Figure 6. Summary of the connectivity dimension and its elements of the IMTC and TPAC

[3] The IMTC was an interdisciplinary body convened by the Prime Minister's Office with the mandate of leading and delivering integrated multiple land use plans for all six major deltas: Tana, Yala, Nzoia, Omo, Nyando, and Malewa deltas.

IMCT's mission is to coordinate the sustainable management of river deltas in Kenya; primarily, the development of land use plans for all major deltas, starting with the Tana Delta. The IMTC provides policy and technical guidance for the planning processes and for the subsequent implementation of the LUP, in coordination with local counterpart bodies. **TPAC's mission** is to represent the voices and concerns of the communities of the Tana Delta. Its objective is to help inform the LUP and SEA processes by conveying the views of local communities and to assist in validating the planning results at the local level. In terms of their scope of work, IMTC and TPAC both provided inputs and reviewed the LUP and SEA processes, in a complementary manner, IMTC from a national perspective and TPAC from a local standpoint.

The LUP **approach to restoration** falls within the area of sustainable land management: promoting increased production by farmers (through agriculture, livestock and fishing) as well as an increase in the delivery of ecosystem services, particularly vegetation cover. In practical terms, this includes actions such as: community-managed forests, mangroves and riverine forests restoration; agroforestry practices; better livestock and fishing practices; reduction of range lands, among others. IMCT and TPAC both supported this overall approach, which is suitably captured in the LUP document.

The foundation of IMTC was authorised by the Office of the Prime Minister, which summoned a selection of the ministries that needed to participate in these processes based on their areas of responsibility. Later on, when the National Constitution of 2010 dissolved the Prime Minister position, the National Treasury took on the leadership role, delegating the IMCT coordination to the Ministry of Lands.

The initiative to form TPAC emerged from IMTC. The County Executives for Land from Tana River and Lamu Counties, along with a representative of local communities, were appointed as co-chairs of the TPAC. Key community and government stakeholders across the Tana Delta were invited to the first TPAC meeting.

IMTC members are predominantly government representatives. A group of approximately 20–25 persons, combining executive and technical positions. Coordinated by the National Treasury, IMTC is composed of 18 ministries, a few NGOs and some representatives from civil society organisations. **TPAC** was originally formed by 25 representatives from communities and indigenous people within the Delta and four local government representatives that attended meetings as observers.[4] In 2012, as a result of the political and administrative changes derived from Kenya's new constitution, TPAC was restructured and its constituency grew to 66 persons. Local representatives that integrate TPAC are selected and appointed directly by the sectors they represent.

IMTC meetings are convened by the chair of the committee as needed, depending on tasks at hand arising from the ongoing processes. At times of high demand, IMTC would meet twice a month, with an average frequency of one meeting every two months. **Meeting agendas** are mostly determined by the LUP and SEA workplan needs. With a regular attendance of 80% of its members, these meetings take place in Nairobi where most central government officials are located. **TPAC meetings** can be convened by any of the co-chairs[5] on their own initiative or in response to a request from any of the members. The secretariat role rotates between the different representatives. On average, routine meetings are hold once every two months, although additional meetings may be called whenever needed. With a regular attendance of 90% of its members, TPAC meetings are hosted by Nature Kenya and take place in a meeting room belonging to a local organisation (Maridhiano).

With respect to the interaction and participation with other sectors, representatives from the **private sector** provided inputs to **IMCT** but had no direct representation in the group. Tana River Development Authority, a government institution and IMCT member, was in charge of representing the private sector. **Kenyatta University** would attend some IMCT meetings[6] as participants and observers (not involved in the decision-making). In the case of **TPAC**, private landowners and productive sectors were all represented in the committee. Since there is no

[4] It was a strategic decision since TPAC formation to keep government participation to a minimum to encourage greater ownership of the governing body by local actors.

[5] Since 2013, the County Executives from Tana River and Lamu Counties and a representative of local communities were appointed as co-chairs for the TPAC.

[6] In the case of Yala Delta LUP (a subsequent LUP process on a different region that incorporated many lessons learned from the Tana Delta experience) there has also been significant engagement with Kenyatta University.

strong presence of industries, universities or research centres in the area, there were no representatives of such sectors in the committee.[7]

The internal structure of IMTC includes an internal workgroup, **Deltas Planning Secretariat**, in charge of the internal technical and executive tasks of the committee. IMCT as a full body then meets to review the drafts and progress made by the internal workgroup. The Delta Planning Secretariat worked in close coordination with the LUP and SEA technical teams (refer to "Working arrangements" section below for additional details). **TPAC** operates in an organic manner; temporary interim committees are convened for specific tasks when needed.

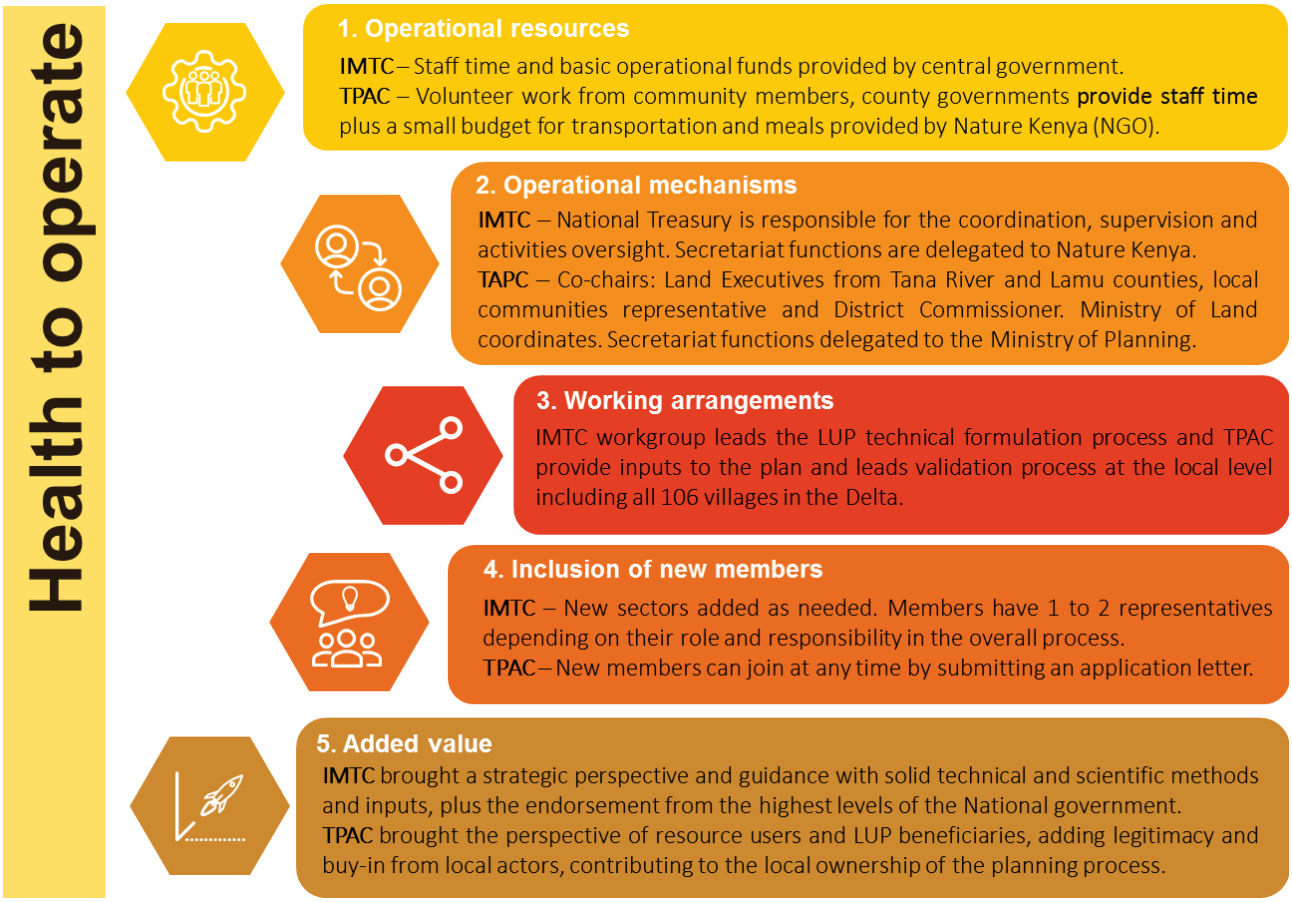


Figure 7. Summary of the health to operate dimension and its elements of the IMTC and TPAC

IMTC's operational resources comprise members of the government, who engage with the IMTC as part of their regular staff work and receive a small amount of funding to convene members and conduct meetings. With respect to **TPAC**, county government staff engage as part of their regular activities, so no additional payment is made for their participation. Community members volunteer their time. A small budget is allocated for transportation and meals necessary for convening the members, provided by Nature Kenya. There is no provision for a sitting allowance in TPAC.

