Synthesis report: Assessing Landscape Governance

REPORT

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Assessing Landscape Governance

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REPORT

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1. Introduction

Since 2016, Tropenbos International (TBI), IUCN NL and Milieudefensie have been collaborating in the Green Livelihoods Alliance (GLA), a strategic partnership with the Ministry of Foreign Affairs of the Netherlands. The GLA works in 16 selected landscapes across 9 countries. In each of these landscapes, the GLA aims to contribute to landscape governance that is more inclusive and more conducive to sustainable landscape management.

Within the context of the GLA, Tropenbos International developed the Landscape Governance Assessment (LGA) methodology in collaboration with EcoAgriculture Partners. The LGA is a tool that facilitates the participatory analysis of landscape governance, with landscape governance defined as "the set of rules (policies and cultural norms) and the decision making processes of public, private and civic sector actors with stakes in the landscape that affect actions in the landscape" (de Graaf et al., 2017). Applying the LGA methodology at different moments in time allows for the identification of changes in landscape governance. In addition, the methodology promotes dialogue among stakeholders about the governance of their landscape, which can help them identify strategies for improved governance.

In 2017 and 2018, the LGA workshops were conducted in 17 landscapes in 10 countries in Asia, Africa and South America (incl. one non-GLA landscape). This report provides a synthesis and analysis of the main findings from these workshops and reflections on the value and limitations of the LGA methodology.

The report first gives a brief overview of the LGA process and its application in the GLA, followed by a description of the approach that was taken to analyse the results. We then present the analyses of the quantitative and qualitative data that came out of the LGA assessment workshops and a summary of the visions for governance as discussed by workshop participants. Finally, we reflect on the value of the LGA methodology for other landscapes.

Box 1. The LGA in the Green Livelihoods Alliance

In the Green Livelihoods Alliance, the LGA was used as a tool with a dual purpose; it contributed to the programme's monitoring and evaluation and at the same time served as a reflection exercise for GLA partners.

The LGA workshops were used to establish a baseline on the status of governance in the GLA landscapes at the start at the GLA programme. In 2020, the workshops will be repeated to establish an endline. By comparing the base- and endlines, we aim to identify changes in governance and reflect on the contribution of the GLA to these changes.

The baseline assessments also provided an opportunity for the GLA partners to increase their understanding of the landscape and identify potential pathways to improve governance together with the stakeholders. This helped in shaping the GLA programme activities. In the Philippines, for example, the LGA findings are used as input for 'learning dialogues' as part of the GLA. In these dialogues, stakeholders work together to strengthen the governance capacities required to move towards improved governance. Other stakeholders in the landscapes have also taken up some of the recommendations from the workshop. For example, in the Mt. Mantalingahan Protected Landscape in the Philippines, the municipal major improved the permitting system for non-timber forest products for more equitable benefit sharing, based on discussions during the LGA workshop.

2. The Landscape Governance Assessment

The LGA Methodology was developed in 2016 and 2017 by Tropenbos International in collaboration with Eco-Agriculture Partners. The aim was to develop a method that requires relatively little effort and is cost-effective yet provides a sufficient amount of information about the status of landscape governance's key aspects to understand how it changes over time. At the same time it was designed toallow landscape stakeholders to engage in interactive and meaningful discussions. The methodology will be summarised below, but detailed guidelines are available on the Tropenbos website.

Table 1. LGA Criteria and indicators

Criterion	Indicator
1. Inclusive decision-making in the landscape	1.1 Transparency 1.2 Participation 1.3 Equity 1.4 Accountability
2. Culture of collaboration in the landscape	2.1 Sense of community 2.2 Knowledge and leraning 2.3 Conflict resolution 2.4 Resilience and innovation
3. Coordination across landscaoe sectors, levels and actors	3.1 Integrated landscape planning 3.2 Horizontal coordination across sectors and jurisdictions 3.3 Vertical coordination among levels 3.4 Connectivity to national and international developments 3.5 Coordination of customary and formal governance
4. Sustainable landscape thinking and action	4.1 Perceptions and knowledge of sustainability 4.2 Sustainable practices 4.3 The presence of enabling rules 4.4 Implementation and enforcement 4.5 Promotion of sustainable practices

2.1 The LGA methodology

The LGA methodology consisted of a two-day participatory workshop with stakeholders from the landscape. The workshop is structured around indicators of four key performance criteria of landscape governance (Table 1).[1] The LGA consists of four phases: practical preparations (Phase I), content preparations (Phase II), the assessment workshop (Phase III) and reporting (Phase IV). Figure 1 provides an overview of this process.

1 The choice of criteria and indicators was informed by the main objective of the GLA; to contribute to landscape governance that is more inclusive and more conducive to sustainable landscape management.

Phase I: Practical preparations

In each GLA country, a CSO partner was contracted to organise the LGA workshop in their landscape. From each landscape, two facilitators were selected.

Phase II: Content preparations

In May 2017 a four-day facilitator training was organised in Indonesia. The goal of the training was to prepare the facilitators for conducting the assessment by familiarising them with the methodology and concepts.[2] Following the training, the facilitators started organising the assessment workshops in their respective landscapes. As part of the preparations for the workshop, facilitators were asked to document existing knowledge about the landscape in a 'background paper'. This is key towards understanding the landscape and is the basis for discussions during the assessment workshop.

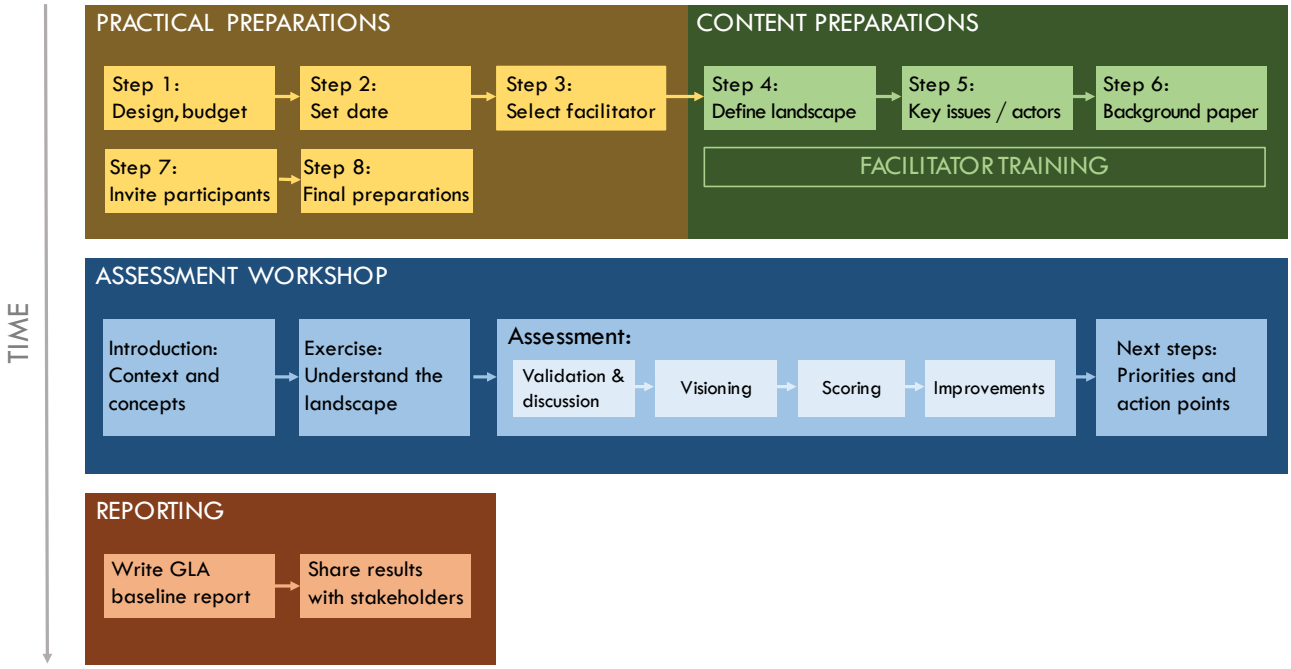
Phase III: Assessment workshops

Between June 2017 and October 2018, assessment workshops were organised in 17 landscapes (Table 2). During these workshops, the criteria and indicators of landscape governance were discussed and information from the background paper was validated by the participants. Following the assessment, the participants collaboratively developed a vision for the governance of their landscapes and identified key strategies to improve governance as well as practical next steps to implement some of these (depending on the needs identified by participants).

Phase IV: Reporting

Based on the assessment workshops, the facilitators wrote the baseline report, describing the current status of governance and the landscape. In this baseline report, the information from the background paper is complemented with workshop inputs and adjusted as appropriate. The reports consist of three parts: 1) a brief description of the landscape, 2) the landscape governance baseline including a summary of the discussions and the scores for each indicator, and 3) the results from the visioning exercises and next steps. The facilitators were also asked to complete an evaluation form to reflect on the relevance of the LGA methodology and the challenges toits implementation.

Figure 1: LGA process



2 More details of the facilitator training and experiences of the trained facilitators can be found in de Graaf et al., 2017 (p22).

Table 2. Overview landscape assessments, implementing partners and number of participants

Landscape		Abbreviation	Partner	Participants	Report*	Data**
1	Suriname: Upper Suriname River	USR	Tropenbos Suriname	23	✓	✓
2	Democratic Republic of the Congo: Bafwasende	BAF	TB DRC	20	✓	✓
3	Nigeria: Akamkpa	AK	ERA	32	✓	✓
4	Uganda: Kalangala	KAL	NAPE	25	✓	✓
5	Viet Nam: Upper Srepok River Basin	USRB	TB Vietnam		✓	✓
6	Indonesia: Gunung Tarak (Kalimantan)	GT	TB Indonesia	26 (3 obs.)	✓	✓
7	Indonesia: South Solok (Sumatra)	SS	WARSI	30	✓	✓
8	Indonesia: Lariang Watershed (Sulawesi)	LW	NTFP-EP		✓	✓
9	Philippines: General Nakar	GN	NTFP-EP	24	✓	✓
10	Philippines: Northern Sierra Madre Nature Park	NSMNP	Mabuwaya Foundation	41	✓	✓
11	Philippines: Puerto Princesa Sub-terranean River National Park (Palawan)	PPSR	Forest Foundation Philippines	20	X	✓
12	Philippines: Mt. Mantalingahan Protected Landscape (Palawan)	MMPL	Forest Foundation Philippines	18	X	✓
13	Philippines: Cagayan de Oro River Basin (Pilot)	CDO	Samdhana	38 (day 1) 27 (day 2)	✓	✓
14	Philippines: Upper Tagaloan River Basin	UTRB	Forest Foundation Philippines	28	✓	✓
15	Ghana: Atewa	n/a	A Rocha	-	X	X
16	Liberia: Sinoe	n/a	SDI	-	X	X
17	Bolivia: Lomerío	n/a	IBIF	-	X	X

* Availability of full workshop report available at the time of writing.

