



Towards a global forest partnership: Consultation, assessment and recommendations

by the International Institute for
Environment and Development (IIED)

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Acronyms and abbreviations

CAS	Country Assistance Strategy	MA	Millennium Ecosystem Assessment
CBD	Convention on Biological Diversity	MDG	Millennium Development Goal
CEPF	Confederation of European Forest Owners	MEA	Multi-lateral Environmental Agreement
CBO	Community-based organisation	MIGA	Multilateral Investment Guarantee Agreement
CBFP	Congo Basin Forest Partnership	MTR	Medium-Term Review
CoFo	FAO Committee on Forests	M&E	Monitoring and evaluation
CPF	Collaborative Partnership on Forests	NFP	National forest programme
DG	Development Group	NGO	Non-governmental organisation
DPL	Development Policy Loan	NLBI	UN Non-Legally Binding Agreement on All Types of Forest
DRC	Democratic Republic of Congo	NTFP	Non-timber forest product
EAG	External Advisory Group	OECD	Organisation for Economic Co-operation and Development
ENGO	Environment non-governmental organisation	PREP	Partnership for REDD Preparation
ETFAG	European Tropical Forestry Advisers' Group	PROFOR	Program on Forests
FAO	Food and Agriculture Organisation of the United Nations	PRS	Poverty reduction strategy
FCPF	Forest Carbon Partnership Facility	REDD	Reduced Emissions from Deforestation and Degradation
FGLG	Forest Governance Learning Group	RSS	Really simple syndication
FLEG	Forest Law Enforcement and Governance	SFM	Sustainable forest management
FPP	Forest Peoples Programme	SME	Small and medium-sized enterprise
GEF	Global Environment Facility	TA	Technical assistance
GFP	Global Forest Partnership	TFAP	Tropical Forestry Action Programme
GPG	Global public good	TFD	The Forest Dialogue
IFC	International Finance Corporation	UN	United Nations
IGO	Intergovernmental Organisation	UNEP	United Nations Environment Programme
IIED	International Institute for Environment and Development	UNFF	United Nations Forum on Forests
INGO	International non-governmental organisation	UNFCCC	United Nations Framework Convention on Climate Change
ISO	International Standards Organisation	WB	World Bank
ITTC	International Tropical Timber Council	WBG	World Bank Group
ITTO	International Tropical Timber Organisation	WEF	World Economic Forum
IUCN	International Union for Conservation of Nature	WSF	World Social Forum
		WWF	World Wide Fund for Nature

Preface

When IIED agreed to undertake an independent consultation to explore and further develop the idea of a global forest partnership it established an Exploratory Committee to ensure the quality and credibility of the consultation process. This group of eight individuals, acting in their own personal capacity agreed to:

- Oversee implementation of the consultation by IIED
- Act as a quality assurance group throughout the consultation
- Review IIED's findings against its Terms of Reference
- Provide guidance to the World Bank on the process for taking findings forward

As Chair of this Committee I am pleased to report back that the Committee was satisfied with the transparency of the process and the overall quality of the report. We congratulate IIED on the balance they have achieved in reflecting the richness of over 600, often rather disparate, views – yet at the same time being able to hone down to some of the recurring underlying sentiments and produce a solid set of recommendations.

In addition to summarising the main findings coming out of the consultation process, this report proposes a broad framework for how the forest community might begin to think about and develop a new and radically different approach to partnerships aimed at fostering “people’s forestry”. It also provides guidance to the original instigator of the idea, the World Bank, as well as other international organisations, on the types of internal changes they need to contemplate in order to better support bottom-up multi-stakeholder collaborative arrangements. In this respect, it will be absolutely critical for the catalytic institutions to hold firm the principles for a gfp outlined by IIED during the next stage of development.

The Exploratory Committee cautions against interpreting this document as a blueprint or roadmap – that was not the intention of this study! Many of the details of how bottom-up partnerships will work in practice, and the role of catalytic institutions such as the World Bank, require further work. Indeed, even among the Exploratory Committee there were different opinions on the need for more consultation versus early action. The establishment of a balanced and representative Development Group, as recommended by IIED, who would assume ownership over the next stage, is therefore critical. Also important, is that the catalytic institutions put in place an effective communication strategy designed to reach interested stakeholder groups.

The Exploratory Committee congratulates IIED on not only the quality of the report but also the process that they have followed. The prospect of a new generation of forest-based partnerships that are locally-owned and responsive to nationally-defined needs is compelling. It is also consistent with several international agreements that stress the importance of societal choice in defining how forest resources are managed.

Stewart Maginnis
Chair – Exploratory Committee

Summary

Towards a global forest partnership: Consultation, assessment and recommendations

Summary

Overview

IIED conducted an independent consultation of the World Bank's preliminary idea of a new global forest partnership. This report presents the findings – suggesting an approach that responds positively to stakeholders' opinions and to analysis of recent experience. The assessment is based on: surveys of stakeholder opinions, through interviews and focus groups in seven countries (Mozambique, Ghana, Brazil, Guyana, India, China, Russia); a supplementary survey of indigenous peoples in Latin America, Asia and Africa; IIED-led interviews with international organisations and finance bodies; a website-based survey open to all interested parties; and analyses of existing partnerships and global forest initiatives. IIED is very grateful for the more than six hundred detailed responses received and for the excellent collaboration of World Bank colleagues and the Exploratory Group that guided the work.

This paper proposes the participatory development of an inclusive, forest stakeholder-driven partnership with global ambition. This could be expected to empower forest stakeholders by: making real connections within the forest sector and across other sectors; increasing responsibility for, and local benefits from, forest global public goods; and by improving the quantity and quality of forest investment. Key elements in a concerted three-year development process are proposed:

- *A global forest partnership Development Group* comprising leading individuals from low- and middle-income countries, working alongside those from a few progressive international governmental, civil society and private organisations.
- *Pilot participatory country processes* focused around 'peoples' forest diagnostics', exploring the real causes of forest problems and identifying policies, institutions and management solutions that work best.
- *Global thematic work* to draw on country processes and engage with areas of international policy flux.
- *Innovative mechanisms* – such as tiered forest stakeholders from national to regional to global levels; networks for research, learning and monitoring; and a menu-based mechanism for technical and financial support – developed and rolled out with the full launch of the gfp.

Informed by more credible, stakeholder-driven information and plans, the partnership may be expected to strongly influence international policy, as well as technical and financial institutions working in forestry, thereby improving their effectiveness and responsiveness to stakeholders. The World Bank – which floated the original GFP idea – would not be a central driver but, like other members of the Collaborative Partnership on Forests (CPF), will be encouraged to engage in the gfp development process. The Bank would have a particular role in funding that process and supporting the outcome.

1. The consultation – seeking stakeholders' views on the World Bank's initial idea of a Global Forest Partnership

Forests and expectations of them are changing rapidly. Attention is increasingly turning to climate change and some new sources of finance are emerging to try to mitigate climate change through forestry. Major changes in forest area and use are expected due to huge growth in demand for food, biofuels, and carbon storage. Forest-dependent communities are claiming their rights to determine forest use. In the face of these changes, there is increasing frustration at the historical failure of actors in the forest community at large to adapt and develop integrated approaches to forest management that really work on the ground.

In recognising these changes, the World Bank took the view that a new approach is urgently needed in the forest sector – one that links changing local needs with the global forest agenda, to capture the value of forests, to reduce incentives for degradation, and to improve the resilience of forest ecosystems and forest-dependent households. Believing that this would require reinforced collaboration between civil society, the private sector, governments and donors at both regional and global levels, the Bank developed an initial concept for a GFP.

To assess whether other stakeholders agreed that such a major shift to effective partnership was needed, and to begin to explore the form that such a shift would take, the World Bank requested IIED to conduct an independent assessment of their GFP concept.

IIED welcomed the chance to seek views and explore the idea. Work began in October 2007 with a concentrated three-month period of consultation with stakeholders. A dedicated website ensured the consultation was open to other interested parties. Although focused on the World Bank's GFP proposal, the consultation was flexible enough to allow stakeholders to suggest broader narratives and ideas. The consultation has been enriched by an independent IIED analysis of the lessons from global forest initiatives in general and partnerships in particular.

A seven-member IIED Team was set up to run the assessment. A further eight independent coordinators were appointed to conduct opinion surveys in seven key low- and middle-income countries and among forest people's groups. Two meetings of a specially constituted, multi-stakeholder GFP Exploratory Committee appointed by the World Bank were held in October 2007 and January 2008 to offer IIED valuable process guidance. The Exploratory Committee also reviewed this draft report in May 2008.

Early priority was given to developing a detailed communications strategy so that as many stakeholders as possible would have access to the consultation in spite of the short time available:

- A 16-page consultation document summarising the World Bank's draft proposal, and a questionnaire seeking views on that proposal, were posted on a website (www.iiedgfpconsultation.org) in English, French and Spanish. Country processes produced their own Portuguese, Russian and Chinese consultation documents.

- Dozens of global, regional and national newsletters, websites and events were used, with agreement by their sponsors, to inform stakeholders of the GFP consultation and to encourage inputs.
- IIED contacted and interviewed key figures globally, covering major players in (inter)governmental, donor, NGO, business and research fields – including World Bank Group staff in the regions. Direct interviews, focus groups and email correspondence were used.
- A consistent framework for stakeholder surveys was used in seven countries – Mozambique, Ghana, Brazil, Guyana, India, China, Russia – as well as a process designed for indigenous peoples in Latin America, Asia and Africa managed by the Forest Peoples Programme (FPP). These also utilised interviews and focus groups.

A total of 635 detailed responses were received. A very large volume of information was obtained, and IIED is very grateful to all respondents. Stakeholder coverage was good, although many donors and investors were reluctant to offer feedback until a refined concept was developed in 2008, and private sector inputs were lower than hoped for. Regional coverage was good, too – the biggest response came from Latin America at 34% of all responses, followed by Africa at 19%, Asia 15%, international organisations 15%, Europe 7% and Russia/former CIS 6%. The responses were systematically analysed to capture views on the GFP proposal by eight stakeholder types and by country, each of which are summarised in Annexes to this report.

The IIED Team's draft assessment and recommendations were posted on the consultation website in February 2008 – further feedback was invited and pursued. In addition, IIED explored the lessons from partnership approaches to identify governance and operational options; and global and transnational forest initiatives that already cover some of the ground that stakeholders suggest a global forest partnership¹ might cover.

Several limitations to the consultation and assessment process can be noted:

- The time and resources available were less than are allotted for more formal World Bank consultations (e.g. for meeting the Bank's Operational Procedures for consulting with indigenous peoples).
- The World Bank's original GFP proposal was neither provocative enough to elicit a wide range of truly innovative ideas, nor detailed enough to attract precise suggestions or commitments for GFP governance and operations.
- Two themes resonate through the Bank's proposal: the need for the Bank to update its forest business; and the generic potential of working in partnerships at global level. Similarly, some respondents' answers conflated their views on the Bank with their reactions to the proposal's substance.

However, in all, the exercise was well received by respondents, who appreciated the efforts of the World Bank, IIED, country partners and the FPP. Many said that the consultation created both an opportunity and obligation to continue with a participatory approach, and others hoped that the success of this exercise would encourage similar consultative approaches in shaping other global initiatives too.

¹ We use the capitalised term 'the GFP' when referring to the World Bank's specific, original proposal, and 'a gfp' when talking of the broader notion.

2. Findings – a majority of respondents think a global forest partnership would be valuable if it has close links to local priorities

Despite a wide spread of opinions, there was considerable commonality within and between all stakeholder groups as follows.

Consensus that a global forest partnership (gfp) is needed

Justified: Most stakeholders believe that a GFP is justified in principle, largely because current isolated forest initiatives are just not solving a large number of entrenched and escalating forest problems effectively. After 15 years of international talks – shaping ideas and agreements on forests – the time has come for collaborative action, especially to recognise and engage forest stakeholders; build capacities; improve governance; and attract greater investment, so that multiple forest values are developed and sustained.

Bottom-up action: Stakeholders would welcome a GFP if it were more focused on forest stakeholders – around forest-dependent groups and/or ‘defenders of forests’ in other sectors – than suggested in the original GFP proposition. While many said that a GFP should respond to, and integrate efficiently with, existing initiatives, notably the United Nations Forum on Forests (UNFF) and national forest programmes (NFPs), more importantly it would need to offer a substantial and new focus on *action* involving forest-dependent stakeholders if it is really to add value.

Cross-sectoral: Similarly, many believed that a new forest partnership would be more robust if it recognised that forests are resources that affect – and are affected by – society as a whole. A GFP would therefore have to reach beyond the ‘forest sector’ alone to cover cross-sectoral issues, recognising and enabling landscape links and multiple livelihoods.

Designed through participation: A majority felt that developing a highly compelling justification for a GFP, launching it, and moving it forward into action, could only be achieved in a credible way through a participatory development process that builds on the current consultation.

Better organised WB forestry work: A majority asserted that there was a separate need and demand for forestry improvements within the World Bank itself, especially if it were to play a role within a GFP – but that, on its own, this was no justification for a global partnership.

A minority felt that no form of GFP is justified, based variously on perceptions: that previous global alliances have been inadequate; that existing viable mechanisms must be supported, not new ones invented (that GFP was a solution in search of a problem); that potential priorities identified by the World Bank could not be addressed in the ways proposed; and that a GFP was unlikely to overcome negative experiences with international organisations including the World Bank.

Views on objectives – broad themes, with targets articulated locally

Agreement on broad themes: Most respondents felt that the objectives in the World Bank’s GFP proposal were sound but too broad, adding little to what has already been agreed globally through the UN Forum on Forests (UNFF), and were too vague to be a clear response to diverse local and national needs. Five themes were confirmed as important, with high levels of agreement across stakeholder categories and countries: (i) governance and capacity improvements including learning and knowledge-sharing networks; (ii) better contribution of forests to enduring poverty reduction; (iii) mainstreaming of forestry in macro

level policy and planning; (iv) climate change mitigation and adaptation through forestry; and (v) improving resource mobilisation for sustainable forestry, especially making carbon and environmental funds and markets work for sustainable forestry and livelihoods, and establishing innovative financing mechanisms for sustainable forestry. In terms of preferred activities, most respondents expressed the need for long-term continuity of a large menu of possible activities to suit the precise needs of different countries, in part to counteract the changing ‘fashions’ of donors and international initiatives.

Express the intended outcomes in bottom-up terms: The proposed GFP targets were also thought to be too broad, ambiguous and unrealistic, although they did embrace a valid set of actions. A preference was expressed for targets based on specific national and thematic outcomes that would be agreed under a gfp.

Need for a unifying vision: A majority felt the need for some kind of shared, overarching vision, principles or goal to unite partners in a gfp – with an overall focus on (a) linking effective local, national and global initiatives in order to (b) increase forest value for stakeholders, especially for poor groups.

Views on risks in establishing a global forest partnership

Need to slow the process to promote inclusion (but not too slow): There was widespread concern that any ‘global’ construct risks domination by powerful actors and/or the exclusion of other stakeholders/initiatives – notably disenfranchised forest stakeholders. These risks were thought to be highest if the gfp establishment process is rushed and/or led by one organisation alone (which the World Bank recognised, hence its original intention to engage with others). Further risks concern inefficiencies, notably diverting effort and funds away from initiatives that currently work well; and risks associated with some aspects of UN-style governance being applied to a gfp (which a significant number of respondents consider might be too slow and unresponsive to fast-growing pressures on forests, with high transaction costs).

Views on partners and governance of a global forest partnership

With the goals, targets and activities of the original GFP idea thought to be vague, most stakeholders felt it was premature to make specific recommendations concerning partners and governance. A number of useful *governance principles* were expressed both for developing a gfp and for running it (see section 5 below), but relatively few structures were offered. The structural ideas fall into five basic groups, most of them mutually compatible:

1. A group of progressive leaders in forestry and other sectors – to break through political and bureaucratic deadlocks.
2. A movement with forest-dependent/poor groups at the centre – to improve relevance and equity in global forest initiatives.
3. A local–global multi-stakeholder platform – to improve communications and resource flows.
4. A facility to link networks and broker deals – to accelerate action.
5. A reinvigorated Collaborative Partnership on Forests (or core of the CPF) – with other players added to make it more effective².

² The Collaborative Partnership on Forests (CPF) is a partnership of 14 major (mainly UN) forest-related international organisations. Its objectives are to support the work of the United Nations Forum on Forests (UNFF) and member countries; and enhance cooperation and coordination on forest issues.

Many respondents suggested they would be willing to consider entering a global forest partnership were it to have some or all of such features, and to evolve in a participatory way. Several identified what they could bring to it. In addition, but not as a substitute for these, there were also significant ‘votes’ for a forestry ‘umbrella’ mechanism within the World Bank – to improve the effectiveness of its various forestry operations and partnerships.

Views on funding of a global forest partnership

There was strong agreement on the need to increase resource flows for pro-poor sustainable forestry, and especially to help poor groups to attract and make best use of emerging carbon funds aimed at Reducing Emissions from Deforestation and Degradation (REDD) and other approaches. A gfp would be justified if it improved the efficiency and effectiveness of existing and future resource flows (public and private) through improving agreement on objectives and principles and getting resources to forest stakeholders.

However, some said that a gfp itself should not include a significant financial mechanism, either because it could distract attention from other issues (notably forest governance), or because a future partnership should be robust to financial shortfalls in an increasingly uncertain environment (in this case, a gfp being more about knowledge and information).

Views on World Bank roles in a global forest partnership

Respondents in most categories generally agreed that it would be desirable, or at least acceptable, for the World Bank to be *one* of the facilitators of gfp development – but only if the Bank’s declared intention to undertake this with others was carried out in practice. If and when a gfp was up and running, the Bank’s comparative advantage in convening finance authorities, other sectors, and national political leaders is widely thought to be an advantage to ensuring that a gfp would be influential. The Bank’s experience of developing and operating innovative finance instruments, and managing trust funds, is also widely identified as useful for a gfp.

The potential is also recognised for a gfp to be an instrument to influence the World Bank’s own ambition to support ‘sustainable and inclusive globalisation’, building its capacity and coherence for working in an increasingly complex forestry world – beyond the Forests Team alone. Increasing forest dynamics have just as many implications for climate, biodiversity, water and agriculture as for the traditional concerns of wood production.

In spite of broad support for an active World Bank role in a gfp, there was strong opposition from certain NGOs, some government respondents, indigenous peoples, and a few donor staff in particular. They would object to the World Bank playing any kind of central ‘directing’ role in a gfp – although the World Bank has not, in fact, proposed any such role. These objections were often backed up by citing particular cases of inappropriate Bank policy and incoherent operations.

3. IIED's initial recommendation – improved capability of institutions in the Collaborative Partnership on Forests, notably the World Bank

It is clear that stakeholders want to see changes in the existing international institutions active in the forest sector. Regarding the World Bank, the assessment confirms many urgent needs that have also been identified by the Mid-term Review of the implementation of the World Bank's 2002 Forest Strategy, the deliberations of its External Advisory Group, and reviews of other international initiatives. These needs centre on the Bank's processes and mechanisms rather than its thematic priorities in forests. We recommend that the World Bank Group prepare and implement a revised Forest Sector Business Plan to achieve the following outcomes:

1. Improved coordination and harmonisation of forest partnerships and forest financing arrangements.
2. Incentives and other means for mainstreaming forests into country and regional strategies.
3. Removal of contradictions created by action in other sectors affecting forests.

In each of these, the Business Plan would treat forests not solely as technical issues concerning economic resources, but also as governance issues connected to the rights, knowledge and resources of forest-dependent stakeholders. Much can be done soon to make better use of the World Bank's strengths in ensuring that global opportunities for new 'climate investment funds' and 'carbon funds' result in improved investment in forests and forest-based livelihoods. High-level champions are needed in the Bank and its Board for this.