[7] In the case of the Yala Delta LUP, there is a local university in the area that is also a member of the Yala Planning Advisory Committee (YPAC).

IMTC coordination was initially carried out by the Office of the Prime Minister (2011–2012). Currently, the National Treasury is responsible for the coordination, supervision and oversight of IMTC's activities. **Secretariat functions** are delegated to Nature Kenya. In the case of **TPAC**, initially (2011–2012) the position of chairperson rotated among the different members. Since 2013, meetings are jointly chaired by Land Executives from Tana River and Lamu counties and a representative of local communities. The District Commissioner acts as joint chair and arbitrates in case of internal disagreements. **TPAC coordination** falls to the local representative of the Ministry of Land. **Secretariat functions** were delegated to the Ministry of Planning. All decisions are taken by **consensus**, both in **IMTC and TPCA.**

Working arrangements between **IMTC** and **TPAC** involve a conjunction of two different but complementary roles. The IMTC workgroup led on the technical aspects of the LUP formulation process. TPAC provided input to the plan and also led the validation process at the local level. Once the plan was finalised, TPAC socialised the final version of the plan with local actors. The LUP was eventually endorsed by the local government and approved as a policy (Tana Delta TRI Project is currently implementing part of the approved LUP). On a day-to-day basis, the two bodies operated in close coordination to ensure that TPAC provides feedback for the IMTC's meeting agenda items. TPAC members would also join IMTC workgroup sessions to provide information pertinent to the local group they represented. Additionally, the LUP and SEA technical teams played an important role in the two-way communications between IMTC and TPAC throughout the process. These working arrangements and processes are schematically presented in Figure 8.

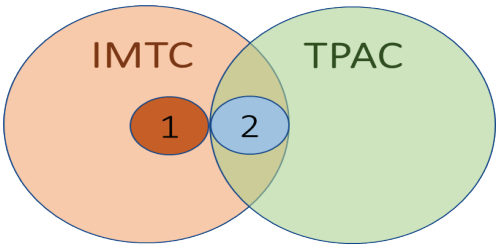


Figure 8. Working arrangements between IMTC and TPAC

Since **IMTC** workgroup (Deltas Planning Secretariat) operated in close coordination with the LUP and SEA technical teams, **TPAC** provided input and advice to these processes that emerged from consultations in all 106 villages in the Delta. The conclusions and advice of the committee will be recorded by the TPAC's Secretariat and fed into the overall planning process. An additional key role for TPAC members was to act as guides and facilitators within their own community in explaining the role and purpose of the LUP and SEA.

Regarding the inclusion of new members, IMTC being an ad-hoc body, when the need to increase the representation of a sector was identified (for example, academic researchers) IMTC would invite those sectors to join the committee (i.e. universities). Most ministries would only have one representative, but a few ministries had two representatives due to their role and responsibility in the overall process (for example, the Ministry of Water). At some point, GIS expertise was needed, so IMTC invited technical staff from the National Museum for that purpose. In the beginning, **TPAC** was conceived as a local replication of the IMTC, and consequently it was heavily represented in government. When the communities requested an increase in their participation, this led to the reconstitution of the committee to become mainly a community representatives' body. In 2013, due to nationwide legal reforms and the establishment of county governments, TPAC was once again reconstituted into a group of 66 members with both government and community representation. New members may join at any time, once they have submitted an inclusion request to attend the meetings.

The overall advantage and added value of IMTC is that it brought a strategic perspective and guidance to the process, with solid technical and scientific methods and inputs, plus the endorsement and support from the highest levels of the national government. **TPAC, on the other hand,** delivered contextual input to reflect the concerns of the main users and beneficiaries of the LUP. This added legitimacy and buy-in from local actors contributes to the ownership of the planning process, and will be vital for the feasibility of the implementation phase. Additionally, TPAC could also play a significant role as an advisory body for the County Land Departments in charge of implementing the LUP (refer to "Sustainability" section in Figure 9 for additional details).

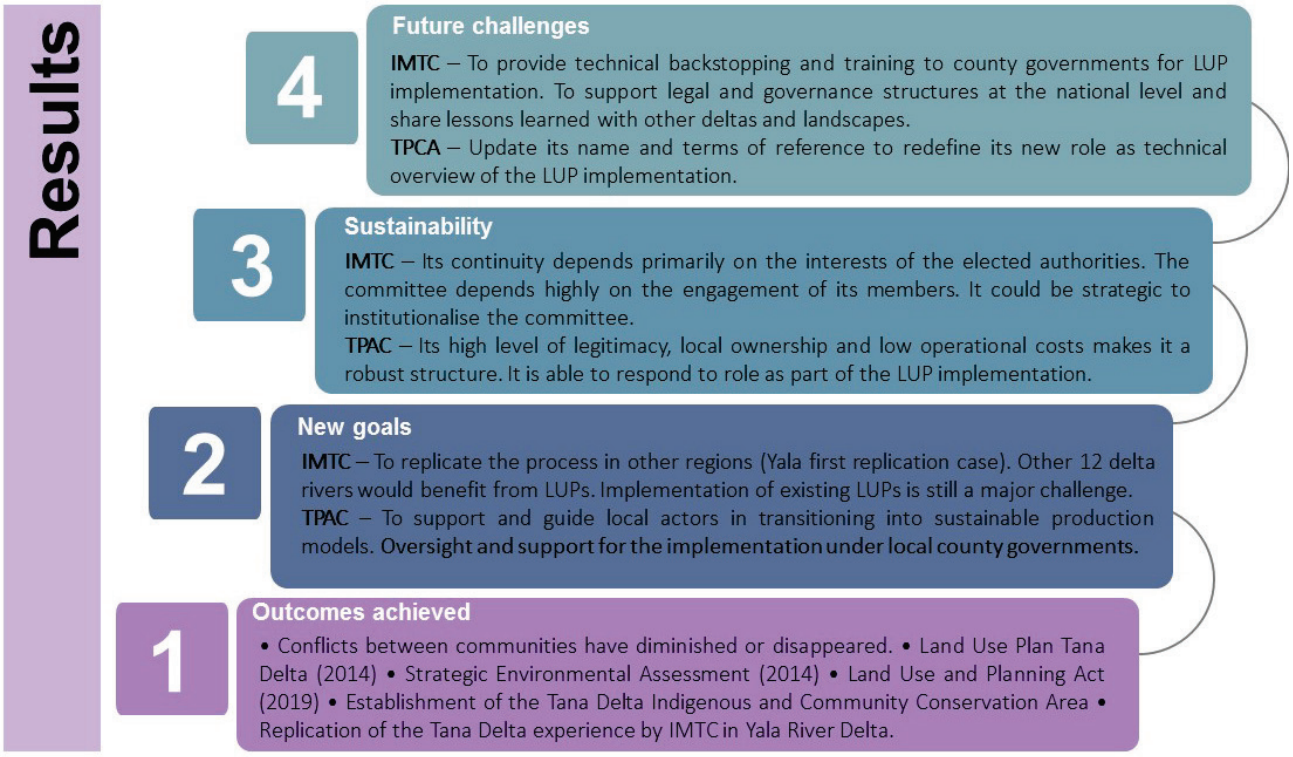


Figure 9. Summary of the result dimension and its elements of the IMTC and TPAC

The main outcomes achieved by this two-layer ICM are:

- Traditional source of conflicts between communities in the Tana Delta have diminished or disappeared.
- Land Use Plan Tana Delta (2014) - (participatory process informed by science).[8]
- Strategic Environmental Assessment (2014).
- Land Use and Planning Act (2019).
- Establishment of the Tana Delta Indigenous and Community Conservation Area, including its governance structure and management plan (a key recommendation from the LUP) – 116,000 hectares at the heart of Tana River Delta.
- Replication of the Tana Delta experience by IMTC in Yala River Delta, including the formation of a local technical advisory committee (refer to section "Short-term and mid-term goals" and "ICM development process" for additional details).

Most of the original goals for the Tana Delta planning process have been achieved. Regarding **new goals, IMTC** plans to apply the lessons learned and replicate the process in another region. Yala documents (the first replication of the Tana experience) have been finalised and the overall process was made more efficient as a result of the experience gained and lessons learned on the Tana Delta case. There are still another 12 main rivers in Kenya that would benefit from the development of a delta plan. Beyond the planning exercises, the implementation of those LUPs is still a major challenge. In the case of **TPAC, new goals** have been identified to accompany the implementation processes of the approved LUP, in the form of the provision of technical advice for local governments for the revision and formulation of local policies that are consistent with the approved LUP. These changes will help to support and guide local actors to transition into sustainable production models that are in line with the approved LUP.