** Availability of quantitative data (scores) at the time of writing.

3. Analysis of the LGA results

The analysis presented in this report consists of two components: (i) a quantitative analysis of the scores, providing an overview of general trends; and (ii) a qualitative analysis of the workshop reports, focusing on some of the indicators that stand out from the overall analysis, as well as on the visioning exercises. At the time of writing not all baseline reports were finalised and for some only a draft report was available. Therefore, quantitative analysis is based on data from 14 landscapes, while the qualitative analyses are based on the 12 landscapes for which a report was available (see Table 2).

3.1 Quantitative analysis

Participants were asked to score each indicator on a 5-point Likert scale, ranging from 1 (very poor) to 5 (very good). The LGA scoring form also provides the option to select "I do not know", so the number of respondents can vary within the landscape. For the quantitative analysis, we analysed the scores by looking at:

- Overall mean score per landscape; as a measure of satisfaction with landscape governance across all indicators.
- Mean variance per landscape; which is determined by first calculating the variance in individual scores for each indicator in a given landscape and then calculating the mean of these variances. This gives an impression of the extent of agreement between participants within that landscape.
- Mean indicator score: The mean score is a representation of how the indicator is perceived across landscapes.

3.2 Qualitative analysis

The LGA workshops have resulted in a rich collection of qualitative data on landscape governance. The summaries of the discussions during the workshop provide insights into how governance processes are organised, what the stakeholders consider to be necessary elements of landscape governance, and the obstacles and successes in achieving this in the landscape.

We used the results of the quantitative analysis to zoom in on four indicators for a more qualitative analysis based on the workshop reports. For each criterion, we selected the indicator with an average score that stood out as either relatively high or relatively low. By focussing on these indicators, we aim to explore in more depth the governance aspects that workshop participants are particularly satisfied or dissatisfied with (see section 5).

For the selected indicators, the narratives were analysed to extract relevant information. Not just with the aim to explain the score, but also to understand the perceptions of these indicators, what is going well, what is not, and how is this dealt with.

The same was done for the 'visioning' sections of each report, with the aim to get an understanding of what participants consider to be good landscape governance and how they wish to achieve this in the future.

Box 2. Data quality and comparability

- **Changes to the manual:** In the process of developing and implementing the LGA, the methodology has undergone several changes. We first conducted a pilot in the Cagayan de Oro river basin in the Philippines, after which the methodology was improved based on experiences and feedback from the pilot. During the implementation phase, some additional changes were made, so workshops which were conducted at a later stage (e.g. Palawan in the Philippines and Suriname), worked with a slightly different manual.
- **Local adaptations:** The LGA methodology encouraged tailoring each workshop to suit local conditions. This may have affected data quality, as well as the comparability of the results between workshops. Also, as some of the workshops were held in the local language, it is possible that the meaning of certain terms may have been altered slightly through translation. More details of the workshops and changes in methodology are provided in Annex 1.
- **Participants:** The methodology suggests a maximum of 25 participants, to create an intimate setting and avoid that certain participants might feel uncomfortable to voice their views and feel crowded out. In reality, the maximum number was often exceeded (the number of participants varied between 20 and 41, see Table 2). In terms of representation, in most workshops the private sector was underrepresented.
- **Understanding and interpretation:** Since the topic of governance can be complex and abstract, the methodology involves a number of discussion-questions to ensure that all participants have a common understanding and interpretation of the key terms. Still, some participants struggled to grasp certain concepts. In the case of General Nakar (Philippines), this was solved by conducting a focus group discussion with indigenous peoples' leaders before the main workshop, so that they could develop a deeper understanding of the concepts used in the methodology.
- **Visioning**: The 'vision' section of the reports often reflect the guiding questions. For example, one of the guiding questions for the visioning exercise is "*How is information about decisions shared*?", so the narratives for this section often include something on the need to share information. Therefore, the visions do not just reflect the ideas as they existed in the landscape, but are influenced by the LGA methodology.
- **Facilitation and reporting:** The workshop facilitators were usually staff from CSO partners in the GLA. Although they were expected to be non-partisan, they may have steered the discussion in a certain direction, influenced by their own professional experiences and interests. Likewise, there may be biases in the workshop reports related to the reporters' backgrounds.

4. Quantitative results

The sections below present the results of the analysis of the scoring data from the LGA workshops. It is important to note that the scores should not be interpreted as the status of governance, but reflect the satisfaction of workshop participants with the governance processes. They can be used to identify general trends and guided us in the selection of indicators for qualitative analysis.

4.1 Landscape analysis

Figure 2 shows the mean overall scores (the average of the scores for all indicators), as well as the mean scores per criterion in the landscape, for each of the 14 landscapes for which we have quantitative data. Together, the scores provide some insight about the status of landscape governance as perceived by the participants. A low mean overall score may be interpreted as a low satisfaction of workshop participants with the performance of landscape governance. Figure 3 shows the mean variance in scores per indicator within each landscape (see section 3.1 for an explanation of the calculations). This provides some information on the extent of agreement between participants' scores within the workshop; if the variance is low, the scores given by participants per indicator were generally similar.

Figure 2. Mean overall scores per landscape (average indicator scores)

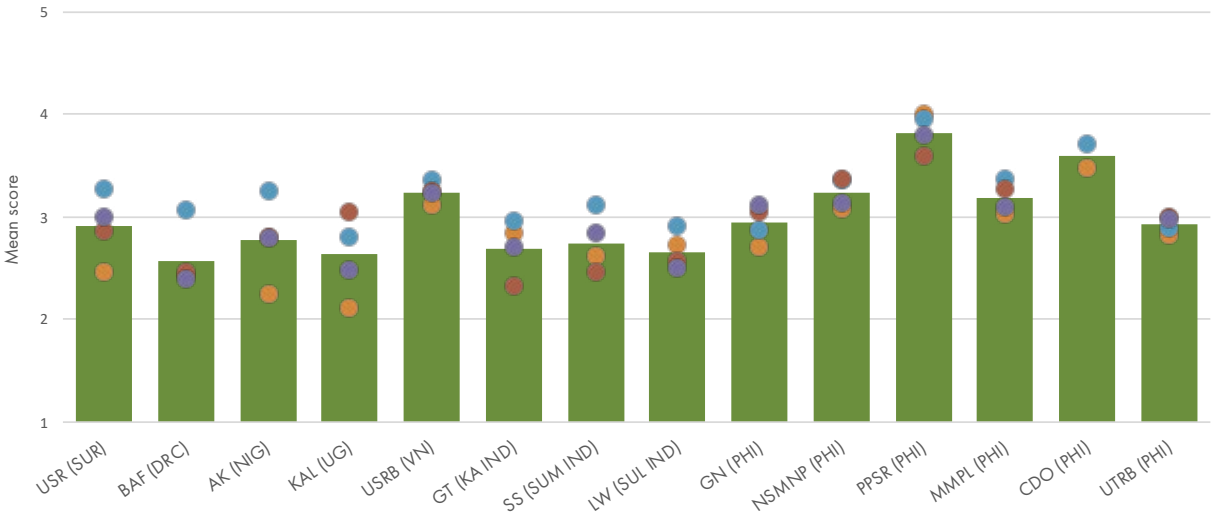
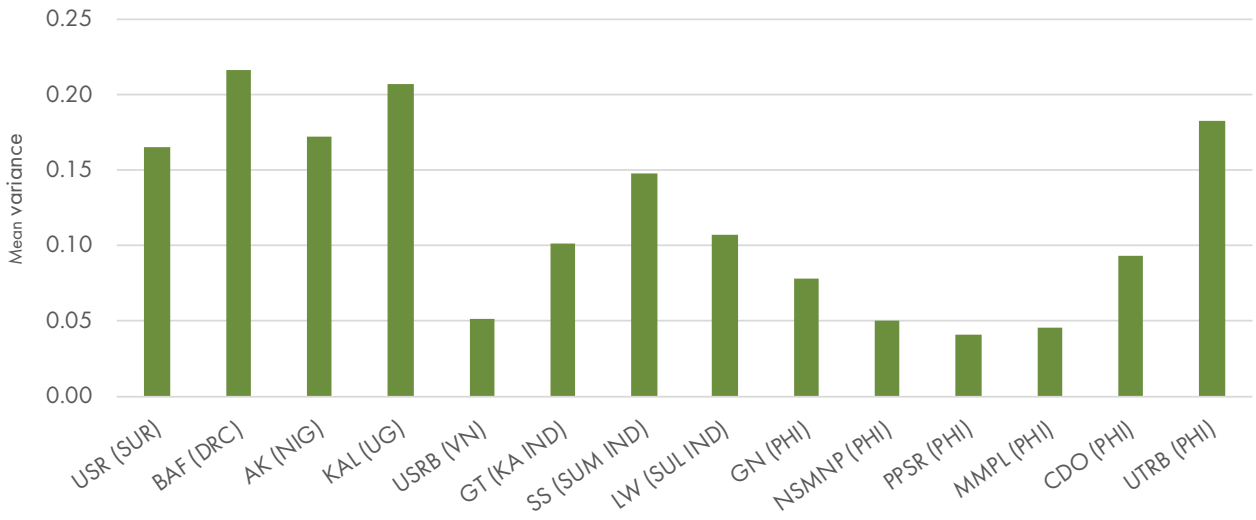


Figure 3. Mean variance per landscape, calculated over all indicators (variability of indicator scores)



Lowest satisfaction with governance in DRC and Uganda

The lowest scoring landscapes were in DRC and Uganda. In both landscapes the mean variance in indicator scores was high (figure 3), suggesting relatively high levels of disagreement among the workshop participants. In the Bafwasende landscape in DRC, coordination across sectors, levels and actors (criterion 3) scored particularly low. Workshop participants also indicated that landscape-level decision-making lacks transparency, and that landscape actors have no clear means to influence decisions.

In the Kalangala landscape in Uganda, workshop participants were least satisfied with inclusive decision-making (criterion 1) and sustainable landscape thinking and acting (criterion 4). In this landscape, the major issue discussed at the workshop was the expansion of oil palm plantations on community lands. This expansion often takes place without local people's consent, and is perceived to have negative effects on local livelihoods and the environment.

Highest satisfaction with governance in the Philippines

The Philippines is well-represented in the assessment with six landscapes, all of which scored relatively high. The Cagayan de Oro landscape (CDO) and the Puerto Princessa Subterranean River National Park landscape (PPSR) had the highest scores of all. Workshop participants in both landscapes stressed the importance of actors working together in a partnership or platform. In the Cagayan de Oro landscape, for example, a wide variety of actors collaborate in the Cagayan de Oro river basin management council, which aims to foster integrated planning, promoting the sustainable management of the river basin and minimise the risk of floods.