Similarly, there is a need for other international bodies working in forestry, notably the CPF, to be more responsive to stakeholder perspectives and needs so that forests are better mainstreamed into development decisions and forest stakeholders are better served. One way to do this is to complement the 'supplier' partnership of the CPF with a new 'demand' partnership of stakeholders – a gfp.

4. IIED's main recommendation – a full participatory process to set up a 'true' global forest partnership

The World Bank's GFP idea, in spirit, was timely. The *status quo* in international efforts to improve forests and forest-based livelihoods is no longer acceptable – there is a real need for action now. It is clear that a predominantly 'top-down' approach to international forest initiatives has not worked. It is also clear that 'bottom-up' approaches on their own face difficulties in achieving scale or consensus and critical mass to influence national and global institutions.

To link the various top-down and bottom-up drivers of sustainable forestry and livelihoods in a constructive way, IIED suggests a global partnership with central involvement of forest-dependent stakeholders. Linked to this is the above-mentioned need for transformation of key global players such as the World Bank to better meet rapidly changing needs of stakeholders. These two main recommendations could be treated separately, but great synergies could be achieved if pursued together:

'Peoples forestry' – a multi-stakeholder gfp

Building on what respondents have suggested, the partnership would link forest stewards and 'defenders of forests' in any sector with international sources of support (notably but not only the CPF) and a diversity of knowledge/advocacy networks, innovators, donors and investors. It would empower stakeholders by: facilitating participatory diagnostics, planning and budgeting; linking

and strengthening information systems; influencing forest and extra-sectoral policy both nationally and globally; identifying and mainstreaming local actions capable of producing global public goods; attracting investment so as to realise multiple forest values; and promoting the improved coordination and effectiveness of international initiatives.

This is a long-term, ambitious vision, entailing significant and unprecedented responsibilities on the part of the multiple stakeholders who hitherto have had little part in global initiatives. This kind of gfp is necessarily a highly participatory process. The World Bank could continue to be one facilitator of such a gfp, and ideally would help to fund its development of other leaders – at international and local levels, and notably from developing countries – that will be needed to ‘own’ and run a core grouping to organise gfp development. We explore this below.

Tentative vision and purpose of a gfp

A tentative vision that a participatory gfp development process will wish to interrogate and revise may be expressed as:

People’s forestry: empowering stakeholders to improve livelihoods and ecosystem services through collaborative local, national and international initiatives and supportive investment.

Potential added value of a gfp

The major outcome of a gfp could be more efficient and more equitable ways to reduce deforestation and forest degradation, with in-country stakeholders generating and sharing a *vision* for the use of forests and developing and/or acquiring the resources and capabilities to achieve that vision.

IIED identifies value added possibilities for a gfp in:

1. *A partnership that empowers forest stakeholders, particularly marginalised groups* to recognise and improve their rights, powers and capabilities, to help mobilise them in making key decisions about forest and institutional futures locally, nationally and internationally; and to support their action in the forest.
2. *A partnership that makes real connections within the forest sector and across other sectors by helping* forest stakeholders to become better linked to a wide variety of knowledge, capacity-building and finance networks and institutions; and that makes forestry a collaborative, better coordinated, accountable and cross-sectoral enterprise with sound landscape, macro-economic and societal perspectives.
3. *A partnership that brings Global Public Goods (GPGs) ‘down to earth’.* Identifying and developing practical mechanisms to sustain GPGs generated by forests (including climate change mitigation and adaptation, biodiversity protection and watershed conservation) in diverse national and local contexts, this could ensure that forest ecosystem services are integral to forest policy and practice, with equitable cost/benefit-sharing.
4. *A partnership that significantly improves the quality and quantity of forest and extra-sectoral investment* to sustain forests alongside agricultural, energy, infrastructure and other needs. In turn this could catalyse consequent public and private resource flows towards investments in forests and forest stewards, and improve investments in other sectors. For example, in some countries this might involve supporting the analysis, planning and governance improvements required for REDD, shaping the additionality to be provided by new climate funds.

The IIED team also made a rough assessment of the strengths and weaknesses of international initiatives that already cover some or all of the ground that a potential gfp might cover. It found that there is a lot of very relevant work going on, particularly in the private and NGO sectors, but relatively few initiatives are having high impact in key areas identified as those of potential added value for the gfp. We highlight a number of them in the report. Engagement with these in gfp development will reveal useful interconnections within and between initiatives.

Suggested principles for developing and running a gfp

A set of principles for how things should be done emerged strongly from the consultation. We suggest that partners commit to a set of core gfp principles on joining the partnership and should regularly assess adherence to them. The following principles could be explored and agreed in the process to develop the gfp:

1. *Inclusive* – of locally initiated activity, initiatives on global public goods, and diverse knowledge traditions – offering stakeholders equitable opportunities.
2. *Transparent* – publicly open about process and decisions – enabling stakeholders to form their own opinions about gfp’s credibility and rigour.
3. *Learning based* – structured around an action research framework: identifying what works, innovating to fill gaps, and tracking change.
4. *Additionality* – supporting existing initiatives rather than replacing them, but adding value by, for example, improving synergies between them.
5. *Citizen action* – identifying and employing effective political agency, which can drive positive change nationally and ultimately globally.
6. *Equity* – with a clear and credible approach to ‘who counts most’ in prioritising which issues to focus on, how to seek views, and what action to take.
7. *Efficient and agile* – aiming to be light, quick and effective in decision-making and management – but not so fast that some stakeholders are left behind.
8. *Continuity* – a clear, understandable ‘menu’ of activities always on offer, from which stakeholders can choose, while also encouraging improvement.
9. *Comparative advantage* – partners contributing what they are best at, and linking with others to better achieve their own missions.
10. *Ownership* – the bottom line is that a gfp would not exist until partners design it and declare it.

5. A possible process towards a gfp – phased and bottom-up

A phased and bottom-up process would include rehearsing what a partnership might look like, and would pilot different ideas for scaling up initiatives in different countries. In brief:

- a) A ‘*Development Group*’ would initiate a gfp work plan. The DG’s objective would be to shape the gfp, ensuring a bottom-up and demand-driven process rooted in local realities and influential in key national and international political and institutional processes. It would decide on the main activities of the gfp development process (including an appropriate name for the initiative). The DG would be informed by country dialogues (see below), and so continually sharpen the objectives so that the gfp adds value. Progressive and flexible donor support would be required for its work. We suggest possible criteria for DG membership in the report. Its composition would primarily be leading individuals from low- and middle-income countries (including proposed pilot countries – see below),

working part time alongside others from a few progressive intergovernmental agencies, and internationally active civil society and private sector organisations. It is expected that the DG would be superseded once a formal partnership is launched.

- b) *A 'Catalytic Group' of key institutions would support the Development Group:* It is suggested that three or four international institutions, credible with government, civil society and business, would provide an initial 'engine' to support the DG. We recommend that the World Bank ask these institutions to initiate the next steps. The World Bank should support the follow-up process financially and remain supportive of the process. We stress, however, that this Catalytic Group should not overwhelm the primarily 'Southern' DG – there is a real need to redress institutional asymmetry by encouraging bottom-up approaches. The Catalytic Group's work plan would be openly available and demonstrate just how stakeholders can engage with the process.
- c) *Pilot country 'people's diagnostics' with coherent international support.* The development of gfp should be rooted in a few representative countries where there is both demand and scope for progress. Country-based work would aim at sharpening the gfp objectives to suit (a) *the country context* – such as experience, needs, and entry points and (b) *relevant global issues* that emerge from country work – such as better GPG provision locally, as well as institutional change in international institutions. In the report we suggest possible criteria for selecting the location of these people's diagnostics: significance of forests; political dynamics and stakeholder demands; and operational issues. Once priority locations are identified the DG would engage, with the support of the Catalytic Group, with stakeholders. Representative groups of the main stewards of the forest at local level and protagonists in other sectors that affect forests would be consulted. This engagement would develop a frank assessment and joint understanding – a 'people's diagnostic' – of current and potential power and capabilities to make progress. It would provide an initial brokering of key support to identified priorities – innovative areas, proven areas warranting better support or ready for significant scale-up, or central initiatives such as NFPs in need of reinvigoration.
- d) *Global thematic work to draw on country processes and engage with areas of international policy flux.* Analytical work would emerge from country diagnostics and from DG interactions with Group members and key international players. While a bottom-up emphasis would take priority, the DG would also engage robustly with international processes – precisely because forest stakeholders are demanding the ability to influence forest, carbon and extra-sectoral policy, and investment and institutions. Analytical work may well cover, for example, REDD, biofuels, criteria and modalities of major carbon/forest funds, financial innovations to reach SMEs and community groups, governance, trade practices and standards affecting in-country groups, and the roles and activities of international institutions that influence forests.
- e) *Informing international initiatives of local/national needs.* Early engagement in selected countries would generate a 'menu' of activities transferable to many other countries. The aim would be to ensure that these are robust activities, workable and sustainable through adaptation to local context, and able to attract significant funding from international donors and investors. In addition, the gfp DG would report findings from in-country activities to relevant fora (UNFF, UNFCCC, FAO Committee on Forests – CoFo, International Tropical Timber Council – ITTC, Commission for the Legal Empowerment of the Poor, World

Social Forum – WSF, World Economic Forum – WEF, IUCN, Roundtable on Sustainable Palm Oil, Intergovernmental Panel on Climate Change and the World Business Council on Sustainable Development). A number of *milestones* would be targeted by the gfp development process, notably the UNFF8 session on finance and the UNFCCC Copenhagen CoP on forest/climate regimes.

- f) *Launch of the partnership.* The Development Group would clarify the objectives (and name) of a gfp, and its activities, main partners, funding and governance. The objectives and composition of that partnership cannot be fully anticipated yet. It could well focus around forest stakeholders, with key roles for governments, civil society organisations, NGOs, private sector associations, donors and foundations, as well as CPF and other international organisations. An equitable but efficient governance structure would need to be agreed. At this point, the Catalytic Group would be dissolved and some kind of independent review function established.
- g) *Innovative mechanisms developed and rolled out with the full launch of the gfp.* Our consultation process has identified widespread demand for a new way of working in international forestry initiatives – one that focuses on delivering priorities while exercising broader thinking within each activity area. This implies both country-focused and international priority activities. At *national* level, initial activities could focus on mechanisms to: attract better investment into forestry, especially through emerging carbon funds; improve synergies between international initiatives in-country; and enable marginalised groups to become more closely involved in forest decision-making processes and governance improvements.
- h) As an illustration only, the following kinds of *international* activity might be launched:
 - Tiered forest stakeholder fora from national to regional to global levels
 - A menu-based mechanism for technical and financial support
 - Networks for research, learning, knowledge sharing and monitoring
 - Preparing forest investment portfolios
 - Shared gfp task forces on top issues
 - Amalgamation of some existing forest partnerships
 - Roles in global forest financing mechanisms
 - A small secretariat to assist the gfp's work

Rather than becoming another organisation the gfp might evolve into a continuous facilitation process to enable forest stakeholders to work together to shape effective action.

- i) *Communications*. The gfp idea relies on ensuring forest stakeholders can contribute to big changes in the forest sector. Thus the gfp would need four types of communication activity: (1) communications to inform stakeholders of the gfp opportunity and to help them to engage; (2) communications to ensure transparency about issues explored and decisions made; (3) communications to influence the range of change processes, locally and globally, in forestry and in related sectors; and (4) communications between forest stakeholders to share knowledge and ideas resulting from the gfp. These activities would be needed both in gfp operations and in its development process.
- j) *Monitoring and evaluation – tracking progress and enabling continuous improvement*. A clear framework would be needed for establishing credible baselines in (a) partner countries and (b) in international policy and institutions, to support the tracking of progress in the forest sector and to ensure continuous interrogation, learning and adaptation. Such an M&E system would benefit from clear and agreed gfp principles for assessment of *process*; a clear gfp development plan and plan of activities for assessment of *outputs*; and an agreed vision and value-added statement for assessment of *outcomes*.
- k) Possible schedule – three overlapping phases:
 - 0-12 months – Start-up of DG and in-country processes
 - 6-30 months – In-country and global thematic analysis and influence
 - 18-36 months – Formal gfp launch and full operational menu

In conclusion, IIED's GFP consultation and assessment process has been a serious and credible attempt to solicit stakeholder opinion on forest priorities and stakeholder roles in a highly dynamic context. The key challenge now is for key institutions to come forward to support the combined delivery of global, national and local needs – in a fully participatory way. IIED hopes that this report of consultations, analyses and recommendations will serve as a resource to inform, provoke and inspire that process.

Continued feedback is welcomed – please email gfpconsultation@iied.org

The context and the approach

1.1 Overview of this report

This report is the main output of an independent consultation and assessment exercise carried out by the International Institute for Environment and Development (IIED), to explore the rationale, strategy and structure of a proposal, originally from the World Bank, for a Global Forest Partnership (GFP). IIED's work was supported by a grant from the World Bank.

The report describes the context and rationale for this work, the activities conducted and the outputs produced between September 2007 and April 2008 (section 1). It provides a summary of facts, views and recommendations gathered through the assessment and consultation process (section 2). And it offers conclusions and recommendations to inform the future participatory development of a global forest partnership that meets stakeholders' needs and builds on best practice (section 3). This report is available on IIED's website for the consultation and assessment exercise, www.iiedgfpconsultation.org

1.2 Origin of the initial idea for a Global Forest Partnership

In efforts to pursue its Forest Strategy (2002) more effectively, in 2007 the World Bank proposed a new Global Forest Partnership to bring together many organisations for greatly accelerating progress in managing forests, in ways that better meet social, environmental and economic needs, especially in developing countries.

In large part, this was stimulated by the recent Review of Implementation of the World Bank's Forest Strategy, which revealed that, although sustainable forest management had advanced in many client countries, the scale was far smaller than expected, and was largely concentrated in a few that are forest-rich. Several reasons for this were put forward – some external, some internal to the Bank.

External reasons include: (i) Forest stakeholders and state forest authorities in developing countries have to compete with other sectors for development investment, but may have limited interest in investing through loans as the benefits are often global rather than national or local. (ii) Safeguarding global public goods is not a national priority in countries struggling with problems of poverty reduction. (iii) Forest authorities tend to lack the required political support and capacity to effectively implement policy reforms and programmes and have limited access to extra-budgetary financing. (iv) Weak governance is pervasive, allowing powerful groups to continue degrading forests while escaping scrutiny, and leading to ineffective use of state and external agency funds. (v) The private sector has few incentives to implement sustainable forest management if forest products can be obtained more cheaply through unsustainable management.

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Internal reasons include: (a) Weak recognition of forests' potential contribution to poverty reduction, reflected in the limited mainstreaming of forests in the World Bank's country programmes. (b) The perception that forest investments are risky, incurring high transaction costs. (c) Limited integration of forest-related global programmes with Bank operations, associated with high administrative costs. (d) Lack of associated incentives for Bank staff. (e) Contradictions between WB forest strategy and certain other WB macro-economic and sectoral prescriptions which, in some instances, have degraded forests and forest-linked livelihoods. In addition, it has become increasingly clear that the Bank alone cannot achieve the objectives of the Forest Strategy and mobilisation of other stakeholders is necessary.

Furthermore, the Bank's own assessment of partnerships suggested that they have often been the most promising way to tackle such external and internal barriers, and it proposed the formation of a stronger and broader alliance targeted at forests. It identified the need to bring current Bank forest partnerships together under a common framework, so as to benefit from improved coordination, reduced transaction costs, and better aligned work programmes and integration into Bank operations. More ambitiously, it identified opportunities for partnership with new groups – notably with developing country government agencies, a new generation of highly capable developing country non-governmental organisations (NGOs), strong community-based organisations (CBOs) and responsible private sector enterprises.

At the same time, partnerships were thought to be highly desirable for concerted action to tackle a wide range of challenges recently agreed at international levels – the need to work out how best to undertake avoided deforestation as a means to mitigate climate change (United Nations Framework Convention on Climate Change – UNFCCC); the need to improve financing mechanisms to implement recent forestry agreements (UN Non-Legally Binding Instrument on All Types of Forests – NLBI); the need to balance the trade-offs between poverty reduction and environmental sustainability objectives in the Millennium Development Goals (MDGs); and the need to improve the harmonisation of aid to support the forest sector (Development Assistance Committee Paris Agreement).

The Global Forest Partnership idea was therefore proposed as a central means to enhance the implementation of the Bank's own Forest Strategy, tackling associated internal and external constraints, and responding to recent international agreements. In addition, it was identified that the GFP has potential to act as a key vehicle for harmonisation with further stakeholders' strategic aims, leading to greater synergies and impact. Recognising its potential value and implications for others – but also the need to articulate and develop any partnership with the potential partners – the Bank was determined to seek feedback and ideas on an outline proposal from a wide range of stakeholders before deciding how best to proceed. It asked IIED to carry out an independent assessment of the GFP idea, based in large part on surveying stakeholders' opinions.

1.3 Purpose of IIED's assessment of the GFP idea

The overall purpose of this exercise was to conduct an independent assessment of the concept of a Global Forest Partnership, as put forward by the World Bank. The Bank's expectations, as defined in the terms of its grant to IIED, were that IIED would 'initiate and steer a process of articulating and discussing GFP's objectives and approach with representative stakeholders. In doing so, explore and strengthen GFP's global strategy and targets, and inform the design of – and decisions on – GFP's eventual activities, governance and management structure'.

IIED approached the exercise primarily through a broad-based and open survey of stakeholders, i.e. examining and seeking feedback on an idea for which there was no firm commitment by any party as yet, and that was still sufficiently flexible to allow for all types of comments, inputs and reactions. IIED also saw this process as a chance simply to inform stakeholders of the opportunity that this initiative offers and, in this way, to generate a greater interest in and commitment to the eventual outcomes of the consultation process, even among people who did not respond to IIED's survey and were not interviewed.

The survey process sought to elicit stakeholders' views and recommendations related to the overall concept, the proposed objectives and targets, the risks associated with an initiative of this kind, the possible activities, the potential partners, the governance arrangements, the role of the World Bank and the funding mechanisms. While focusing on these aspects of the World Bank's GFP proposal, the consultation process was designed and carried out in ways that would allow for the expression of views and recommendations on a wider range of issues and options – both complementary and alternative.

1.4 Description of the consultation and assessment process

Responsibilities

This assessment was guided by an Exploratory Committee that was established by the World Bank. Exploratory Committee members were Stewart Maginnis, (International Union for Conservation of Nature – IUCN) (chair), Godwin Kowero (African Forest Forum), Hosny El Lakany (University of British Columbia and previous Assistant Director General of the Food and Agriculture Organisation’s Forestry Department), Ronnie de Camino (University for Peace, Costa Rica), Richard Donovan (Rainforest Alliance), Harrison Kojwang (WWF Southern Africa), and Augusta Molnar (Rights and Resources Initiative). Clark Binkley (International Forest Industries Association) and Hans Gregersen (independent forest industry consultant) served as corresponding members. The first meeting in London in October 2007 served to clarify the role of the Committee and to spell out key elements in the consultation process, with an identification of tasks to be carried out. The second meeting in Gland, Switzerland, in January 2008, served to review the consultation methodology used, the balance of findings, resultant gaps and biases and need for further work, and the emerging findings and recommendations. A third ‘virtual meeting’, to review and sign off on the final conclusions and recommendations, was held in May 2008.

The assessment was conducted by an IIED Team coordinated by Steve Bass, IIED Senior Fellow and James Mayers, Head of IIED’s Natural Resources Group, and including Duncan Macqueen, Senior Researcher in the Natural Resources Group, Liz Carlile, Director of Communications at IIED, Yves Renard, participatory natural resources management consultant, and Markku Simula, international forestry consultant. Nicole Armitage, Coordinator of the Natural Resources Group, administered the process. The Team also received valuable assistance from a graduate volunteer, Jordan Sauer, and a short-term consultant, Nanki Kaur.

Methods used in the consultation process

This exercise was conceived as a two-step process, beginning with a structured consultation of stakeholders, followed by an analysis of the findings and the formulation of recommendations.

