Territorial Approaches for Sustainable Development

Stocktaking on Territorial Approaches – Experiences and Lessons

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ABBREVIATIONS

AfD	French Development Agency
ART	Colombian Agency for the Territorial Renewal
ASA	Agro-Forestry Support Programme (Madagascar)
BMZ	German Ministry for Economic Cooperation and Development
CGIAR	Consultative Group for International Agricultural Research
CIFOR	Center for International Forestry Research
CIIR	Center for Indigenous and Intercultural Research (Chile)
CIRAD	Agricultural Research for Development
DANE	National Administrative Department of Statistics (Colombia)
DNP	National Planning Department (Columbia)
EDPRS2	Rwanda Second Economic Development and Poverty Reduction Strategy
EMBRAPA	Brazilian Agricultural Research Corporation
EU	European Union
FAO	United Nations Food and Agriculture Organisation
GI	Geographic Indicator
GIZ	German Agency for International Cooperation
GM	Green Municipality
ICLEI	Local Governments for Sustainability
IFAD	International Fund for Agriculture and Development
INTERACT-Bio	ICLEI Cities Biodiversity Programme
JASCCM	Kenya Joint Agriculture Sector Coordination Committee
MAETUR	Cameroon Urban and Rural Land Development and Equipment Authority
MAPA	Brazilian Ministry of Agriculture
MINHDU	Cameroon Ministry of Housing and Urban Development
MININFRA	Rwanda Ministry of Infrastructure
MIR	Mechanisms for Integrated Interventions in Rural Territories (Colombia)
MoALFC	Kenya Ministry of Agriculture, Livestock Fisheries and Cooperatives
MoRD	Indian Ministry of Rural Development
MPI	Multidimensional Poverty Index
MUFPP	Milan Urban Food Policy Pact
NEPAD	New Partnership for Africa's Development
OECD	Organisation for Economic Cooperation and Development
OHCP	Office of the High Commissioner for Peace (Colombia)
PATR	Colombian Action Plan for Territorial Transformation
PCD	Cameroon Communal Development Plan
PDET	Colombian Development Programmes with a Territorial Approach

PDTI	Indigenous Territorial Development Programme (Chile)
INDAP	Chilean National Agricultural Development Institute
PMTR	Municipal Pact for the Regiona Transformation (Colombia)
PNDP	Cameroon National Programme for Participatory Development
PNIS	Colombia Integral National Programme of Illicit Crops Substitution
PNN	National Parks of Colombia
Rimisp	Latin American Centre for Rural Development
RRI	Colombia Integral Rural Reform
SIC	Small and Intermediary Cities
STDM	Social Tenure Domain Model
TFP	Technical and Financial Partners
TP4D	Territorial Perspectives for Development
UFPA	University of Pará
UFRA	Rural University of Amazonia
UN	United Nations
UNCDF	United Nations Capital Development Fund
UNDOC	United Nations Office on Drugs and Crime
UNDP	United Nations Development Programme
UN-Habitat	United Nations Human Settlements Programme
UNHCR	United Nations High Commissioner for Refugees
WWF	World Wildlife Fund

1 EXECUTIVE SUMMARY

Perspectives and approaches that put territories at the centre of development have returned to become important in international debate and policy to implement the 2030 Agenda for Sustainable Development. Among the reasons for the renewed emphasis is the need to improve the effectiveness of sectoral approaches, to localise sustainable development, to better manage myriad and complex challenges now facing communities around the world and to take action for inclusive and equitable development. But how do we understand territorial approaches and what do they accomplish? This stocktaking seeks to substantiate the value of territorial approaches by documenting good practices, describing their benefits, identifying lessons and offering recommendations for future implementation of territorial approaches. This report is written primarily for policy makers, programme managers and practitioners who are looking for examples of successful territorial approaches and the means by which success was achieved. It is important to note that the case studies preceded the global coronavirus or COVID-19 pandemic. There is much to learn about the territoriality of the impacts and responses to the pandemic, however, and the lessons and recommendations of this report will be directly applicable to COVID-19.

