Operationalizing „Nested Governance“ through „Multi-stakeholder Transformative Governance“to catalyze sustainable action in production landscapes

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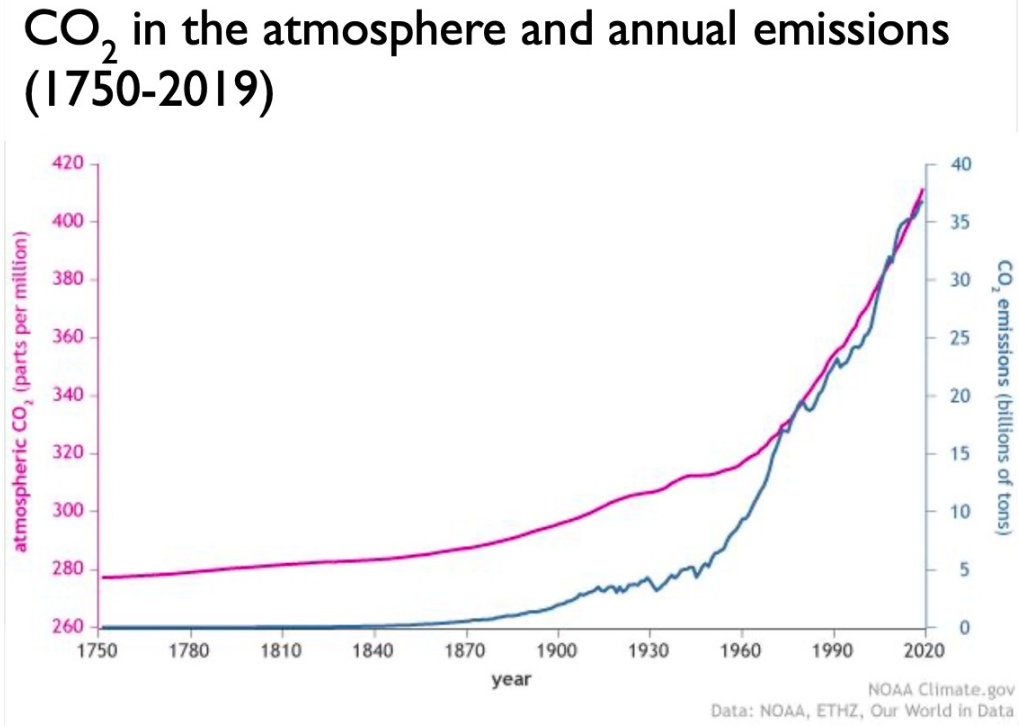