4.2 Indicator analysis

Low scores

Figure 4 shows the mean indicator scores. Inclusive decision-making (criterion 1) has the lowest mean score, with consistently low scoring indicators, and a particularly low score for transparency (indicator 1.1) and equity (indicator 1.3).[3] For the criterion Coordination across sectors, levels and actors (criterion 3), integrated landscape planning (indicator 3.1) and vertical coordination (indicator 3.3) score low. The apparent lack of vertical coordination partially explains why indicators such as transparency and equity scored low. A lack of vertical coordination implies limited local participation in decision-making processes; local actors have little or no opportunities to influence decisions, and may not even be aware of decisions made at higher levels.

Under sustainable landscape thinking and action (criterion 4), the implementation and enforcement of rules (indicator 4.4) scored particularly low. Most workshop reports highlight the lack of law implementation and enforcement

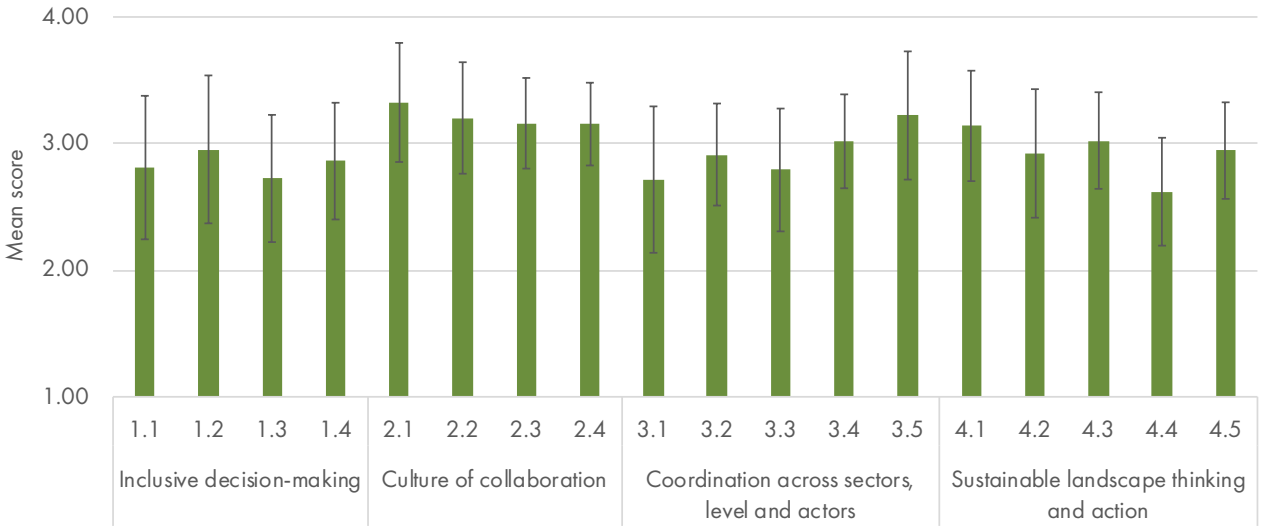
3 Although the indicators under 'Inclusive decision-making' (criterion 1) score relatively low, the mean scores are still only marginally lower than 3 (neutral) and well above 3 (negative) on the Likert scale (see Figure 4)

in relation to private sector activities, where malpractices are abundant. It is often stressed that the private sector is a powerful actor and that monitoring of their activities is not consistently done. As a result, they are not always held accountable for their actions and impacts. Many reports highlight the role of NGOs/CSOs in monitoring private sector activities, especially in landscapes where oil palm plantations have been expanding.

High scores

Culture of collaboration (criterion 2) stands out with overall positive scores. This seems to be in contradiction with the low scores for coordination (criterion 3). The relatively high score for culture of collaboration can possibly be attributed to the way the questions were asked during the workshop; they relate to whether stakeholders have a sense of community, how well they pick up new knowledge, resolve conflicts and are resilient and innovative, and thus require stakeholders to assess their own behaviour. Self-assessment is more likely to be positive than the perception of the performance of other stakeholders in the landscape. Furthermore, these questions can be interpreted as individuals' willingness to collaborate, as opposed to how much stakeholders actually collaborate through their actions.

Figure 4. Mean score per indicator*



* The error bars represent standard deviations of the mean per landscape.

5. Outstanding indicators

Below we will zoom in on four indicators that stood out from the overall analysis. We selected the indicator with the highest mean score, which was sense of community (indicator 2.1), and the three indicators with the lowest mean scores, which were equity (indicator 1.1), integrated landscape planning (indicator 3.1), and implementation and enforcement (indicator 4.4). For the qualitative analysis, we draw from the country assessment reports. In the text we use the abbreviations for each landscape (Table 2) to indicate where the information came from.

5.1 Equity (indicator 1.3)

The first criterion of the landscape governance assessment is 'inclusive decision making', which means that the rights, needs and concerns of all stakeholders in the landscape are acknowledged and considered when decisions are made and when rules are implemented. Analysis of the data of the 14 GLA landscapes showed that inclusive decision-making had the lowest mean score of all criteria, with an average of 2.9. And, of its four indicators, equity scored lowest with a mean score of 2.72. Figure 5 shows how this indicator scored across the landscapes.

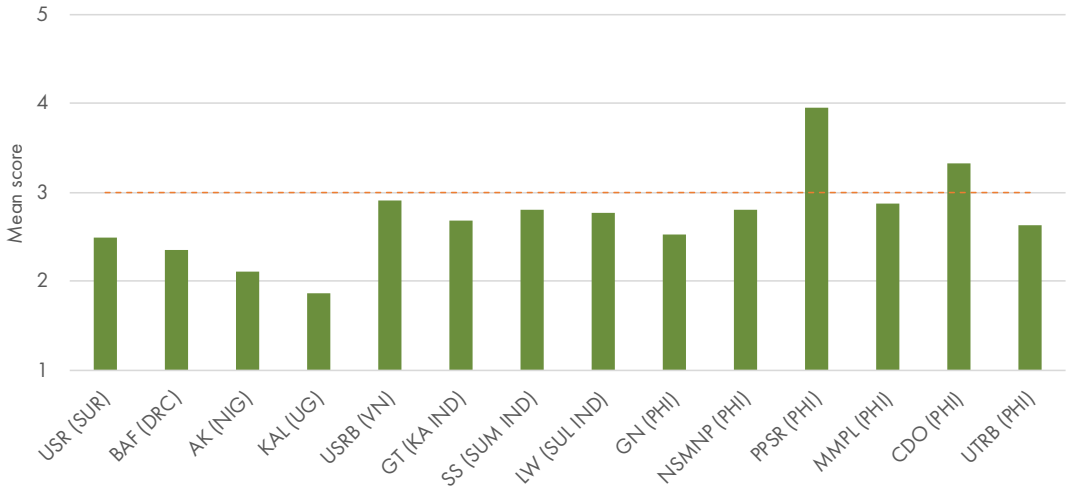
Box 3. Discussion questions for equity [4]

How is influence in decision-making shared among stakeholders in the landscape?

- *To what extent are public, private and civil-society interests taken into account in decision-making?*
- *To what extent are the people who are most affected by decisions able to influence these decisions?*
- *To what extent are marginalised groups (including women and indigenous people) able to influence decision-making that affects them? To what extent do civil society organisations support them in voicing their interests?*
- *Are land and resource rights fairly distributed among stakeholders in the landscape? Are there groups of stakeholders who lack access to land or resources?*

4 These questions were used to stimulate reflection during the LGA workshops, but participants were not required to systematically answer all questions. Therefore, not all topics were discussed during the workshops.

Figure 5. Mean score for Equity in each landscape*



* The orange line indicates the position of 'neutral' (score 3) on the Likert scale.

In all landscapes, workshop participants considered the influence of local communities and Indigenous Peoples on landscape-level decisions to be sub-optimal. Governments—often at district level—tend to be in control of important decisions in the landscape, such as the planning of infrastructural projects and the issuance of plantation, logging and mining permits. Sometimes government plans are influenced by other parties, but these are often the more powerful actors, particularly the private sector (SS, KAL). Participants in the Kalangala Landscape, Uganda, mentioned that CSOs tend to be ignored, because they are perceived as critics of private sector projects (KAL).

Although the direct influence of local and indigenous communities is minimal, they may have opportunities to exert influence indirectly. Workshop participants in Nigeria mentioned that marginalised groups are able to influence decisions through civil society actors who carry out protests, demonstrations and rallies.[5] Workshop participants in Bafwasende, DRC, mentioned that local communities also try to influence decisions through mystical processes, e.g., through witchcraft using fetishes and amulets (BAF).

The role of CSOs

CSOs are seen as key actors to promote equity (UTRB, KAL, GT, NSMNP). CSOs may, for example, support representatives of marginalised groups to participate in multi-stakeholder workshops and meetings, helping them to voice their concerns and share these with other actors in the landscape (GT, KAL, SS). Some CSOs support marginalised groups to access justice in courts (KAL), while other CSOs formally organise local groups, so their voices get more weight in political arenas (CDO).

In addition to CSO efforts to increase local people's influence on decisions, CSOs may also directly support marginalised groups through projects to improve local people's livelihoods. However, this does not always mean that these groups are part of the design of such projects (GN, KAL). The assessment report from the General Nakar landscape in the Philippines mentions that in most of the projects, local communities are "merely beneficiaries".

Bottlenecks at community level

The fact that local people tend to have limited influence on decision-making seems partly explained by the lack of adequate systems that allow for local people to participate in planning processes. But there are also reasons that are internal to the communities. Workshop participants in the South Solok landscape in Indonesia, for example, stressed that the success of CSO efforts to increase local people's influence on decisions has so far been disappointing, due to a lack of capacity and confidence among community representatives (SS). And participants in Kalangala Landscape, Uganda, mentioned that community representatives often fail to show up when invited by the district government to participate in meetings. As a result, the workshop participants argued, the councillors will take decisions without involving the communities (KAL).

5 For example, government plans to build a super highway of 260 kilometres through community lands and a national park were altered, after protests by national and international CSOs.

Finally, participants in several workshops stressed that equity within communities is limited as well. Village-level decisions are often made by village elites, with limited possibilities for others—especially women—to have their say (GT, KAL). In the Upper Srepok River Basin landscape in Vietnam, participants raised examples of inequality between those villagers that have close relationship to village leaders and those that do not. The first group had better access to information, and therefore better chances to benefit from government programmes (USRB). In the Upper Suriname River landscape in Suriname, community decisions are based on democratic procedures, where everybody is invited, but workshop participants mentioned that this process is corrupted by multinationals that bribe community leaders.

Summary

The assessment shows that inequality in decision-making is one of the biggest concerns to the workshop participants, as reflected in the low mean score for the equity indicator. This applies to the landscape level as well as to the community level. CSOs have an important role to address this, not only by creating opportunities for marginalised groups to share their views with others in multi-stakeholder settings, but also by investing in their capacity to do so.