The Stocktaking for Territorial Approaches represents an effort by a set of partner organisations to examine the conceptual and evidentiary basis for territorial perspectives, strategies, policies and programmes. Territorial Approaches encompass a wide range of participatory, multi-sector, place-based development models. These different approaches place varying emphases on government relative to non-governmental processes, social sustainability relative to environmental sustainability, locally-led relative to nationally-mobilised efforts, and apply different entry points that catalyse collaborative action. Territorial approaches provide a framework for analysis and operations involving multiple sectors and stakeholders, whilst recognising the often complex economic, ecological and social transformation processes in a given geographic space. Territorial approaches offer a valuable model for localisation of the Sustainable Development Goals (SDGs) and targets in the 2030 Agenda and other global agendas, fostering participation, concerted approaches, cross-sectoral coordination and policy coherence for greater development effectiveness.

TERRITORIAL APPROACHES OFFER A VALUABLE MODEL FOR LOCALISATION OF THE SUSTAINABLE DEVELOPMENT GOALS (SDGS) AND TARGETS IN THE 2030 AGENDA AND OTHER GLOBAL AGENDAS

Following the Living Territories 2018 Conference in Montpellier, France, eight contributors partnered to produce a White Paper titled, "Fostering Territorial Perspective for Development (TP4D): Towards a wider alliance". This initial team (consisting of CIRAD, EU, AFD, OECD, FAO, UNCDF, NEPAD and BMZ/GIZ), along with four additional partners (ICLEI, UN-Habitat, Rimisp and EcoAgriculture Partners) assembled 14 case studies and one country study of existing territorial-level projects for this analysis. Support from the German Ministry for Economic Cooperation and Development (BMZ) and GIZ's "Sustainable Rural Areas" project enabled an expert team of co-authors to conduct the stocktaking

exercise. The case studies are spread across three regions: two from Asia, five from Africa and seven from Latin America.

The stocktaking methodology is grounded in a conceptual framework based on an overview of these selected cases from international development organisations. The five questions below guided a structured analysis of the case studies, from which lessons and recommendations were derived for further development of territorial approaches. Analysis of the cases yielded responses to questions about the development challenges, institutional environments and governance models for territorial approaches; the scope for coordinated action, data and knowledge for decision-making; and lessons for similar contexts elsewhere. In addition to the 14 cases, a Colombia country study presents a detailed examination of an integrated national approach to territorial development and the lessons learned for other countries.

The cases in this stocktaking demonstrate that territorial approaches are most effective when thematic or institutional entry points appropriate for initial interventions evolve through cross-sector and multi-disciplinary coordination. The purpose of such coordination is to link national and international planning and policy interventions to people and their needs at territorial levels. At territorial levels, challenges most often combine entry points that are the focus of different ministries, departments or agencies. From the case studies and experiences with territorial approaches of TP4D partners, seven different categorical entry points are listed from the overview of case studies. These entry points are:

- local economic development;
- integrated landscape and natural resource management;
- improved food and nutrition systems;
- inclusive access to public and private services;

THESE ARE THE GUIDING QUESTIONS FOR THE STOCKTAKING:

* **What are common features, challenges and entry points for territorial approaches and where do they differ?**
* **In what ways do the institutional environments, in relation to the local context, help surmount barriers to enable territorial approaches?**
* **How do policy and practices of territorial approaches integrate with formal sub-national, national and sectoral governance structures?**
* **Which methods or instruments for coordination have proven effective and how relevant are the capacities of partners, public institutions and other stakeholders?**
* **How does knowledge gathering, and data management relate to understanding and consolidating territorial planning and development?**

A TERRITORIAL APPROACH IS OFTEN MORE EFFECTIVELY AND SUSTAINABLY TAILORED TO LOCAL SOCIO-ECONOMIC AND ECOLOGICAL CONDITIONS.

- community-led strategies for strengthening rights of territorial actors;
- response to environmental and economic shocks; and
- challenges arising from protracted crises, civil or armed conflict.

Notably, in many of the cases, cross-sector dialogue generated innovative solutions for addressing challenges in several problem areas simultaneously. As an important subsidiary result, the solutions contributed significantly to globally agreed upon development objectives. Challenges to sustainable and inclusive development leading to territorial approaches identified in the cases include:

- poverty, inequality and mobility/migration;
- expansion of urban agglomerations and conflict over land and natural resources;
- land degradation, biodiversity loss, threats to water supply and climate change impact; and
- hunger, food insecurity, health and malnutrition.