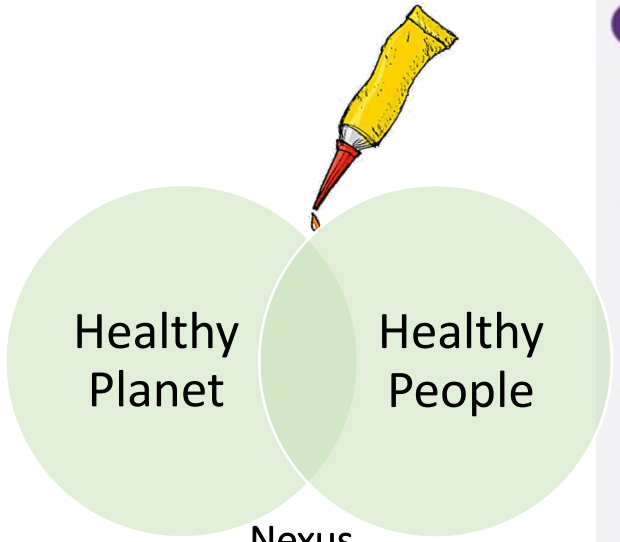

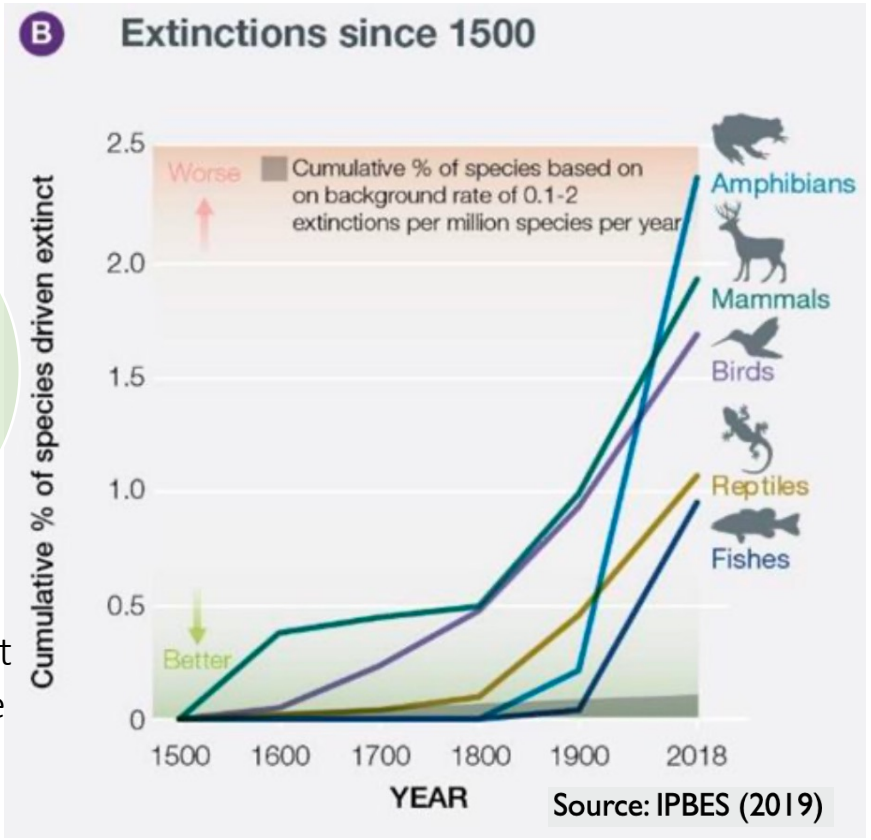

- **One in three people** in the world (**2.37 billion**) still did not have access to adequate food in 2020, and healthy diets remain out of reach for around **3 billion people** in 2019
- **570 million** farms worldwide**, 84% smallholders** (< 2 ha), **500 million** agriculture main livelihood source; **97%** deforestation in Africa (2000-2008) linked to smallholders
- **Sustainable agrifood systems** hold transformational solutions to address biodiversity loss, climate change, land degradation, food and nutrition security, livelihoods, jobs….

For this session – Landscape is…..

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- Geographically distinct area of land that is bigger than a single farm
- Defined either politically, hydrologically, agriculturally, economically, culturally, ecologically
- Boundary is defined
- Landscapes are socio-ecological systems in which social, cultural and economic elements interplay with ecological and biophysical ones (Sayer et all 2013)

Integrated Landscape Management (ILM) =

Multi-Stakeholder Landscape Governance

‘Integrated Landscape Management’ (ILM)

ILM refers to “long-term genuine collaboration among different groups of stakeholders to achieve their multiple objectives and expectations within the landscape for local livelihoods, health, and well-being” (Scherr *et al*. 2013).

> Objectives and expectations include, among others, agricultural production, provision of ecosystem services (e.g., water flow regulation and quality, pollination, cultural values, etc.), protection of biodiversity, climate change mitigation and adaptation.

ILM concerns the management of production systems and natural resources in an area large enough to produce vital ecosystem services and small enough to be managed by the people using the land and producing those services (FAO 2013).


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Defining Integrated Landscape Management for Policy Makers

Integrated landscape management (ILM) is an increasingly popular approach to addressing development, climate change, food security and a host of other global issues. But what does it mean to take a landscape approach? Can we ensure policymakers and institutions aren't simply putting a new label on old ideas? By clearly defining key concepts while recognizing the diversity of perspectives we hope to ground ILM in a common foundation, so that conversations about landscape management are clear, productive, and support real innovation.

Everyone's talking about landscapes

Even five years ago the term 'landscape' was rarely used within the agricultural and rural development communities. Today, the term, and the management and policy approaches underlying it, are beginning to gain prominence as the limits of narrowly sectoral approaches become more apparent in our interconnected, crowded, resource-constrained and climate-chaotic world. A broad cross-section of influential organizations from the World Bank to the Rome-based agriculture and food security agencies, as well as some agribusinesses, have begun to incorporate integrated landscape management (ILM) into their investments and visions for the future. Many national governments are recognizing the importance of integrated landscape management for long-term economic, social and ecological sustainability. During the annual conference of parties of the UN Framework Convention on Climate Change Conference of Parties (COP19) in 2013, the agriculture and forestry communities united formerly distinct day-long events into the two-day Global Landscapes Forum. As momentum builds for landscape thinking, planning and management, clearly articulating core landscape terms and concepts is necessary to advance communication and understanding.