5.2 Sense of Community (indicator 2.1)

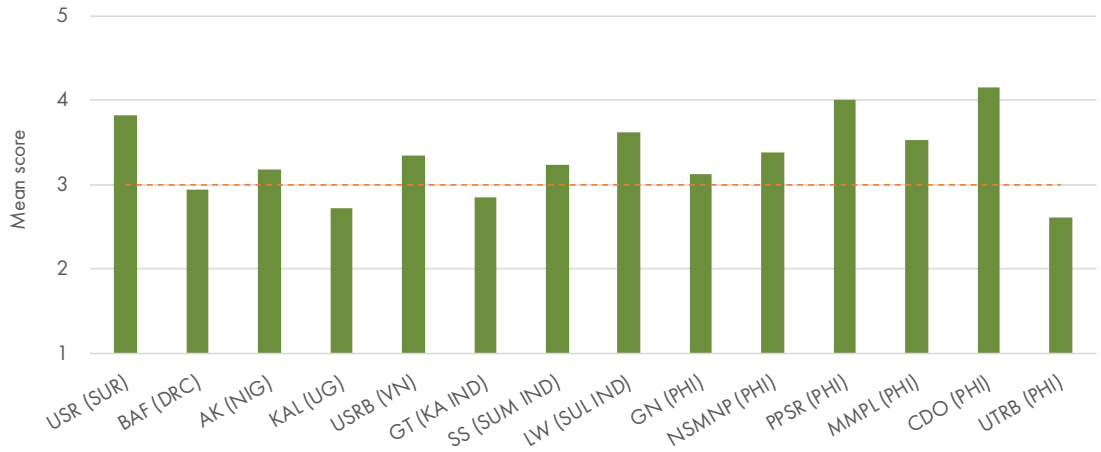
The second criterion of the landscape governance assessment is "culture of collaboration" with as its first indicator the "sense of community". Although stakeholders in landscapes will have a range of values, beliefs and objectives, recognising their common concerns and shared understandings can help in building socially cohesive landscape governance. This recognition enables stakeholders to identify ways forward by which everyone can realise an immediate objective, thereby expanding the trust that is needed for realising more ambitious objectives for the landscape. This sense of community thus shapes the governance of the landscape and vice versa; rules and decisions can influence the sense of community among stakeholders (De Graaf et al. 2017). Analysis of the data of the 14 GLA landscapes showed that sense of community had the highest mean score of all indicators, with an average of 3.32. Figure 6 shows how this indicator scored across the landscapes.

Box 4. Discussion questions for Sense of Community[6]

What is the sense of community in the landscape?

- To what extent do people feel connected with the landscape and each other?
- To what extent do people feel they can depend on each other?
- What are the forms of leadership in the landscape that bring people together?
- Do stakeholders have a common vision and are they committed to achieving this?

Figure 6. Mean score for Sense of Community in each landscape*



* The orange line indicates the position of 'neutral' (score 3) on the Likert scale.

6 These questions were used to stimulate reflection during the LGA workshops, but participants were not required to systematically answer all questions. Therefore, not all topics were discussed during the workshops.

In many landscapes workshop participants indicated that the sense of community is based on indigenous relationships and customary traditions (UTRB, GN, SS, BAF, NSMNP, LW, USR). Traditional leaders bring people together and represent the historic connection between the people and their environment. Since these relationships depend on kinship and shared history, the sense of community in these areas may be affected by immigration and other outside influences (GT, KAL, UTRB). In Gunung Tarak (Indonesia), workshop participants argued that the lack of shared history between indigenous inhabitants and migrants from transmigration programs has reduced the sense of community in the landscape (GT). In the Upper Tagaloan landscape in the Philippines, participants indicated that customary traditions that used to connect people are fading due to strong religious influences (UTRB).

A sense of community may also be based on mutual dependencies and complementary roles in the landscape. People can feel connected through a common interest (BAF, CDO, LW). In the Puerto Princessa Subterranean River landscape in the Philippines, various actors collaborate on the management of the national park and share in the benefits. This strengthens the sense of community among them. In some workshops, participants mentioned that the sense of community is strengthened by a common threat (USRB, CDO). In the Cagayan de Oro landscape in the Philippines, for example, the impacts of a major flood brought people together to improve the management of their landscape (CDO).

Threats

Interdependences do not automatically foster a sense of community—they may have the opposite effect, especially when power relations are skewed and when there is a lack of trust between stakeholders. When different actors claim the same resources, conflicts may arise (GN, AK, SS, KAL, GT). Conflicts do not only occur between stakeholders (e.g., communities and companies), but also among communities themselves. In those cases, the sense of community is mostly local (AK, KAL, NSMNP). In the Kalangala landscape in Uganda, some participants claimed that the sense of community at the landscape level was non-existent, due to fierce competition for scarce resources, in combination with different tribal affiliations (KAL).

In some workshops, it was argued that external projects may negatively affect the sense of community. In the Gunung Tarak landscape, participants claimed that projects where financial aid was provided to communities led to a change in the collaboration culture, because people no longer provide support to each other without financial remuneration (GT). The participants stressed that external projects need to consider the culture and traditions in the landscape and strive for a fair division of benefits, to prevent conflict (UTRB).

Strengthening the sense of community

The sense of community can be strengthened by landscape leadership that focuses on a common interest (UTRB, AK, LW). This can be seen in the Lariang Watershed in Indonesia, where the water resource management agency acts as the "unifying form of leadership" (LW). Faith-based organisations can also play a major role, as can be seen in the Cagayan de Oro landscape, where the archbishop was instrumental in setting up a landscape management board (CDO). The presence of a bridging organisation (e.g., an NGO or university facilitating multi-stakeholder discussions) can also help strengthen the sense of community by linking actors in the landscape (CDO, UTRB, GN).

Summary

The sense of community, as judged by workshop participants, is negatively affected by growing pressures on natural resources, leading to conflicting claims and conflicts. In some landscapes such conflicts occur mostly between communities and private companies, while in other landscapes they are common among communities themselves. The sense of community is often determined by indigenous or customary affiliations, and is therefore often affected by migration. Deliberate efforts to promote multi-stakeholder coordination towards a common goal is likely to benefit a sense of community that transcends indigenous/customary lines.

5.3 Integrated landscape planning (indicator 3.1)

Decision-making in the landscape is often organised according to economic or technical sectors (e.g., agriculture, environment, rural development, water) and jurisdictional levels (local, regional, national), and this can be a significant barrier for integrated management and collaborative action. The third governance assessment criterion is therefore 'coordination across landscape sectors, levels and actors'. This first and foremost demands integrated

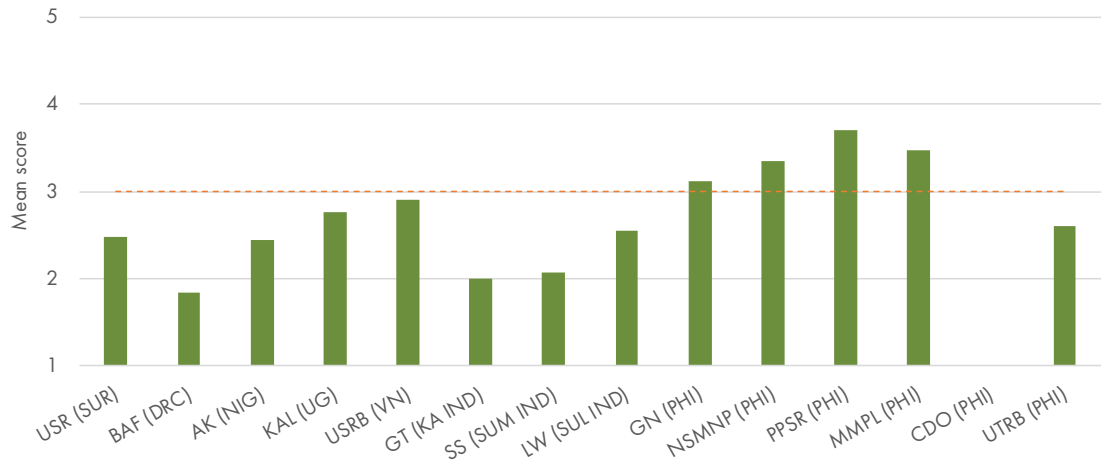
landscape planning (indicator 3.1). With a score of 2.72, this indicator had one of the lowest overall mean scores in our assessment. Figure 7 shows how this indicator scores in the landscapes.

Box 5.Discussion questions for integrated landscape planning[7]

How do stakeholders coordinate across the landscape to identify synergies and opportunities for collaborative action?

- How do stakeholders in the landscape interact with one another? Where? When? About what?
- To what extent does this multi-stakeholder interaction lead to better understanding of commonalities and differences?
- Is there a landscape-level plan? Are there collaborative activities?
- To what extent is the impact of decisions and actions monitored at the landscape scale? Is the monitoring information shared?

Figure 7. Mean score for Integrated landscape Planning*



* The orange line indicates the position of 'neutral' (score 3) on the Likert scale. Note that this indicator was not included in the pilot workshop in CDO.

The general picture arising from our review of the narrative assessment reports is that coordination is a key area for improvement (GT, KAL, SS, GN, USRB, LW, USR). The lack of coordination between landscape actors is illustrated by the following quote from the Upper Srepok River Basin landscape in Vietnam:

> "[...] water resource management is under the management of natural resource and environment agencies, irrigation and aquaculture are managed by agriculture and rural development agencies, water use for hydropower development is managed by commerce and trade agencies, while the Provincial People's Committee and District People's Committee manage the overall issues at provincial and district level respectively. In principle, state management agencies are in charge of coordinating various agencies/organisations to create synergies for adequate planning. However, stakeholders and sectors rarely cooperate with each other. Each sector makes their plan based on their strengths, with insufficient consultation with other sectors [...] For instance, [...] irrigation companies focus on irrigation work establishment without giving proper attention to watershed forest protection."

Efforts to promote coordination

In several landscapes there are mechanisms in place for coordination between stakeholders. This may have different forms. In the South Solok landscape in Indonesia, the government organises consultations, where landscape actors can comment on development plans (SS). Sometimes there are separate initiatives to promote collaboration, such as those organised by the sustainable trade initiative in the Gunung Tarak landscape in Indonesia (GT). And in the Kalangala landscape in Uganda, participants mentioned that coordination primarily takes place in ad hoc

7 These questions were used to stimulate reflection during the LGA workshops, but participants were not required to systematically answer all questions. Therefore, not all topics were discussed during the workshops.

meetings where stakeholders get together to discuss pressing issues (KAL). A common observation is that landscape actors that are more powerful and well-organised are better able to make use of these 'mechanisms for coordination' than those that are marginalised and not organised.

Despite existing efforts to promote coordination, mistrust between stakeholders is still common, planning processes may lack transparency, and synchronisation between different planning processes may be lacking (SS, KAL, GN). In the General Nakar landscape in the Philippines, for example, stakeholders worked together to develop a Forest Land Use Plan. This was a collaborative effort, with participation from representatives from most relevant stakeholders. However, workshop participants noted that the content of the Forest Land Use Plan does not coincide with other plans that exist for the area, such as the Ancestral Domain Sustainable Development and Protection Plan, suggesting a lack of coordination between the different planning exercises (GN). Also, systems for systematic landscape-level monitoring are often non-existent. And, when there is some form of monitoring system, the results may not be transparent (KAL, LW), or it may not lead to any follow up activities (SS).