Regarding **IMTC sustainability**, being an ad-hoc informal committee, its continuity in time depends primarily on the interests and priorities of the elected authorities. Until now, since IMCT exists mainly as a result of the chairman's initiative and interest in supporting delta planning processes, there is no guarantee that the IMTC will be continued

[8] The LUP implementation timeframe is 40 years, ending in 2050 (2010 was taken as the baseline year). Published in June 2015 as a basis for further review and implementation, the details of which will be determined by joint working groups of the two County governments and the national government.

into the future. The committee also is also largely dependent on the goodwill and work of its members. One possible way to consolidate this committee would be to institutionalise it. There have been signs of interest from the Ministry of Environment to endorse the institutionalisation of the IMTC. In terms of **future challenges that IMTC faces** in relation to the implementation of LUP, the most significant are:

- To provide technical backstopping to counties during LUP implementation. This includes support to counties to interpret the word and spirit of the LUP during implementation.
- To train and provide guidance to county staff on LUP implementation (e.g. GIS maps, hydrological studies, etc.).
- To support formation of legal and governance structures at the national level to support LUP implementation. These include new laws (e.g. Physical and Land Use Planning Act from 2019), the establishment of a Deltas Board, among others.
- To share with Tana River and Lamu Counties lessons learned on LUP implementation across other counties and at a national scale and to feed lessons from Tana LUP implementation to other deltas and landscapes.

In the case of **TPAC sustainability**, given its high level of legitimacy and local ownership, and the fact that it needs few resources to operate, TPAC is a robust structure. TPAC has informally transitioned into a new role to provide advice for the implementation of the approved LUP, as it did, for example, during the Tana Delta TRI project. As a **next step**, one option would be to rename TPAC and update its terms of reference to formally define its new role in providing technical oversight for the LUP implementation. Along with this idea of reconstituting TPAC to supervise the LUP implementation, discussions have taken place regarding its evolution from an advisory committee to an oversight and coordination committee: Tana Sustainable Development Board (TSDB).

Analysis based on ICM stages

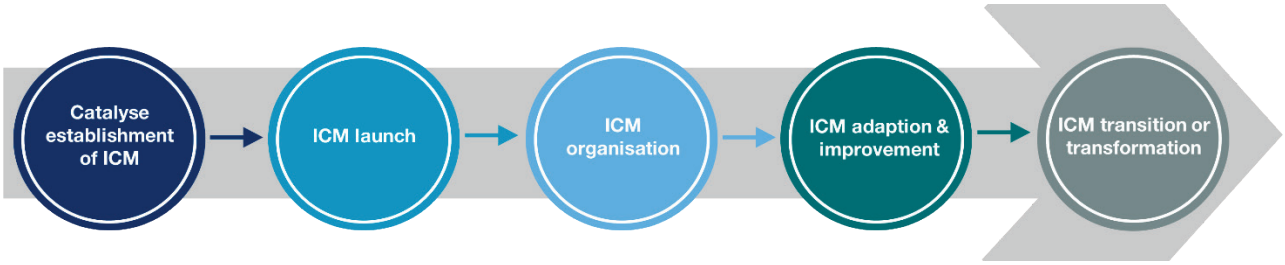


Figure 10. Stages of ICMs development

The context to "**Catalyse**" the creation of the ICMT and TPAC is key. There was an urgent need to address the land management crisis in the Tana Delta, which was the main cause of escalating conflicts over land (during the formulation of the LUP it is estimated that more than 180 people lost their lives to armed conflicts over land in that area). The Office of the Prime Minister acknowledged the need for an inclusive coordination mechanism, and deemed the development of LUPs to be a potential solution, whereupon an ICM to lead and coordinate Tana Delta LUP was rapidly adopted and supported. Catalytic factors were the advocacy work from NGOs led by Nature Kenya and the leadership of the Chair of the IMTC, who played a major role in securing political support for LUP/SEA, including that of relevant ministries, county governors, members of county assemblies, and endorsement by H.E. the former Prime Minister. This decision can also be interpreted as a sign of the overall inter-sectoral approach adopted by the IMTC. Another distinctive element from the catalysing stage was the definition of a clear and simple mission for the mechanism: to lead a participatory land planning process for the main deltas in Kenya, starting with the Tana Delta.

Once the foundational pieces were in place, the ICM was ready for the "**Launch**" stage during which the main implementation arrangements take place. The most significant milestone from this stage was the decision by the IMTC to create a complementary body in charge of handling two-way communications with local actors: TPAC, as the local counterpart of IMTC, was put in charge of providing inputs to the planning process, as well as socialising and validating the progress made with the communities in the Delta. The coordination of these two mechanisms was achieved by designating technical teams that would participate in both bodies. These technical teams (one for LUP and one for SEA) were in charge of the detailed technical execution of the planning process. By attending the meetings of both bodies, these teams provided open channels of communication between the IMCT and TPAC. In the case of TPAC, it is also interesting to note that as the first meetings were taking place, local actors began to

familiarise themselves with the LUP initiative and its scope. As a result of this, TPAC membership expanded from 25 to 66 members. This can also be interpreted as an important milestone from this stage in which key actors which had not previously participated were invited to contribute.

The "ICM Organisation" phase comprised the securing of members and resources, and the defining of internal relationships. As a land planning process that aspired to be backed by science, access to reliable and high-quality data was a crucial requirement. The SEA was launched as a parallel process to provide data inputs for the planning as a way to address this need. Both ICMs defined some basic internal roles (such as chair and secretariat functions) as well as the rights and duties of its members. Other logistical details were also agreed at this stage: meeting frequency, meeting place, basic resources needed for the meetings (i.e. transportation costs). In the case of ICMT and TPAC, this also involved the definition of the working arrangements between these two bodies. A core workgroup at the IMCT (Deltas Planning Secretariat) was created and delegated with the operational tasks related to the LUP process. This group naturally worked in close relation with LUP and SEA technical teams and also handled the communications with TPAC, as described in the "Working arrangements" section.

Both the IMCT and TPAC carried out substantial work under the "ICM adaption and improvement" stage to deliver the agreed outcomes. In the case of Tana Delta LUP, this involved fieldwork and desk reviews, data collection and processing, and results validation through broad consultations, negotiation and consensus-building. Frequent meetings were conducted by both IMTC and TPAC, as well as cross-communication between the two bodies, mainly carried out by the LUP and SEA technical teams. The conclusion of this stage is marked by the achievement of the two main outcomes: the final and endorsed versions of the LUP and SEA documents. It is not uncommon for new actors to join the process at this stage (as new members, observers or as temporary advisors), usually when a particular sector is deemed to be under-represented or a particular set of skills required. In the case of IMTC, this happened twice, first with the involvement of the academia sector (Kenyatta University) and later on when spatial and GIS resources where needed (for this purpose the National Museum was invited). In the case of TPAC, depending on the subjects at hand, different observers would attend the meetings to present their ideas or defend their particular interests.

Once the primary purposes of ICM are achieved, the typical issues for the "ICM transition or transformation" phase began to emerge: questions related to mission, purpose and sustainability. In the case of IMTC, given its original purpose, the natural course of action was to replicate the Tana Delta LUP experience in a new delta; consequently, the Yala Delta LUP was launched in 2015. By applying the lessons learned from Tana Delta and drawing on the support of the same technical team, the entire planning process was implemented in two years (almost half the time required for the Tana Delta). Most of the elements were replicated, including the creation of the Yala Planning Advisory Committee (YPAC). In the near future, IMTC could continue its work to promote and implement participatory land use planning in the remaining deltas in Kenya, as it has already done in Tana, Yala, Nzoia and Nyando. In the case of TPAC, questions related to relevance were raised, particularly with respect to the role of a planning committee in the context of the new land use plan implementation. Some members advocate for TPAC to play a major role in advising county governments on LUP implementation, since TPAC members know the LUP better than other actors, and are best placed to advise county governments in the implementation phase. Following this idea, a proposal has been put forward to update TPAC terms of reference and transition into a governance body with a broader reach, named the Tana Sustainable Development Board (TDSB). The role of the TSDB would be to provide advice to county governments on the development of sector policies, ensuring that landscape restoration and sustainable land management are properly incorporated (UNEP, 2018).