Landscape approaches to resource management are not new. For much of human history since the rise of agriculture[1], many rural communities have managed land at a landscape scale. That is to say, their management of land and resources for agriculture, grazing, forest production, water and all other uses were closely interconnected. However, as modern agriculture developed, both farmers and policymakers focused largely on the farm, seeking mainly to maximize its productivity without regard for impacts on or from surrounding land uses. While landscape approaches have been applied for several decades in forestry, watershed and biodiversity management, their focus has been outside main agricultural production areas. In Europe, multifunctional landscapes have been widely appreciated, but more for their cultural heritage and biodiversity values.[2] With the growing dominance of agriculture among land uses, particularly in the developing world[3], a pressing challenge of landscape management is to link agricultural practices, institutions and policies with other landscape activities.

The rise of landscape terminology and action

Over the past decade, a variety of frameworks and terms have developed to describe a vision for the integration of agricultural, environmental and rural livelihood outcomes. Field-level innovations began to be implemented at landscape scale, while conservation-oriented landscape approaches began to incorporate production elements more systematically.

Each approach emphasizes different features and entry points. For example, some water-oriented efforts are called participatory watershed management[4]; biodiversity-focused efforts are biological corridors[5]; farmer-led collaborative action to restore degraded lands and waters prompted the Landcare[6] movement. Proponents of technological innovation around agroforestry, agroecology, permaculture, and organic agriculture have begun advancing their work at a landscape scale. Strategies to link climate change, agriculture, and development goals have prompted concepts such as climate-smart agriculture[7] and the green agricultural economy[8].

Over time, as traditionally sector-focused communities of practice gain experience implementing action on the ground, many are

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‘Integrated Land-Use Planning’ (ILUP)

Defined as “systematic assessment of land potential, and alternatives for optimal land uses and improved economic and social conditions through participatory processes that are multisectoral, multistakeholder, and scale dependent. The purpose of land-use planning is to support decision-makers and land users in selecting and putting into practice those land uses that will best meet the needs of people while safeguarding natural resources and ecosystem services for current and future generations” (FAO 1993, modified).

ILUP complements ILM to widen the vision and to be able to consider priorities and strategies at national and sub-national levels to guide the agrifood system transformation -> thus ILM is embedded in ILUP!

ILUP is an umbrella term that includes more specific approaches such as – but not limited to – territorial planning and (regulated) spatial planning (UNCCD Science-Policy Interface 2022; FAO 2024).

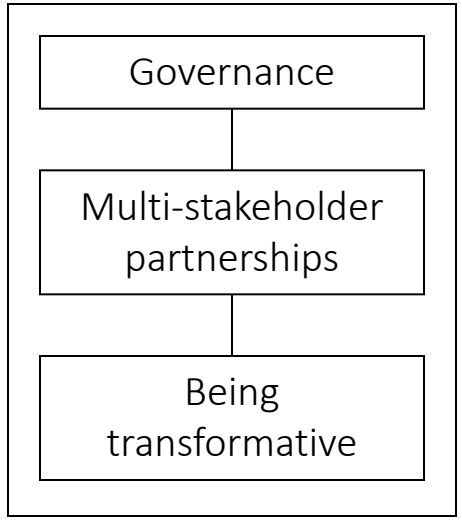
Multi-stakeholder transformative governance

What is multi-stakeholder transformative governance?

Governance is dealing with rules, institutions, organisations, and processes through which stakeholders articulate their interests, frame and prioritise issues, and make, implement, monitor, and enforce decisions concerning *transformative food systems*.

Multi-stakeholder partnerships: occur when multiple actors work genuinely together through collective action to tackle complex challenges (transformative food systems) in an innovative and multifaceted manner that results in systemic change/transformation of, in this case, the existing governance.

Being transformative: meaning that one is able of reacting to, coping with, and even activating welcome changes in coupled social–ecological systems towards sustainability.