In the Cagayan de Oro landscape (CDO), the indicator 'integrated landscape planning' was not scored, but workshop participants expressed a high level of satisfaction with matters of coordination between landscape actors. They cited a number of opportunities and platforms that allow for interaction between stakeholders. One of the most prominent platforms is the Cagayan de Oro River Basin Management Council, which includes government agencies, companies, NGOs, communities, academics and religious groups, and aims to improve collaborative planning to sustainably manage the watersheds, rivers, and forests of the Cagayan de Oro River Basin, which is necessary to prevent floods. The risk of floods is a concern that is shared by all members of the council. The council was established in 2010, spearheaded by the Archdiocese of Cagayan de Oro and the Department of Environment and Natural Resources. The Archdiocese—well respected by all parties—has been playing a key role as a champion of the council, while the local university has been vital as a secretariat, funded by international donors.

Different views

In some landscapes the assessment workshops revealed differences in the participants' ideas about the level of coordination among stakeholders. In the Upper Tagoloan Landscape in the Philippines, for example, government representatives were positive about the extent of coordination between stakeholders in planning matters, claiming that the various communities and government agencies work well together. However, this view was not shared by other participants, who claimed that, so far, coordination has existed mostly on paper (UTRB).

At times, government representatives and other landscape actors appeared to have different ideas about the meaning of 'coordination'. In the Lariang Watershed in Indonesia, for example, government agencies consider socialisation activities as a form of coordination, while according to other actors they are not. Coordination, they said, is a process in which all the parties are equal, while socialisation is one-way traffic, with the government sending information to other actors.

Summary

In most landscapes the coordination between different sectors is limited. When the government makes an effort to improve coordination between landscape actors, it may be in the form of sending information, in order to let other actors know about plans (and occasionally giving them the opportunity to respond). It is less common for the government to allow for coordination between actors towards collective action. Experience in the Cagayan de Oro landscape in the Philippines suggests that a multi-stakeholder platform can improve coordination, especially when members share a common concern (e.g., the risk of floods). Also, the active involvement of organisations or individuals that are well-respected, and considered neutral by the other stakeholders, is likely to increase the success of such platforms.

5.4 Implementation and enforcement (indicator 4.4)

Introduction

The fourth performance criterion is 'sustainable landscape thinking and action'. It refers to approaches to land use and natural resource management that limit the degradation of water, forests, grasslands and soils, and promote their restoration while conserving biodiversity. If incentives and regulations that foster sustainability are recognised and promoted, this will encourage actors to follow sustainable practices. However, in order for actors to trust incen-

tives and regulations that foster sustainable practices, they must know that these measures will be implemented and enforced.

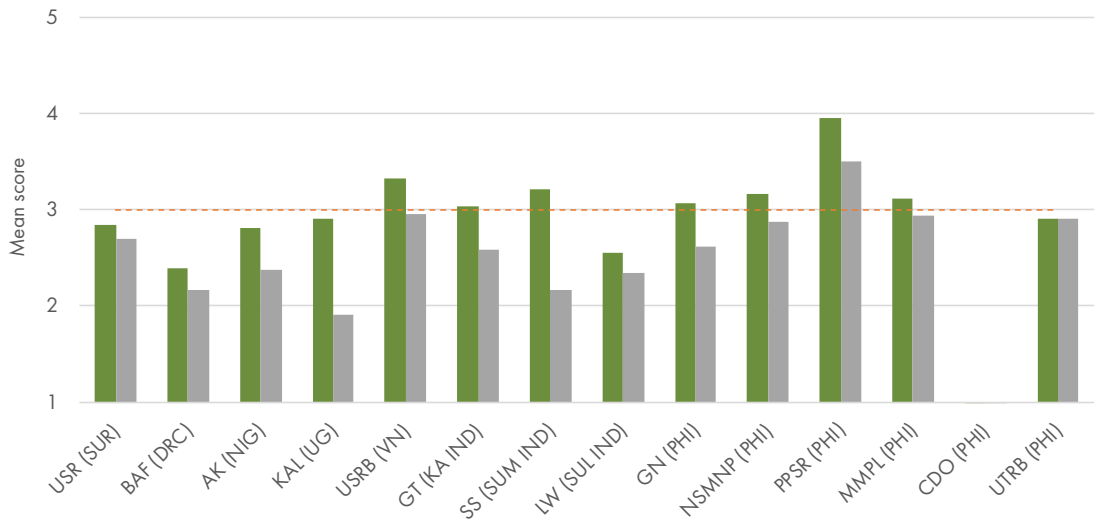
Analysing the results of the 14 landscape governance assessments, we found that the presence of enabling rules was usually scored relatively high (mean score: 3.02), suggesting that there are adequate regulations to prevent unsustainable use, and promote sustainable practices. However, the overall mean score for the 'implementation and enforcement' of these rules was low (mean score: 2.62). Figure 8 shows the mean scores for both indicators in all landscapes.

Box 6. Discussion questions for Implementation and enforcement of rules[8]

How are sustainable policies and practices implemented and enforced, and how is their impact monitored?

- Who is responsible for implementing policies and procedures that promote landscape-friendly practices?
- How well do these agencies implement and enforce the rules? To what extent does the reality of implementation match the intent of the policies and procedures?
- How well do these agencies monitor the implementation and impact of the rules?
- To what extent do CSOs monitor the implementation of landscape-friendly policies and practices by public and private actors?
- To what extent are violators prosecuted and punished?

Figure 8. Mean score for Enabling rules (green) and Implementation and enforcement (grey)*



* The orange line indicates the position of 'neutral' (score 3) on the Likert scale. Note that these indicators were not included in the pilot workshop in CDO.

Examples of rules

In each workshop some time was dedicated to identifying the relevant rules. This yielded four types:

1. Formal (government-devised) prohibitions, such as:
   - Ban on mining in certain areas;
   - Ban on plastic bags;
   - Ban on waste disposal in rivers, ban on burning waste, and other regulations regarding waste disposal;
   - Ban on fishing in certain waters;
   - Moratorium on plantations on peat lands; and
   - Ban on hunting in certain periods of the year.

8 These questions were used to stimulate reflection during the LGA workshops, but participants were not required to systematically answer all questions. Therefore, not all topics were discussed during the workshops.

2. Government policies for sustainable management, including:
    - Rules for community property rights (e.g. social forestry in Indonesia);
    - Regulations that guide spatial planning procedures, and mandatory adherence to government land use plans;
    - Mandatory certification (e.g., ISPO for oil palm in Indonesia);
    - Requirements for social impact assessments (SIA) and environmental impact assessments (EIAs);
    - Requirements for logging and sustainable forest management.

3. Customary norms and rules, including:
    - Ban on eating certain animals;
    - Prohibition to access or make use of certain parts of the forest that are considered sacred (e.g., inhabited by spirits, or used as burial grounds); and
    - Prohibition to cut certain trees that are inhabited by ghosts.

Limited capacity to enforce rules

A common perspective among the workshop participants is that the private sector and local communities need to implement rules, while the government (through its various agencies) needs to monitor and enforce compliance (SS, BAF, KAL, CDO). For example, an environmental impact assessment should be implemented by a company that is planning a large-scale investment, while the government needs to control if this is being done adequately. However, the capacity of the government to monitor and enforce is often limited, which creates opportunities for other actors to circumvent the rules. The report on the Bafwasende workshop in DRC notes:

> "The rules are established by legal texts, but in the field, it is often the law of the strongest that prevails." (BAF)

Enforcement may be hampered by a lack of local capacity or motivation. Workshop participants in the Upper Tagaloan landscape stressed that the tenure and salaries of forest guards need to be improved, in order to improve their motivation to effectively enforce rules (UTRB). And the report from the Kalangala landscape in Uganda notes:

> "The mandated government agencies [...] are responsible for the implementation of the law, but are limited by both human and financial resources and therefore are not enforcing the law. [...] At the district they try to implement policies, but some challenges exist, such as shortage of manpower, e.g., the Buvuma District Natural Resources Department requires 10 staff, but operates with only 2 Environment staff."

Monitoring

Enforcement of rules requires the effective monitoring of activities, but this appears weak in most landscapes (lack of adequate monitoring is explicitly mentioned in AK, GT, USRB, LW, KAL, SS). Monitoring is considered the responsibility of the government as well as of CSOs (AK, KAL, CDO, LW, SS). In South Solok, workshop participants mentioned that CSOs play a key role in monitoring illegal activities, but that private and public actors do not support CSO monitoring, and pay little attention to the results (SS). Also, monitoring activities by CSOs may be limited to their own activities and focus areas (GT, LW). Finally, private companies are not always interested in adequate monitoring of their own performance vis-à-vis voluntary guidelines (e.g. for certification), and may not allow for CSO involvement (GT).

Corruption

In the South Solok landscape in Indonesia, workshop participants mentioned that the lack of implementation and enforcement of rules is related to corruption (SS). Corruption is also reported a major bottleneck in other landscapes. In the Kalangala landscape in Uganda, for example, participants argued that monitoring and enforcement of rules is inefficient due to corruption and bribery (KAL). The Kalangala report further notes:

> "Politicians are a big problem to implementation, especially during campaign periods. Over-staying of officers in one district makes them prone to corruption. Police is a big problem to the implementation of the law, as they sometimes collaborate with criminals to sabotage implementation."

In several workshops, participants mention the interference of influential and powerful individuals, complicating the effective enforcement of rules (GT, CDO, KAL). And, sometimes politicians are simply not interested in strict enforcement, afraid to lose voters. The Cagayan de Oro report mentions:

> "Lack of political will is a big factor in the implementation of laws. Some politicians do not like to make decisions that will make them unfavourable to voters, such as in the issue of relocation. "

Customary rules

Workshop participants in some landscapes stressed the importance of customary rules that promote sustainable practices (AK, CDO, USR). In the Akamkpa landscape in Nigeria, parts of the forest cannot be used, because they are dedicated to certain gods. Also, eating of certain animals is considered taboo (AK). Participants in the Cagayan de Oro landscape in the Philippines stressed that indigenous leaders are able to effectively enforce compliance with their own rules:

> "The tribe has its own justice system wherein violations correspond to penalties. Minor violations are resolved through rituals, while major crimes are subjected to sala [customary punishment and penalties paid out by the person committing the crime]."

In the Upper Suriname River, workshop participants stressed that customary communities abide well with their own rules and regulations, but that outsiders do not, because they are not aware of them. Moreover, workshop participants added that younger generations seem to attach less value to customary practices and believes—such as the idea that nature will punish villagers when they violate customary rules (USR).