The consultation phase had five main characteristics:

- It was designed and carried out as an *independent and transparent* assessment, and all efforts were made to ensure an unbiased outcome. Stakeholders were clearly informed of this approach and most reacted positively to the opportunity to express their views to an impartial third party.
- It invited responses on the World Bank's specific GFP idea, but *did not constrain the scope of stakeholders' views*, encouraging them to make constructive, forward-looking inputs.
- It *targeted forest stakeholders*, with specific efforts made to ensure that the opinions, needs and ideas of forest-dependent groups in middle- and low-income countries were covered within time and resource limitations.
- It also consulted *key international institutions* with a direct stake in global forest governance whose work would likely be directly affected by a GFP.
- At the same time, opportunities were made available (largely through a website) for a wide range of *other interested actors to volunteer* their views.

A *communications strategy* was formulated to guide the entire process, which included: a consultation document containing a summary of the Bank's GFP concept as well as a set of 14 questions (see Questionnaire in Annex 1), and a website with the consultation document and the possibility of answering the questionnaire online. All materials were produced and distributed in English, Spanish and French, with written responses also invited in these languages. Colleagues assisting with consultation processes in selected countries (below) also translated materials into local languages where necessary, leading to Portuguese and Russian documents also being placed on the consultation website. In addition, the GFP discussion document issued by the World Bank in July 2007 was posted on the website (in English only) and sent to people who required additional background information.

With these instruments in place, three main methods were used to gather views and opinions, all employing the same framework defined by the 14 questions:

- Individual or institutional questionnaire responses, submitted directly on the website, or by returning a completed questionnaire by email, post or fax.
- Individual interviews conducted by members of the Team (the large majority by phone, and a small number in person).
- More intensive stakeholder survey processes in seven countries plus one especially important major group, i.e. indigenous peoples.

The in-country/indigenous peoples' surveys were carried out by respected independent organisations based in those countries, and by the Forest Peoples Programme (FPP) for indigenous peoples in Latin America, Asia and Africa – organisations with a good knowledge of issues and high credibility among stakeholders in their respective countries:

- *Brazil* – Fundação Getúlio Vargas (Daniela Gomes Pinto and Mario Monzoni)
- *China* – Beijing University College of Environmental Sciences and Engineering (Jintao Xu)
- *Ghana* – Civic Response (Rebecca Teiko Dottey and Kyeretwie Opoku)
- *Guyana* – Iwokrama International Centre for Rain Forest Conservation and Development (Sharon Ousman)

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- *India* – Winrock International India (Kinsuk Mitra and Sushil Saigal)
- *Mozambique* – Centro Terra Viva (Alda Salomao and Nazira Dista)
- *Russian Federation* – IUCN-Russia (Victor Teplyakov and Alexei Grigoriev)
- *Indigenous Peoples* – Forest People Programme (Helen Leake, Tom Griffiths, and Marcus Colchester)

The country teams and FPP worked to the same set of questions and methodology as IIED, except that they relied more on focus group workshops and, for the FPP process, additionally spent time exploring stakeholders' previous and current experience with the World Bank. Some of the country survey leaders were able to meet up mid-way to discuss progress at a meeting of the IIED-led Forest Governance Learning Group in Bhopal, India.

Outreach and depth of the consultation process

The consultation was officially launched at the International Forestry Conference in Toronto, 3 October 2007. This was very closely followed by a mailshot, sent to over 2,400 members of a list-serve created specifically for the purpose (gfp@iiedlists.org), informing people of the consultation and inviting them to contribute through the website or by email. The consultation was further highlighted through the IIED website (with RSS feed) and IIED newsletter, and through requests to a wide range of external networks, D-groups, list-serves, newsletters, websites and fora on forestry, environment, and development, that were targeted by IIED with a request to announce the consultation. A good response was received by these third parties: news of the consultation spread quickly and within a short time was further picked up on by a wide range of online media. IIED team members also took the opportunity to announce the consultation, distribute questionnaires and/or inform potential respondents at meetings attended between October and December 2007. These included meetings of the Congo Basin Forest Partnership, the European Tropical Forest Advisors Group and the International Tropical Timber Council, as well as several meetings of local-level civil society groups. A full list of meetings, websites and networks used by IIED for the consultation is provided in Annex 2.

Special attention was paid to the approach used in individual interviews, to ensure that stakeholder views would be faithfully reflected, in spite of the limitations of a pre-set list of questions. Guidelines were developed by the Team to ensure consistency in the approach, and individual records of all interviews were prepared (these will be retained in confidence by IIED and not used for other purposes). In the case of the interviews of indigenous people that were conducted by the Forest Peoples Programme, best practice was also followed. However, the FPP survey cannot be considered to be a formal 'consultation' as defined under Operational Policy 4.10 (Bank policy on Indigenous Peoples), given limitations of time and resources.³

³ A genuine and meaningful 'consultation' with indigenous peoples on the GFP to meet the requirements of OP4.10 (World Bank policy on Indigenous Peoples), **would require (i)** considerably more time (ii) a much larger budget (iii) equitable, consistent and widespread use of face-to-face meetings in country and at the community level in forest areas (iv) at least 30 days (90 days is better) prior provision of all Bank source documents in local languages (v) meetings with a range of indigenous persons balanced by gender and age, including interviews with traditional authorities that would require linguistic support as many elders are monolingual (vi) a considerable time period to enable traditional authorities and representative leaders to discuss the issues internally - consistent with their collective and customary decision-making processes.

Number and breakdown of consultation responses

A total of 635 responses were received in three main forms:

- Individual and small group interviews carried out by team members (116 directly by IIED, and 246 through country and FPP processes)
- Filled-out questionnaires returned by email, fax or post (167)
- Direct responses on the website (106)

Figures 1 and 2 show the breakdown of responses by stakeholder group and region respectively.

Figure 1: Respondent breakdown by Stakeholder Group

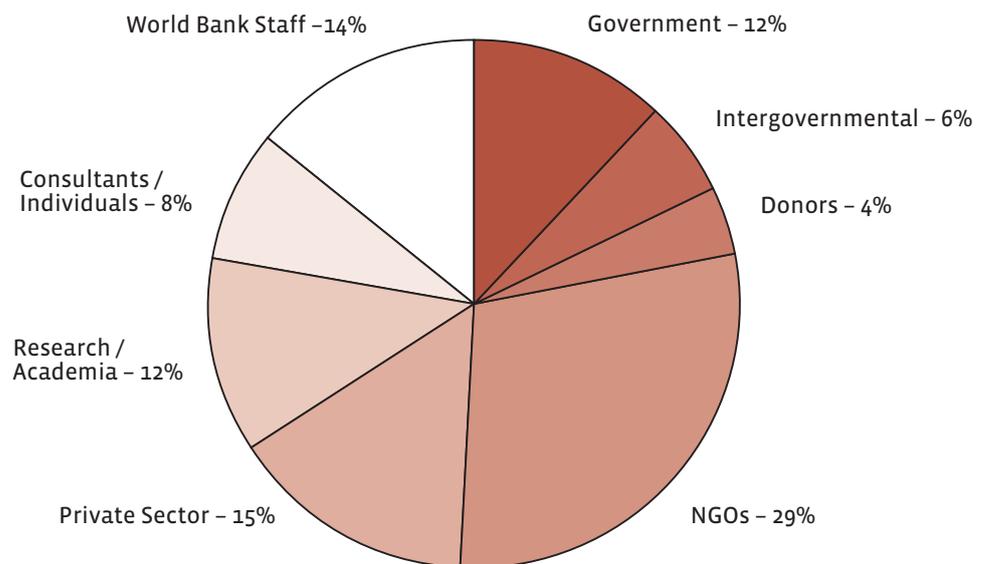
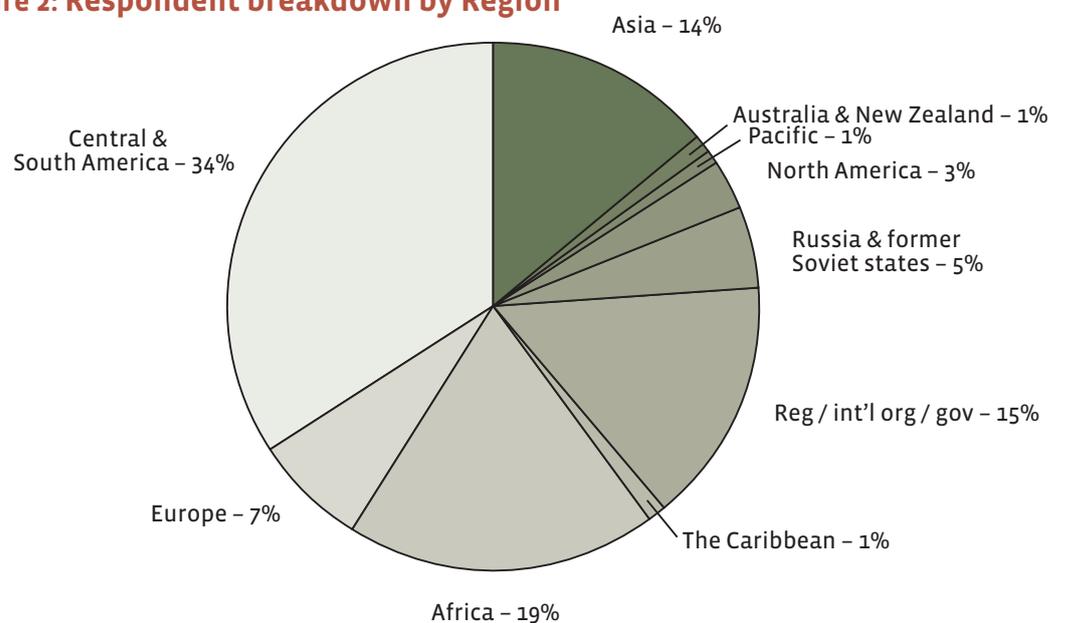


Figure 2: Respondent breakdown by Region



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Steps taken in analysis and assessment

The following steps and instruments were used in the analysis of the large number of responses received:

1. In order to get a measure of the breadth of responses, a rough typology of 3–6 responses was developed for each question, based on responses received by late November 2007.
2. At the same time, each Team member produced an initial synthesis of the main points emerging from the interviews they had conducted.
3. All responses from IIED interviews, online questionnaires and emailed questionnaires were grouped into eight categories: donors, intergovernmental organisations (IGOs), governments, private sector, non-governmental/ civil society, academia, individuals and consultants, and World Bank Group staff.
4. A Team workshop was held in December 2007 to identify the main opinions and trends emerging from the consultation, to articulate the main conclusions and to propose the outline recommendations.
5. The responses were analysed in detail for each of the eight stakeholder groups, according to the typology developed (Annex 3).
6. Each Team member identified, within each of the eight groups, the individual responses that are the most informative and representative, and shared this with other Team members, together with the group summaries.
7. The reports on the seven country surveys and with forest peoples – which arrived a month later than the IIED team consultations – were analysed in a similar manner, and a summary of each report prepared (Annex 4 – separate full country reports are also available).
8. The Team's assessment and recommendations from all the above were synthesised, in a first draft report, the summary of which was posted on the consultation website in late February 2008.
9. The summary was used for subsequent discussions and interviews with country consultation leaders, Collaborative Partnership on Forest (CPF) members and selected individuals from organisations identified as 'key gaps' in the initial consultation, in order that IIED's final recommendations would be most attuned to the needs of forest stakeholders and the international institutions whose mandate it is to support such stakeholders.
10. IIED conducted independent analyses: first, of the lessons from partnership approaches, to identify governance and operational options (Annex 5); and second, of global and transnational forest initiatives that already cover some of the ground that stakeholders suggest a global forest partnership might cover (Annex 6).
11. The present report covers all the above (following previous drafts, which were reviewed by the GFP Exploratory Committee) and presents the Team's final assessment.

1.5 Strengths and weaknesses of the consultation and assessment

The views of 635 people and organisations have been gathered and analysed, through various means according to a consistent set of questions. The assessment team is generally satisfied that the consultation process used was sufficiently broad and inclusive, and that it yielded representative and good quality results:

- There has been a good balance of respondents between high-, middle- and low-income countries (Annex 3).
- Forest-rich countries and regions are well represented, but there is also adequate coverage of other regions, especially Low Forest Cover Countries and Small Island Developing States.
- There has been a nearly complete coverage of all relevant United Nations (UN) and other international bodies, with the exception of the Global Environment Facility (GEF).

However, the response rate of donors and private investors was lower, some expressing reluctance to offer feedback until a more refined concept was developed and its operational implications clear. It has also been difficult to obtain small- and medium enterprise input, although this has been strong in some country surveys.

Two main constraints should be noted. The first was time – with less than three months to conduct a wide range of consultations – although this does not seem to have impacted negatively on the number and quality of inputs or the outcomes in terms of useful information and ideas from a broad spread of stakeholders. The second constraint is that the World Bank's GFP proposal presented to stakeholders was neither general enough to elicit responses at the 'ideas' level; nor detailed enough to attract very specific answers to operational issues especially of governance and funding. With hindsight – and more time – two distinct consultation phases might have been better: the first focusing on finding out stakeholders' ideas on broad needs and directions for a global partnership; and the second focusing on gaining feedback on a detailed set of options that would articulate these needs and directions in operational terms.⁴

While the opinions offered through the consultation are diverse and in places divergent, IIED has identified a clear picture that is shared among a majority of stakeholders in each group, as well as potential support for new options. This, plus the high number of full responses, and their reasonable spread, gives us confidence to present the findings and assessment in sections 2 and 3.

The recommendations are presented alongside a clear condition proposed by many stakeholders – that the participatory process that has been used to date to determine the desirability and feasibility of a global forest partnership should continue into a development phase. The fact that the World Bank decided to go through a consultative process, asking an independent organisation to conduct this in its own way, was received positively by most stakeholders (including those who otherwise expressed negative views of the World Bank and who do not find merit in the idea of a new World Bank-led global mechanism). This positive response was often accompanied by a reminder that the consultation had created both an opportunity and a moral obligation to continue with a participatory approach – to keep stakeholders informed of decisions made, and to engage them centrally in subsequent action towards a global forest partnership.

⁴ A third potential limitation of an open-access consultation approach did not, in practice, prove to be significant. An inherent risk of an online consultation process is that a large number of inappropriate or ill-informed responses could be submitted, or multiple responses could have been organised by some stakeholders in an attempt to 'vote' for or against the GFP. There were indeed a very few responses that offered irrelevant feedback (most of them being opportunistic in making broad views about the World Bank, or in asking for resources, but none that could be construed as aiming to spoil the consultation process). Even those responses were useful in reflecting the diversity of opinions and perceptions. Because of the good knowledge of stakeholders among the IIED team, this potential problem did not affect the quality of the consultation or the effectiveness of the analysis.

2. The findings

This section is informed primarily by the opinions, needs and ideas expressed by the people who responded to IIED's consultation (see Annexes 3 and 4). It is organised broadly according to the questions asked of stakeholders, covering GFP justification, objectives/main theme, targets, activities, risks, partners, governance, and funding (see Annex 1). Two literature reviews supplement the findings from consultations, and are cited in the main text. First, anticipating that a GFP's precise approach to 'partnership' would constitute a large part of its added value (or explain its ineffectiveness), a synthesis of partnerships in forestry and related fields – notably on governance principles and structures, instruments and mechanisms (Annex 5). Second, an analytical 'map' of the field of global forest initiatives – identifying both potential building blocks and gaps (Annex 6).

2.1 Respondent opinions and ideas on the GFP and its purpose

a. Opinion on possible rationale and justification for a GFP

There is wide stakeholder agreement that escalating global forest problems in principle justify a new global initiative, where existing initiatives are ineffective: A majority from all stakeholder categories, and from high-, middle- and low-income countries, feel that some form of global forestry initiative is justified in principle. They cite the pressing and diverse forest problems that are experienced locally and nationally, the unmet and urgent need to secure global public goods from forests, and the dilemmas still to be faced in responding to increasingly powerful drivers of forest change such as climate change and increasing population and consumption – not only of forest products but also land use competitors such as biofuels and agricultural commodities. They also identify the many opportunities that could be grasped more strongly in relation, for example, to growing willingness to pay for forest ecosystem services and decentralisation of forest control, and recently improved political awareness of both forest problems and the value of investing in good forestry. Finally, they draw attention to the relative ineffectiveness of both global and national institutions and initiatives in tackling such problems and building on opportunities. If a GFP can rise to these challenges, it will be warmly welcomed by many. The Guyana survey sums up many stakeholders' views – 'the GFP could be worthwhile if it strives to re-value forests... is willing to deal with aspects of inequity... and keeps the pressure up... to modify resource use patterns'. One CPF member expressed it as 'ensuring ecosystem and human wellbeing through a new global support mechanism that helps stakeholders to sustain forest ecosystem services'.

Justification for a new global forest initiative would lie in progressing beyond words to improving action – especially on governance, capacity and investment: After over 15 years of global 'talk-shops' on forests, most stakeholders are impatient to see more resources attracted to good forestry at local level, and especially to enable poorer groups to secure greater rights and responsibilities as part of their transition out of poverty. Country surveys carried out in this assessment highlighted the need for changing governance conditions to support sustainable forest management (SFM) for equitable benefit in their national context. This includes *national governance changes* that improve tenure for forest communities, capacity building of forest communities and smallholders, tackling corruption, improved means to access the inputs and markets to realise a thriving forest sector, and ways for stakeholders to

work better together in-country (national agencies, indigenous peoples and NGOs also emphasised this). It is also recognised (particularly by NGOs and donors) that little action will take place without breaking political deadlocks against good forestry. This will also call for attention to cross-sectoral issues and working with existing initiatives (below).

Country surveys also pointed to needed *global governance changes*, in terms of settling the multiple international forest standards so as to reduce investment risk and achieve SFM and improved livelihoods on the ground, and in terms of improving the effectiveness of international institutions – calling for better coordination, learning, harmonisation and transparency among donors and international initiatives (private sector and national government agencies also emphasised this). While there are some governance initiatives aimed at such improvements, they require much more concerted local, national and international collaboration than is currently evident – and demand substantial time and resources. At the same time, several stakeholders with experience of international initiatives have cautioned that the emphasis should be less on the ‘partnership’ angle (with its perverse incentives for institutional positioning in relation to finances and influence) and more action to add value.

Many country surveys, government and donor respondents in particular highlight the need for *long-term continuity of practical support*, in circumstances where countries have highly varied needs, particularly in the face of changing ‘donor fashion’, which tends to promote one issue at a time. As stated by one NGO, there is a need for ‘a new way of doing business globally in forestry – more open, more innovative, more bottom-up’. A GFP would be justified if it made a ‘menu’ of action-oriented items available over a long period.

A new global forest initiative would be especially justified if it were built around forest-dependent groups, especially the poor and indigenous peoples: Many respondents assert that a GFP could be a good catalyst for governance change if it is, itself, also structured both to reflect agreed governance principles for ‘pro-poor’ SFM and to address power imbalances in global initiatives. It should therefore serve the interests of forest-dependent stakeholders, and their often small-scale needs, as identified in particular by the Ghana survey – which are routinely neglected in international fora (as opposed to the interests of powerful bodies which tend to be able to assert their views, whether these are larger businesses, national forest agencies or donors). The novelty of this (albeit obvious) approach would offer major justification for a new global forest initiative; however, many respondents, and especially forest peoples’ groups, did not feel the World Bank GFP proposal was properly structured to allow this (see below).