Jansen and Kalas 2020, 2023 and 2024

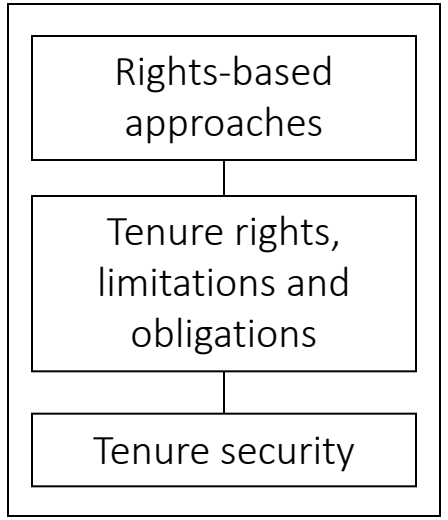
Tenure

When people in the production landscapes in Kenya, Nigeria and Viet Nam rely on activities related to land, fisheries, forests, and water resources for their livelihoods tenure rights, limitations and obligations are important. Rights-based approaches address secure and equitable access to land explicitly.

Tenure rights, limitations and obligations are central to governance, and also a principal requirement to achieving effective and equitable ILM.

The link between tenure rights and transformative governance is that the interventions of the latter depend on tenure rights, which determine the actions that stakeholders in the production landscapes are permitted to take.

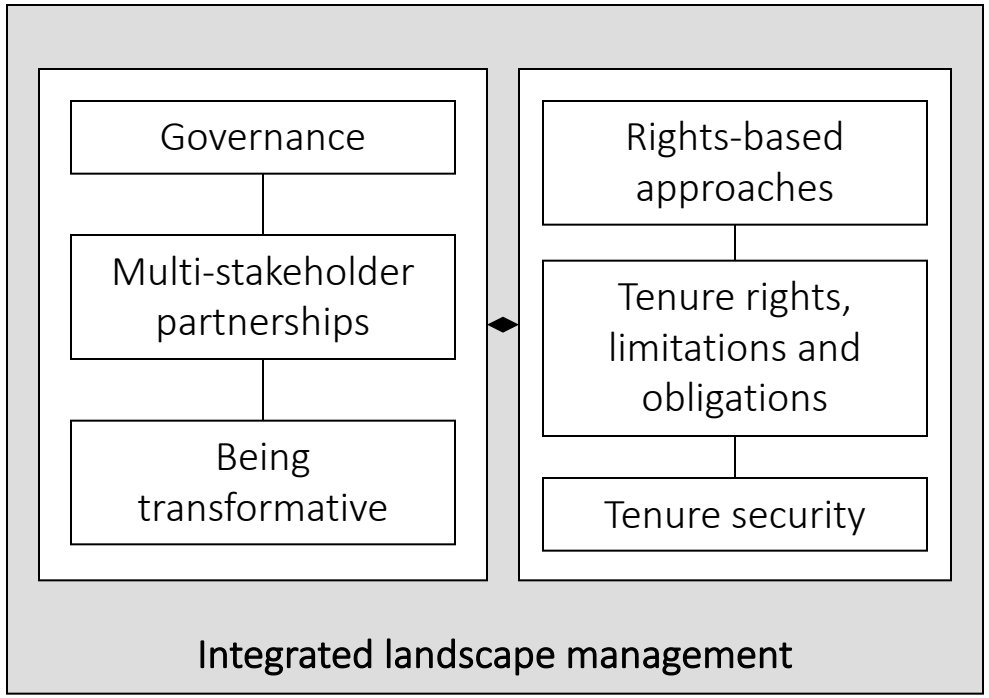
People having secure tenure rights are inclined to participate in decision-making processes related to natural resources management and use -> ILM.



Jansen and Kalas 2023 and 2024

Conceptual framework within ILM

Multi-stakeholder transformative governance conceptual framework



The ‘tenure-scape’ approach is combining and integrating the multi-stakeholder transformative governance approach into Integrated Landscape Management (ILM), including rights-based approaches, while underlining that legitimate tenure rights, limitations and obligations as well as tenure security are essential.

Component 1 on ILM

Jansen and Kalas 2023 and 2024

Operationalizing it all

A stocktaking exercise of more than 150 publications conducted in 2022-2023 related to governance, tenure, rights-based approaches, landscape approaches, and integrated landscape management (ILM):

- Landscape-level governance is required because the landscape level is where national-level visions, objectives, and policies meet with local practice, priorities, and actions.
- Rights-based approaches address secure and equitable access to land explicitly.
- Legitimate tenure rights are central to governance and to achieving effective and equitable integrated landscape management.

The 'tenure-scape' approach to underline the importance of understanding connections, synergies and trade-offs between landscapes, governance and legitimate tenure rights.

Applying the 'tenure-scape' approach in the Mekong

Provide concrete and practical guidance on how to effectively put this into practice as this is missing.