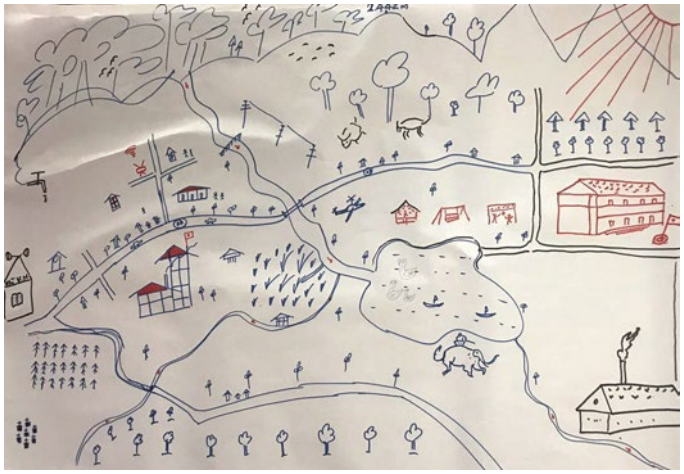
Summary

In many landscapes, the rules to promote sustainable land use and management exist, but their implementation and enforcement is lacking. This is mostly due to insufficient capacity within government agencies. Customary authorities may have their own enforcement systems in place, but these are challenged by outsiders and younger generations. CSOs can play a role in monitoring, using the results to pressure other parties, but have little or no power to enforce compliance.

6. Landscape Governance Vision

The LGA methodology recommends that, before scoring, workshop participants discuss their vision for the landscape in terms of each of the four assessment criteria, and the steps that would need to be taken to get there. This was meant to give people an opportunity to share their views about the future, while also enabling a more critical reflection on current governance processes. In most workshops, visioning was done using the Rich Picture method, to stimulate creative thinking and facilitate conversations (figure 9). Below we provide a short summary of the discussions, derived from the assessment reports.

Figure 9 Rich Picture from Upper Srepok River Basin (Viet Nam)



6.1 Inclusive decision-making (criterion 1)

In nearly all landscapes, the vision for inclusive governance includes a call for more transparency and participation. Workshop participants in some landscapes emphasised the importance of including marginalised groups such as women and youth (LW, USR, UTRB), and the need to involve local and indigenous leadership in decision-making (GN, LW). There is little mention of representation and accountability within communities or stakeholder groups, although the vision for Northern Sierra Madre National Park in the Philippines mentions the need for representatives to report back after attending meetings (NSMNP).

In some landscapes, the participants identified the need to increase awareness about the importance of participation (LW) and knowledge of the processes that ensure inclusive decision-making, such as FPIC (LW, AK). There is also a need to strengthen capacities for inclusive governance of both communities and governments (GN). In Gunung Tarak in Indonesia, the participants suggested that "government and CSOs facilitate local community to collaborate with oil palm management units on developing sustainable livelihoods and HCV management, including feedback of private sectors' CSR program" (GT). Civil society organizations are also mentioned as taking a role in holding stakeholders accountable (UG).

6.2 Culture of collaboration & Coordination across sectors, levels and actors (criteria 2 and 3)

Many reports come with the concrete suggestion of establishing a multi-stakeholder platform (SS, BAF, GT, KAL, UTRB, GN, LW). Such platforms are expected to improve the coordination of activities between stakeholders, while also enabling more active involvement of various stakeholders in decision-making. In addition, the development of comprehensive landscape plans was suggested as a concrete way to improve coordination (GN, AK, USRB).

Another common suggestion was to improve the sharing of information. Several reports suggest improving communication and data sharing through establishing an online platform or database (BAF, MD, SS), using media outlets like radio (NSMNP, KAL), or social media (GT).

In many workshops the position of indigenous groups was discussed, and participants stressed the need to recognise traditional knowledge and rights, and to align government regulations with customary governance systems (USRB, GN, LW). This requires efforts to capacitate traditional leaders to coordinate with government agencies (UTRB, NSMNP).

6.3 Sustainable landscape thinking and action

In general terms, many workshop participants stressed the need to develop more sustainable land-use practices, including better management of plantations and improved logging operations (BAF, AK, USRB, NSMNP). To achieve more sustainable practices, the workshop reports suggest action in several areas.

First and foremost, existing rules and policies would need to be implemented and enforced (UTRB, KAL, USR, AK), requiring efforts to strengthen monitoring and evaluation (UTRB, NSMNP, USR, GN, AK, SS, GT, LW) and to intensify collaboration between landscape actors to combat illegal activities and to prevent destructive events such as wildfires (GN, AK, GT).

Landscape actors also need sufficient knowledge and capacity concerning sustainable management practices and mechanisms such as environmental impact assessments (EIAs) and free prior and informed consent (FPIC) processes (GN, AK, KAL, NSMNP), and NGOs and governments would need to support environmentally-friendly enterprise development (GN, USRB, NSMNP, LW, USR). Finally, the need to improve environmental awareness was mentioned in two landscapes (NSMNP, USR). Participants in the Bafwasende landscape in DRC suggested to organize an environmental event, to raise awareness about sustainability, including the risks of bush fires and toxic products.

7. Reflection on the methodology

Below we reflect on the methodology based on the evaluation forms from the workshop facilitators and complimented with experiences and inputs from GLA staff that have been closely involved in the process.

7.1 The workshop process

The participatory workshop method builds on data gathered from a single workshop where different stakeholder groups are present and share their views, ideas and concerns in the same space. This has advantages but also limitations.

Advantages

Discussions benefit from a variety of views: If stakeholders feel they can speak freely and openly, the workshop provides an opportunity to share and discuss new ideas. It can create awareness among stakeholders about different views and interests. For instance, the assessment report of the Cagayan de Oro landscape in the Philippines mentioned that "responses of workshop participants were reflective of their professional affiliation [...] responsibilities as well as experiences. Discussions were dynamic as participants were eager and open to share and to listen as well".

Opportunity to engage with different stakeholders: A workshop where different stakeholders are participating provides space for stakeholders to discuss and exchange regarding their main concerns and ideas for improvements. Various discussions and interactions offer opportunities for collaboration and connecting of different stakeholders. This way, the methodology itself proved useful to foster more inclusive and sustainable landscape governance, by bringing together different stakeholders and facilitating a dialogue, as illustrated by the following quotes from the country reports and facilitator evaluations:

- "[Participants] considered the workshop a good chance for actors from different sectors to openly communicate and exchange, to voice up and then to vision the future of the landscape." (facilitator LGA workshop Viet Nam)
- "The workshop facilitation had successfully acted as 'ice breaking' on communication barriers among key actors in the landscape, i.e. government, CSOs, private sectors and local community. The two days discussions had become a forum to share experiences about the problems and challenges and also facts and opinions on the current status of landscape governance and way forwards to improve the situation. [...] As a result of the workshop an informal multi-stakeholder dialogue has gotten new life (West Kalimantan) and resulting in ecological corridor." (Kalimantan, Indonesia)
- "The importance of landscape actors to come together and work together in order to solve complex issues that are being faced was stressed in multiple assessments. The LGA can be a first step towards this." (Northern Sierra Madre, Philippines).

Understanding stakeholder dynamics: Having different stakeholders in the same space where they have to collaborate and discuss, can provide insight into underlying (power) dynamics.

Identify steps towards improved governance:
Based on the visioning exercise in the LGA workshops, participants were able to identify concrete steps for follow-up. On some occasions, the participants suggested collaborative activities. More often, next steps were suggested for an individual actor. Although this did not lead to collaborative activities, the process of identifying the next steps benefitted from stakeholder input. For example, during the LGA workshop in Northern Sierra Madre (Philippines), the Indigenous People group realised that they were only using three out of their twelve allocated seats in the management board of the natural park. Since the workshop, the number of representatives has increased to eleven. And, as a result of the discussions during the workshop in the Upper Tagaloan River Basin (Philippines), the private sector participants decided to better align their community projects with the work of other actors in the landscape. In Viet Nam, the commune level stakeholders in the Upper Srepok River Basin decided that they would strengthen their capacity for land-use planning, which was identified as an important improvement during the LGA workshop.

Limitations
Some participants may not speak freely: The effect of having all stakeholders in a single space may be that more vulnerable or marginalised groups hold back in expressing their views. This was the case in Vietnam, where the following was stressed about the methodology: "The participation of representatives from district and commune levels on one hand gave information from different viewpoints, but in another hand it made commune staff members reluctant to give their opinions regarding the inclusiveness and transparency in decision making process. The reason was that commune staff members did not want to displease the district staff members, who were often their direct state managers." In some cases, the LGA workshop facilitators decided to organise separate workshops for different stakeholder groups. Although this did not allow for the direct sharing of ideas between stakeholders, it prevented conflict and allowed participants to speak openly.

Limited participation of the private sector: Several reports mentioned that the engagement and inclusion of the private sector had been limited. In some cases this was because they were not invited, while in other cases private sector representatives had been invited, but did not attend, the reason for this is unknown. Although not ideal, a practical solution could be to conduct individual meetings with private sector representatives, to ensure that their thoughts on landscape governance are also known to the workshop facilitators.

7.2 Landscape governance criteria and indicators

Several governance indicators, such as equity and transparency, may be hard to understand for stakeholders in the landscape, because they are abstract concepts. The methodology therefore provides a framework to operationalise and discuss such concepts in more accessible language. In fact, several facilitators indicated that the LGA allowed participants to learn about landscape governance and even deepened their own understanding of some governance dimensions. However, some indicators still proved challenging. For example, participants had difficulty distinguishing between accountability and monitoring. The indicator equity also created some confusion. The CDO landscape (Philippines pilot) report mentions that participants found it difficult to define equity. To trigger discussions about abstract indicators, it was found helpful to discuss them in relation to concrete examples of changes in the landscape, especially those that are considered most urgent. Discussing indicators in practical terms will also uncover possible differences in the perspectives of stakeholders (e.g. participants may be referring to different aspects of the landscape).

7.3 Cross-landscape comparison

The prime objective of the methodology is to assess the status of governance at the level of the individual landscapes. This serves to learn and share ideas between stakeholders in the landscape, while also providing a baseline to assess changes over time. Next to that, the assessment can be used to compare between landscapes. However, any comparison between the various landscapes is complicated by their diversity in terms of stakeholders, land uses, biophysical set-up, institutional organisation, etc. (see Box 1 for additional factors that complicate comparison). Hence, the cross-landscape analysis does not provide a precise assessment of differences. Instead, it is used to identify broad patterns and cases or indicators that stand out.

8. Conclusions and recommendations

This document reports on the outcomes of the Landscape Governance Assessment, which was conducted in 17 landscapes, in the context of the Green Livelihoods Alliance. In each landscape a two-day workshop was organised. In these workshops, stakeholder representatives scored and discussed the current status of governance in their landscape, using a pre-defined set of criteria and indicators. Analysing the results of the assessment has provided some insight into stakeholders' satisfaction with current governance processes. We found that workshop participants were particularly dissatisfied with three governance indicators.

First, inequality in decision-making appeared as one of the biggest concerns. Although most workshop discussions focussed on inequality between stakeholders at the landscape level, some participants would stress existing inequalities in decision making at the community level, with community governance processes that lack accountability and transparency.