Any new ‘forest’ initiative would have to engage outside the narrow confines of ‘forestry’ – covering cross-sectoral issues, ecosystem services and landscape and livelihood links: A significant number, if not a majority, of respondents (especially among research and NGO categories) noted that GFP’s justification, value added and mandate would lie in a much more cross-sectoral approach than has been adopted by forest initiatives to date. The ‘forest community’ is now far wider than when many current international forest initiatives were established. Pressures on forests have always been extra-sectoral; today, to agricultural and land use pressures we can add carbon schemes, biofuels, other environmental demands, competition for water and fast-changing trade patterns, as well as the reality that forest goods and services are associated with complex ecosystems, landscapes and livelihoods and not merely large blocks of forest managed by ‘foresters’. A cross-sectoral approach is needed to encourage a future where forestry and other land uses are mutually informed, compatible or indeed integrated. What were previously treated as narrow ‘forestry’ goals need to be superseded by ecosystem service and sustainable development goals. The Brazil survey, for example, found that ‘a GFP should tackle the unfair competition for forest land between sustainable forest economy and pro-deforestation activities, by confronting sectors with major impact on forests (mainly agribusiness and related infrastructure)’. The Guyana survey

extends this to global economic regimes and associated international ecological footprints – but also to very local levels: ‘for the poor to support the forest, there is a need to support agriculture’. Finding the means for forestry protagonists to effectively engage extra-sectorally is a major challenge.

GFP would need to integrate efficiently with existing global and national initiatives: Many stakeholders, especially governments, IGOs and those consulted through country surveys, noted the need for GFP to establish a clear mandate. Private sector respondents identified the ‘lack of obvious clients’, and many others inferred ‘mission creep’ of the World Bank’s poverty reduction mandate. However, many also identified ways in which a mandate could be established for GFP. They believe that the GFP would be strongly justified as an *action-oriented response* to established global, regional and national fora, agreements and partnerships. These would include the United Nations Forum on Forests (UNFF), NLBI and CPF at global levels, as well as follow-up to the Millennium Ecosystem Assessment (MA), the regional forestry committees and policy initiatives (notably with the Food and Agriculture Organisation – FAO), and national forest policies and strategies (notably national forest programmes – *nfps*). To support an action orientation, GFP would have to improve on several aspects, in which many international initiatives are currently weak: collaboration, stakeholder participation, innovation, flexibility, funding availability, and speed of response.

GFP would also be justified if it helped to improve existing initiatives – and shape new global initiatives especially in forest carbon – based on its engagement with them and its action orientation. Many stakeholders who are knowledgeable about the international forestry ‘establishment’ (notably IGOs but also the private sector) felt that the GFP was justified as a means to reinvigorate the CPF, helping to increase its fitness for an ‘action era’. Few of them thought that the GFP should work directly by encompassing the CPF as partners; most felt that the GFP would work best by acting as a purposive vehicle through which CPF members could deliver on joint challenges, learn and adapt. Many stakeholders called for some kind of global mechanism to respond to the highly varied needs of individual countries (and non-state actors in those countries) for support from international funds and institutions – here linking where relevant to *nfp* processes, but especially to influencing the dynamic ferment of new forest/carbon instruments and funds. A minority (in several categories but especially government) saw that GFP would be justified if it formed an action programme and/or funding mechanism to take forward the NLBI at national level.

World Bank forestry improvements and mainstreaming are welcome – but would not in themselves comprise a full GFP: Many stakeholders felt that the GFP proposal mixed two rather different sets of objectives – first, a global partnership to tackle forest needs and opportunities, and second rationalising forestry partnerships and programmes within the World Bank and ‘mainstreaming’ forest issues into other Bank core work. To combine these needs seemed, to many stakeholders, to create too many compromises or undue biases – an unworkable conflation of objectives. However, both objectives are felt by most to be legitimate if treated largely individually.

A majority see ‘getting its own forestry house in order’ as an urgent priority for the World Bank. There is a strong call for the Bank to form its own ‘forest umbrella’ and mobilise more and better resources to help achieve poverty reduction and global environmental goals through forests. Some see this as a more immediate ‘best bet’ than the full GFP proposal.

In the context of a GFP, it was widely felt that the Bank has a comparative advantage to tackle entrenched extra-sectoral causes of forest problems, to shape financial instruments, and to access non-forest sources of finance. Provided country and regional World Bank heads understand forest issues, the Bank could usefully exploit the high influence of the WB Group on poorer countries (emphasised

in particular by the Guyana survey). However, the WB Group was felt by some – notably certain NGOs and forest peoples – not to exhibit the kinds of principles required for a ‘true’ global partnership (see below), with its involvement in frameworks enabling industrial-scale logging and especially in some agribusiness being seen to work against the support to local, poor forest stewards that should otherwise justify a gfp.

Although stakeholders can see various attributes which would justify a gfp, the added value of the World Bank’s GFP proposal is not yet clear enough: While some respondents in country surveys did not question the justification for the World Bank GFP proposal, around half of all respondents in all categories and country processes identify the need for much greater clarity on the added value of it and its fit with other initiatives – especially the nationally accountable UNFF and CPF. They questioned how the risks associated with the proposal’s high ambitions would be managed, as well as how to generate much stronger ‘ownership’ beyond the World Bank. Indeed a significant minority of respondents questioned the credibility and capability of the World Bank for playing a central driving role in a GFP (see below), emphasising that the necessary clarity on value added and links to existing initiatives could only be achieved through a much more participatory process of GFP *development*.

Full justification for a GFP can only be achieved through wide participation: Most stakeholders in all categories (including most World Bank staff) would welcome wider participation following this consultation, in order to best develop a GFP that adds value in the way it tackles linked global and local forest problems and opportunities. Some, notably the forest peoples surveyed, suggest that clear principles need to underpin the development process to shape an eventual gfp – inclusiveness, equity, respect for human rights, transparency and accountability. They call for involvement of the usual major groups in this process. Stakeholders from country surveys called for country-based identification of both demand and supply aspects of GFP.

Many NGOs and forest peoples groups see participation in GFP development giving special emphasis to the voices of those who have both been excluded from global initiatives so far, and who hold the potential key for good long-term forest stewardship for equitable benefit – i.e. participation by communities, indigenous peoples, small and medium-sized enterprises (SMEs), etc; they suggest that ultimately a gfp might be run by such groups. ‘While GFP’s proposed objectives may appear positive on the surface, the real question is who will design and implement the activities?’ (FPP). The Guyana survey concluded that a ‘GFP should be constructed from a discourse on partnership for the poor and [historically forest-dependent] communities’, noting that ‘without a genuine interest in the situation of developing countries, the partnership would be like many others that have come before and failed to stop [forest and human] problems’. Almost all who offered views on further participatory development of a GFP suggest this process should take some time. It would have to be very well prepared. It would have to create wide buy-in from potential beneficiaries – including many who are more used to being excluded. It would also have to create effective influence over other sectors and financial interests from local to global levels – including many who are more used to being ‘in charge’.

The World Bank has made outline provision for a more participatory development of the GFP following the current assessment and stakeholder survey. The above findings may be helpful as that process rolls out.

A significant minority believe there is no justification for the GFP proposal: This minority is spread among all stakeholder categories, but especially NGOs and indigenous peoples. They raise four main objections:

- Global alliances or ‘funds’ have rarely proven themselves to be effective in specific local cases. They do not tend to recognise local rights, needs, norms and visions. They suffer

from bureaucracy, indecision, lowest common denominator objectives, or an introspective nature focused on global partners rather than beneficiaries. Sometimes they adopt a target-driven approach which forces narrow, unwanted solutions on diverse countries.

- Focus on a single GFP may take attention and resources away from the diversity of initiatives at many levels that already tackle the wide variety of forest problems and potentials. Some recent regional forest partnerships, and some advocacy and knowledge networks, may suffer if they are neglected in favour of a high-profile global partnership.
- Attention is better placed on making the World Bank and its existing forestry partnerships work better, individually and together, and in getting the Bank to join and be accountable to others' partnerships, rather than starting something extra. As one research organisation respondent put it 'the Bank's GFP idea looks like a solution in search of a problem'.
- The World Bank, its reputation, its business model, and its operational approach are not well suited to central involvement in the kind of GFP that stakeholders believe is necessary, in spite of any stated intentions to the contrary. Some assert that true partnerships follow principles that are not strongly evident in the Bank (inclusiveness, equity, subsidiarity, etc).

Some of those who object to the GFP idea ask the World Bank to consider, instead, which global forest initiatives/partnerships the Bank might otherwise join – or alternatively which ones might be supported by a GFP.

b. Opinion on possible GFP objectives/themes

A large number of respondents felt that the broad objectives in the GFP proposal are valid, but that their vagueness presents potential dangers. Vagueness means that GFP's intentions could be co-opted by powerful parties (noted especially by the forest peoples survey). For example, it is necessary to identify precisely what might be meant by 'effective' forest management or 'good' governance in a given country (India survey). The participatory GFP development process proposed by many respondents would have to tackle these ambiguities, preferably from a range of bottom-up circumstances.

A shared, overarching vision or goal would be helpful. When commenting on both the objectives and the targets (see below), many respondents were keen to call for a compelling global vision statement or goal with wide ownership that would guide the overall GFP initiative. This was thought to be more useful than global targets. Some 'overarching principles' were suggested by the India survey, 'an equivalent of the MDGs that all stakeholders can buy in to' was suggested by one senior World Bank staffer, and a 'GFP declaration' was also proposed by other Bank staff.

Given such caveats, among all stakeholder groups, and most country surveys, five broad themes stood out: They tend to focus on GFP improving the *integration* of diverse forest values and stakeholder needs in mainstream planning and governance processes, in the work of other sectors, and in poverty reduction efforts. Few of the following are mutually exclusive, but clearly to address all of them would be a complex undertaking.

Governance and capacity improvements – creating a more enabling environment for both investors and forest-dependent groups (notably communities, small and medium-sized forest enterprises and forest industry) to access, invest in, manage and benefit from forests so that both private and public goods can be sustained in an equitable manner. This theme was among the priorities of almost all country surveys and stakeholder groups, being identified as a prerequisite for progress in forestry. It would focus on securing forest tenure and resource rights, and ensuring that governance in many sectors supports SFM and forest-based

livelihoods. Combating corruption and making governments accountable was a particular emphasis alongside associated capacity development. Some noted that the proposed GFP governance approach missed the core central need for forest governance to become more inclusive and accountable – the activities list being highly apolitical.

The Mozambique and Brazil processes promoted national capacity as a priority objective. The Guyana and Brazil processes called for ‘the dismantling of mechanisms that lead to the undervaluing of forest resources’ (Guyana). The forest peoples’ process identified recognition and active support of customary, collective and human rights of indigenous and forest-dependent groups as the fundamental governance need – including tackling existing conflicts and competing claims – without which other GFP objectives could turn out to be harmful. Many said that, for governance to be robust to the causes of forest problems and to generate innovative solutions, a GFP should have an extra-sectoral dimension, working at both national levels (tenure, agricultural and land policy, etc) and global level (settling the standards regimes to give clear direction and confidence to foresters and investors, notably for carbon, and filling the current gap of a truly multi-stakeholder global forum). There was also a significant ‘vote’ for building information and monitoring systems, and for building capacity of state agencies.

Reducing poverty through forestry, and/or associated with poverty – this was a very high priority for most stakeholders. Opinions were split on whether this should be a specific objective with a decentralised country-based approach (promoted by many country survey respondents) or be a cross-cutting theme (better expressed at the vision level). The Ghana, Mozambique and Guyanese processes stressed the need for a decentralised approach, with a major focus on community empowerment, capacity and enterprise and associated social investments – ‘remodelling the forestry sector around community interest’ (Ghana), ‘empowering local communities through participatory methodologies, bringing international experience to bear on community forest issues, and developing income generating opportunities at local level’ (Mozambique), and linking theory and practice for communities ‘like the negative and positive in a battery’ (Guyana). Market access and information was emphasised, especially for poorer groups and SMEs, and including promoting sustainable and legal products. This is felt to be a barrier to increasing the value of forest land and competing with land uses that degrade forests in the short term. In all cases, GFP would need to make sure that all poor forest-dependent groups’ needs and dynamics are understood and included in all GFP objectives, and that they ‘own’ the activities.

‘Mainstreaming’ forests in macro level policy/planning – ensuring forests are better understood, valued and treated in development and investment decisions at country level, especially through informational, analytical and political influence. Many stakeholders, notably NGOs and forest peoples, would like to see such coherence being built from the ground up by empowering poor groups to interact with decision-makers (i.e. more so than by ‘more integrated planning by experts’). This would include participatory diagnostics, case-making and informational tasks, designed to tackle political deadlocks either in implementing governance improvements made on paper, or in moving on to tackle extra-sectoral destroyers of forests (Brazil and Mozambique processes). Again, a strong extra-sectoral viewpoint was proposed, in part to support ‘defenders of forests in whatever sector’, and in part to pinpoint the most critical policy processes to influence. This might include an element of monitoring the impacts of macro-economic and fiscal instruments in-country, including their impacts on commodity prices, in order to identify where useful forestry ‘mainstreaming’ should be targeted (as suggested by the Guyana process). There are significant cross-sectoral communication challenges that need to be met.

Climate change mitigation (and adaptation) through forestry – making a big leap forward to ‘mainstream’ climate change in forestry planning, investment and management. Most of the specific suggestions relate to making best use of the opportunity of emerging carbon funds, notably through ensuring that avoided deforestation schemes (below) reward good stewards of forests, do not create other environmental problems, and are equitable in their impact. A number of respondents felt that a climate focus for GFP would be timely – a ‘forests and climate partnership’ offering a clear niche where, in its absence, relevant aspects of forest policy would be imposed from other sectors (as is currently happening through some energy and climate initiatives).

Mobilising more resources for sustainable forestry – getting more finance, better technology and improved advice to meet the real needs of good managers of forests (especially local/poor stewards). Some respondents, notably private sector and surveys in countries with strong forest industries (such as Brazil), think of GFP as working at several levels to pull together the various activities for *market transformation*. There are several possible roles, and opinions differ on whether a GFP should (a) be established as a fund or financial mechanism itself; (b) offer brokerage/facilitation for a range of funds; (c) offer information that would help forest stakeholders to access funds, create better plans and business models to attract funds; (d) act as a source of information and advocacy to help shape new funds, influence the policy of existing funds, or create a menu of best-bet investment options for those funds; and/or (e) have a governance role in these other funds, or new funds – see possible objectives 6 and 7 below.

As well as these five broad themes, significant numbers also identified *four more specific objectives*, which are thought to be particularly timely:

Making sure that emerging carbon and other environmental funds and markets contribute to SFM and livelihoods, and do not detract from them: Many of the private sector, research, NGO and government bodies noted that there are few broad-based global initiatives which are set up to identify the best ‘fit’ of such new opportunities as Reduced Emissions from Deforestation and Degradation (REDD) with broader forest ecosystem service and development aims. On the contrary, there are many initiatives which face incentives to be less than objective about the overall impact of carbon or other environmental markets. Therefore there is a need to identify the implications of both voluntary and regulatory carbon initiatives, so as to establish, for example, a ‘fair trade mechanism for forest environmental services’ (Guyana process). Many respondents identified the need to embed the Forest Carbon Partnership Facility (FCPF) and other forest carbon initiatives in broader forest, livelihood and land use objectives, forest peoples’ groups in particular highlighting the risk that these funds may undermine the land and livelihood security of local stewards, where national governments do not recognise their customary and territorial rights. GFP could focus on making all carbon funds or financing mechanisms work, not only for mitigation and adaptation of climate change, but also for increasing investment in sustainable livelihoods and sustainable forest management.

Innovative forest financing mechanisms at global level: Many, and particularly some government, IGOs and private sector, stakeholders propose GFP as centring on a set of innovative finance mechanisms. Support for such financing mechanisms was often conditional on their accessibility to marginalised stakeholders (e.g. Mozambique process). While some want the GFP to take the form of a forest fund, particularly to offer all or part of the mooted NLBI portfolio financing mechanism, a few others – notably some donors – are opposed to this (citing risks of fund dominance and marginalisation of other issues; see Risks below). A compromise, suggested through the Ghana process, is an information exchange on supply of funding and investment on the one hand, and supply of good forest investment opportunities on the other – ‘coordination can be done without consolidation of resources’. (This is discussed under funding issues below.)

A global knowledge sharing and learning platform: Instead of an initiative with its own distinct set of activities, thereby *adding a new* global forest programme, GFP might instead be structured to *magnify existing* initiatives. For example, a learning platform for the CPF to work together in applying best-practice stakeholder participation by linking with participatory learning networks; a means for national forest planners to access ecosystem service information by linking with those who are following up the MA. The added value would be exchange of learning and knowledge, in circumstances of increasing complexity and uncertainty.

A forestry umbrella for the World Bank for enhanced coherence and effectiveness: This was also thought to be a legitimate objective by many, across all stakeholder groups. However, most also stressed that this should be seen as either a prerequisite to a GFP or a secondary objective, and should not skew the overall GFP. Particular aims would be to get forestry better understood by regional and national Bank programmes, with incentives for mainstreaming through poverty reduction strategies (PRSs) and country assistance strategies (CASs) at those levels – as well as resources for joint planning, action and review by the currently disparate Bank forest partnerships and programmes, with a view to rationalising them, improving synergies, and adding to them. Some (including Brazil and forest/indigenous peoples) also noted the need for reshaping the World Bank's financing criteria and procedures to enable a more level playing field for forestry activities in relation to e.g. agricultural, infrastructure and energy activities. If the GFP is to take the narrower form of a WB forestry umbrella, the WB's forest External Advisory Group might usefully be broadened and strengthened with banks, investment houses and a range of NGOs including those that are field-based.

Finally, it is worth noting *several other possible GFP thematic work areas* that were suggested by respondents, some of which might be accommodated in the above:

- *Research, information and monitoring systems* covering human, ecosystem and economic aspects of forests (United Nations Environment Programme – UNEP, NGOs and Brazil process).
- *Biodiversity conservation* and a focus on integrating ecosystem services and livelihoods approaches in forestry (UNEP and environment non-governmental organisations – ENGOs).
- *Plantation establishment* (China and Mozambique process).
- *Aid coordination* (by some government agencies and Ghana process)
- *Advocacy and education* to influence rich-world resource use patterns (Guyana process).

The geographic focus should encompass developing countries, including low-forest cover countries and those with dry forest, as well as those with rich forest cover. This was clear among all stakeholders, but opinions differed on inclusion of other countries. A number of groups (including some World Bank staff) want the GFP to address *forests in all countries*, as well as to reduce the negative 'forest footprint' of richer consuming countries (noted by some country surveys). The Russia survey supports this, but offers a final word of warning in relation to the many suggestions above – calling for GFP ambition to match with available resources and a bottom-up approach to finalising objectives.

c. Opinion on possible GFP targets

A majority of respondents asserted that the global targets in the GFP proposal were not well founded, variously suggesting that they are unrealistic, ambiguous (as with the objectives), distorting, unmeasurable, unaccountable, too broad, over-ambitious, or (in some cases) under-ambitious. Many felt that quantitative global targets might skew GFP's efforts especially if, following the approach of many international initiatives, GFP became driven by those targets to develop inappropriate large-scale activities. Forest peoples identified examples of large plantations and protected areas as having displaced or disenfranchised local groups. Respondents from smaller nations felt that global targets often made them appear to be an irrelevance and left them marginalised.

As already noted above, a compelling global vision statement or goal with wide ownership was widely thought to be more useful than global targets.