Applying the MSTG approach in FOLUR Food · Land Use · Restoration

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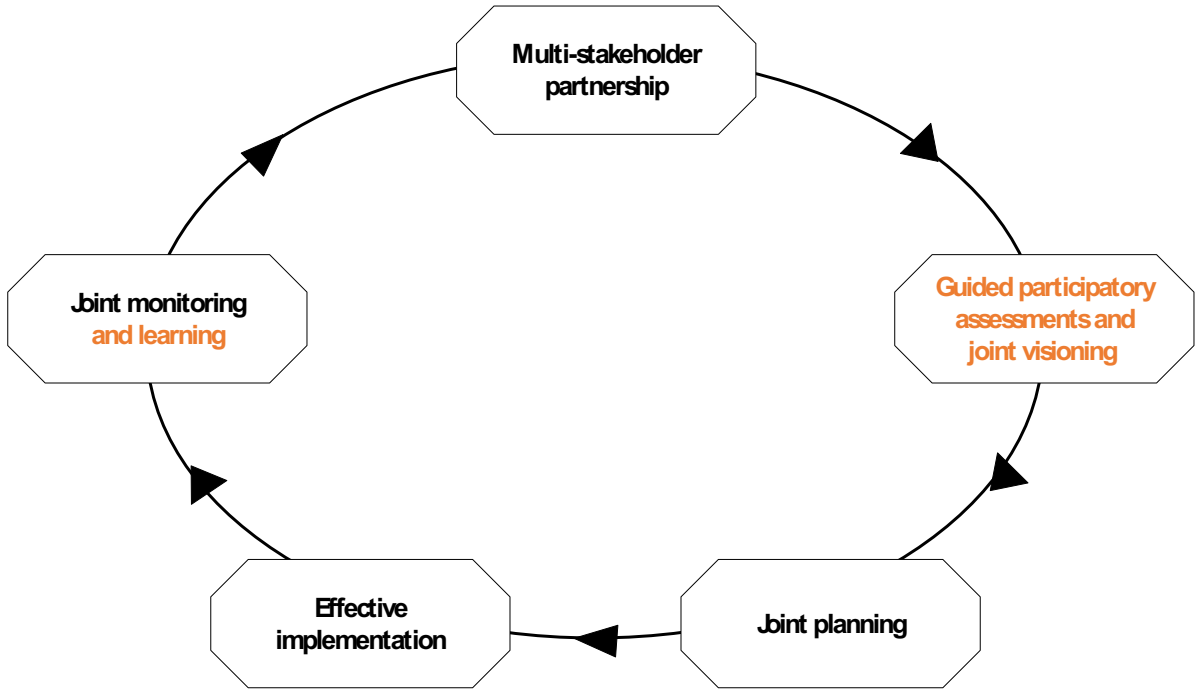
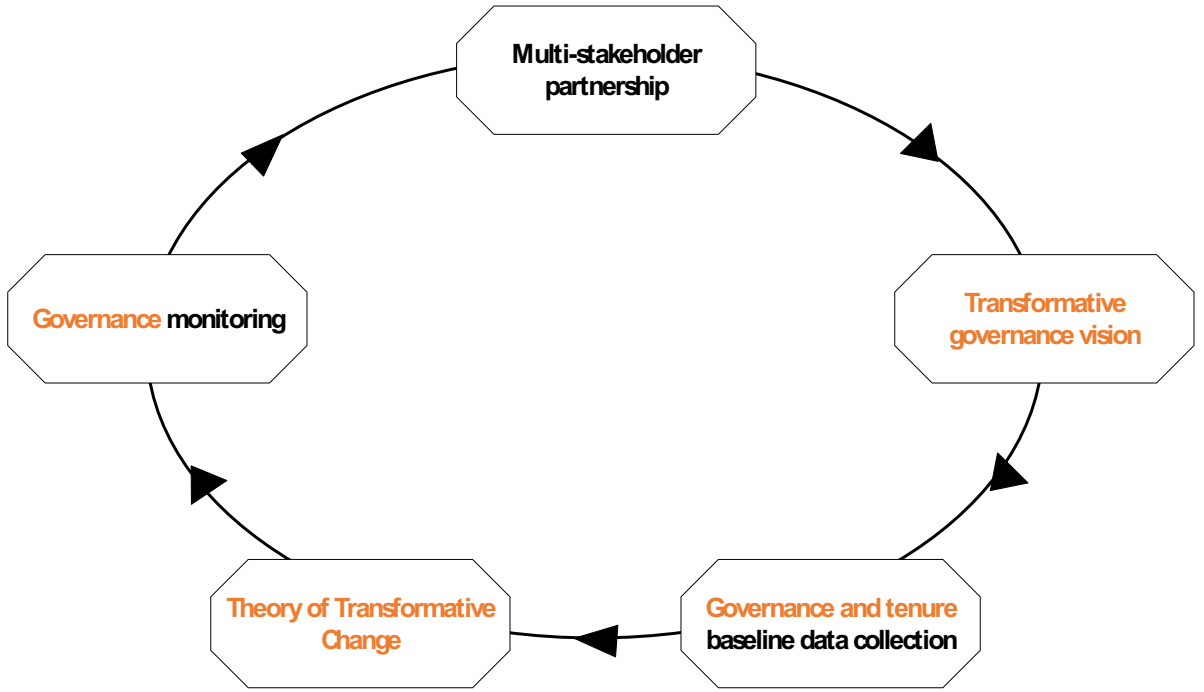
Operational framework: applying MSTG to ILM