KPK Province, Pakistan

Inter-Ministerial committee on Green Growth (ICGG) and the Green Growth Task Force (GGTF)

Forest degradation in KPK Province

Pakistan's climate is considered arid to semi-arid, approximately 60% of the total area receives less than 250 mm of rainfall per year, while the rest of the 24% semi-arid area receives between 250 and 500 mm. According to the German Global Climate Risk Index 2016, Pakistan is the eighth most affected country from climate change impacts and the fifth most vulnerable country to climate change risks, registering 143 disastrous events from climate change since 1995, 0.7% loss in per unit GDP, an annual average of 487 deaths due to climate change, and a total purchasing power parity loss of US$3.9 billion (FAO, 2018).

According to assessments carried out at the global level, between 1990 and 2005, Pakistan lost 14.7% of its forest and woodland habitat, and the country's forest cover fell to 2.47% (Government of KPK, Forestry, Environmental and Wildlife Department, 2018). The main drivers of deforestation and forest degradation have been the illegal cutting of trees for fuel and timber and livestock grazing. Khyber Pakhtunkhwa (KP) province houses 40% of Pakistan's dwindling forests (diverse forests and ecosystems of global significance), and it is also a main watershed of the Indus River system (Aslam Khan, 2015). In 2000, the Provincial Forest Resource Inventory (PFRI) reported that 78% of KPK forests were understocked and 74% of forests in the province were incapable of regeneration. It was also estimated that between 2025 and 2030, no more firewood would be available from local forests (FAO, 2020).

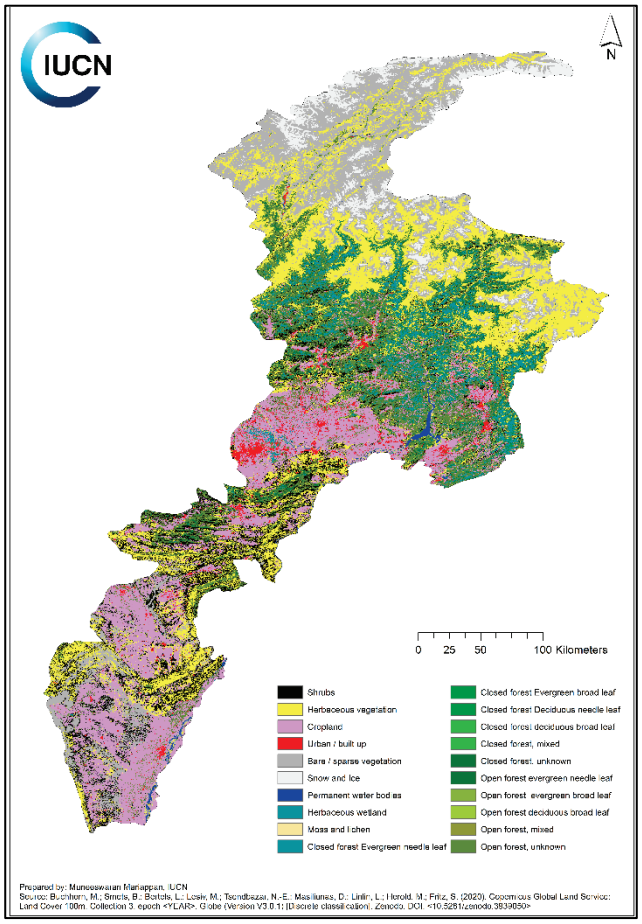


Figure 11. Land use land cover map, KPK province

Greening the economy of KPK Province

In this context, the Pakistan Tehreek-e-insaaf (PTI) provincial party conceptualised an initiative for greening Pakistan's economy. The "Green Growth Vision" was unveiled by the party prior to the elections in 2013 and laid out a four-step strategy for the "greening" of growth. In order to obtain the required political buy-in, this vision of a new and green economy had to translate into jobs and improved livelihoods. PTI won the elections in 2013 in the province of Khyber Pakhtunkhw (KPK). This presented the opportunity to implement and deliver on the campaign promises: the "Green Growth Initiative" (GGI), was launched in the province of KPK in March 2014 (Aslam Khan, 2015).

The Green Growth Initiative (GGI) identified six focus areas: forestry, protected areas, clean energy, climate resilience, water/sanitation and waste management; and implemented three flagship projects related to those areas: the "Billion Tree Tsunami", the "KPK National Parks" project, and the "365 community microhydel" project. As part of its forestry component, the Billion Tree Tsunami afforestation-reforestation project (BTAP) was designed to be implemented throughout the province. The project was also instrumental in delivering Pakistan's Bonn Challenge commitment (restoration of 348,000 ha of forests by June 2020). BTAP objectives were: 1. Increase area of forests by 2% in 5 years; 2. Rehabilitate degraded forests; 3. Conserve KP Forests as valuable natural asset for future generations; 4. Establish rules for REDD+ to assign carbon value to forests; and 5. Skill development, awareness and sensitisation (Government of KPK, Forestry, Environmental and Wildlife Department, 2018). BTAP implementation phase started in November 2014 and closed in June 2020, with an approximate budget of US$133

million. The project surpassed its original target ahead of schedule (over 350,000 ha with a survival rate of 83–89% for the planted trees (WWF Pakistan, 2017). Based on the BTAP results and lessons learned, a five-year national project, the "Ten Billion Tree Tsunami", was launched in September 2018.

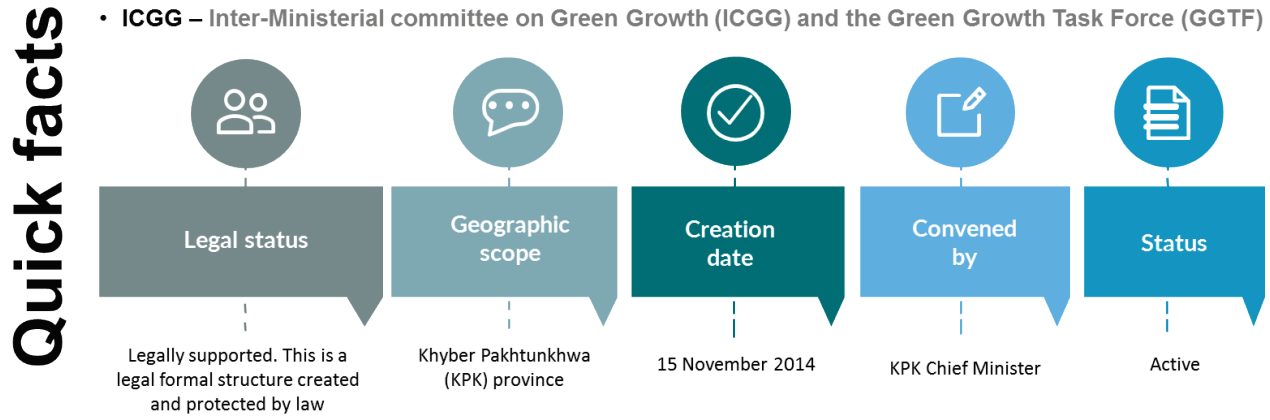


Figure 12. Quick facts about the IGCC and GGTF in Pakistan

The institutional arrangement designed to implement GGI included the setting up of an Inter-Ministerial Committee on Green Growth (ICGG) that was supported by an expert task force, the Green Growth Task Force (GGTF) (see Figure 12). This two-layered institutional set-up provided strong political leadership for the implementation of all three of GGI's flagship projects through the KPK Chief Minister, who chaired the ICGG, and sound technical advice through the GGTF, chaired by the former Advisor to the Prime Minister on Climate Change. Both bodies were convened in 2014. Additionally, BTAP had a Project Steering Committee and Project Management Unit in charge of the daily implementation of activities. The following sections focus specifically on issues related to BTAP implementation and the role that these two coordination bodies played in it.