*At the global level, a few respondents noted that the targets show too close a link with existing World Bank programmes. They felt that targets related to UN agreements (notably UNFF, MDGs, Convention on Biological Diversity (CBD) and UNFCCC) might be more relevant, as would those linked to specific national needs such as *nfps*. In fact, the proposed targets map closely to the UNFF objectives. However, some respondents (notably government agencies) drew attention to the resistance that many countries place on the notion of *any* targets within UNFF, identifying the need for more qualitative targets (Russia survey).*

A majority would prefer to have more specific operational targets identified at national and/or programmatic level, rather than globally. These would have to be established through participatory planning, through information on resources available, and with agreement on baselines. As noted by one of the NGOs, what is needed is 'a nationally defined outcome-based approach rather than a global target-driven approach'. International agencies noted the potential of existing regional and country partnerships for developing and pursuing relevant targets. Country processes, government agencies and the private sector were particularly keen to see targets at country level that would reflect existing agreed national priorities (Mozambique process), but some (e.g. Brazil process) suggested that GFP could act as a stakeholder challenge to existing national plans, pushing for more appropriate targets. Some suggested the need for very specific, progressive and measurable targets at national level towards zero deforestation and/or forest-based poverty reduction (in forest countries) or sustainable consumption (in all countries) – sending clear messages worldwide about national intentions and global support needs. The Guyana process identified the need for a new target for global support – 'more than 90% of funds directly allocated towards achieving client country operational milestones'.

d. Opinion on possible GFP activities

A majority of stakeholders appreciated the potentially large range of activities included in the GFP proposal. While noting that none of the activities would be unique to GFP (there are existing initiatives covering every one of the 19 proposed), many said that the value added of GFP would lie in mechanisms to enable countries to select their own choices from a broad menu of activities. Countries need to develop their own set of activities well matched to both their enduring and their changing needs; this would stand in contrast to narrow and changing donor fashion.

For such reasons, some respondents did not wish to identify priority GFP activities. The majority who did respond largely mirrored their opinions on major themes that a GFP should pursue (above); the main activities preferred were clustered around: governance activities; capacity development; market access and information; and financial mechanisms.

NGOs and research groups put a high premium on *knowledge development and management* activities related to the above.

It is not surprising that country surveys resulted in priority activities that mirror local needs e.g.:

- Consultations in India, China, Ghana, Guyana and Mozambique showed support for community and smallholder forestry as the highest priority.
- In Russia and China, incentives and mechanisms for both natural forest management and afforestation were priorities.
- In Brazil a range of governance, planning and incentive activities that would improve the financial and technological viability of forestry in the face of agricultural pressures.
- In Guyana a focus on activities to enable stronger voice and active participation of women, poor groups and indigenous peoples in forestry, as well as to reward forest retention.
- For forest/indigenous peoples, activities that support local-level forest stewards rather than those companies/NGOs that cause major changes in land use (plantations or protected areas).

Again, this suggests the need for a menu-based approach. On the one hand, individual countries or stakeholder groups need to access the support they need most. On the other hand, forestry IGOs and donors need to generate economies of scale by working with a menu of programme areas rather than a limitless variety.

e. Opinion on risks associated with a GFP

There was a strong commonality of views between stakeholder groups and country surveys regarding the risks faced by the GFP idea.

The major risks expressed by almost all groups and country surveys were the related issues of domination and/or exclusion:

- Top-down, centralised driving of the GFP by the World Bank and/or other major international bodies acting alone.
- Co-opting of GFP in-country by corrupt bodies and/or elites.
- Excluding forest-dependent groups, indigenous peoples, women, small enterprises and other marginal groups in favour of government and business.
- Excluding small countries and schemes, and low-forest-cover countries, in favour of large-scale economic projects, major protected areas, plantations and 'Big Forest' countries.

- Ignoring existing international agreements and encroaching on mandates.
- Ignoring local and national sovereignty, rights, plans of action and norms.
- Crowding out existing or future initiatives for action, or diverting resources.
- Reducing diversity in analysis, activities, funding and technical assistance opportunities.

Many stakeholders felt the above risks to be particularly high if the World Bank plays a dominant role in GFP – or if it rushes the GFP's development. NGOs and 75% of all respondents from forest peoples groups, but also respondents in every group and country, felt that if the Bank played too central a role its current business models, conditionalities, perceived bias to business and treasuries, poor record at participation (or at least following participatory processes through), frequent changes in policy, weak forest capacity and resourcing, inability to mainstream forestry in its operations at regional and national levels, and low credibility among forest stewards at local level, would predispose the GFP to these risks. The risks would be very high if an ostensibly broad-based GFP were rushed through without participatory development, especially if it were promoted to meet the Bank's own perceived forestry business needs.

Similar worries were expressed, to a lesser degree, about domination by donors and other international organisations, especially if they pursue the interests of rich countries alone (the Ghana process noting 'the more you pay, the more you have a say'). Domination by large international NGOs was a source of concern among many of the other civil society actors, but also among some governments, while forest peoples and the private sector saw the potential danger that environmental NGOs could dominate the agenda in ways that could be detrimental to their needs.

However, a number of means to manage the risks were suggested, focusing on inclusive and participatory mechanisms. A stakeholder-driven, country-based approach to a global partnership is recommended by many as a way to limit the risks of dominance by international bodies. Creating conditions to favour involvement of indigenous and forest-dependent peoples is a must for many respondents, directly tackling risks of exclusion – not only in the country-driven approach but also in global deliberations of GFP. Many also stress the importance of the World Bank acting on the findings of Mid-term Review of Forest Strategy implementation, to avoid some of the risks of World Bank dominance.

A second group of risks relate to possible inefficiencies associated with a GFP:

- Too much talk leading to lack of focus
- Excessive focus on limited pilots leading to low delivery at the right scale
- Excessive bureaucracy and high transaction costs, with partners putting themselves at the centre of plans and budgets instead of beneficiaries
- Duplication of, diversion from, or merely ignoring existing initiatives
- Institutional rivalry and poor communication among the partners
- Lack of access by real forest stewards to GFP resources and opportunities
- Consequent lack of interest in GFP at national and local level

The above risks were thought to be particularly high if the GFP were to adopt 'UN-style governance'.

Many stakeholders believe that – while it is desirable to involve CPF partners in the GFP, to promote GFP as a response to the UNFF process, and to link GFP to the UN and development assistance community in general – too close a linkage might limit the speed, flexibility, action orientation, and advocacy approach that GFP would need at different times. This would also lead to high transaction costs. The Russia survey highlighted this rather than any risks associated with the World Bank, revealing growing dissatisfaction with 'infinite and empty conversations [where] no resources remain for the real work'. The fear that financial resources would only be available to the well connected (occasionally even those who cause forest problems), rather than local stewards of the forest, was made strongly by the Mozambique process.

None of these risks of inefficiency, on their own, make the GFP idea unviable, but they make it far less interesting to potential investors. Private sector respondents and some donors noted this lack of interest as the strongest risk. Some ideas were presented on improving efficiency, notably through governance linking in local partners and especially civil society and indigenous peoples, building on existing effective partnerships, effective leadership, focus on key value added, ensuring GFP becomes operational soon, communication and management procedures (see below).

A third group of risks, far less commonly expressed, relates to a GFP being too narrow to meet multiple needs, especially by backing inappropriate, unproven or risky ideas, in particular excessive focus on single-issue solutions such as carbon management (stressed by forest peoples).

2.2 Respondent opinions and ideas on how to run a GFP

f. Opinion on possible GFP partners

Many respondents felt that it is difficult to identify particular partners except through a participatory process, to elicit 'buy-in' and to clarify GFP goals. Cautions were raised such as different technical interpretations of the word 'partner'. Some preferred the idea of a broad group of many participants, with a small group of contractually linked partners with a mandate to serve those participants. The World Bank's proposed categories of 'programming, financing and implementing partners' was not found to be particularly helpful, reflecting Bank thinking more than stakeholders' ideas. There were five main types of suggestion for GFP partners:

Balanced: a multi-stakeholder set of partners spanning local to global levels, and covering all major groups (e.g. national government agencies for forestry and environment, donors, development banks, investors, private sector, unions, local government, INGOs, NGOs, scientific and educational institutions, community groups and indigenous peoples). All stakeholder groups proposed variations of this, with some of the country processes stressing that partners should primarily be at national level.

Leaders: a narrower set of individual leaders and progressive organisations to ensure innovation and influence, drawn from the wide multi-stakeholder spectrum so as to reflect the wide range of forest issues. Private sector, research groups and independent individuals proposed this.

Forest-dependents: a more bottom-up set of community groups, indigenous peoples, SMEs, women's groups and other primary rights-holders who thus far have not been centrally involved in global forest initiatives, perhaps organised regionally. This was strongly proposed by many of the country surveys, NGOs and forest peoples' groups.

Networks or convenors: those who represent or help to organise forest stakeholders and those in related sectors, such as forest peoples' groups, Forest Stewardship Council, International Tropical Timber Organisation (ITTO), membership NGOs, forest industry associations, and research networks – to further enrich synergies and connections. Private sector, NGO and research groups suggested this.

The Collaborative Partnership on Forests: with most frequent mention of FAO, ITTO, IUCN, UNEP and the World Bank, plus a few others, which would help the CPF to meet new challenges, notably donors. Government agencies, international bodies and some donors suggested this option, but were clear that CPF should not drive the partnership.

These are not all mutually exclusive, and combinations would be possible depending upon governance arrangements.

Alongside the above, possible specific roles were suggested for:

- *The NFP Facility in FAO, and national nfp focal points* – a planning, coordination and mobilisation role to help the GFP to be demand-driven (suggested by government agencies and some CPF members).
- *Regional partnerships such as Asia-Pacific and Congo Basin* – again, a planning, coordination and mobilisation role (suggested by governments).
- *Engagement of key extra-sectoral players, notably ‘defenders of forests’ in agriculture, poverty reduction and energy* to help ensure mainstreaming (suggested by NGOs and business, as well as many country surveys).
- *Facilitation partners to help develop the partnership and enable it to reflect on progress* – specialised bodies such as The Forests Dialogue or independent, expert groups such as IIED that can act as catalysts.
- *Independent monitoring organisations* – to improve accountability, and to help the GFP face up to failures as well as achievements: Global Witness and FPP were mentioned.

The forest peoples’ survey highlighted the need to prevent certain groups from joining the partnership, notably if their track record suggested they did not uphold agreed partnership principles regarding equity, sustainability, etc (see section on partnership principles below). One of the NGOs suggested that a formal ‘partnership code’ should be negotiated as part of the process of designing the GFP. In contrast, a suggestion from Ghana was that ‘polluters’ should be made to contribute to GFP funds.

Opinions were divided on World Bank roles. A large number felt that World Bank roles were desirable: a GFP would neither take off nor be effective unless it had strong World Bank leadership at very senior levels, with engagement of regional/country heads of the Bank and other development banks to assist in achieving mainstreaming objectives. The majority of government agency respondents, and a large number of other stakeholders, accept a leadership role for the World Bank. Some take this for granted as it appears to be integral to the genesis and purpose of the GFP. Others (from all types of country) positively assert that the Bank should take a lead role, if not necessarily the central role, so that GFP would benefit from several comparative advantages of the Bank:

- Macro-economic and cross-sectoral analysis, influence and ‘door opening’, notably into the worlds of agriculture and poverty reduction strategy.
- Influencing market actors and enabling conditions for pro-poor markets.
- Convening in-country actors including donors and investors, and global actors in helping to develop (if not then manage) the GFP.
- Fund-raising, leveraging other investors and underwriting GFP finances.
- Trustee, financial design and management or oversight.
- Existing niche forest partnerships which can be built upon – Program on Forests (PROFOR), Forest Law Enforcement and Governance (FLEG), and Confederation of European Forest Owners (CEPF) and WB-WWF Alliance.
- Monitoring of progress both globally and in participating countries.
- Applying all of the above to new schemes such as avoided deforestation.

A majority of World Bank Group (WBG) staff believe the GFP could be crafted as an instrument to enhance the Bank’s capacity to implement its mandate, including its Forest Strategy, with better internal mainstreaming of forestry – and in the process exercise global leadership that might bring in others. Many of these believe the Bank should not take a central role – or could not due to a lack of Bank resources and commitment, instead seeing the Bank as playing just one role in a broader-based partnership.

However, many stakeholders in all categories expressed scepticism about the World Bank taking central roles in a GFP, as opposed to some of the specialised roles listed above. In contrast, they suggest that a GFP would better be designed as a stakeholder-based partnership to influence World Bank. The same argument was made about central roles for other CPF partners (below) – the GFP is rather seen as a partnership to influence CPF to make changes that better serve the needs of stakeholders.

Frequent mention was made of the desirability of GFP engaging with FAO, particularly at national level for reasons of credibility, for convening forest stakeholders and for reinvigorating nfps, as well as to engage with the regional forestry commissions. On the other hand, many stakeholders see GFP as a way to influence FAO and other CPF members, helping them make changes needed to be fit for the future, rather than as a collaborative programme run by CPF itself.

Few respondents were highly specific and definite about how they themselves might contribute to GFP. This relates to the fact that the majority of stakeholders called for a more participatory process of developing the GFP, to agree aims and ways of working. Only through such a process can they be confident to offer inputs to a GFP.

However, at least one-third of all respondents, covering most categories, already expressed willingness to contribute, if the GFP were to favourably address their needs. Most government agencies in high income countries are cautious, mainly identifying some of their existing initiatives that could contribute to GFP. Donors were similarly cautious. However, indications of significant donor interest began to emerge when it became clear that IIED's consultation was revealing the possibility of a more bottom-up partnership aimed at helping stakeholders identify and promote best bets for investment and governance change at both national and international levels. Most NGOs, two-thirds of researchers, and many government agencies in low and middle income countries expressed strong willingness to 'implement' GFP actions, offering advice, sharing experience, linking GFP up with existing national and regional initiatives, and (perhaps) taking the funds and other assistance. IGOs did not tend to propose roles for GFP, perhaps waiting to see the outcome of the current assessment and consultation process. Forest peoples proposed a very central role for their own organisations, but only on condition that governance and operation of the GFP becomes a far more 'bottom-up' affair – something they are not confident would happen.

g. Opinion on possible governance of the GFP

Most respondents considered a discussion of GFP governance structures to be premature. Although this assessment/consultation exercise set out with the intention to receive detailed feedback on the World Bank's suggestions for GFP governance, it turned out that most stakeholders had such fundamental opinions and ideas on the purpose, objectives and activities of GFP – and such a variety of opinions and ideas – that discussion of governance was premature for most. A majority said that shaping GFP governance should form a key part of a follow-up participatory process. The form of governance depends on whether GFP becomes the comprehensive, multi-stakeholder partnership that many say is ultimately justified, and whether that will include a global fund/ portfolio financing mechanism, or whether GFP is a narrower affair – a World Bank umbrella or a new thematic partnership around, say, carbon and avoided deforestation.

That said, respondents suggested many useful governance principles and optional elements, with few major differences between stakeholder groups (although country surveys, NGOs and forest peoples tended to emphasise bottom-up decision-making rather more than other groups).

Many suggested that subscription to a set of core governance principles should be central to participation in both developing and operating a GFP, with peer review to ensure that the principles are being adhered to. Governance principles proposed by respondents included promoting a central GFP partnership code, rules and/or declaration as a means to clarify GFP ways of working, attract and unite partners, and avoid conflicts of interest between partner action and GFP action – itself based on the following principles:

- *Objective-led:* Focus on agreeing and clarifying GFP objectives before designing governance structures to implement them.
- *Additionality, but building on existing mandates and capacities:* Partner with bodies with mandates consistent with GFP objectives, e.g. the CPF, and help to better implement these mandates.
- *Light, agile and rapid:* To add real value, decision-making and operational management needs to be more agile than e.g. the UN norm.
- *Performance-based:* To continually make progress, finance flows need to be based on the delivery of outcomes.
- *Transparency and independent monitoring:* Equitable information sharing and accountability to help all partners learn and make decisions, and independent scrutiny to help sustain equity among partners.
- *Representative rather than comprehensive:* Membership should be inclusive, but small in number and able to make decisions – therefore multiple governments would probably be clients of GFP, not drivers.
- *Shared leadership:* Not one organisation at the centre, but a few organisations each contributing their strengths, building a partnership on the principle of comparative advantage.
- *Focus on beneficiaries and voice:* Structure governance around poor countries, poor groups and indigenous peoples (rather than the international forestry establishment or donors), and develop means to correct power imbalances.
- *Decentralised, mobilising many capabilities, but globally coherent:* There needs to be a balance between diverse local and national priorities and global consensus at GFP level – a group of 'reputable persons' and a menu-based approach might help.
- *Separate funding and operational management from strategic decisions:* There needs to be a balance between 'shareholder' and 'stakeholder' elements in governance. Decision-making on overall strategy (as opposed to individual activity) should not be dominated by donors (shareholders).

Some of these principles are easier to implement than others. For example, forest peoples' groups noted the failure to date of most multi-stakeholder processes in forestry to enable local beneficiaries and rights-holders to contribute to decisions.

Perhaps the strongest call was for a GFP to develop new ways of bringing in poor groups and indigenous peoples – or a GFP run by such groups: Many felt that a GFP would take a unique and essential step forward if it brought such groups into the heart of its governance. Increased voting powers for such groups – or alternatively a 'GFP' comprising these groups, and regional and global social movements and their supporters – were proposed by forest peoples' groups (and touched on by the Ghana and Guyana surveys) as a radical alternative to the World Bank's proposal. In any approach to develop a GFP, mechanisms for representation and decision-making by previously marginalised groups is likely to be a major and necessary challenge.

Several suggestions were made for component bodies for GFP governance: Those that were widely proposed by respondents include:

- Governing council (respected leaders from major groups, decentralised, with a revolving chair).
- Consultative groups on key technical themes (wide representation, with more emphasis on poor/indigenous groups and other sectors).
- Secretariat with significant freedom to act (either arm's-length or in the World Bank).
- Multi-agency technical 'squads' to help countries with planning and delivery.
- Broad-based regional or national GFP coordinating committees and contacts with means to communicate locally–globally (stressed by almost all country surveys).
- Independent reviewers (to support results-based programmes and financing) and facilitators (to support planning and learning).

h. Opinion on possible funding of the GFP

The consultation revealed that increasing resource flows to 'pro-poor' SFM, and influencing the heads and terms of such funding, would offer a principal justification for GFP. However, as with issues of GFP governance, most respondents felt that detailed discussion of GFP funding mechanisms was premature in the absence of real clarity on mandate objectives, partners, and links to other initiatives. Few donors (bilateral or private foundations) felt able to offer more than general interest in the GFP idea, rather than specific funding suggestions. Thus funding questions should form a key part of a follow-up participatory GFP development process.

Some useful preliminary suggestions were offered, even though responses to the World Bank's GFP funding proposals were few and/or rather divergent:

- *Portfolio funding mechanism:* There is more support for a portfolio funding mechanism (and/or different funding windows for specific topics) than for a single pooled fund, with many declaring a single pool unviable and potentially harmful (notably donors, international NGOs and WBG staff). The Russia survey suggested it was 'better to search for new funds than concentrate the existing ones'.
- *Catalytic funding:* Funding should focus on catalytic work, often aimed at influencing the policies, plans and procedures of extra-sectoral and non-traditional sources of finance. This might be the sole purpose of a GFP. Alternatively, if it includes a portfolio mechanism, one window/facility should leverage mainstream aid or private investment in-country towards 'pro-poor' SFM.

- *Decentralisation:* Funding needs to be decentralised in some way, e.g. a window to offer basket funds for *nfp* improvement and implementation. This might initially focus on pilot countries.
- *Improved accessibility:* Good information, clear criteria (shared by all donors) and other means to improve accessibility would be needed to tackle the problem of difficult stakeholder access to funds. The Guyana survey suggested ‘the first claims to funds should be those who live in the forest’.
- *Central service funds:* Some funds should be retained centrally to commission analytical and monitoring and evaluation (M&E) work, and to support information exchange on supply and demand of funding and investment.
- *World Bank funding role:* A majority would welcome a significant role for the World Bank in fund-raising, contributing its own funds, and designing portfolio and other finance mechanisms. However, this is not welcomed by forest peoples’ groups, highlighting ‘contradictions’ between GFP aims and Bank business models; many others would also not want the Bank to have sole control over a single (pooled) fund.