Integrated landscape management (updated)
(FAO 2025)



Making multi-stakeholder transformative governance and tenure operational in ILM

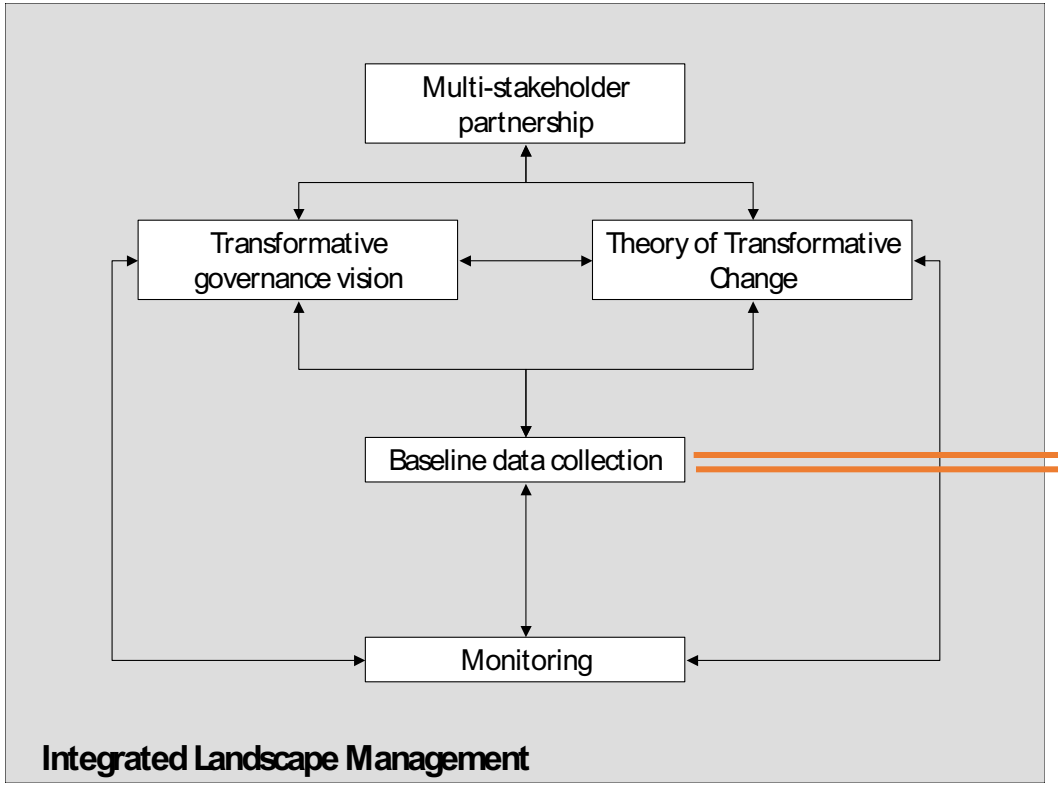


Component 1 on ILM

Jansen and Kalas 2024

Operational framework: interlinked MSTG components

The five components of the multi-stakeholder transformative governance including tenure approach to ILM are interlinked as shown in this graph.



Jansen and Kalas 2024

Context

- Central environmental and development challenge is the conversion of forest ecosystems and other natural vegetation into agriculture – a direction driven by increasing populations, unsustainable production systems, weak environmental protection and enforcement in natural habitats, and little diversification of livelihoods. Exemplified in the production landscapes of:
  - Kenya, in the coffee in the Mount Elgon Ecosystem.
  - Nigeria, in cocoa and palm oil in Cross River and Ondo States.
  - Viet Nam, in rice in the Lower Mekong Delta.