Using a territorial approach to address these development challenges builds upon local knowledge, experience and resources. In the cases analysed here, territorial approaches generated innovative technical, economic, ecological and political solutions that would not have likely occurred in more hierarchical, sectoral approaches. A territorial approach is often more effectively and sustainably tailored to local socio-economic and ecological conditions. Nonetheless there are institutional barriers to adoption of territorial approaches that also arise from the cases and are detailed in the report.

Based on the case studies, the stocktaking analysis found significant outcomes and development impacts for territorial approaches along three axes of governance, knowledge and participation:

The enabling environment matters:

- Multi-sector **engagement with territorial approaches is urgent** in light of changing conditions and the heightened urgency to implement development approaches that are sustainable and address equitable and inclusive development.
- Complex challenges to sustainable and inclusive development at territorial levels may have a single-sector entry point but can be more effectively addressed through **territorial approaches that use cross-sector coordination** to address solutions in integrated ways.
- Effective progress on territorial approaches requires **political commitment, budgeting and investing in multi-level participation and capacity development** from territorial to national levels.
- Whatever the entry points (geographic, thematic etc.), the **core principles for territorial** planning are place-based, people-centred, multi-actor, multi-level and cross-sectoral.

Territorial assessment, knowledge and data matter:

- A majority of the cases demonstrate that successful application of territorial approaches starts with stakeholder engagement and **participatory territorial assessment**, proceeding through collaborative priority setting, action planning, implementation, finance and policy formation, and monitoring to socialize learning.
- A majority of cases demonstrate territorial approaches bringing together multiple stakeholders and levels of governance to **improve natural resource management** and take into account ecosystem services.
- Transversal **exchanges of landscape and territorial knowledge and data** through inclusive processes and innovative tools are key for good governance from territorial to sectoral/national levels.

Inclusive and lasting multi-stakeholder engagement matters:

- Territorial approaches by definition are participatory, requiring **governance that is inclusive** as well as cross-sectoral, and reaches different levels, actors and spaces.
- Territorial approaches are especially relevant for places experiencing urgent humanitarian, environmental, political or social crises and other human rights-based conflicts, as they can help to build trust and confidence through **inclusive, restorative and peace-building solutions.**
- Such progression from assessment to planning, implementation and monitoring requires long-term commitment and a **continuous engagement with territorial actors.**

The operationalisation of territorial approaches from the analysis of case studies includes the following seven recommendations from the conclusion of the report:

- **Establish or strengthen multi-stakeholder platforms** for dialogue, planning and/or action to facilitate long-term engagement and collaboration accounting for power imbalances and the full participation of women, youth and local organisations.
- **Choose the right institutional convenors:** Given the complexity (and power asymmetries) of discussions affecting possible synergies and trade-offs, have one or more trusted intermediary or extraterritorial organisation(s) as convenor(s) or facilitator(s).
- **Provide ongoing support for territorial processes:** National governments and NGOs, as well as international development partners, international NGOs or UN agencies, can play a supporting role in sustaining the "enabling" activities of territorial development.
- **Conduct multi-stakeholder territorial assessments and planning:** Such assessments build a shared understanding of the territory, build trust, and underpin evidence-based strategies for action.
- **Plan timing and phasing for capacity building:** Improving capacity for territorial approaches in both formal and informal governance structures must be phased and/or synchronised to avoid confusion or conflict.
- **Institute institutional and fiscal mechanisms** to ensure that all actors engage and actively participate in the multi-stakeholder platforms, coordinate and implement agreed-upon actions, and meet set goals.
- **Use coordination processes to generate synergies:** The five elements of coordination – territorial planning across sectors, inclusion of

local actors, capacity development, strategic planning and use of coordination mechanisms in implementing territorial actions – are all important in different stages of territorial planning and development.