Several financial dilemmas were also identified:

- *FCPF roles:* Some donors suggested that the GFP, at least initially, would command a smaller fund than the FCPF. This means that the GFP might have little traction over the FCPF. This needs to be corrected – the question is how? Perhaps through countervailing financial weight, through informational influence, through direct roles in FCPF governance, or through garnering stakeholder credibility?
- *Funding as a distraction:* Some donors noted that the promise of a ‘global forest fund’ continues to distract attention from the many non-finance challenges (particularly governance) that are a higher priority in forestry. However, other respondents concurred that finance is not always the biggest constraint; they felt that it was now time – post-NLBI – to develop a finance mechanism, especially as finance has not flowed at adequate rates to beneficiaries.
- *Partnership vs. fund:* Some NGOs noted that there would be tensions between GFP as a broad partnership and GFP as a funding mechanism. The compromise might be for the partnership to focus on generating and promoting good cases for (other) funds to invest.

i. Summary of overall stakeholder reaction to the GFP idea

The table below summarises the responses given to question 14 of the questionnaire, which was aimed at capturing a synthesis of the views. Less than half of the total number of respondents provided answers to these questions. These answers show a trend towards agreeing with the broad GFP idea, notably as a way to improve the World Bank’s role in forestry. However, some of those who did not respond were the most critical of the proposed GFP. In addition, a significant number said they could not respond because their views would depend on the extent to which their concerns, as expressed in the interviews and questionnaires, would be addressed in future planning and design work.

The findings

The Bank's GFP proposal is likely to...	Strongly Agree	Agree	No Comment	Disagree	Strongly disagree
1. Improve empowerment of forest-dependent stakeholders	17	52	12	17	4
2. Support country-driven policies and plans for forestry poverty reduction and the environment	24	48	14	16	3
3. Add value to existing international initiatives in forestry, poverty reduction and environment	28	50	14	11	3
4. Improve the World Bank's forestry roles	35	51	16	6	2
5. Be a good means of channelling and harmonising a variety of financial sources for forests	20	51	20	10	6

2.3 Lessons for developing a gfp from IIED's review of partnerships

Respondents' opinions have strong resonance – and few fundamental differences – with the major lessons that emerge from the literature on forest and related partnerships. Annex 5 explores that literature, which is summarised in the box below. Both respondent opinion and evidence from the literature should be treated as key resources for a possible participatory development of a gfp. Together, they suggest the possible value of a gfp in enabling effective decentralised action, by linking and supporting multiple initiatives in-country and globally.

Key partnership elements	Main lessons for gfp
Partnership design	<ul style="list-style-type: none"> • <i>Power</i>: Resilient partnerships address any initial power imbalances that weight decisions against particular members – but this requires concerted effort and cannot be assumed • <i>Comparative advantage</i>: Efficient partnerships delegate key roles to partners or others with the best ability, agree on partners not exercising unsuited roles within the partnership, and seek synergies • <i>Purpose</i>: Clear, specific and purposive goals are needed to assure functionality and additionality to that of individual partners • <i>Niche</i>: Too few global forest partnerships involve the Southern and forest-dependent stakeholders who are critical to forestry success
Process of partnership constitution and evolution	<ul style="list-style-type: none"> • <i>Participatory development</i>: An exploratory or development group can help to refine the goals and principles of the partnership • <i>Independents</i>: Trusted intermediaries who have access and credibility to different stakeholders – and who can link global and grass roots levels can help facilitate partner engagement and symmetry • <i>Inclusion and transparency</i>: Attracting the right partners and agreeing the right goals are assured through an open approach • <i>Deliberation and learning</i>: The development process needs to explore and test the range of managerial and political possibilities – the choice itself affecting who the partners will be • <i>Launch events</i>: These give partnerships legitimacy and visibility, best used to confirm an agreed partnership following the above process

Key partnership elements	Main lessons for gfp
Governance structures and principles	<ul style="list-style-type: none"> • <i>‘Stakeholder’ forms of governance:</i> An emphasis towards ‘stakeholder’ governance will be needed to address weaknesses in existing international arrangements biased to ‘shareholder’ governance • <i>Donor roles:</i> However, even a stakeholder model can benefit from involving progressive donors prepared to adhere to its principles • <i>Precedents:</i> The ‘wiring’ for a new partnership may well exist in existing formal or informal partnerships, which can be built on • <i>Negotiated approach:</i> Broadly agreed rules are essential to define leadership, accountability to membership and membership criteria. This will take time, even if it builds on best-practice precedents • <i>Symmetry:</i> It is key to develop this, even if the initial partnership ‘drive’ comes from a few partners. Language translation, travel support, time to consult, and involving local rather than international NGOs can help • <i>Representation:</i> Strong and deliberate processes and resources are needed to ensure fair representation in leadership and membership from indigenous peoples’ CBOs and small enterprise • <i>Secretariat:</i> Take care to avoid a secretariat hosted by one partner having to respond as much to that partner as to the partnership • <i>Seven principles:</i> of good governance apply equally to partnerships and can be used in structuring them: legitimacy, accountability, responsibility, fairness, transparency, efficiency, and probity
Instruments	<ul style="list-style-type: none"> • <i>Interactions:</i> It is the quality of dialogue, action, learning processes, coordination and reducing insularity that will shape success • <i>Communications:</i> Such activities are central – holding the partners together internally and expressing the partnership ‘offer’ externally. Much more can be done through innovative ICT and media • <i>Innovative stakeholder diagnostics and pilots:</i> Inter-disciplinary methods can link partners and produce new ideas and activity menus • <i>Joint funds and planning sessions:</i> Can help make the shift from partners operating separately to working together • <i>A robust monitoring system:</i> Tracking the outcomes of partnership impacts on institutions and financial mechanisms can help to spread more effective activities • <i>Regular events:</i> These help to orientate and energise partnerships



Key partnership elements	Main lessons for gfp
Performance	<ul style="list-style-type: none">• <i>Simple solutions, especially at local level:</i> Broader and more grassroots engagement, aimed at finding the simplest ways forward, is more likely to generate an attractive menu that spreads through demand• <i>Act globally, too:</i> Facilitation of wider mobilisation for change in international institutions and funds may deliver greater benefits than limited local interventions or agreements between experts• <i>Magnification:</i> A good partnership will ‘scale up’ – by identifying, mobilising, improving or forging other partnerships, and improving meta-governance of the sector• <i>Partner institutional change:</i> Partnerships should also change the partners themselves – a step-by-step institutional change process• <i>Incentives:</i> Among partners, incentives for good practice and disincentives for bad practice help to nurture political will to build on what is working and tackle what is not• <i>Monitoring:</i> M&E should be separate and independent from those of the constituting partners – and use stakeholder-driven criteria

2.4 A look at the ‘map’ of international forest initiatives

After the main consultation process was completed, the IIED team took the additional step of making a rough assessment of the range, roles and associated strengths and weaknesses of initiatives internationally that already cover some or all of the ground that a potential gfp might cover. The idea was to help further indicate how gfp might best be shaped to find its niche and optimise impact in the most needed areas, and avoid duplication and dilution of existing effort. The observations made would thus provide food for thought in the process of developing gfp. Full details are in Annex 6.

The approach taken was to:

- Identify and list global, regional and trans-country initiatives that currently cover some of the ‘ground’ thus far identified (see section 3) for the potential gfp.
- Offer a general assessment of the relevance and strength of these initiatives in their work on this ground and make observations and suggestions about: the potential ground which is least populated and thus possibly in need of most effort from the gfp and the initiatives with which the potential gfp might best partner and seek to build further capability.

The following statements of potential added value of a gfp (further developed in Section 3) were used as the basis of this rough assessment:

1. *A partnership that empowers forest stakeholders.*
2. *A partnership that makes real connections within the forest sector and across other sectors.*
3. *A partnership that brings global public goods (GPGs) ‘down to earth’.*
4. *A partnership that improves the quality and quantity of forest and extra-sectoral investment.*

The IIED team then developed the matrix below, drawing from the information on the initiatives developed and their own experience to make an assessment of each initiative’s impact (absent, low, medium or high) on the areas of potential gfp added value. *This assessment is thus highly subjective – it reflects the opinion of the IIED team alone. It offers an indicative picture of the scene at best, and should not be taken too seriously. We offer it merely as food for thought.*

Notes for the following matrix:

Blank = Absence of evident impact

* = Low impact

** = Medium impact, or high impact but in a small number of countries

*** = High impact in a large number of countries

- Initiatives are arranged alphabetically within each main category – not in any order of priority.
- ‘Other initiatives’ rows are attempts to assess the impact of other initiatives in each of the main categories that are not picked out individually.
- ‘All initiatives’ rows are an attempt to give an overall assessment, relative to the entire global forestry scene, of the strength of the initiatives in each of the main categories.

GLOBAL, REGIONAL AND TRANSNATIONAL FOREST-LINKED INITIATIVES	Initiatives' strengths in relation to potential gfp added value			
	Empowerment focus	Real connections and cross-sectoralism	GPGs brought down to earth	New forest investment
UN agency initiatives				
FAO Forestry Department	**	***	**	***
• Nfp Facility	*	**	*	**
• FAO Regional Forestry Commissions	*	**	*	**
• The Mountain Partnership		*	*	
International Labour Organisation (ILO)	**	*		
ITTO	*	**	**	***
• International policy	*	**	**	**
• Field projects and capacity	**	**	**	**
UN Development Programme (UNDP)	*	*	*	*
• MDG Carbon Facility			*	*
• Equator Initiative	**	*		
UN Environment Programme (UNEP)	*	**	**	*
• World Conservation Monitoring Centre		*	**	
• Carbon Sequestration and Land Use, Land Use Change and Forestry		*	**	*
• Indigenous Peoples Network for Change	*			
• Poverty Environment Initiative	*	*		
UN Economic and Social Commissions				*
UN Educational, Scientific and Cultural Organisation (UNESCO)	*	*		
UN Research Institute for Social Development (UNRISD)	*			
Other UN agency initiatives		*		*
<i>All UN agency initiatives</i>	*	**	*	**
UN convention initiatives				
Convention on Biological Diversity (CBD)	**	*	**	
Convention on International Trade in Endangered Species (CITES)		*		
Global Environment Facility	*	**	***	**
Ramsar Convention on Wetlands			*	
UN Convention to Combat Desertification (UNCDD)		*	*	
UN Framework Convention on Climate Change (UNFCCC)	*	*	***	**

The findings

GLOBAL, REGIONAL AND TRANSNATIONAL FOREST-LINKED INITIATIVES	Initiatives' strengths in relation to potential gfp added value			
	Empowerment focus	Real connections and cross-sectoralism	GPGs brought down to earth	New forest investment
UN initiatives continued				
UN Forum on Forests (UNFF)	**	***	***	**
Other UN convention initiatives	*			*
<i>All UN convention initiatives</i>	*	*	**	*
Multilateral bank initiatives				
African Development Bank		*	*	**
Asian Development Bank		*	*	**
Inter-American Development Bank		*	*	**
International Finance Corporation				***
World Bank		**	**	***
• Programme on Forests (PROFOR)	*	*	*	*
• Forest Law Enforcement and Governance		**		
• WB-WWF Forest Alliance		*	*	*
• Critical Ecosystems Partnership Facility		*	**	**
• Forest Carbon Partnership Facility + Biocarbon Fund			**	***
• Climate Investment Funds (proposed)				***
Other multilateral bank initiatives				**
<i>All multilateral bank initiatives</i>		*	*	**
Government initiatives				
African Timber Organisation		*		*
Alliance of Small Island States		*		
Asia Forest Partnership		**		*
Association of South-East Asian Nations		*		
Central Africa Forests Commission (COMIFAC)		*		
Congo Basin Forest Partnership		*	*	*
Forest Law Enforcement Governance and Trade initiatives	*	**		
Southern Africa Development Community		*		
Other government initiatives	*	*		*
<i>All government initiatives</i>		*		

GLOBAL, REGIONAL AND TRANSNATIONAL FOREST-LINKED INITIATIVES	Initiatives' strengths in relation to potential gfp added value			
	Empowerment focus	Real connections and cross-sectoralism	GPGs brought down to earth	New forest investment
Private sector initiatives				
ClimateCare			*	
Coca-Cola Watershed Programme			*	*
Extractive Industries Transparency Initiative		*		
Forest Philanthropy Network				*
HSBC Bank			*	**
Inter-African Forest Industries Association (IFIA)		*		
International Technical Tropical Timber Association (ATIBT)		*		
Roundtable on Sustainable Palm Oil		*		
Round Table on Responsible Soy Association		*		
The Forests Dialogue		*		
World Business Council for Sustainable Development		**	*	*
Other private sector initiatives		*	*	**
<i>All private sector initiatives</i>		*		*
NGO and research organisation initiatives				
African Forest Forum		*		
African Forestry Research Network		*		
AideEnvironment		*		
CARE International	*	*		
Center for International Forestry Research (CIFOR)	**	***	**	**
Central American Community Agro-forestry Indigenous and Peasant Co-ordination Association (ACICAFOC)	**			
Chatham House		*	*	
Commonwealth Forestry Association		*		
Conservation International	*	*	**	***
European Tropical Forest Research Network		*		
Forest Peoples Programme	***	*		
Forest Stewardship Council	**	*	*	*
Forest Trends	**	**	***	**
FORMA Project			*	
Friends of the Earth	**	**	**	

GLOBAL, REGIONAL AND TRANSNATIONAL FOREST-LINKED INITIATIVES	Initiatives' strengths in relation to potential gfp added value			
	Empowerment focus	Real connections and cross-sectoralism	GPGs brought down to earth	New forest investment
NGO and research organisation initiatives continued				
Global Alliance of Community Forestry	*			
Global Bioenergy Partnership		*		
Global Forest and Trade Network		*		**
Global Forest Coalition	*	*		
Global Forest Watch		*		
Global Witness	***	*		
Greenpeace	**	**	**	
International Alliance of Indigenous and Tribal Peoples of Tropical Forests	*			
International Centre for Integrated Mountain Development (ICIMOD)	*	*		
International Center for Tropical Agriculture (CIAT)	*	*		
International Forestry Resources and Institutions (IFRI)		*		
International Institute for Environment and Development	*	**	*	*
International Institute for Sustainable Development		**	*	*
International Model Forests Network	*	**	*	*
International Small Group and Tree Planting Program (TIST)	*		**	
International Union for the Conservation of Nature (IUCN)	**	***	**	*
• Livelihoods and Landscapes	*	**	*	
• Climate Change and Development			*	
• Commissions (on Protected Areas, Species Survival, Ecosystem Management, Env-Econ-Social Policy)		*		
International Union of Forest Research Organisations (IUFRO)		*	*	
Katoomba Group		*	***	***
Mountain Forum		*		
Overseas Development Institute	**	*		
Partnership for Principle 10	*			

GLOBAL, REGIONAL AND TRANSNATIONAL FOREST-LINKED INITIATIVES	Initiatives' strengths in relation to potential gfp added value			
	Empowerment focus	Real connections and cross-sectoralism	GPGs brought down to earth	New forest investment
NGO and research organisation initiatives continued				
Plan Vivo Foundation	*		*	*
Prince's Rainforest Project	*	*	*	**
Programme for the Endorsement of Forest Certification (PEFC)		*		*
Pro-Natura			*	
Rainforest Alliance	*	*	**	**
Rainforest Foundation	**	*		
Rare	*	*	*	*
RedForestal	*			
Regional Community Forestry Training Centre for Asia and the Pacific (RECOFTC)	**	*	*	
Rights and Resources Initiative	***	*		
South Pacific Regional Environment Programme		*		
The Nature Conservancy		*	**	**
Tropenbos		*	*	
Tropical Agricultural Research and Higher Education Center (CATIE)	*	**	*	
Tropical Forest Trust		*		**
Vulnerability and Adaptation Resources Group	*		*	
Wildlife Conservation Society		*	**	**
Woods Hole Research Center		*	**	
World Agroforestry Centre (ICRAF)	*	**		
• Rewarding Upland Poor for Environmental Services	*	**		
World Rainforest Movement	**	*		
World Resources Institute	*	**	***	*
• The Access Initiative	**	*		
World Wide Fund for Nature (WWF)	**	**	**	**
Other NGO and research organisation initiatives	**	**	**	
<i>All NGO and research organisation initiatives</i>	**	**	*	*
ALL INITIATIVES	*	**	*	*

Observations and suggestions from assessing the map of international forest initiatives:

- There is a great deal going on internationally of significant relevance, but relatively few initiatives are having high impact in the areas thus far identified as those of potential added value for the gfp. Thus the proposed emphases for the gfp according to the consultation findings are further supported by this rough assessment.
- Proliferation of forestry initiatives currently seems to be greatest in the private and NGO sectors, but it is notable that within the private sector there seems to be relatively little yet of a transnational nature that has made an impact in the areas examined.
- Many initiatives listed in the matrix are having high impact in other aspects of forestry but not in these areas of potential added value – thus there could be an opportunity for them to be ‘drawn in’ so as to have greater impact in these areas
- International initiatives that may have much to offer and gain from involvement in the type of gfp outlined – those with current strength or ‘up-and-coming’ impact – include the following:
 - on empowerment focus – Forest Peoples Programme, Rights and Resources Initiative, Global Witness, Central American Community Agro-forestry Indigenous and Peasant Coordination Association (ACICAFOC), The Access Initiative, Regional Community Forestry Training Centre for Asia and the Pacific, Forest Stewardship Council and International Labour Organisation;
 - on real connections and cross-sectoralism – FAO, UNFF, CIFOR, IUCN, International Model Forests Network, Tropical Agricultural Research and Higher Education Center (CATIE), World Business Council for Sustainable Development and the Forest Law Enforcement Governance and Trade initiatives;
 - on localising GPGs – Global Environment Facility, UNFCCC processes, the Katoomba Group, World Resources Institute, Rainforest Alliance, International Small Group and Tree Planting Program (TIST), Greenpeace and UNEP;
 - on new investment – World Bank, IFC, Conservation International, Forest Carbon Partnership Facility, Climate Investment Funds, Tropical Forest Trust, Global Forest and Trade Network, African Development Bank and ITTO.
- Initiatives involving a range of international partners focused on one country (e.g. the Liberia Forest Initiative and the Forest Sector Support Programme Vietnam) are not included in the above matrix but catalysing more such initiatives may represent a key means by which a gfp could add value.
- The matrix gives little indication of the interconnections within and between initiatives. Many initiatives are listed as one institution but involve many others. Intra-initiative connections are taken into account to some extent in the assessment of impact – but connections between initiatives are not. Drawing out more effective ‘maps’ of these connections could be usefully done in a development phase of gfp.

In conclusion, this rough guide to international initiatives lends further weight to the assessment from the consultation findings that a gfp along the lines proposed could be a very useful development. If further development is supported, a more detailed exploration using this initial guide would help the gfp to become as focused as possible in targeting action where it can have greatest impact.

3. IIED's recommendations

The findings summarised in section 2 confirm that there is a need and an opportunity to develop a new forest initiative with global ambition, if clear principles such as additionality, stakeholder focus, comparative advantage and learning are followed.

The great majority of stakeholders have stressed to IIED that to continue with the *status quo* is not a desirable option for the future of the world's forests and forest-dependent people. Tackling deforestation and forest degradation is an urgent priority, and requires much more action and resources from a very wide variety of stakeholders. While many good initiatives are under way, the prospects for making a major leap forward in progress are daunting. The collective strength of transnational initiatives is still low and the success of current global forest initiatives is still modest. The diversity and magnitude of many of the challenges facing forest stakeholders, and the overall weakness and scarcity of effective institutions and resources that potentially could rise to the challenges, suggest that a bottom-up, networked approach is needed.

Such a bottom-up, networked approach would aim at:

- *Empowerment* of forest stakeholders, notably the primary stewards of forests.
- *Linking partners* better to each other and to international sources of support.
- *Coordination* of forest-related global and regional initiatives to ensure effectiveness, efficiency and diversity.
- *Identification and learning* about 'what works' for tackling deforestation and forest degradation and about blocks to further progress.
- *Constructive advocacy* where stakeholders are clear about what needs to change in forest and extra-sectoral policy, nationally and internationally.
- *Investment* of substantial new effort and finance where stakeholders are clear on needs and the best bets to fill them.