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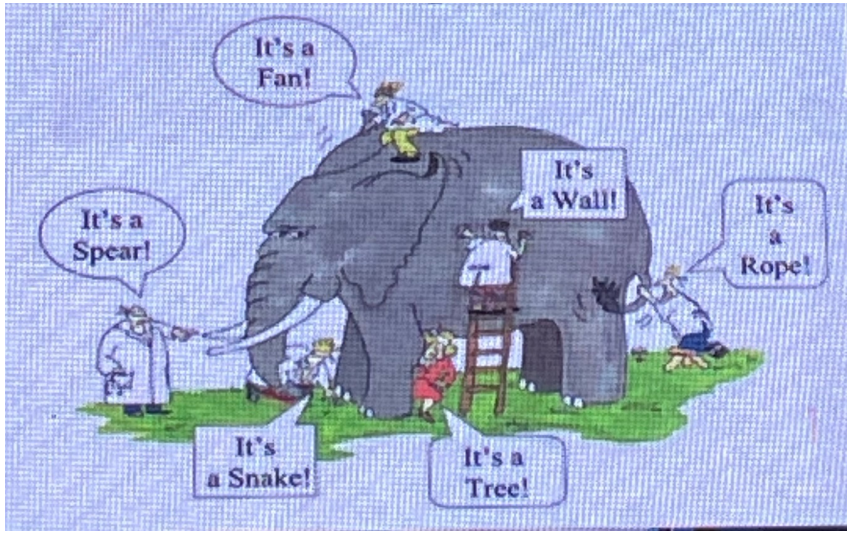
•Integrated landscape management (ILM) for multiple benefits (e.g., higher yields while conserving biodiversity and ecosystem services) is crucial to move from business-as-usual to transformative change for deforestation-free commodity/crop value chains and sustainable agri-food systems.

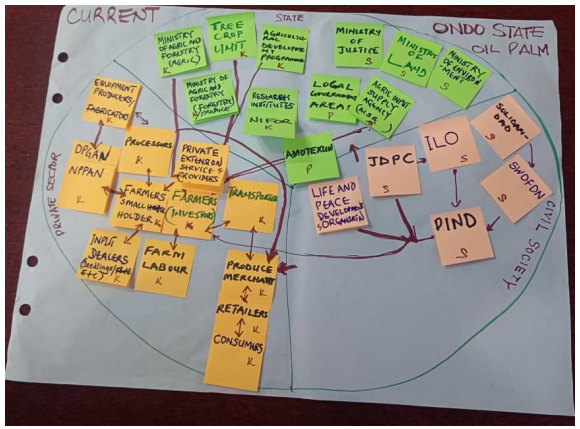
•Multi-stakeholder transformative governance including tenure, is key to ILM to identify and reconcile competing and numerous interests and values of various stakeholders.

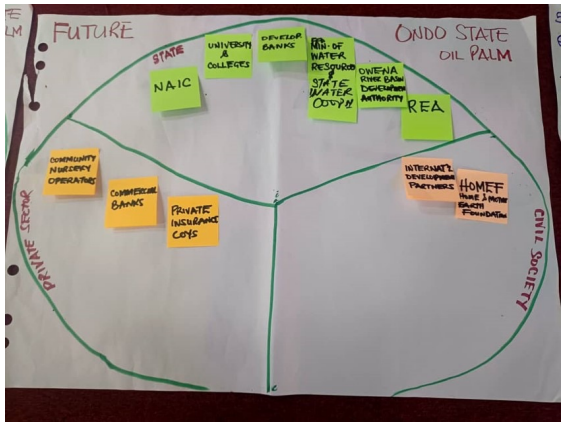
To catalyze action in production landscapes

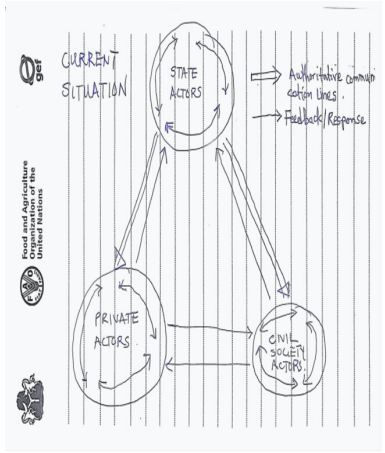
In the FOLUR Food · Land Use · Restoration production landscapes in Kenya, Nigeria and Viet Nam:

- Multi-stakeholder partnerships are created, if non-existent, or strengthened, when existent;
- Governance and tenure baseline data is collected through a household survey and desk study to understand the specific governance context in the country;
- The existing governance situation is mapped and the desired situation;
- A transformative governance vision is created based on this mapping;
- Pathways of change for governance are identified by creating a theory of transformative change;
- The transformative governance vision and the theory of transformative change form the ingredients for governance monitoring.