The cases also demonstrate that territorial development and supporting institutional frameworks can benefit from four types of national policy depending on the historical context and political economies of particular countries:

- National **decentralisation policy that enhances territorial autonomy:** Policy support for the decentralisation of governing authority institutionalising processes that leave no one behind for cross-sector coordination and improved rural-urban linkages.
- **Mechanisms, including resource allocation, for cross-sector policy and programs and rural-urban linkages:** This common form of national policy engagement stems from sectoral interest to apply a territorial approach, for example from rural development or agriculture ministries.
- National **policy guidance on rights to land, land use and natural resources:** Persistent conflicts over territorial and natural resource rights or management led in several cases to action taken at territorial levels, including alignment with territorial solutions to land conflict.
- National **support for capacity building for territorial development across stakeholders at different levels:** Lack of resources and capacity to conduct and manage ongoing territorial planning, programme management and evaluation was a consistent challenge across most case and country studies and this challenge must be included in policy interventions.

2

INTRODUCTION TO STOCKTAKING ON TERRITORIAL APPROACHES

TERRITORIAL APPROACHES CAN HELP IDENTIFY AND PRIORITISE THE MOST PRESSING LOCAL CHALLENGES, WHILE NEGOTIATING AND COORDINATING SUSTAINABLE SOLUTIONS THAT TAKE INTO ACCOUNT THE SOCIAL, POLITICAL, ECONOMIC, ECOLOGICAL AND CULTURAL DIMENSIONS OF A PARTICULAR PLACE.

Dramatic changes in biophysical systems brought about by unsustainable development and resource use, climate change, entrenched poverty and inequality are contributing to deepening insecurity and unpredictability within cultural, political, environmental and economic systems. These and other forces, such as those unleashed by the global pandemic of COVID-19 in 2020, have generated a recognition that past approaches to problem solving are insufficient for addressing present and future efforts to build more sustainable and resilient societies.

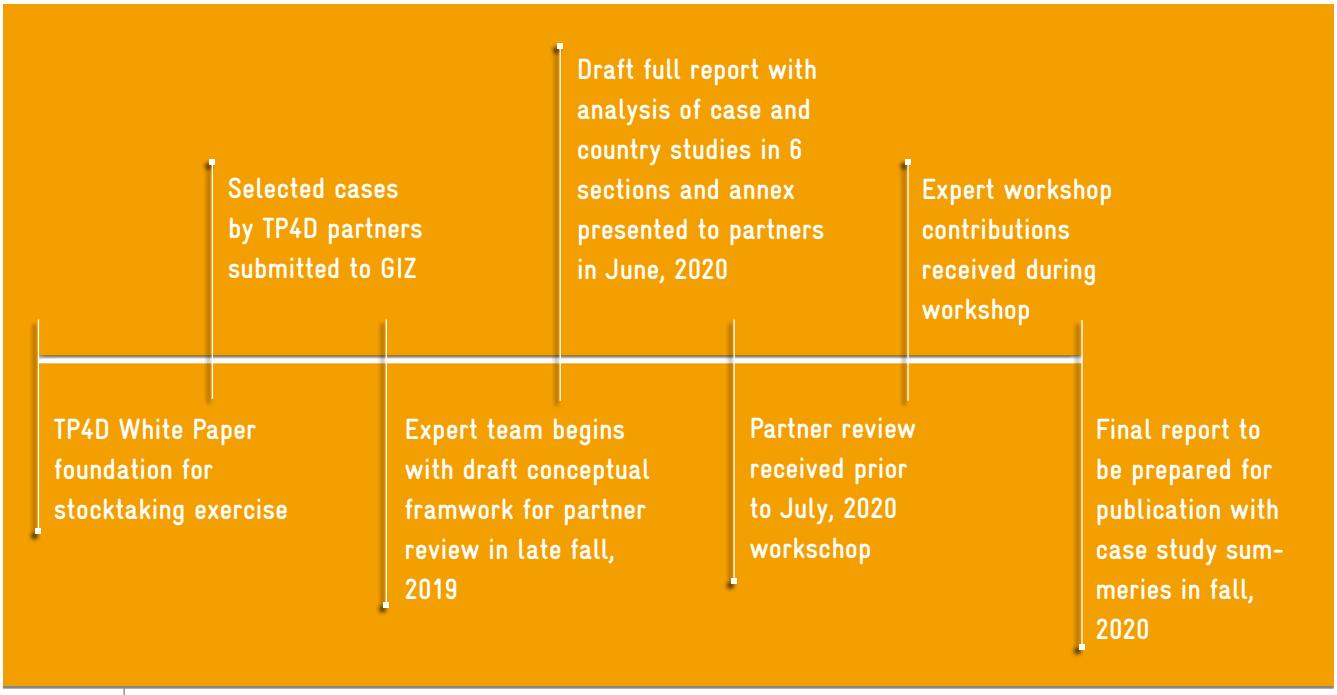
The re-emergence of integrated and holistic territorial approaches has been motivated by a number of perceived weaknesses in dominant top-down, sectorally-driven policies and programmes as they affect local development. In some places, local people have organised in resistance to national priorities or large-scale commercial developments that ignored local interests or appropriated local resources. In other places, siloed sectoral planning with weak coordination has been unable to confront complex challenges that require alignment among different sectoral actors, for example, addressing food insecurity and nutrition in tandem with poverty reduction, economic development, social and environmental challenges, among others. Elsewhere, public sector influence was not adequate to resolve differences between private sector and territorial actors in order to achieve goals that require active negotiation and eventual cooperation.