This 'peoples forestry' approach – a fully-fledged, multi-stakeholder forest partnership aiming for global spread – would both rehearse, and pave the way, for the kinds of multi-stakeholder, multi-sector institutions that are needed in the decades to come if forests and forest stakeholders are to thrive. It would have to be rooted both in in-country realities and also in international policy, helping stakeholders to bridge the local-to-global gap. This is not an easy task, but it is timely to embark upon it soon. We explore an approach to the process of developing such a partnership, in section 3.2 below.

Prior to this, IIED wishes to make a supplementary recommendation, arising from the concerns of a majority of respondents. This is about the critical need to improve the capability of international institutions in the forest sector, notably the World Bank and other members of the CPF, but also other UN institutions and indeed international NGOs. Although engagement with (rather than driving of) a global forest partnership might itself contribute to improvements in these international institutions, a variety of other processes and activities will also be needed. To go into detail is beyond the scope of the current report, but some outline suggestions are made at 3.1 below, before returning to our main recommendation for a global forest partnership at 3.2.

3.1 Improved capability of international institutions in the forest sector – notably the World Bank and others in the Collaborative Partnership on Forests

It is clear from the consultation and assessment that stakeholders want to see changes in international institutions in the forest sector. These changes are needed whether a gfp is developed or not. International institutions stand to gain new impetus in their forestry work if a gfp can be effectively developed. Yet, without key reforms, their credibility and effectiveness in this new work will be questioned. With a gfp development process emerging at a time of great flux in international policy frameworks on climate change, energy and food production, and biodiversity and forests, there is likely to be both new opportunity for international institutions and increased scrutiny of them.

While it is not the business of this consultation and assessment to make comprehensive recommendations on international forestry institutions, the World Bank in particular invited attention through the process – by proposing the GFP idea as a response to its own Forest Strategy and by seeking views on its own role. The following recommendations are therefore aimed at the Bank's processes and mechanisms rather than its thematic priorities in forests – i.e. not what it works on, but how it works on it. In addition to the consultation findings these recommendations draw on other material that addresses the Bank's forestry capability and approach, notably the Mid-Term Review of the Bank's Forest Strategy, the deliberations of its External Advisory Group, and reviews of other international initiatives. Although focused primarily on the World Bank, the thrust of some of the recommendations are likely to apply to other international institutions, notably those that sit alongside the Bank in the Collaborative Partnership on Forests.

Updated Forest Business Plan for the World Bank Group

Both the changing operational environment and the prospects for implementation of necessary improvements in Bank operations call for updating the Business Plan of the 2002 Forest Strategy. This should be initiated without delay, not least because improved capacity is essential if the Bank is to play its potential role within a gfp (see section 3.2). An updated and implemented WBG Forest Business Plan would establish priorities and links between the following activities:

1. Improved coordination and harmonisation of forest partnerships and forest financing arrangements.
2. Incentives and other means for mainstreaming forests into country and regional strategies.
3. Removal of contradictions created by action in other sectors affecting forests.

In each of these, the Business Plan would treat forests not solely as technical issues concerning economic resources, but also as governance issues connected to the rights, knowledge and resources of forest-dependent stakeholders.

Improved coordination and harmonisation of forest partnerships and forest financing arrangements

Forest-related global programmes of the World Bank: The Bank's forest-related global programmes are by definition overlapping. Their effectiveness should be improved – primarily by harnessing synergies:

1. Establishing a joint planning and review mechanism and budget among all the forest-related programmes (e.g. including WB-WWF Alliance, CEPF, etc).
2. Exploring options for integrating PROFOR and FLEG since they are closely compatible on some key cross-cutting issues.
3. Exploring options for integrating the Central Forest Team and the Forest Carbon Team to ensure coherent and consistent approaches, and efficiency in forest carbon financing mechanisms.
4. Harnessing the mutually compatible roles of the Bank and GEF in developing and implementing new financing mechanisms.

International Finance Corporation (IFC): The present IFC–Bank approach to cooperation on forests, based on informal consultations and personal relations, is inadequate and should be overhauled, with a shared institutional strategy for engagement in country and project interventions.

Multilateral Investment Guarantee Agreement (MIGA): The Bank should explore opportunities to enhance MIGA's role in implementing the Forest Strategy, including, for example, MIGA's recently started SME guarantee facilities, as well as provision of guarantees for insurance schemes against forest fires and other natural catastrophes.

United Nations Forum on Forests and other intergovernmental institutions: The Bank should continue to contribute to the UNFF's future work including through its participation in the CPF as the lead agency for economic aspects and financing, where the Bank has a clear comparative advantage. The Bank needs to engage better in other international fora when they make policy decisions or implement programmes that have significant impacts on forests (e.g. UNFCCC/Kyoto Protocol, UN Convention to Combat Desertification/Global Mechanism, World Trade Organisation, ITTO, CBD and various regional forest-related partnerships).

Climate change funds: Future activities financed through the Bank's various existing and emerging schemes (such as the Clean Technology Fund, which also deals with bioenergy, and the Environmental Transformation Fund) will have both positive and negative impacts on forests, such as land use changes associated with growing demands for biofuel crops and wood energy. The Bank should ensure that sustainability impacts are considered early in fund design and that best practice forestry thinking for sustainability and livelihoods is installed.

Forest investment funds: The Bank should play an active role in the development of forest-related investment fund(s) to complement climate change financing mechanisms by helping to ensure they are shaped by forestry best practice. This should include measures to ensure that the rural poor and indigenous peoples are not negatively affected by these instruments and that they share respective benefits. Forest investment fund(s) will need to improve access to finance, technical assistance, and markets for sustainable forest management for communities, landowners, SMEs and other investors. In implementing the new financing instruments for forests, the Bank's role should be crafted around its comparative advantage (fiduciary role, instruments for maintenance of global public goods, capacity to influence macro level and inter-sectoral policy design in client countries, leveraging the Bank's other instruments, and implementer of selected activities).

Forests External Advisory Group (EAG): The EAG should continue to focus on providing strategic guidance for the Bank's global forest related programmes. It obviously cannot replace the Bank's regular monitoring or evaluation function. The Bank should include a member with knowledge of the private sector at both large and small scales and increase the frequency of meetings to deal with the expected increase in demand for strategic advice. However, the EAG alone would not be enough to broaden the Bank's interface with its key stakeholder groups: policy fora could also be organised, in cooperation with EAG, to examine critical issues related to the lending programme at country, regional and international levels.

Means for mainstreaming forests into country and regional strategies

World Bank Forest Anchor and Country Assistance Strategies: The Anchor's role as a service body for regional and country departments should be clarified and strengthened, so as to effectively meet internal demand with reduced transaction costs. An increase in the technical staff in the Anchor and some regional departments will be necessary. The Anchor with country and regional departments should strive for a more effective mainstreaming of the Bank's Forest Strategy in CASs particularly through participatory approaches in those countries where forest resources are of key importance for poverty alleviation, conservation of environmental services and/or economic growth.

Forest champions and awareness activities: The Bank should make efforts to improve awareness among regional and technical management of the Bank on the contribution of forests to poverty alleviation and their role in producing global, regional and national public goods. Champions in the Bank's top management tiers should be installed and supported to spearhead these efforts.

Staff incentives: The Bank should revise the incentives in practice experienced by staff in addressing the specific characteristics of forest projects. This is long overdue, as it has been called for by various reviews and evaluations since the 1990s. Grant funding to cover the costs of analytical work, and various demand creation activities, would offer the most appropriate incentives to increase the project pipeline and to improve project quality. Adequate resources should be allocated for the supervision of forestry projects in cases with significant cross-sectoral issues, where high transaction costs can be expected.

Poverty Reduction Strategies: The Bank should further encourage countries to integrate forest issues in their planning processes, so as to realise the potential offered by forest resources for poverty reduction and to manage the impacts of national economy-wide development strategies and programmes on forest ecosystem services and forest-dependent poor people. Key activities would include supporting forest-related consultative and analytical work necessary for the preparation of effective PRSs, including at decentralised levels, and for contributing to the 'peoples diagnostics' anticipated in a gfp development process (see section 3.2).

Knowledge management: The Bank should strengthen its knowledge management on forests to improve integration of lessons of experience, and sound treatment of uncertainties and risks, in activity design and implementation. A clear strategy is needed for such forest-related knowledge management, including effective exchange both internally (between the Anchor and the regional departments) and externally. Design of the strategy should consider both Bank-specific needs and resources, and the activities of other international actors in this field to avoid duplication.

Removal of contradictions created by action in other sectors affecting forests

Development Policy Loans (DPL): The Bank should identify potential forest impacts of DPL operations early in the project planning process. This is particularly important in countries where forests are significant for livelihoods, economic growth and ecosystem services, and/or where deforestation rates are high. Design should include procedures for swiftly adjusting operations or taking additional safeguard action to address unexpected impacts, as well as realising opportunities for synergy.

Safeguards: There are several areas where Bank action in other sectors – notably agriculture, energy and infrastructure – has created contradictions with Bank forest policy. The Bank should provide further guidance and training in applying its safeguards related to forests (including DPL, infrastructure and other projects with impacts on forests) covering both the due diligence process and project implementation. Management and staff training should clarify how to apply social, indigenous peoples and environmental safeguards not only to avoid risks, but also to effectively contribute to the quality of project design and implementation. The new Forests Sourcebook is a key resource. Training should be extended to client counterpart staff to increase understanding of the purpose of safeguards, foster ownership of them, and build country safeguard systems in the spirit of the Paris Declaration. A forest safeguard specialist should be assigned to the Anchor to provide necessary backstopping for regions.

In all, the agenda proposed above to the World Bank – and the comparable challenge it poses for other CPF members and international agencies – calls for a decisive response to increasing demands for greater responsiveness to changing dynamics affecting forests and livelihoods, and to diverse stakeholder perspectives and needs. This means being better informed, better resourced and better linked so that forests are mainstreamed into development decisions and stakeholders are better served.

3.2 'People's forestry' – a multi-stakeholder forest partnership with global ambitions

Many respondents in this consultation have asserted that the establishment of a broad, representative and effective global forest partnership or some other arrangement is highly desirable – but only if it is the jointly 'owned' product of those who have an interest in becoming lead partners in a gfp, and also shaped by others who may be supported in other ways by a gfp as 'clients' or participants. It should be the outcome of a thorough and credible process of participation, negotiation and gradual build-up, involving all categories of stakeholders and taking into account the issues, opportunities and concerns that have been expressed in this assessment. Appreciating the energy that the WB has brought to the idea to date, many believe that the WB should strengthen its current consultative approach to GFP by helping to enable a participatory gfp development process.

While the full design of such a gfp cannot be done in the absence of such a process, it is possible to identify some preliminary characteristics which the design process should consider seriously.

Rationale for a global-level partnership on forest issues

The rationale for a partnership that links local, national and global players in tackling linked forest problems can be summarised as:

- *Forest degradation and deforestation continues at a rapid pace*, leading to suffering of forest-dependent groups as well as loss of global public goods.
- *The value of sustainably managed forests needs to increase* in relation to alternatives, encouraging more secure delivery of forest ecosystem services, and increased levels and equity of livelihood benefits obtained from them.
- *Extra-sectoral pressures on forests need to be managed effectively*, notably the surges in demand for, and agreements and investments in, food, biofuels and carbon storage.
- *Forest products investment and markets need to be transformed* to promote supplies from legal and sustainable sources.
- *Deep issues of forest governance and forest justice need to be collaboratively addressed* at global to local levels.
- *Marginalised forest-dependent stakeholders need adequate rights to access, use, manage and benefit from forests*, and stronger voice and access to national and global processes.
- *Countries need improved capacities to 'mainstream' forests into development*, to engage the right stakeholders, to manage forests sustainably, to attract investment to SFM, and to influence global regimes.
- *Global and regional forest processes and institutions need to benefit from the participation of forest-dependent stakeholders*, to shift to action, to learn, to become better linked, to individually improve and collectively strengthen.
- *Investors need to make significant quantitative and qualitative changes to sustain both forest goods and services and those of agriculture, energy, infrastructure, etc.*
- *Actors in the forest sector need to combine energies, with an increasing sense of urgency, in moving from talk, to influence, to action.*

Tentative purpose of a gfp

At this stage, the tentative purpose may be best expressed as a vision that a participatory gfp development process will wish to interrogate and revise, e.g.:

People's forestry: empowering stakeholders to improve livelihoods and ecosystem services through collaborative local, national and international initiatives and supportive investment.

Potential added value of a gfp

The major outcome of a gfp could be expressed in terms of accelerated, more efficient and more equitable work to reduce deforestation and forest degradation. But it could also be expressed in much more positive terms as in-country stakeholders generating and sharing a *vision* for the use of forests under contemporary and changing circumstances, and developing and/or acquiring the resources and capabilities to achieve that vision. There are already several forest initiatives, including partnerships, set up to help in similar ways at national and international levels. Some – but not all – are effective (as the 'map' in section 2.4 reveals), and respondents have been clear that any new form of partnership would have to show real added value by (a) recognising and supporting those initiatives that work, while (b) providing extra impetus in key areas. IIED therefore identifies value added possibilities for a gfp in:

1. *A partnership that empowers forest stakeholders.* Helps all in the forest sector to recognise and improve the rights, powers and capabilities of stakeholders who are dependent on forests (notably marginalised groups); to mobilise them in making key decisions about forest and institutional futures locally, nationally and internationally; and to support their action in the forest.
2. *A partnership that makes real connections within the forest sector and across other sectors.* Helps forest stakeholders to become better linked to a wide variety of knowledge, capacity-building and finance networks and institutions; and makes forestry a collaborative, better coordinated, accountable and cross-sectoral enterprise with sound landscape, macro-economic and societal perspectives – ensuring the mainstreaming of forest issues to improve key decisions at macro level and in other sectors, and their coherence.
3. *A partnership that brings GPGs 'down to earth'.* Identifies, develops and/or applies practical and feasible mechanisms to sustain GPGs generated by forests (including climate change mitigation and adaptation, biodiversity protection and watershed conservation) in diverse national and local contexts – moving beyond 'niche' GPG projects to ensuring the range of forest ecosystem services is integral to forest policy and practice, with equitable cost/benefit-sharing.
4. *A partnership that improves the quality and quantity of forest and extra-sectoral investment.* Through the above, improves the knowledge and confidence of investors to make very significant quantitative and qualitative investment changes to sustain forests alongside agricultural, energy, infrastructure and other needs. This could catalyse consequent public and private resource flows towards tangible investments in forests and forest stewards, and improved investments in other sectors. For example, in some countries this might involve supporting the analysis, planning and governance improvements required for REDD, shaping the additionality to be provided by new climate funds. At international level it might mean identifying a 'menu' of investment options that emerge from several countries as best-bets.

If the major outcome of a gfp would be a reversal of forest degradation and deforestation, shifting towards achieving a positive vision for forests, a fifth outcome of solid progress on the above would be strength and

preparedness to reform international institutions. *Catalysing resilient international 'forest sector' institutions for the 21st century* thus becomes a real prospect, improving their responsiveness, effectiveness, credibility and hence influence on other international organisations. Such an institutional change task will not be easy, not least because many international organisations have inflated beliefs about their current effectiveness in the above areas of added value. But if useful institutional reform can be given some momentum, gfp development would work in the spirit of the donors' Paris Declaration to improve stakeholder (not just 'country') ownership of initiatives and alignment of international support. A gfp development process (see below) should sharpen these potential areas of value added and express them in operational terms.

Suggested principles for developing and running a gfp

The idea of a set of principles defining how things should be done, and made practical in both the development of the gfp and in all its operations, emerged strongly from the consultation and assessment. Experience in recent years has proven the value of several principles in supporting governance for sustainable development, and many of them were identified by respondents as key to guiding gfp development (section 2). We suggest that partners should commit to a set of core principles on joining the partnership and should have their progress in adhering to those principles collectively tracked and assessed. The following initial principles could be explored and agreed in the process to develop the gfp, including attracting interested parties, conducting initial in-country and international work, as well as structuring the governance, work plan, operations and monitoring of the gfp:

1. *Inclusive* – of forest stakeholders, locally initiated activity, initiatives aimed at global public goods, and a wide range of knowledge traditions, science and technology – offering equitable opportunities to contribute.
2. *Transparent* – publicly open about process and decisions – enabling stakeholders to form their own opinions about gfp's credibility and rigour.
3. *Learning based* – structured around an action research framework: identifying what works, innovating to fill gaps, and tracking change – so that institutions and investments become more sustainable.
4. *Additionality* – supporting existing initiatives rather than replacing them, but adding value such as improving synergies between them.
5. *Citizen action* – identifying and employing effective political agency that can drive positive change nationally and ultimately globally.
6. *Equity* – with a clear and credible approach to 'who counts most' in prioritising which issues to focus on, how to seek views, and what action to take.
7. *Efficient and agile* – aiming to be light, quick and effective in decision-making and management – but not so fast that some stakeholders are left behind.
8. *Continuity* – a clear, understandable 'menu' of activities always on offer, from which stakeholders can choose, while also encouraging improvement.
9. *Comparative advantage* – partners contributing what they are best at, and linking with others to better achieve their own missions.
10. *Ownership* – the bottom line is that a gfp would not exist until partners design it and declare it. Donors would support stakeholder ownership in the spirit of the Paris Declaration on Aid Effectiveness.

Note that there will sometimes be tensions between principles. For example, a learning/action research approach (3) will often demand a targeting of activity and resources, making some – but not all – aspects of inclusiveness (1) difficult to achieve. Similarly, a need to emphasise equity (6) and ownership (10) may at times pose a challenge for efficient and agile process (7) (see below).

3.3 A follow-up process to develop a gfp

This process will need to balance two *timing* pressures: taking adequate time to negotiate a broadly owned partnership; but also acting fast to deliver well-targeted priority activities on the ground early in the process. We suggest that, with sufficient resources and political support, a gfp could be up and running within 18 months; but a further 18 months of activity would be needed to hone the gfp's activity profile and operations. The process should also begin *soon enough* to benefit from the momentum generated by the IIED consultation, and in good time to influence a number of key current initiatives, notably new international forest and carbon funds.

The process will also need to balance two *institutional* pressures: the need to be bottom-up, to really add value to global initiatives which tend to have been pushed primarily by international institutions and OECD capital cities; but also the need to engage with the international forestry 'establishment' to secure its support and – ultimately perhaps – to change its ways of working.

Thus we recommend a 'gfp development process' of 3 years – during which pilot and/or scale-up action both in several 'pilot' countries and internationally would be taken to rehearse what a partnership could do in the longer run in many countries. Suggested elements of this process are outlined below:

An initial 'gfp Development Group' would oversee the process of forming a gfp and its work plan.

The DG's objective would be to shape the gfp, ensuring it is bottom-up and demand-driven by being rooted in local realities, but also influential in key national and international political and institutional processes. It would make key decisions on the main activities of the development process (including an appropriate name for the initiative – there may well be better options than 'gfp'). The DG would be informed by country dialogues (see below), and thus sharpen the objectives so that the gfp adds value. It would also oversee overall progress. Progressive and flexible donor support would be required for its work. The DG's composition would primarily be leading individuals from low- and middle-income countries (including proposed pilot countries – see below), working part-time alongside others from a few progressive intergovernmental agencies, and internationally active civil society and private sector organisations. It is expected that the DG would be superseded once a formal partnership were launched, depending upon the outcomes of country and global engagement.