Description of the ICGG and GGTF based on ICM's Dimensions

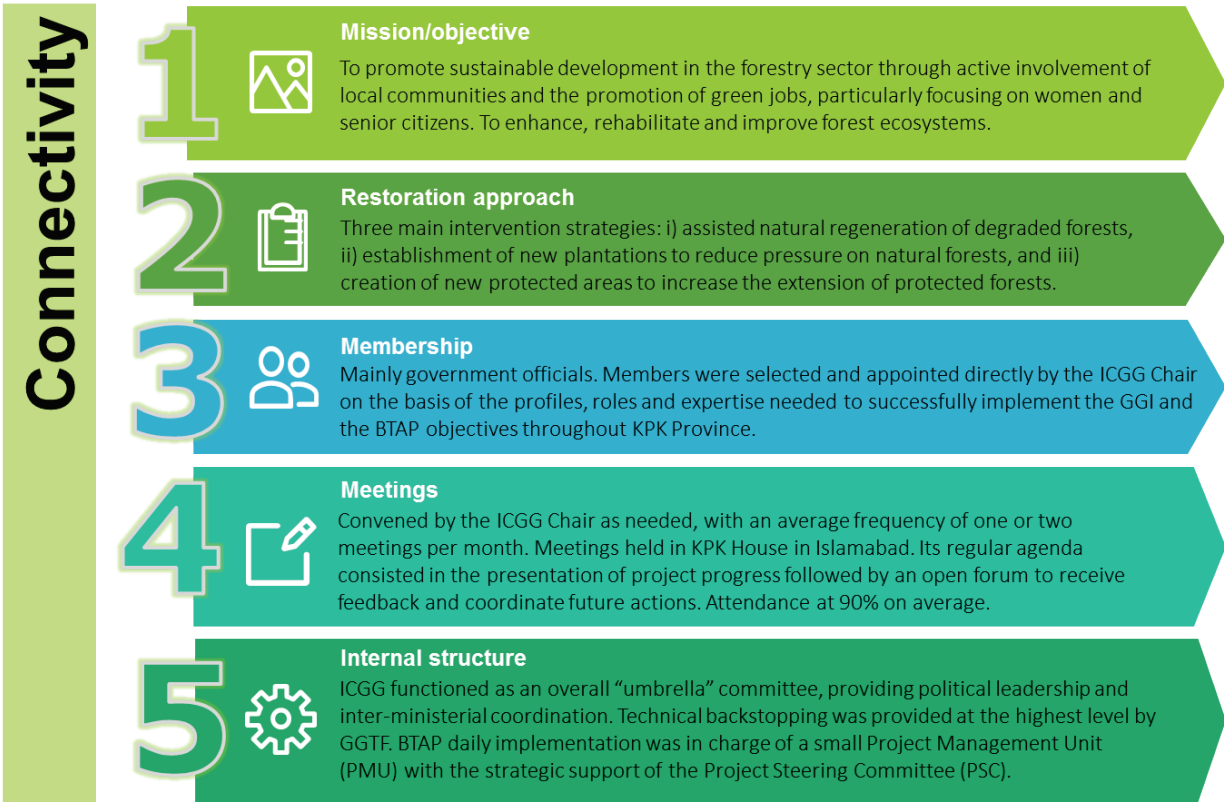


Figure 13. Summary of the connectivity dimension and its elements of the IGCC and GGTF

The **ICGG's objective** was to provide a platform to engage with KPK policy makers and the heads of the provincial government departments, in order to secure their continuous support and endorsement for the BTAP. This was a critical aspect for securing continued funding for the project, as well as coordinated decision-making on key aspects of the project implementation (i.e. priority areas to restore, new policy for forest management and conservation, etc.). **GGTF's objective** was to provide technical backstopping, advice and feedback for the project (i.e. review of plantation plans). In the context of BTAP's implementation, **the mission of ICGG and GGTF** was to promote sustainable development in the forestry sector through active involvement of local communities and the promotion of green jobs, particularly focusing on women and senior citizens; resulting in the enhancement of a forest resource base, rehabilitation and improvement of existing forest ecosystems of the province, arresting environmental degradation, livelihoods improvement, and jobs creation for rural communities and youth (Aslam Khan, 2015).

The scope of work of ICGG and GGTF is related to all six GGI focus areas (forestry, protected area/national parks, clean energy, climate resilience, water/sanitation and waste management), although given the larger budget that was allocated under the BTAP, a greater deal of ICGG attention was given to this project during its years of implementation (2014–2020).

The BTAP **restoration approach** relied on three main intervention strategies: i) assisted natural regeneration of degraded forests; ii) establishment of new plantations to reduce pressure on natural forests; and iii) creation of new protected areas to increase the extension of protected forests. All three strategies aimed to preserve or restore the ecosystem services provided by forests (i.e. watershed protection, timber, firewood, etc.) and to improve the livelihoods of local communities (i.e. alternative sources of income, new jobs, water availability, etc.). These intervention strategies materialised through several **lines of action related to forest restoration** such as:

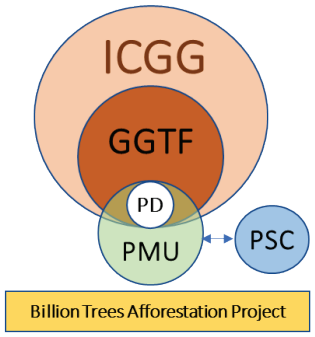
- Establishment of "youth nurseries" to employ youth,
- Securing buyback agreements with small-scale nursery owners to encourage green employment,
- GIS mapping at the village level to identify optimal sites for nurseries and plantations,
- Outsourcing new forest growth to the private sector to ensure survival of planted forests through financial incentives for three years,
- Community ownership and protection of forests through trained "forest nighabans" hired by the communities and financed by the project,
- Design of REDD+ rules and operational mechanisms to provide income from carbon,
- Ban on cutting and felling of trees in the reserved forests of KPK,
- Conversion of KPK state-owned reserved forests into protected areas; third party monitoring services based on GIS monitoring and Google Earth to ensure compliance with project the targets (Aslam Khan, 2015).

Consisting mainly of government officials, both the **ICGG and GGTF members**[9] were selected and appointed directly by the ICGG Chair (KPK Chief Minister at the time) on the basis of the expertise needed to successfully implement the GGI and the BTAP objectives throughout KPK Province.

ICGG meetings were convened by the ICGG Chair as needed, with an average **frequency** of one or two meetings per month. **The agenda for regular meetings** consisted in the presentation of project progress by the Forest Department, followed by an open forum to receive feedback from other departments regarding next steps. **Meeting attendances** were on average 90% of the participants (10–15 people).

Some **private land and forest owners were invited** as guests to ICGG and GGTF meetings to discuss options and arrangements regarding the "Adopt a forest" strategy. ICGG and GGTF had no explicit links with academia.

ICGG internal structure functioned as an overall "umbrella" committee, providing political leadership and inter-ministerial coordination. Technical



ICGG - Inter-Ministerial Committee on Green Growth
GGTF - Green Growth Task Force
PCS – Project Steering Committee
PMU – Project Management Unit
PD – Project Director

Figure 14. Working arrangements between the ICGG, GGTF and project implementation bodies

[9] ICGG members: KPK Chief Minister as Chair, four provincial ministers (Energy, Planning & Development, Finance, Environment), Chair of TF, Ministry of Forest and Environment to act as Secretariat.

GGTF members: Secretaries of the four provincial ministries including BTAP project director and project planning officer.

backstopping was provided at the highest level by GGTF. The project implementation was in charge of the project management unit (PMU) formed by four people. A project steering committee (PSC) provided strategic input. The PMU and PSC were institutional bodies within the Forest Department, in charge of the BTAP implementation. BTAP Project Director (PD) was the leader of the PMU and also participated in all GGTF meetings. PD would also meet quarterly with the PCS, for progress review, annual work plan approval, fund arrangements, etc. See Figure 14 for the structure of the BTAP implementation.