Territorial approaches can help identify and prioritise the most pressing local challenges, while negotiating and coordinating sustainable solutions that take into account the social, political, economic, ecological and cultural dimensions of a particular place. But, since territorial approaches have also been confined to mainly advance local autonomies or pursue locally-constructed visions and strategies for territorial development, there is emerging interest in how they can also help to implement intersecting global agendas for sustainable development. This conceptual framework seeks to recast territorial approaches to inclusive and sustainable development in ways that adapt to new, more complex and interconnected challenges. The conceptual framework and analysis are built on the foundation of the Living Territories 2018 Conference in Montpellier, France and the subsequent White Paper titled, 'Fostering Territorial Perspective for Development (TP4D): Towards a wider alliance'[1].

The need for clear results of territorial approaches underlies this stocktaking exercise commissioned by TP4D partners with the support of the German Ministry for Economic Cooperation and Development (BMZ). In the spring of 2019 the partners agreed to

1 CIRAD – Agricultural Research for Development (2019). **Fostering Territorial Perspectives for Development: Towards a Wider Alliance. Montpellier.** (This report is referred to as the 'White Paper')

THE STOCKTAKING PROCESS



submit one or more cases that each partner considered to represent good territorial practice. A comprehensive plan for the stocktaking was subsequently facilitated by Sustainable Rural Areas team at GIZ with TP4D partners. In the fall an expert team was assembled to begin to implement the stocktaking exercise. Fourteen examples of territorial practices from nine countries were submitted by TP4D partners using a common template.

The analysis within this Stocktaking of Territorial Perspectives for Development (TP4D) is intended to underpin both the practicability and the potential of territorial approaches with the following objectives:

- Reflect on the value of territorial approaches in the current international development debate;
- Document good practices across diverse communities of practice, covering a variety of biophysical, social, economic and political contexts;
- Provide evidence-based arguments on the benefits of a stronger territorial perspective to inclusive and sustainable development;
- Identify lessons learned on the application of territorial approaches; and
- Provide recommendations for practitioners and policy makers on the applicability of territorial approaches.

The 15 cases included in this stocktaking are a small but representative selection by TP4D partners from the diversity of project-focused territorial approaches.[2] Embodying the most important principles of territorial approaches articulated in the TP4D white paper, each of the cases are place-based, people-centred, multi-actor, multi-level, and cross-sectoral. The term "place" can connote a home, a residential area, a village or a nation, but for the purpose of this stocktaking, places here are mostly spatially-specific "territories" at a meso-scale between local settlements and provinces – though they may cross administrative boundaries (e.g. indigenous lands, watersheds or transboundary conservation areas, etc.). This report acknowledges this diversity while recognizing the need for more systematic analysis and alignment, even where underlying values and methods are in fact similar or complementary across the cases.

The conceptual framework presented in **Section 3** ▸ of this report begins with articulation of how territories are to be understood and defined, given the vast diversity of geographic, social, economic, environmental and political realities for territories. Institutional environments and processes are critical not only at subnational but also at national and international levels. The various institutional environments, histories and political economies of different countries determine how aligned territorial approaches are for coherent national implementation of normative goals and targets in global agendas for sustainable development. For normative policy goals to become operational, a combination of participatory tools, coordinating mechanisms, technical support and financial resources are required, ideally supported by national governments.