The second indicator with low scores was integrated landscape planning, referring to the level of coordination across the landscape to identify synergies and opportunities for collaborative action. In many landscapes there are mechanisms in place that are supposed to foster some form of coordination between actors, but only few of these were considered adequate.

Third, although the rules to promote sustainable land use and management may exist, workshop participants indicated that the implementation and enforcement of these rules is often lacking. This is mostly due to insufficient capacity within government agencies. Customary authorities may have their own enforcement systems in place, but these may be challenged by outsiders and younger generations.

In addition to assessing the current status, workshop participants also discussed their vision of landscape governance in the future, and the steps that are necessary to achieve this vision. Not surprisingly, participants would point at the three governance aspects mentioned-above as priorities for improvement. Some of their practical suggestions included that stakeholders should work together to:

- increase overall awareness and capacities for inclusive governance;
- build mechanisms for better sharing of information in the landscape, such as shared databases or by using social media.
- align government regulations with customary governance;
- improve collaborative monitoring, and enforce compliance with existing rules; and
- increase overall awareness about sustainability and promote sustainable enterprise development.

8.1 Lessons for CSOs

The Green Livelihoods Alliance is a programme to strengthen the role of civil society in inclusive landscape governance. From the analysis of the governance assessments, we can extract some lessons for CSOs. Achieving inclusive and sustainable landscape governance requires CSOs to play a variety of complementary roles, including:

implementing direct interventions to promote sustainable livelihoods; representing marginalised groups; acting as watchdogs; and engaging in lobby and advocacy activities. Next to these 'traditional' CSO roles, inclusive and sustainable landscape governance also requires CSOs to develop or strengthen inclusive governance processes, for example by acting as a broker or bridging organisation between landscape actors.

It is increasingly common for CSOs to play this last role through developing or facilitating a multi-stakeholder platform (MSP), which can be used by actors in the landscape to share ideas, identify common principles and develop plans for action. Several landscapes in the assessment already have a functioning MSP, while in many others, workshop participants argued that it would need to be established. However, before engaging in the development of such a platform, it is important to consider some of the factors that will influence its functioning.

Recognising that governance is highly complex and landscape specific, we have tried to use the discussions that took place during the assessment workshops to draw some general lessons for CSOs that work on governance processes within their landscapes, including:

- Start by understanding existing governance processes and mechanisms, stakeholders' ambitions, and conflicts in the landscape (the LGA methodology can help with this).
- Reflect your own role and stake in the landscape (if any): CSOs might have a tendency to take the lead in governance processes, but should consider building on existing governance structures and forms of leadership in the landscape (e.g. local governments, community-based organisations).
- Develop awareness and capacity for participation in governance, so people can take part in existing (or new) decision-making processes.
- Build capacity of local governments to foster horizontal and vertical coordination in the landscape.
- Build on the sense of community for collaboration, and at the same time use collaboration to strengthen the sense of community. In landscapes where there is conflict, bringing people together to understand each other's perspectives can be a starting point. This takes time, and requires a trusted, neutral facilitator.
- CSOs that work to improve the participation of local communities and Indigenous Peoples in landscape-level governance processes should also critically assess the functioning of community-level governance processes, as there may be problems related to corruption, elite-capture, and underrepresentation of marginalised groups.
- Invest in developing collaborative monitoring systems at the landscape level, by pooling the resources and capacities of different stakeholders, including the public and private sectors.

8.2 Reflections on the LGA methodology

Within the Green Livelihoods Alliance (GLA), the LGA methodology served a dual purpose. First, it was a way to gather information about the current status of landscape governance, which can be used to monitor progress over time. Second, the methodology also meant to contribute to improved governance by facilitating a structured discussion about the status and future of the landscape. The methodology allowed workshop participants to interact with each other and share their views, thereby increasing their understanding of governance and gaining insights in the different perspectives that exist in the landscape. Also, it helped stakeholders in the identification of steps to improve the governance of their landscape. For the GLA partners, the LGA workshops created opportunities to discuss and improve their planned work under the programme with stakeholders. Based on these new insights they adapted their plans, for example by broadening the stakeholder groups they worked with, strengthening the work on capacity development and inclusion of marginalised groups, and identifying additional collaborative activities with other stakeholders.

The methodology has some limitations. We found that it is difficult to ensure a well-balanced representation in the workshop and that some stakeholder groups may not feel comfortable to share their thoughts and concerns in a workshop setting. Moreover, when implemented as a stand-alone activity, without a relation to an ongoing (policy) process or programme, there may be limited or no follow-up on the next steps as identified in the workshop.

We developed the final set of criteria and indicators in an iterative process between staff from Tropenbos International and EcoAgriculture Partners, with input from experts of other organisations. In 2017, we tested a first version

of the methodology in the Philippines, after which it was further refined. The final selection provides a well thought-out framework that can be used to analyse the performance of landscape governance. It can be applied to assess changes within a landscape over time, and to compare different landscapes over space. However, we feel that some indicators may be missing, for example those related specifically to finance and investments, conflict, gender and land rights. In future applications, these could be added to the framework.

To assess the status of the governance criteria and indicators in the GLA landscapes, we decided to use a workshop approach. This approach is less suitable when the aim is to compare different landscapes. For that purpose, the assessment would better be conducted by an independent research team, to ensure consistency in interpretation and scoring of indicators. Using a workshop approach reduces the reliability and comparability of the data, because the outcomes depend on the selection of workshop participants, and their understanding of the indicators. Still, we believe that this type of participatory assessment can generate a useful broad picture of how governance processes are organised, what goes well and what does not. This can be used to assess changes over time, while at the same time stimulating a constructive dialogue between stakeholders about the future of the landscape and how to get there.

Annex 1. Changes in methodology

	Landscape	Changes methodology
1	Philippines: Cagayan de Oro River basin	• Data were partly done with different criteria as per earlier versions of the methodology. Criterion 1 and 2 are the same to the other versions, Criterion 3 and 4 are not. • Several participants from day 1, did not attend the second day of the workshop
2	Philippines: Northern Sierra Madre Nature Park	• Bad weather conditions leading to cancellations from the private sector, Protected Area Management Board, Indigenous Peoples Leaders, and representatives from Local Government Unit.
3	Philippines: General Nakar	• Focus group on criteria and indicators with indigenous peoples' leaders prior to assessment. • Government group opted for oral discussions instead of drawings for visioning exercise. • No private sector representation. • 16 out of 24 participants completed assessment matrix. • Some participants left early. • Some participants new in landscape and unfamiliar with its governance. • Development partner considered itself an observer and did not submit scoring sheets.
4	Indonesia: Gunung Tarak (Kalimantan)	• Rich picture method not used due to time constraints. Instead visioning included in discussion, validation and plenary at the end.
5	Indonesia: South Solok (Sumatra)	• The visioning exercise was done as a whole for a shared vision in the landscape area, and not for each criterion. • There was an uneven distribution of representatives from different sectors: private sector was with fewer than civil society, governments and communities. Only 2 companies sent their representatives. • For Criterion 3 only 13 people scored, sectors such as academia were not represented. Whereas for Criterion 1 27 people scored.
6	Indonesia: Lariang Watershed (Sulawesi)	• Private sector absent, only civil society, government, and CSO/NGO groups present at workshop. Private sector representation was the head of the village owned enterprise, which holds a double position as a village government official. Therefore decided that this could not be seen as the private sector. • Scoring was done immediately after each indicator and each criterion in order to prevent participants forgetting what was discussed.
7	Viet Nam: Upper Srepok River Basin	• Criterion 2 and 3 were combined to avoid repetition. • Rich map exercise combined with guiding questions used for visioning exercise. • During breaks facilitators discussed which information was still missing and needed further inputs. • Commune staff members were reluctant to provide with critical opinions and remarks, as their direct state managers were present.
8	Nigeria: Akamkpa	• Representatives from private sector only joined for second day of workshop • 32 Participants attended the workshop, which is over the maximum recommended group size (25) as per methodology.
9	Uganda: Kalangala	• The LGA focused on Buvuma but the workshop also included participants from Bugala (different area).

10	Democratic Republic of the Congo: Bafwasende	• Opening and closing of the workshop done by the local authority. • At the beginning of the workshop, the definition of certain terms (landscape, governance, stakeholders, actors) were given in 4 languages (Swahili, Lingala, French, Kimbuti) by a participant who understood the explanation as to facilitate the understanding of all participants. • For the indicators what has been written down in the report present the discussion point by the stakeholders as discussed during the workshop, instead of a validation of previous desk-based work. A summary is given in the end of the report which provides with an overview.
11	Philippines: Upper Tagaloan River Basin	• The identification of next steps was clustered at the end of the workshop • IP communities were not ideally represented due to their last-minute cancellation of attendance. However, some participants from the local government are members of the IP communities as well. Thus, the facilitator had to specify asking them what are the Indigenous Peoples' and their communities' take on the questions • Women and youth IP organizations had minimal representation.
12	Philippines: Puerto Princesa Sub-terranean River National Park (Palawan)	Report not available, but scoring data is available
13	Philippines: Mt. Mantalingahan Protected Landscape (Palawan)	Report not available, but scoring data is available
14	Suriname: Upper Suriname River	Report not available, but scoring data is available
15	Ghana: Atewa	Not available
16	Liberia: Sinoe	Not available
17	Bolivia: Lomerío	Not available

Annex 2: Scores per landscape

Suriname: Upper Suriname River																		
Criterion	Inclusive decision-making				Culture of collaboration				Coordination across sectors. levels and actors					Sustainable landscape thinking and action				
Indicator	1.1	1.2	1.3	1.4	2.1	2.2	2.3	2.4	3.1	3.2	3.3	3.4	3.5	4.1	4.2	4.3	4.4	4.5
mean	2.73	2.55	2.50	2.09	3.83	3.28	3.11	2.88	2.48	3.00	2.62	3.24	3.00	3.55	3.15	2.85	2.70	2.75
variance	0.68	0.45	0.83	0.85	0.38	0.33	1.05	0.86	0.46	0.70	0.45	0.69	0.60	1.00	0.98	1.19	1.38	1.04
N	22	22	22	22	18	18	18	17	21	21	21	21	21	20	20	20	20	20
Overall mean: 2.91 Variance: 0.17																		

Democratic Republic of the Congo: Bafwasende																		
Criterion	Inclusive decision-making				Culture of collaboration				Coordination across sectors. levels and actors					Sustainable landscape thinking and action				
Indicator	1.1	1.2	1.3	1.4	2.1	2.2	2.3	2.4	3.1	3.2	3.3	3.4	3.5	4.1	4.2	4.3	4.4	4.5
mean	2.12	2.18	2.35	3.13	2.95	3.00	3.37	2.94	1.84	2.47	2.16	2.39	3.50	2.39	2.44	2.39	2.17	2.63
variance	1.24	0.78	1.37	0.78	1.27	1.33	1.36	1.58	1.14	0.71	1.36	1.43	1.47	1.31	1.32	0.72	1.68	0.92
N	17	17	17	16	19	19	19	18	19	19	19	18	16	18	18	18	18	16
Overall mean: 2.58 Variance: 0.22																		