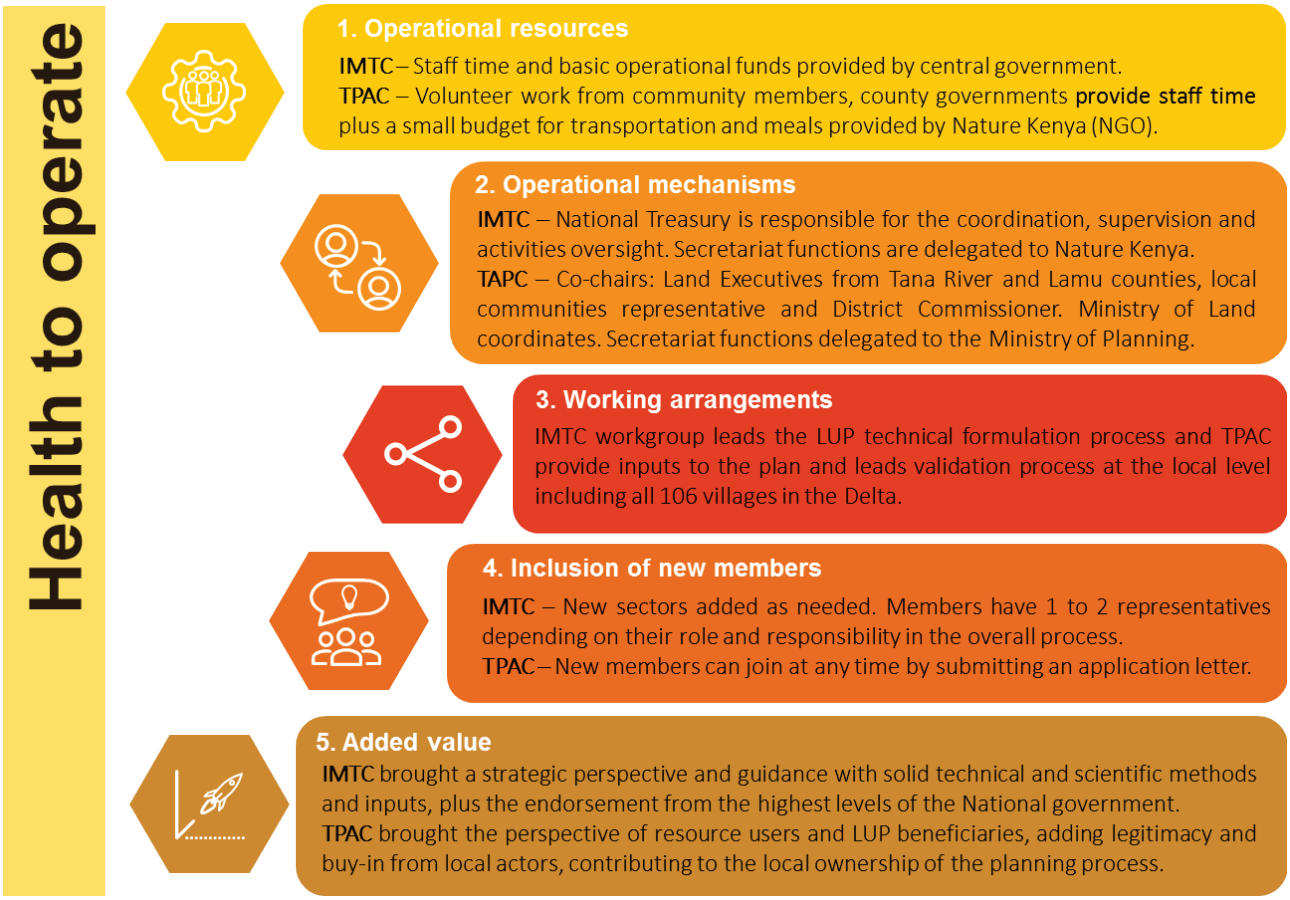


Figure 15. Summary of the Health to operate dimension and its elements of the ICGG and GGTF

Regarding operational resources, the entire BTAP budget came from KPK provincial government funds. Allocating an unprecedent amount of resources (approximately US$133 million over a period of five years and seven months) to a forest restoration initiate was a significant innovation not only for KPK Province but for the entire country as well.

As mentioned previously (see “Internal structure”), ICGG operational mechanisms consisted of four bodies, with ICGG and GGTF at the highest level, providing political leadership, securing resources and technical oversight. On the ground, the project was implemented by 28 field forest offices coordinated by a PMU. The functioning of the BTAP was supervised by a Project Steering Committee (PSC), which was chaired by the KP Secretary for Forest, Environment and Wildlife, involving members from Finance, Planning and Development Departments and Conservators of Forest from Central, North and Southern Regions. The PSC was responsible for reviewing the progress of the project and with special powers to amend minor changes in the approved project document. The GGTF employed Research and Monitoring Officers, who collected data from the project and made field visits to monitor the progress of the project. Overall project coordination was facilitated by this combination of governance and implementation bodies, which were articulated mainly by the Project Director, who participated in all of these groups.

Decision-making processes within ICGG and GGTF were conducted by consensus. All members would be given their space to make their points, and then the group would deliberate and make a collective decision to agree on a final resolution.

In terms of **working arrangements,** BTAP had organised external monitoring to be carried out by WWF Pakistan to ensure transparency, quality, and effective and judicious utilisation of the funding. This assignment consisted of two parts: i) training of project staff from the planning and monitoring unit; and ii) field monitoring of the interventions carried out in 28 territorial and watershed divisions of the KPK Forest Department, covering a sample of 50% of the implemented activities. A key variable that the project wanted to outsource was the independent verification of the survival rate of the planted trees. At the local level, the project actions were supported by the existing forest protection committees (approximately 2,060 Village Development Committees (VDC) and 200 women's organisations (WO)). These structures were instrumental for implementing restoration actions in the ground (raising nurseries, sowing, planting and protection of the afforestation sites). In some cases, the project had to create certain new committees, but this was done only where necessary.

The role of ICGG members was to participate in meetings, provide feedback on progress reports and help to coordinate project actions based on the requirements that could be fulfilled from their own departments (i.e. finances, planning). Members' participation in this committee was key to the orchestration of provincial government resource allocation and policy implementation in a way that supported and enhanced BTAP execution.

Regarding the inclusion of new members, the composition of ICGG and GGTF remained stable since its foundation. New participants, generally as guests, were invited to some of the meetings to discuss specific issues related to the BTAP implementation strategies (i.e. private forest owners were invited to discuss the "Adopt a forest" strategy).

ICGG's **added value** brought to this process was the possibility of creating and sustaining a political momentum favourable to the execution of the project during its implementation phase. This was important specifically for the allocation of public funding. Assigning the required funds for the project needed the buy-in and collaboration of all other departments (particularly Finance and Planning departments). Most of the project budget came from underspent funds that other departments needed to agree to be reallocated to BTAP. All these negotiations required that the heads of those departments had a clear and precise understanding of the project's relevance and strategic value. This sort of internal advocacy work was done within the ICGG meetings. ICGG also made possible joint decisions among key government officials regarding critical aspects of the project strategy: Where to plant? What species to plant where? What sort of new regulations and/or enforcements were needed? What changes and additions were needed to the policy framework related to forest management? Where should new protected areas and national parks be declared? All of these decisions required the coordination of two or more departments. Having the heads of those departments sitting together at ICGG meetings served to accelerate this process and enhance project implementation.

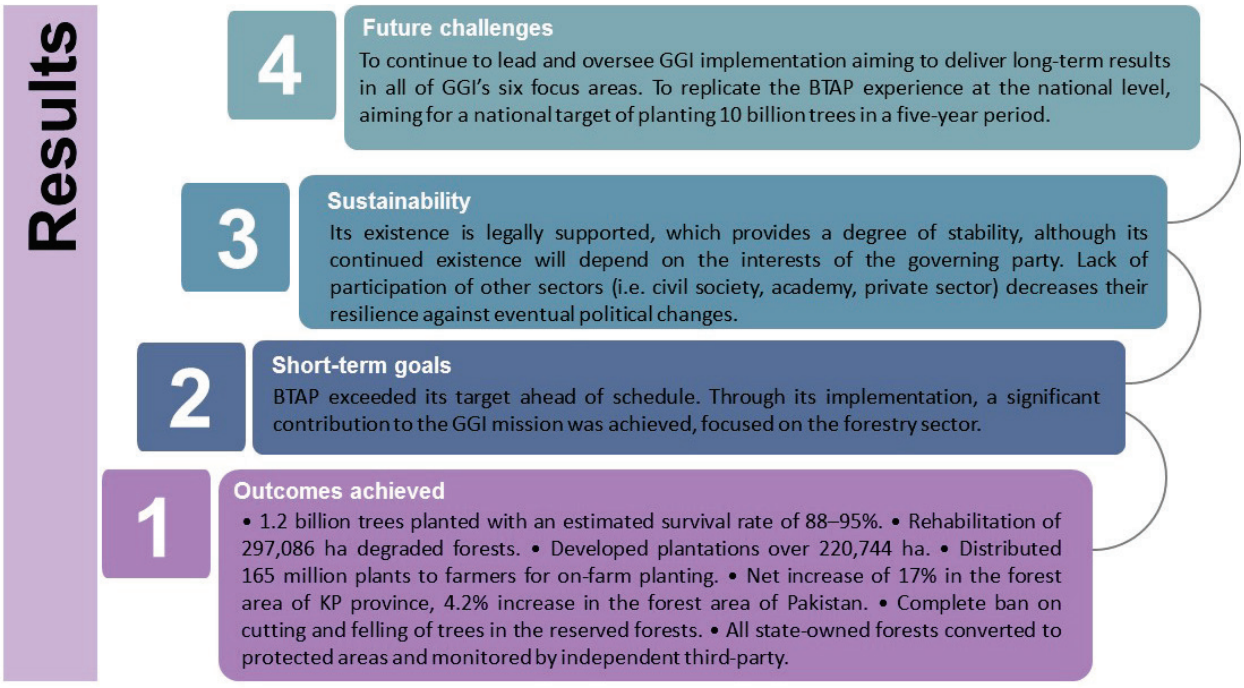


Figure 16. Summary of the Results dimension and its elements of the ICGG and GGTF

ICGG and GGTF played a major role in the delivery of BTAP **outcomes**, including (WWF Pakistan, 2016) (WWF Pakistan, 2017):

- Planted 1.2 billion trees in just three years at a cost of (US$80 million).
- Rehabilitation of 297,086 ha degraded forests.
- Developed plantations over 220,744 ha.
- Improved soil and water conservation over 1,288 ha.
- Distributed 165 million plants to farmers for on-farm planting.
- Plant success rate estimated between 88–95%.[10]
- Net increase of 17% in the forest area of KP province (4.2% increase in the forest area of Pakistan).
- Regenerated 25.6% of the KP's degraded forests (6.3% of degraded forests of Pakistan).
- Significant contributions to the UN SDGs 13 and 15, and to the Aichi Biodiversity Targets.
- KP province was declared as the sixth Forestry Tiger at COP 21, made a member of the Asia Protected Areas Partnership (APAP) and received recognition at the World Economic Forum.
- The Government of KPK placed a complete ban on cutting and felling of trees in the reserved forests of KPK and established a protected area.
- Established a monitoring system.