From an overview of the fourteen cases in **Section 4** ▸, key questions were developed for the case study analysis, and these questions form the basis of the analysis in **Section 5** ▸. The territorial development challenges faced in the cases led to five clusters of project responses, nearly all of which are influenced by respective institutional environments in terms of national governments, subnational governments and local civil society or private sector actors. In some cases, policy at different governance levels incorporating territorial approaches was influenced by territorial leadership to address challenges and solutions. Similarly, coordinated action by relevant sectors and organisations, including decision-making processes and actions that arise from participatory assessment, can build capacity for data management and knowledge sharing across levels and sectors. The concluding section outlines lessons from each of the different territorial approaches, as well as policy implications.

Three out of fourteen case studies are from Colombia. In addition, this country was also selected for a more in-depth analysis in **Section 6** ▸. Colombia not only has a long history of diverse types of territorial and landscape initiatives, but it has also developed a comprehensive national approach to territorial planning as described in this section. Multi-level territorial governance has national cross-sector policy support in Colombia and the scale of inter-governmental coordination is advanced, presenting lessons for other countries. The case study questions were adapted for the Colombia study concerning territorial responses to development challenges, institutional environments, governance structures, scope of coordination and participatory decision-making. Lessons for planning and policy from Colombia's territorial approach

2 In recent years there have been significant efforts to align ideas across different approaches, for example by CIRAD and partners in ▸ **Living Territories to Transform the World (2018);** through the coalition of 75 organisations sharing knowledge in the ▸ **Landscapes for People, Food and Nature** initiative, the coalition of 25 organisations contributing to the ▸ **Little Sustainable Landscape Book: Achieving sustainable development through integrated landscape management (2015)**, and the 40 organisations contributing to ▸ **Urban-Rural Linkages: Guiding Principles and Framework for Action to Advance Integrated Territorial Development (2020)**, among others.

are summarised, including achievements and ongoing challenges.

Section 7 ▸ summarises the lessons common across the cases, and presents key findings and recommendations for future application of territorial approaches, building on the experiences of the case and country studies in the previous two sections. Recommendations are included for operationalizing territorial approaches, for national policies and for institutional frameworks to support territorial development are summarised. It is clear from the analysis of the case and country studies that territorial approaches are relevant to and, in many cases, essential for effectively implementing goals and targets of the 2030 Sustainable Development Agenda, the New Urban Agenda (NUA)[3] and other global agendas (e.g. for climate action, food and water security, disaster preparedness, health and nutrition, biodiversity conservation, etc.).[4]

The priorities and policy options that emerge from territorial approaches can contribute extensively to strategies for achieving the SDGs and other global goals, but only if the tools and coordination mechanisms are used in alignment with sectoral and national policies. A large part of such alignment has to do with establishing a knowledge base that links to relevant indicators and to data collected and monitored over time not only by national statistical offices, but also by actors at the territorial level, including local planning units in municipal governments as well as civil society and the private sector. The diverse national and territorial approaches to data and information must intersect, and to bring such a convergence of knowledge and data approaches, territorial evaluation methods and information management capacity needs more support. Despite the data and capacity gaps there are significant outcomes from existing territorial approaches from which to model and/or inform future efforts, as highlighted in this report.

In a historical moment dominated by unpredictable and rapid change, territorial approaches are essential for building resilience through coordination, common action and solidarity. Human rights, wellbeing and private and public services require enabling support at national and international levels, but they will be delivered only at subnational and territorial levels across the rural-urban continuum.

IN A HISTORICAL MOMENT DOMINATED BY UNPREDICTABLE AND RAPID CHANGE, TERRITORIAL APPROACHES ARE ESSENTIAL FOR BUILDING RESILIENCE THROUGH COORDINATION, COMMON ACTION AND SOLIDARITY.

3 The New Urban Agenda includes the most references of any recent global policy agenda to territorial planning and development in relation to urbanisation with specific mentions in 15 paragraphs (9, 11, 14, 16, 26, 36, 49, 50, 71, 72, 73, 88, 95, 96 and 136). **http://habitat3.org/the-new-urban-agenda/**

4 The relevance of territorial approaches for implementation of the SDGs in the 2030 Agenda is another driver for territorial perspectives on sustainable development, as detailed in OECD (2020), A Territorial Approach to ▸ **Sustainable Development Goals – Synthesis Report**, OECD Urban Policy Reviews, Paris.