Initial findings on governance and tenure

In Kenya, in the Mount Elgon Ecosystem (coffee):

- The governance of natural resources management is fragmented and its coordination needs strengthening.
- Land tenure issues related to incomplete inventory of land, unregistered land subdivision (private and community lands).

In Nigeria, in Ondo and Cross River States (cocoa and palm oil):

- Traditional authorities influence access to customary rights of occupancy (e.g., women and youth).
- 95% of agricultural land is untitled limiting investment in long-term sustainable practices in the agri-food systems.

In Viet Nam, in the Lower Mekong Delta (rice):

- Coordination and integration between environment and agriculture institutions needs strengthening to address more effectively their interrelations and interdependencies.
- "Red Books", i.e. land-use rights certificates for agricultural land, and "Green Books" in protected forests with limited land rights (e.g., purpose cannot be changed, proportion of land under forest cover maintained).

The way forward

- If we want to transform and enhance the sustainability of production landscapes, such as those in Kenya, Nigeria and Viet Nam, we need the combination of applying PILA to ILM with more explicit emphasis on multi-stakeholder transformative governance and tenure combines the capacity for adaptability and comprehensiveness with innovation.

- The ILM-relevant multi-stakeholder transformative governance approach provides a way forward to maximise synergies and minimise production trade-offs across land uses and land users in these landscapes across social, environmental and economic dimensions of sustainability to a healthier planet and people.

- While supporting more integrated, cross-sectoral work in the production landscapes within countries, the FOLUR Impact Program opens the door for more integrated, cross-divisional work within development agencies -> the ongoing work is breaking 'silos' internally and externally.

- The results and lessons from the three countries will be beneficial to the other 24 FOLUR country projects, and future GEF Programs such as the Food Systems Impact Program with 32 countries.

Key take-aways

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Article

Improving Governance of Tenure in Policy and Practice: A Conceptual Basis to Analyze Multi-Stakeholder Partnerships for Multi-Stakeholder Transformative Governance Illustrated with an Example from South Africa

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Abstract: Tenure governance is a complex and multi-dimensional issue that requires cross-sectoral and holistic approaches, gathering the resources, information and expert skills of a variety of actors while exploring innovative, polycentric multi-stakeholder governance arrangements to address collective action challenges. To do this, multi-stakeholder partnerships are formed where public and private partners pool their resources and competencies to address mutual goals more effectively. A coherent theoretical framework to analyze multi-stakeholder partnerships as part of multi-stakeholder governance is presented based on internal conditions and the external environment. The paper expands existing frameworks to analyze multi-stakeholder partnerships through introducing a new element the deliberative capacity, a decisive success factor for the effectiveness of multi-stakeholder partnerships for multi-stakeholder transformative governance at the national level. Moreover, the practical applicability of this expanded framework is illustrated in a real case example in South Africa. This country-driven, inclusive multi-stakeholder partnership process, which integrates a variety of actors in collective decision-making on the land reform process as part of a multi-stakeholder governance process, is used as an illustration of the above framework. Such a partnership linked to multi-stakeholder governance is the key instrument to attain agreement and recognition for the dedicated implementation and monitoring of the 'Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security' (VGGT). The investment made by the different stakeholders in this organically constituted partnership may add to a greater transformative potential in the VGGT implementation and monitoring process, and the probability that the situation on the ground will change sustainably given the explicit linkage to national governance arrangements.

Keywords: tenure governance; Voluntary Guidelines on the Responsible Governance of Tenure (VGGT); internal conditions; external environment; deliberative capacity; multi-stakeholder partnership; multi-stakeholder governance; South Africa; Sustainable Development Goals


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Article

Improving Governance of Tenure in Policy and Practice: Agrarian and Environmental Transition in the Mekong Region and Its Impacts on Sustainability Analyzed through the 'Tenure-Scape' Approach

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"A healthy planet and people starts with sustainable landscapes, tenure and transformative governance" rb.gy/k1lont

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To continue the conversation:
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