Regarding **short-term and mid-term goals**, the GGI was launched with the purpose of mobilising a sustainable development agenda for natural resources restoration and green economic and social growth.[11] BTAP project succeeded in its contribution to the GGI mission under the forest sector, not only in terms of restoring forest coverage, but also in terms of raising public awareness and placing at the centre of the public debate issues related to the environmental impacts of the economic development model endorsed by the provincial government. Furthermore, as a result of its achievements, this is a discussion that is now taking place at the national level as well. From the point of view of project execution, it is notable that the project exceeded its target ahead of schedule, making a considerable contribution to Pakistan's Bonn challenge pledge of 348,000 hectares, surpassing it with an additional 593,292 hectares. After successful maturity, the BTAP-recovered forests are to sequester 0.04 gigatons of carbon dioxide by 2020. In addition to the forest restoration outcomes commented on previously, the project also made important social impacts, increasing social sustainability by 69% (Khan, 2019). Based on cost–benefit and perception-based analysis, positive impacts on the economic conditions of rural households were achieved. It was estimated that community livelihoods increased by a net income of US$6.9 million in the three districts where the study was conducted. The project exceeded its target ahead of schedule. For the other five remaining GGI focus areas, other projects are to be designed and implemented.

In terms of **ICGG sustainability**, its existence is backed by formal legal support, which provides some stability, although its continuity will depend on the interest and priorities of the governing party. The lack of participation of other sectors (i.e. civil society, academy, private sector) decreases their resilience against eventual political changes. The **sustainability of the achieved outcomes** are related to the survival rate of planted trees; regulation of unauthorised logging and other illegal practices by enforcing stricter laws for the sector; intensification of use of local species in restoration initiatives; continued improvement of forest users' livelihoods, including food security and agriculture; and integration of forest restoration with other relevant agendas in the province.

Future challenges for ICGG and GGTF are related to the continuation of their role for the GGI implementation through a new round of projects and government initiatives under GGI's six focus areas. In addition, there may also be a role for ICGG in Pakistan's replication initiative of BTAP experience at the national level, which aims to achieve a national target of planting 10 billion trees in a five-year period,[12] launched in September 2018.

[10] External evaluation conducted by World Wildlife Fund Pakistan and Pakistan's agency for Space & Upper Atmosphere Research Commission.

[11] "To provide a better quality of life to the citizens of Khyber Pakhtunkhwa, create decent and clean job opportunities for the youth and also provide a means for social uplift and poverty eradication in the province" (Aslam, 2014).

[12] The Ten Billion Tree Tsunami Programme, also known as Plant for Pakistan, Plant4Pakistan. See: https://www.thegef.org/news/10-billion-trees-reversing-deforestation-tackling-climate-change-and-managing-forests; https://www.facebook.com/plant4pak/

Analysis based on ICM stages

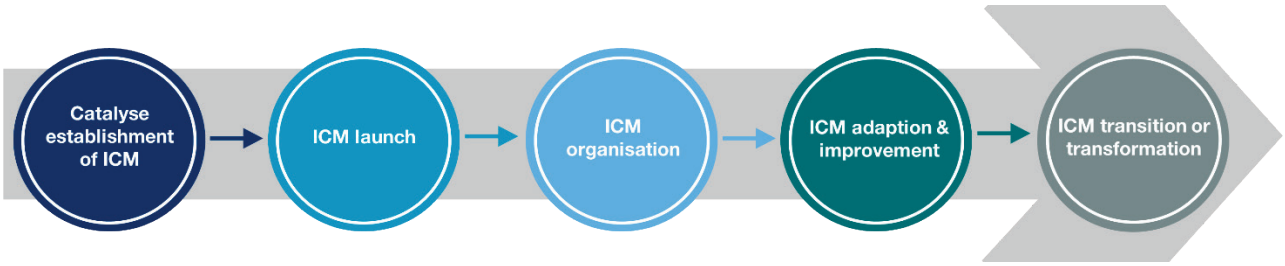


Figure 17. Stages of ICMs development

The context played a critical role in "**Catalysing**" the incubation of the ICM idea. Economic, social and environmental conditions in KPK Province provided the context for the innovative idea of the Green Growth Initiative to emerge and prosper. The necessity to translate the "green growth" concept into reality led to the prioritisation of six main areas of intervention, of which forestry received the most attention and resources. Also, important to highlight at this stage is the strong and consistent leadership of individuals (such as the KPK Chief Minister and Chair of ICGG) as well as the endorsement of a political party and several institutions from KPK provincial government. This created the conditions needed for designing and implementing "green solutions" (such as BTAP) that could improve livelihoods of communities while contributing to restore forest ecosystems integrity.

At the "**ICM Launch**" stage, ambitious goals were set (increasing the KPK forest cover from 20% to 22% over a five-year period), which would require unprecedented levels of effort and investment in a sector that was traditionally not seen as a top priority for public investment. The launch of the ICGG along with the GGTF as its technical branch as an inter-institutional governance body in charge of guiding BTAP execution was critical. Maintaining continuous support from top government officials and decision-makers became central to the remit of the ICGG. In this context, the strategy of regularly and formally convening the key government players (Chief Minister and the heads from Environment, Finance, Planning and Forest ministries) to work on the design and implementation of BTAP proved particularly successful.

The "**ICM Organization**", dealt with defining the operative mechanisms and arrangements that would support the implementation of BTAP. ICGG (with support of GGTF) would provide the broader oversight and technical backstopping for the entire process. Being a government initiative, the execution was delegated to the Forest Department through its 28 field offices across the province. Additionally, a Project Steering Committee would provide strategic feedback and a small Project Management Unit would coordinate daily actions. At the local level, the involvement of local actors was sought through existing Village Development Committees (VDC) and women's organisations (WO), and in some cases new local committees had to be created. At the local level, the project seemed to have chosen effectiveness in terms of outputs delivery (i.e. number of trees planted) over local ownership and participation. This decision may affect the sustainability of some of the project outcomes, but, taking into account the project targets and the time frame given, this may have been the only viable solution.

During the implementation of activities, the ICGG operations were "**Adapted and improved**". Adaptative management, consensual decision-making and inter-institutional planning were the means to make decisions and act on the ground. For instance, the participation of private forest owners to mobilise the "Adopt a forest" strategy was added retrospectively. Additionally, with the external monitoring of the project actions and results by WWF Pakistan (particularly the monitoring of the survival rate of planted trees), the project gained in transparency and independent validation of its achievements, retrofitted to their activities.

With the BTAP project coming to an end in 2020, ICGG advances into a "**Transitioning**" stage, in which its role regarding BTAP will be determined in order to ascertain its involvement in following-up the project achievements. Replication, upscaling or diversification are under consideration, and depending on what role is decided upon, variables related to ICGG working arrangements, resources, membership and other factors may require appropriate adjustment. Another path for examining ICGGs transition once BTAP implementation is concluded would be to address the open question of how to integrate GGI's six areas of intervention into one coherent management approach at the landscape level. Finally, there is also the recently launched "Ten Billion Tree Tsunami" project (launched in September 2018, a nationwide project considered an upscaling of BTAP, which replicates most of its strategies), which raises the question of whether there will be any involvement from ICGG and/or GGTF in this process in the future.