3

CONCEPTUAL FRAMEWORK

3.1 | UNDERSTANDING TERRITORIES

For its analysis of territorial approaches, this study builds upon the TP4D white paper and defines "territory" as "a space of governance for human activities"[5] on a scale that includes the local community/village/town and the province/nation-state. It is a space in which local interventions should be conceived, adapted and implemented, and where development strategies can be anchored in territorial/landscape/ecosystem assets. This scale of action also presents the opportunity to connect and ground multiple levels of spatial organisation for local, regional, national and international goals. Similarly, it is the scale at which multi-sectoral coordination and multi-stakeholder governance mechanisms can most easily take place. A territory is influenced by a community of actors exploring opportunities, pursuing different interests, addressing common challenges and determining appropriate actions and policies.

In contrast to previous understandings of territories as administrative and static containers, territories are now seen as active socio-political arenas, linked to particular spatial geographies. They host and are constituted by complex interactions among actors and ecosystems. Still, they may be distinguished by-using different determinants: political-administrative factors such as districts, regions, counties or departments; natural-spatial factors such as landscape, watershed, mountain range, natural protected area, forest area, coastal zone, biological corridor or river/wetlands; predominant economic activities or a "green growth corridor", or cultural-traditional characteristics as with indigenous territories. Territories may cross administrative, political, biophysical and cultural boundaries and include rural landscapes and settlements, small towns, and small or intermediate cities surrounded by larger cities and metropolitan areas. The scale of a territory therefore depends on the perspective of its functionality and spatial interactions and linkages. Ideally it is small enough to enable stakeholders to communicate and coordinate effectively, but large enough to accommodate diverse needs and interests while also addressing specific inter-dependencies and conflicts. Because territorial approaches have been motivated by different perspectives at local, national or international levels, numerous communities of practice have arisen to support them, often using different language and tools in the discussion and execution of these programmes.[6]

IN CONTRAST TO PREVIOUS UNDERSTANDINGS OF TERRITORIES AS ADMINISTRATIVE AND STATIC CONTAINERS, TERRITORIES ARE NOW SEEN AS ACTIVE SOCIO-POLITICAL ARENAS, LINKED TO PARTICULAR SPATIAL GEOGRAPHIES.

5 CIRAD (2019), p. 4.

6 One effort to show the wide array of terms similar to territorial approaches can be found in Scherr, Shames, Friedman (2013). **Defining Integrated Landscape Management for Policy Makers.** Ecoagriculture Policy Focus, No. 10. Washington, D.C

This conceptual framework reflects three key observations regarding the territorial dimension of rural and urban transformations and linkages. **First**, rural areas, small towns and intermediary cities (SICs). SICs are undergoing rapid and often unplanned transitions, driven by a number of factors including demographic changes and resulting in increasing reciprocal flows of people, goods, services, information and capital. **Second**, structural changes of economies and food systems are closely related to land use fragmentation (accelerating biodiversity loss and loss of ecosystem functions) and climate change. **Third**, these changes and flows have myriad spatial impacts across the rural-urban continuum, unfolding within varying periods of time. Understanding these new dynamics is of paramount importance for renewed development policies. For policies to be effective, spatially-adapted action must put people and the places where they live at the core of development efforts. These transformative and dynamic changes require adapting the analytical frameworks and the methodological references, tools and indicators for territorial development.[7]

3.2 | DEFINING TERRITORIAL APPROACHES

In territorial approaches, local actors – including the most marginalised actors – should have a direct hand in identifying challenges, priorities and interventions, and then jointly managing solutions.[8] Territorial approaches build on existing institutions or create new platforms for dialogue, negotiation and action that are both participatory and multi-actor. They may be initiated at various territorial levels and reach "up" to subnational or national levels (for example to influence policy), or they may be initiated at national or subnational levels and reach "down" to the territorial level (for example enabling participatory planning). Territorial development processes can be convened and led by public, private and civil society actors as the context and situation warrants. Territorial approaches are especially relevant for, and capable of addressing, rural transformation in the context of urbanisation in order to improve household living conditions and well-being in rural areas. Beyond the 14 case studies and one country study examined in this stocktaking, many other territorial and landscape initiatives have been documented by TP4D partners.[9]