Landscape: Nigeria: Akamkpa																		
Criterion	Inclusive decision-making				Culture of collaboration				Coordination across sectors. levels and actors					Sustainable landscape thinking and action				
Indicator	1.1	1.2	1.3	1.4	2.1	2.2	2.3	2.4	3.1	3.2	3.3	3.4	3.5	4.1	4.2	4.3	4.4	4.5
mean	2.16	2.42	2.11	2.32	3.18	3.18	3.50	3.18	2.44	2.56	2.75	3.06	3.25	3.13	2.81	2.81	2.38	2.81
variance	0.81	0.70	0.54	1.45	0.78	0.78	0.80	0.90	0.66	1.06	1.00	0.60	0.73	0.78	0.56	0.56	0.92	0.83
N	19	19	19	19	17	17	16	17	16	16	16	16	16	16	16	16	16	16
Overall mean: 2.78 Variance: 0.17																		

Uganda: Kalangala																		
Criterion	Inclusive decision-making				Culture of collaboration				Coordination across sectors. levels and actors					Sustainable landscape thinking and action				
Indicator	1.1	1.2	1.3	1.4	2.1	2.2	2.3	2.4	3.1	3.2	3.3	3.4	3.5	4.1	4.2	4.3	4.4	4.5
mean	1.93	2.20	1.87	2.43	2.71	2.64	3.07	2.79	2.76	3.19	3.27	2.82	3.24	2.85	2.15	2.92	1.92	2.62
variance	0.78	0.74	0.55	1.49	0.68	0.40	0.84	1.10	0.44	0.83	0.64	1.15	1.32	0.64	0.31	0.63	0.45	0.59
N	15	15	15	14	14	14	14	14	17	16	15	17	17	13	13	12	12	13
Overall mean: 2.63 Variance: 0.21																		

Viet Nam: Upper Srepok River Basin																		
Criterion	Inclusive decision-making				Culture of collaboration				Coordination across sectors. levels and actors					Sustainable landscape thinking and action				
Indicator	1.1	1.2	1.3	1.4	2.1	2.2	2.3	2.4	3.1	3.2	3.3	3.4	3.5	4.1	4.2	4.3	4.4	4.5
mean	3.17	3.26	2.91	3.13	3.35	3.50	3.10	3.50	2.90	3.29	3.48	3.10	3.48	3.52	2.90	3.33	2.95	3.48
variance	0.97	0.75	0.72	0.75	0.45	0.26	0.62	0.26	0.49	0.41	0.36	0.69	0.56	0.36	0.39	0.23	0.55	0.46
N	23	23	23	23	20	20	20	20	21	21	21	21	21	21	21	21	21	21
Overall mean: 3.24 Variance: 0.05																		

Indonesia: Gunung Tarak (Kalimantan)																		
Criterion	Inclusive decision-making				Culture of collaboration				Coordination across sectors. levels and actors					Sustainable landscape thinking and action				
Indicator	1.1	1.2	1.3	1.4	2.1	2.2	2.3	2.4	3.1	3.2	3.3	3.4	3.5	4.1	4.2	4.3	4.4	4.5
mean	2.91	2.91	2.68	2.91	2.85	3.25	2.94	2.85	2.00	2.33	2.10	2.71	2.52	2.50	2.64	3.05	2.59	2.73
variance	0.66	0.47	0.80	0.66	0.45	0.72	1.18	0.66	0.90	0.43	1.19	0.91	0.76	0.45	0.53	0.81	0.63	1.06
N	22	22	22	22	20	20	17	20	21	21	21	21	21	22	22	22	22	22
Overall mean: 2.69 Variance: 0.10																		

Indonesia: South Solok (Sumatra)																		
Criterion	Inclusive decision-making				Culture of collaboration				Coordination across sectors. levels and actors					Sustainable landscape thinking and action				
Indicator	1.1	1.2	1.3	1.4	2.1	2.2	2.3	2.4	3.1	3.2	3.3	3.4	3.5	4.1	4.2	4.3	4.4	4.5
mean	2.37	2.67	2.81	2.67	3.24	2.82	3.18	3.24	2.08	2.54	2.38	3.00	2.31	3.22	2.72	3.22	2.17	2.89
variance	0.63	0.92	1.62	0.77	0.69	1.15	1.15	1.07	0.41	0.44	0.26	1.00	0.90	0.54	1.27	0.54	0.74	1.28
N	20	20	20	20	10	10	10	10	6	6	6	6	6	11	11	11	11	11
Overall mean: 2.75 Variance: 0.15																		

Indonesia: Lariang Watershed (Sulawesi)																		
Criterion	Inclusive decision-making				Culture of collaboration				Coordination across sectors. levels and actors					Sustainable landscape thinking and action				
Indicator	1.1	1.2	1.3	1.4	2.1	2.2	2.3	2.4	3.1	3.2	3.3	3.4	3.5	4.1	4.2	4.3	4.4	4.5
mean	2.67	2.94	2.78	2.50	3.63	2.53	2.47	3.05	2.55	2.60	2.23	2.63	2.90	2.60	2.25	2.55	2.35	2.75
variance	0.59	0.88	1.48	1.21	0.69	0.60	1.15	0.94	0.68	0.67	0.49	0.60	0.73	0.57	0.30	0.37	0.66	0.51
N	18	18	18	18	19	19	19	19	20	20	20	20	20	20	20	20	20	20
Overall mean: 2.67 Variance: 0.11																		

Philippines: General Nakar																		
Criterion	Inclusive decision-making				Culture of collaboration				Coordination across sectors. levels and actors					Sustainable landscape thinking and action				
Indicator	1.1	1.2	1.3	1.4	2.1	2.2	2.3	2.4	3.1	3.2	3.3	3.4	3.5	4.1	4.2	4.3	4.4	4.5
mean	2.56	2.88	2.53	2.88	3.13	2.94	2.63	2.81	3.13	3.00	2.75	3.40	2.94	3.38	3.44	3.06	2.63	3.13
variance	0.80	1.05	1.12	0.92	0.38	0.46	0.52	0.56	0.65	1.20	0.60	0.54	0.46	0.78	1.06	0.86	0.92	0.78
N	16	16	15	16	16	16	16	16	16	16	16	15	16	16	16	16	16	16
Overall mean: 2.95 Variance: 0.08																		

Philippines: Northern Sierra Madre Nature Park																		
Criterion	Inclusive decision-making				Culture of collaboration				Coordination across sectors. levels and actors					Sustainable landscape thinking and action				
Indicator	1.1	1.2	1.3	1.4	2.1	2.2	2.3	2.4	3.1	3.2	3.3	3.4	3.5	4.1	4.2	4.3	4.4	4.5
mean	3.32	3.42	2.81	2.80	3.39	3.55	3.19	3.32	3.35	3.37	3.26	3.40	3.47	3.13	3.39	3.16	2.87	3.10
variance	1.49	0.85	0.76	1.20	0.91	0.79	0.76	0.83	0.97	0.52	0.80	0.59	1.02	0.72	0.91	0.74	1.05	0.96
N	31	31	31	30	31	31	31	31	31	30	31	30	30	31	31	31	31	31
Overall mean: 3.24 Variance: 0.05																		

Philippines: Puerto Princesa Sub-terranean River National Park (Palawan)																		
Criterion	Inclusive decision-making				Culture of collaboration				Coordination across sectors. levels and actors					Sustainable landscape thinking and action				
Indicator	1.1	1.2	1.3	1.4	2.1	2.2	2.3	2.4	3.1	3.2	3.3	3.4	3.5	4.1	4.2	4.3	4.4	4.5
mean	4.00	4.16	3.95	3.89	4.00	4.00	3.95	3.90	3.70	3.63	3.45	3.65	3.55	3.70	3.95	3.95	3.50	3.90
variance	0.67	0.58	0.61	0.65	0.42	0.63	0.37	0.52	0.75	0.69	1.00	0.66	0.68	0.64	0.68	0.61	0.68	0.73
N	19	19	19	19	20	20	20	20	20	19	20	20	20	20	20	19	20	20
Overall mean: 3.82 Variance: 0.04																		

Philippines: Mt. Mantalingahan Protected Landscape (Palawan)																		
Criterion	Inclusive decision-making				Culture of collaboration				Coordination across sectors. levels and actors					Sustainable landscape thinking and action				
Indicator	1.1	1.2	1.3	1.4	2.1	2.2	2.3	2.4	3.1	3.2	3.3	3.4	3.5	4.1	4.2	4.3	4.4	4.5
mean	3.17	3.17	2.88	2.94	3.53	3.65	3.12	3.18	3.47	3.18	3.06	3.24	3.44	3.24	3.24	3.12	2.94	2.94
variance	0.74	0.62	0.61	0.56	0.76	0.87	0.74	0.40	0.51	0.90	0.56	0.44	0.53	0.69	0.44	0.49	0.43	0.43
N	18	18	17	17	17	17	17	17	17	17	17	17	16	17	17	17	17	17
Overall mean: 3.19 Variance: 0.05																		

Philippines: Cagayan de Oro River Basin (Pilot)																		
Criterion	Inclusive decision-making				Culture of collaboration				Coordination across sectors. levels and actors					Sustainable landscape thinking and action				
Indicator	1.1	1.2	1.3	1.4	2.1	2.2	2.3	2.4	3.1	3.2	3.3	3.4	3.5	4.1	4.2	4.3	4.4	4.5
mean	3.32	3.88	3.32	3.38	4.16	3.72	3.40	3.56	4.33	3.83	3.67	x	x	x	x	x	x	x
variance	0.64	0.19	0.81	0.73	0.47	0.29	1.08	0.67	0.27	0.57	0.67	x	x	x	x	x	x	x
N	25	26	25	26	25	25	25	25	6	6	6	x	x	x	x	x	x	x
Overall mean: 3.59 Variance: 0.09																		

Philippines: Upper Tagaloan River Basin																		
Criterion	Inclusive decision-making				Culture of collaboration				Coordination across sectors. levels and actors					Sustainable landscape thinking and action				
Indicator	1.1	1.2	1.3	1.4	2.1	2.2	2.3	2.4	3.1	3.2	3.3	3.4	3.5	4.1	4.2	4.3	4.4	4.5
mean	2.92	2.73	2.64	3.00	2.61	2.78	3.22	2.96	2.60	2.72	2.80	2.60	4.30	3.62	2.90	2.90	2.90	2.57
variance	0.58	0.52	1.07	0.92	0.70	0.63	1.36	0.59	0.58	0.71	0.62	0.50	0.46	0.95	0.69	0.69	0.69	0.46
N	25	25	25	25	23	23	23	23	25	25	10	25	10	21	21	21	21	21
Overall mean: 2.93 Variance: 0.18																		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