Conclusions and lessons learned

From the reviewed case studies, we can draw various conclusions and lessons learned for future such efforts. With respect to the **added value or advantage** of the ICMs compared to other governance bodies and mechanisms:

- ✓ The reviewed ICMs appear to have an advantage for producing complex results in a relatively short period of time. Their flexible nature made it possible to quickly convene the necessary stakeholders, resulting in true interdisciplinary bodies, equipped with the right combination of skills and resources to carry out their mission and purpose.
- ✓ The types of results these ICMs were able to deliver (participatory land use planning in the case of the Tana Delta and restoration of degraded lands in the case of KPK Province) would be virtually impossible to attain under a single mandate, top-down approach. Leveraging the interdependent relationships between local actors, the private sector, academic and government institutions enabled the implementation of social and economic processes that simply would not be possible under a traditional, single-sector silo approach.

A number of **elements of success** contributed to the achievements of these ICMs:

- ✓ In both cases, the ICMs were led by strong champions within the central government structure, who not only instigated the creation of the ICMs but also provided continuous leadership and support throughout several years.
- ✓ Sustained and committed political leadership was accompanied in both cases by strong technical teams (the Deltas Planning Secretariat in the case of the Tana Delta and the Green Growth Task Force in the case of KPK Province) producing internal arrangements that took advantage of all members' strengths.
- ✓ From their initial stages, both ICMs had very clear and precise objectives to accomplish (participatory Tana Delta Land Use Plan in one case and implementing the Billion Tree Tsunami afforestation-reforestation Project in the case of KPK Province). Furthermore, progress towards these objectives was continuously monitored and verified.
- ✓ Both ICMs addressed urgent matters from the perspective of those involved, which required immediate action on the part of stakeholders. This sense of urgency contributed to the prioritisation of the ICM agenda by the different stakeholders involved. Particularly in the case of the Tana Delta, the effective and sustained engagement of communities and local stakeholders was made possible as a result of the fact that land access and land ownership issues were a significant matter of concern for them.
- ✓ In both cases, third party teams (perceived as external to their contexts) were involved for monitoring and evaluation purposes (independent consultants as part of the LUP, SEA technical teams in the case of the Tana Delta and WWF in the case of KPK Province). This helped to improve the overall transparency and accountability of these processes.

In a general sense, the reviewed case studies would appear to confirm that ICMs delivered innovative governance mechanisms that in both cases were capable of addressing complex challenges in their respective contexts. They did so by creating new participation and coordination bodies (at different levels) that reduced the levels of intermediation between decision-makers and the beneficiaries of those decisions. The legitimacy of these bodies was primarily derived from the content of their agendas (i.e. their mission and objective were relevant and urgent) and the authority of the social actor convening them (i.e. strong figures from central government with proven political influence).

Both ICMs can be considered successful in terms of achieving their intended results, and as such they may dissolve (i.e. mission accomplished) or evolve into application in different topics and agendas (i.e. from land planning to land management, or from forest restoration to landscapes restoration).

It is critical that decision-makers and stakeholders with a policy influencing agenda engage in more structured and purposeful coordination to address existing challenges in the land-use sector. An ICM can help with this coordination process to facilitate stakeholder involvement, transparent decision making and a clear action plan that takes into account different interests, balancing them into more harmonious and effective action towards the restoration of landscapes.

References

Aslam Khan, M., 2015. Green Growth Initiative of Khyber Pakhtunkhwa Province, Pakistan. *The International Journal on Green Growth and Development,* 1(2), pp. 125-132.

FAO, 2018. *Project Document: Reversing deforestation and degradation in high conservation value Chilgoza Pine Forests in Pakistan,* s.l.: s.n.

FAO, 2020. *2019 Forestry sector review: Pakistan,* s.l.: s.n.

Government of KPK, Forestry, Environmental and Wildlife Department, 2018. *Impact on Biodiversity - Billion Trees Afforestation Project,* KPK: Government of KPK.

Imbach, A. & Vidal, A., 2019. *Inter-institutional and inter-sectoral coordination mechanisms for Forest landscape restoration. Case studies from Latin America and the Caribbean..* Gland, Switzerland: IUCN.

Khan, N. S. S. J. R. T. Z. M. Y. C. &. H. J., 2019. Socioeconomic impacts of the billion trees afforestation program in Khyber Pakhtunkhwa Province. *Forests,* pp. 10, 703.

Nature Kenya, 2015. *Tana River Delta - Lessons Learned from Nature Kenya Work 2007 - 2014,* s.l.: s.n.

Nature Kenya, 2016. *Tana River Delta - Lessons Learned from Nature Kenya Work 2007 - 2014.* [Online] Available at: https://issuu.com/nature_kenya/docs/tana_lessons_learned_final_

Network Impact and Center for Evaluation Innovation, 2014. *Part 1: The State of Network Evaluation Framing Paper.* [Online] Available at: http://www.networkimpact.org/wp-content/uploads/2014/09/NetworkEvalGuidePt1_FramingPaper.pdf

Odhengo, P. et al., 2014. *Tana River Delta Strategic Environmental Assessment,* s.l.: s.n.

Odhengo, P. et al., 2014. *Tana River Delta Land Use Plan,* s.l.: The Tana River and Lamu County Governments.

UNDP, 2017. *Institutional and Coordination Mechanisms. Guidance Note on Facilitating Integration and Coherence for SDG Implementation.* [Online]
Available at:
https://sustainabledevelopment.un.org/content/documents/2478Institutional_Coordination_Mechanisms_GuidanceNote.pdf

UNEP, 2018. *Enhancing Integrated Natural Resource Management to Arrest and Reverse Current Trends in Biodiversity Loss and Land Degradation for Increased Ecosystem Services in the Tana Delta, Kenya.,* Washington D.C.: Global Environment Facility.

WWF Pakistan, 2016. *Third party monitoring of the Billion trees Afforestation Project In Khyber Pakhtunkhwa: Monitoring report,* Pakistan: WWF.

WWF Pakistan, 2017. *Third party monitoring of the Billion trees Afforestation Project In Khyber Pakhtunkhwa: Monitoring report,* Pakistan: WWF.

Bibliography

Environmental Protection Agency, Government of Khyber Pakhtunkhwa Forestry, Environment & Wildlife Department (2016). Khyber Pakhtunkhwa Climate Change Policy. http://kp.gov.pk/uploads/2016/11/Final_Climate_Change_Policy_for_KP_Province_25_October,_2016_WebSec_Comments.pdf

Field, R. et al. (2018). *Ecosystem Service Assessment of the Implementation of a Community Conserved Area in the Lower Tana Delta*. RSPB/Nature Kenya. Sandy.

GEF, UNEP and Kenya, N. (2015). 'The "Green" Industrial Park: Transforming Lives, Spurring Economic Growth, Keeping Nature Values in the Tana Delta'. GEF and UNEP. Kenya.

Interim Deltas Planning Inter-Ministerial Technical Committee (IMTC) For Sustainable Development of Kenya's Deltas. (2011). *A Strategic Planning Framework*. Kenya Deltas Sustainable Development IMTC. Kenya.

IUCN. (2015). 'Political Dialogue on "Commuting with Dignity"': https://www.iucn.org/content/political-dialogue-'commuting-dignity'. Accessed 3 September 2020.

IUCN. (2014). 'A Dialogue with Political Parties of the Country: Renewing Political Will towards Sustainable Development in Pakistan': https://www.iucn.org/content/dialogue-political-parties-country-renewing-political-will-towards-sustainable-development Accessed 3 September 2020.

IUCN. (2013). 'Striving to Elevating Environment on the Election Agenda': https://www.iucn.org/content/striving-elevating-environment-election-agenda Accessed 3 September 2020.

Nelson, P. (2011). Manual for the Spatial Planning & Strategic Environmental Assessment Processes Relating to the Tana Delta and Tana River Basin 2011. Office of the Prime Minister. Kenya.

Tana Delta Indigenous and Community Conservation Area (2019). Tana Delta Indigenous and Community Conservation Area Management Plan, 2019–2029. Nature Kenya. Kenya.

Tana Delta Planning Advisory Committee. 'Terms of Reference for the Tana Delta Planning Advisory Committee'. Unpublished.

UNEP (2018). 'Enhancing Integrated Natural Resource Management to Arrest and Reverse Current Trends in Biodiversity Loss and Land Degradation for Increased Ecosystem Services in the Tana Delta, Kenya. Project Document'. UNEP. Kenya. https://www.thegef.org/project/enhancing-integrated-natural-resource-management-arrest-and-reverse-current-trends

INTERNATIONAL UNION
FOR CONSERVATION OF NATURE

WORLD HEADQUARTERS
Rue Mauverney 28
1196 Gland, Switzerland
Tel: +41 22 999 0000
Fax: +41 22 999 0002
www.iucn.org