A 'gfp Catalytic Group' of key institutions would support the gfp Development Group: While a special gfp Development Group of leading individuals would oversee the development process, potential DG members themselves would need to be attracted, mobilised and then supported. It is suggested that three or four international institutions, which, between them are credible with government, civil society and business, would provide an initial 'engine' to help the DG to form and do its work. We recommend that the World Bank should ask these few institutions to initiate the next steps, and should support the follow-up process financially and through continued engagement with it. We stress, however, that this Catalytic Group should not overwhelm the primarily 'Southern' DG – there is a real need to redress institutional asymmetry by encouraging bottom-up approaches. The Catalytic Group would prepare a work plan for shaping the gfp. It would make this work plan openly available – such that stakeholders can see what steps it aims to facilitate, and how. Through such transparency, the Catalytic Group would hope to receive feedback and constructive criticism such that it could adapt plans and sharpen its effectiveness.

The following activities are therefore envisaged for gfp development:

1. *Forming the Development Group.* The Catalytic Group's initial task would be to employ a set of criteria for membership and facilitate a process to form an initial Development Group. Candidates for the DG would join on the basis of sharing the broad vision and principles for developing a gfp. The process should not hold back from seeking involvement with those who were sceptical about the original World Bank GFP proposal – some dissatisfaction might serve as a good driver of innovation in identifying weaknesses and proposing change.

Criteria for DG membership might include: *good knowledge* of forest stakeholders, the forest sector, and interactions with other sectors (even if they may not all have the same views); *credible and influential* with a wide range of government and major groups, in both the forest sector and other sectors, being able to command attention of government, civil society and private sector actors both internationally and in particular regions; *recognised and progressive* leaders with wide *forest stakeholder support*; *connected* to some of the initiatives that are already effective (see Annex 6); ability to *engage actively* with the process, and having adequate time to do this; and clear country or regional *links*, especially to pilot countries (see below). They would span a range of regions and disciplines, as well as government, civil society, indigenous peoples and business backgrounds. Without needing to be identified as totally representative of every sector, region and stakeholder, it is important to form the DG to cover the perspectives Southern members can bring, and to be transparent about the DG and its work. Where possible and desirable, members might be nominated through recognised effective major group processes e.g. UN Permanent Forum of Indigenous Peoples or through regional processes connected to regional treaties or the regional forestry commissions.

2. *Initial DG meetings.* These would modify or affirm the initial gfp vision, principles and basic activities (3.2), review and modify the Catalytic Group's work plan, and develop the DG's own work plan. The DG would reflect on the lessons of other previous and current partnerships (Annex 5) to hone the principles, governance structures and instruments to be used and the mapping of current global forest initiatives (Annex 6) to hone the value added of gfp. Most importantly, within the first few months, it would sharpen the objectives. These are likely to focus on one or more of the potential value added areas – stakeholder empowerment, cross-sectoral influence, delivery of global public goods, and investment. However, this should not result in a narrowly focused 'project': the gfp approach to any one of these areas is also likely to be informed by all of them. This sharpening will be a product not only of DG deliberations, but also of country diagnostics – below:

3. *Pilot country 'people's diagnostics' with coherent international support.* The development of gfp would be rooted in a few representative countries where there is both demand and scope for progress. Country-based work would proceed according to the DG's principles, and aim to sharpen the gfp objectives to suit (a) *the country context* – such as experience, needs, and entry points and (b) *relevant global issues* that emerge from country work – such as better GPGs provision locally, as well as institutional change in international institutions. Before outlining a possible approach for these peoples' diagnostics, we offer some possible criteria for selecting their location.

⁵ Several such initiatives were drawn to our attention, e.g. aspects of the Joint Forest Management programme in India, the forest concessions system in Bolivia, the community concessions in Guatemala.

Criteria for the choice of gfp pilot country (or sub-region) would be based on both need and opportunity in three categories:

- Significance of forests, e.g.:
 - livelihood dependency on forests high;
 - forest GPGs significant (quantity and/or quality);
 - extra-sectoral influence/engagement (bad and good) in forests;
 - forest investment potential high (small to large scale);
 - rapid dynamics in forests.
- Political dynamics and stakeholder demands, e.g.:
 - strong empowerment demands from forest stakeholders;
 - policy space for a stakeholder-driven approach e.g. 'peoples' diagnostics';
 - political will and potential to influence international organisations and (new) initiatives such as carbon funds;
 - motivated groups for local forestry/governance improvement.
- Operational issues, e.g.:
 - good partners evident to DG members, especially individuals with reach to government, NGOs and private sector;
 - action research potential is high (good information base, willing stakeholders, effective analysts);
 - interest from country offices of institutions involved in DG and Catalytic Group;
 - balanced representation, notably of regions and high- and low-forest cover;
 - good diagnostics exist – and need recognition and building a gfp business plan, or else they don't exist – and need doing;
 - immediate possibilities to achieve key changes fast – 'low hanging fruit' such as supporting good (if vulnerable) existing initiatives.⁵

The DG may wish to prioritise or weight some of these criteria within each of these three categories.

Once priority locations are identified in this way the DG would engage, with the support of the Catalytic Group, with stakeholders. This would involve identifying and engaging representative groups of the main stewards of the forest at local level (to include indigenous peoples, communities and CBOs, forest enterprises, political interests and local government institutions) and protagonists in other sectors that affect forests. The aim of this engagement will be to develop a frank assessment and joint understanding – a 'people's diagnostic' – of current and potential power and capabilities to make progress, helping to consolidate learning about:

- the underlying causes of forest problems;
- 'policies, institutions, partnerships and enterprises that work' for forest-based poverty reduction, ecosystem service provision and local economies; and
- the rights, needs, ideas and capacities of stakeholders in the forest sector and other linked sectors.

This would be complemented by:

- identifying the right institutional 'entry points' for gfp work that resonate with its four potential value added areas (e.g. *nfp* or PRS processes, a multi-stakeholder forum, key issue analysis, thematic working groups, critical policy developments, effective networks and partnership initiatives);
- facilitating (national) multi-stakeholder visioning;
- identifying a menu of key investments including in action research;
- attracting investment to improve forest value;
- recognising and promoting effective stakeholder partnerships; and
- brokering key support to identified priorities – whether they are innovative areas, proven areas warranting better support or ready for significant scale-up, or central initiatives such as *nfps* in need of reinvigoration.

4. *Global thematic work to both draw on country processes and engage with areas of international policy flux.* Analytical work on key issues would emerge from the above country diagnostics and from DG interactions – both internal to the Group and with key international players. While a bottom-up emphasis is desirable, the DG will also need to engage robustly with international processes – precisely because forest stakeholders are demanding the ability to corporately influence forest, carbon and extra-sectoral policy, investment and institutions. Analytical work may well cover, for example, REDD, biofuels, criteria and modalities of major carbon/forest funds, financial innovations to reach SMEs and community groups, governance, trade practices and standards affecting in-country groups, and the roles and activities of international institutions that influence forests. Such analytical work would be pursued within learning groups that connect those with knowledge, emphasise practical lessons from experience, and aim at scaling up innovation.

5. *Better informing international initiatives of local/national needs and potentials.* The early pilot action in selected countries will help to generate a 'menu' of activities that would become available to those in many other countries. The aim would be to ensure that these are robust activities, workable and sustainable through adaptation to local context, and able to attract the confidence of international donors and investors to offer funds on a significant scale. In addition, the gfp DG would report and discuss in relevant fora including cross-sectoral fora (UNFF, UNFCCC, FAO Committee on Forests – CoFo, International Tropical Timber Council – ITTC, Commission for the Legal Empowerment of the Poor, World Social Forum – WSF, World Economic Forum – WEF, IUCN, Roundtable on Sustainable Palm Oil, Intergovernmental Panel on Climate Change and the World Business Council on Sustainable Development). A number of *milestones* should therefore be identified and targeted by the gfp development process, e.g.:

- UNFF8 Session in April 2009, where decisions on voluntary global financial mechanisms, portfolio approach and forest financing framework will be made.
- Around the same time, CoFo will hold its 19th Session, another forum at which refined proposals could be discussed and possibly endorsed.
- UNFCCC Conference of Parties in Copenhagen in December 2009, where forest-related issues will be established in the climate change regime,
- Other events that could be used as platforms for formal and informal feedback and negotiations, such as Sessions of the WSF, WEF, IUCN and ITTC.

6. *Launch of the partnership and its full modus operandi.* Through this development process the gfp Development Group will clarify the objectives (and name) of the partnership and its activities, main partners, funding and governance. The objectives and composition of that partnership cannot be fully anticipated yet. It is likely to focus around forest stakeholders, with key roles for governments, civil society organisations, NGOs, private sector associations, donors and foundations, as well as CPF and other international organisations – exercising the principle of comparative advantage. An equitable but efficient governance structure would need to be agreed. At this point, the Catalytic Group would be dissolved (although some kind of continuing *independent review* function might then be installed).

7. *Innovative mechanisms developed and rolled out with the full launch of the gfp.* Our consultation process has identified widespread demand for a new way of working in international forestry initiatives – one that empowers stakeholders, is influential cross-sectorally, gets global public goods delivered effectively, and brings better resources into forestry. A holistic view is no substitute for focused action, however – and *vice versa*. Thus the gfp, both in its development and eventual maturity, would need to focus on delivering priorities while exercising that broader way of thinking within each activity area. There would thus need to be both country-focused and international priority activities.

As an illustration, at national level, initial activities could focus on mechanisms to:

- attract better investment into forestry, especially through emerging carbon funds, in ways that provide both livelihood benefits and GPGs;
- improve synergies between international initiatives in-country;
- enable marginalised groups to become more closely involved in forest decision-making processes and governance improvements.

Also as an illustration only, the following kinds of *international* activity might be launched:

- *Tiered forest stakeholder fora from national to regional to global level.* Better linking existing multi-stakeholder forest action-learning platforms, and catalysing their formation where needed – can enable the views, needs and aspirations of forest-dependent groups and institutions to be channelled to national and international decision-makers – in forestry, and in related climate, energy, agriculture and aid fora. These fora could work nationally and regionally, and meet annually at global level, and address regular major themes for an open conference (which might feed into UNFF).
- *A menu-based mechanism for technical and financial support.* Such a service would help forest-dependent groups and institutions in low- and middle-income countries to diagnose, plan, and attract investment to forests and strengthen governance. This service could broker arrangements between needs and support providers that are credible in PRS, business and land use circles. It would be equipped to deal with very different needs from forest-poor and forest-rich countries. It could also service the above multi-stakeholder forest platforms.
- *Networks for research, learning, knowledge sharing and monitoring.* These could focus on themes at the intersection of local stakeholder needs and global policy, notably in integrating land uses, and management for ecosystem services including carbon storage. They would improve networking between scientific and other (traditional) knowledge systems. They could be steered by several forestry, environmental and developmental knowledge institutions and might also involve a gfp-specific think-tank and virtual knowledge system.

- *Preparing forest investment portfolios.* A (real-time) information system that helps create global scale in investment in SFM by influencing investors' decisions, notably but not only in carbon markets and forest investment mechanisms. This may include creating a 'menu' of perhaps a dozen best-bet areas for investment that arise as common needs from in-country diagnostics and international deliberations, including follow-up to UNFF decisions on financing.⁶ It may also include policy advocacy in ensuring that emerging public and private forest and carbon funds and investment portfolios also support a wide range of ecosystem services and livelihood benefits.
- Other key mechanisms to explore in a fully developed gfp might include:
 - shared gfp task forces on top issues;
 - the amalgamation of some existing forest partnerships, including some involving the World Bank;
 - links to global forest financing mechanisms – a spectrum from supplying information about best bets, to a gfp role in their governance, to brokering deals, to managing funds;
 - a small secretariat to assist the gfp's work – possibly based in a developing country (or rotating among certain developing country institutions).

Through some of the mechanisms above, the gfp might evolve into a continuous facilitation process to enable forest stakeholders to work together to shape effective action – rather than an organisation.

Possible schedule – three overlapping phases are suggested:

- *0-12 months – Start-up of DG and in-country processes:* gfp DG to convene, agree on initial governance arrangements and plans; initiate perhaps 5 country or sub-regional processes; and develop means to inform intergovernmental processes.
- *6-30 months – In-country and global thematic analysis and influence:* Five country/sub-regional multi-stakeholder diagnostics and vision exercises, development of menu of pilot activities based on learning, linking in knowledge and finance networks, learning groups/task forces on top issues, and assessment of international funds and institutions in relation to local needs.
- *18-36 months – Formal gfp launch at c.18 months and gearing up for full operations:* to develop full gfp operations: a menu of options for multiple countries to attract major investments; knowledge and finance networking facilities; and improvements in international institutions and funds.

Communication actions underpinning the gfp development process – gearing up for an inclusive, multi-stakeholder partnership. The ambition in the gfp approach outlined above is high. It implies a huge communications challenge, but one that is achievable with good foresight, planning and stewardship. Strong commitment and resources early on for communications can make a real difference in both bringing the best ideas to the fore and in laying down firm foundations for engagement as the partnership itself begins to mobilise. The DG would drive this process forward. The Catalytic Group would facilitate support and help for communications activities rather than being responsible for them all. A communications committee of the DG would ensure momentum. The communications effort would be targeted to the following kinds of communications:

⁶ For example, 'menu items' might be expected to focus on the governance, climate change and poverty reduction priorities identified by respondents (e.g. 'Carbon funds that work'; comprehensive forests and climate plans; promotion of corporate–community partnerships; local rights and claims settling; promotion of international standards and certification and feedback on them).

1. *Communications for inclusivity and engagement* – Continuing to engage others, consulting on their ideas on what a partnership might look like remains important. It is about encouraging individuals and organisations to take their own initiative and coalesce around issues of their own national and local significance and to share their thinking. Key communications activities would include capturing these thoughts and ideas, exchanging these ideas and brokering discussion across networks, sectors and countries.
2. *Communications for transparency* – The DG, while needing to maintain a low profile at least initially in terms of branding a partnership idea, would need to maintain high visibility in terms of keeping the process transparent. Key activities would focus on regular updates, ensuring the partnership idea was represented in key international fora and seizing opportunities for promoting the locally driven partnership concept. Transparency would need to be ensured and demonstrated in particular at the local level to develop legitimacy of this bottom-up process.
3. *Communications for influencing* – If a new partnership begins to mobilise, work on improving policy environments will get under way. The media can be a helpful partner in such a process. Key activities here would be in helping to map key policy and media environments and identify key champions in different countries. Communications work to keep momentum building for the partnership in key international fora would also be important here.
4. *Communications for sharing information and ideas* – As the DG and the partnership collect and collate experience and ideas, key activities would be in packaging some of this experience in useable communication products – either in print or other technologies – for sharing across the sector and engaging new stakeholders, with the aim of scaling up ideas.

In the proposed first phase of gfp development, it would be important to demonstrate that there is real interest in a partnership but not one that is predetermined. A forward-looking 'Prospectus' might be published by the DG – with its identity closely associated with members from low- and middle-income countries. Communications activity should be focused on listening, recording reflections and sharing ideas. A number of different communications tools could be used.

In the second phase it would be important to keep people motivated, to tell them what is happening and what progress has been made. This would also be key in keeping high visibility of the emerging gfp, and its ideas on policy and investment, in international fora and with the larger financing institutions.

The third phase would be critical for maintaining momentum and for influencing all key stakeholders in just how the partnership model can deliver a difference and what they, as the key drivers of the partnership, could be responsible for adding value and increasing the benefits.

Illustrative communications plan for gfp development

Proposed development process phase	Inclusivity & engagement	Transparency	Influencing	Sharing best practice and ideas
Phase 1: Start-up of Development Group and in-country processes	<p>'Prospectus' clarifying the gfp opportunity and value added</p> <p>Listening phase with much interaction among stakeholders – collecting ideas and establishing priorities</p> <p>Identifying key media partners for country studies</p>	<p>Develop file-sharing platform for Development Group to work on shared documents</p> <p>Develop next phase of website or social networking community</p> <p>Regular updates on progress of ideas, etc</p>	<p>Keeping the partnership idea alive in international fora</p> <p>Discussing concept with international financing institutions</p> <p>Workshops and conferences with supporting papers on themes emerging</p>	<p>Regular flow of short briefings and papers on key thematic issues and issues arising from discussion on possible partnership</p>
Phase 2: In-country and global thematic analysis and influence	<p>Ensuring learning groups and other networks are kept informed of what everyone else is doing</p> <p>Help identify networks and learning groups in countries and encourage them to share material with others</p>	<p>Regular news – email/printed newsletter on what is happening in different countries</p> <p>Organising exchanges and study trips between different stakeholders and different countries</p>	<p>Communicating with policy audiences in country on how the partnership is developing and how they can be involved</p> <p>Working with media champions – editors, journalists on stories/features</p>	<p>Collecting and collating case study material from different workshops and other experiences – sharing across partnership stakeholders</p>
Phase 3: Formal gfp launch and full operations	<p>Communicating on how ideas are evolving</p> <p>Sharing ideas and best practice</p>	<p>Communicating progress on ideas and how partnership model is evolving</p>	<p>Menu approach to attract investors/donors</p> <p>Study tours for local to global exchange</p>	<p>Learning on key themes of local to global interest e.g. forest carbon</p>

Monitoring and evaluation – tracking progress and enabling continuous improvement. It is difficult to separate out the effects of a partnership from those of its individual partners and the particular instruments used. A clear framework would be needed for establishing credible baselines (a) in partner countries and (b) in international policy and institutions, to support the tracking of progress in the forest sector and ensuring continuous interrogation, learning and adaptation. Again, existing initiatives and independent institutions have much to offer here. However, there may be a need to develop a set of aspirations e.g. equivalent to 'forestry Millennium Development Goals'.

Clarity and rigour in a monitoring and evaluation system would be crucial in developing commitment among gfp partners. Such an M&E system would benefit from clear and agreed gfp principles for assessment of *process* (with indicators such as the types and numbers of stakeholders included); a clear gfp development plan and plan of activities for assessment of *outputs* (with indicators based on milestones such as the DG being formed, country diagnostics carried out and commitments made to their findings, international policy events targeted and influence achieved); and an agreed vision and value added statement for assessment of *outcomes* (with indicators such as international funds influenced qualitatively and quantitatively, and empowerment of marginalised groups and deforestation levels in target countries). M&E should be a joint partners' venture, but not connected to the M&E of an individual partner.

In conclusion, IIED's GFP consultation and assessment process has been a serious and credible attempt to solicit stakeholder opinion on forest priorities and stakeholder roles in a highly dynamic context – where, for example, some major climate funds are expected to be launched during 2008–9 that will have huge significance on the world's forests. The key challenge now is to move from stakeholders asserting the need for a participatory development of gfp, towards key institutions coming forward to make its potential – to support the combined delivery of global, national and local needs – a reality. IIED hopes that this report of consultations, analyses and recommendations will serve as a resource to inform, provoke and inspire that process.

Continued feedback is welcomed – please email gfpconsultation@iied.org

Towards a global forest partnership: Consultation, assessment and recommendations

by the International Institute for
Environment and Development (IIED)

IIED conducted an independent consultation on the World Bank's preliminary idea of a new global forest partnership. This report presents the findings – suggesting an approach that responds positively to stakeholders' opinions and to analysis of recent experience. The assessment is based on: surveys of stakeholder opinions, through interviews and focus groups in seven countries (Mozambique, Ghana, Brazil, Guyana, India, China, Russia); a supplementary survey of indigenous peoples in Latin America, Asia and Africa; IIED-led interviews with international organisations and finance bodies; a website-based survey open to all interested parties; and analyses of existing partnerships and global forest initiatives. IIED is very grateful for the more than six hundred detailed responses received and for the excellent collaboration of World Bank colleagues and the Exploratory Group that guided the work.

This report proposes the participatory development of an inclusive, forest stakeholder-driven partnership with global ambition. This could be expected to empower forest stakeholders by: making real connections within the forest sector and across other sectors; increasing responsibility for, and local benefits from, forest global public goods; and by improving the quantity and quality of forest investment.

Further information (including the Annexes to this report and French, Portuguese and Spanish summary versions of the report) are available at www.iiedgfpcconsultation.org.

Continued feedback is welcome - please email gfpconsultation@iied.org

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