For the purposes of this conceptual framework, five key principles encompass territorial approaches: **they are place-based, people-centred, multi-actor, multi-level, and cross-sectoral.**[10] In territorial ap-

7 Given this need to adapt the analytical framework for territorial development to accommodate diverse contexts and methodologies, the White Paper is the foundation for this stocktaking exercise. See CIRAD (2019), p. 3

8 The complexities and challenges of governance in rural-urban territories are comprehensively detailed in Berdegué J. A. and Proctor F. J. with Cazzuffi C. (2014). ▸ **Inclusive Rural-Urban Linkages.** *Working Paper Series N° 123.* Working Group: Development with Territorial Cohesion. Territorial Cohesion for Development Programme. Rimisp, Santiago, Chile.

9 TP4D Partners have collectively assembled many territorial and landscape practices including, for example, continental reviews (Rimisp and EcoAgriculture Partners), compendia of urban-rural linkages for integrated territorial development (UN-Habitat), as well as many curated case and country studies (FAO, GIZ, AFD, OECD, etc.).

10 These principles are drawn from 8 principles set forth in the above mentioned TP4D White Paper (CIRAD, 2019, p. 5) and are congruent with other TP4D partner efforts to identify core principles for integrated urban and territorial approaches.

proaches, people and the places where they live are the focus of development efforts. All territorial identities are deeply anchored in their histories, cultures and biophysical assets. The territorial approach fully considers the economic, social, cultural and environmental interdependencies between different people and places, both rural and urban. This consideration of interactions between people and groups must include the power imbalances amongst different actors in a territory and across governance levels. Interactions are constituted by asymmetries of information, knowledge, influence, access and control over resources.

Territorial approaches as represented by the cases analysed here deploy existing or new institutional mechanisms and tools to explicitly address political tensions and conflicts among stakeholders. Most aim to achieve broad local ownership, encourage greater coherence across sectoral policies and enable multi-level collaboration to better mobilise and coordinate local and national resources. Territorial approaches can be instrumental in balancing and giving voice to the diverse interests of stakeholders including local communities, civil society, as well as private and public sector actors in a given territory. Through coordination and integration, these approaches can unlock synergies between various activities of actors. They can also engender processes and mechanisms to tackle asymmetries of power between different stakeholders. Empowered and diverse actors at local levels can use territorial mechanisms to influence and shape national policy agendas in ways that address local priorities. These may involve difficult negotiations to minimise or mitigate trade-offs through multi-sector, multi-level processes that bring together actors with diverse needs and interests.

Territorial approaches need not exclude the interests of various subnational, national, international actors or policies. Rather, by putting people and the places where they live at the centre of the development process, territorial approaches have the potential to broaden, reframe or reorient sectorial and multi-sector development. There has been a profound recognition across disciplines and sectors that healthy ecosystems ¬– composed of many different natural and built resources interacting across a wide range of land uses – underpin sustainable agriculture, economies, livelihoods and human health.[11]

Mainstreaming territorial approaches in development practices may require a change of paradigm and/or a shift of institutional arrangements to include multi-stakeholder governance that allows for more diverse groups of actors to take part in decision-making processes. Actors do not engage in these processes without considerable motivation and capacity building, whether to overcome conflicts, stabilise interdependencies, or ensure access to rights and resources by marginalised groups. Territorial approaches do not replace sectoral planning and sectoral approaches to development. But in some cases they improve sectoral approaches and in other cases they lead to cross-sector approaches, for example by bringing together a number of sectoral ministries along with important non-state actors such as private companies and community or nongovernmental organisations (NGOs). Far more needs to be done to incorporate territorial approaches into national planning.

11 There is extensive literature on the ecological foundation to economic prosperity, social wellbeing and health. Many communities of practice and related policy goals have evolved from this foundation and those most relevant to integrated territorial planning and development appear as a particle list at the end of section 4.

3.3 | SCOPE OF PROCESSES AND INSTITUTIONAL ENVIRONMENTS FOR TERRITORIAL PLANNING AND DEVELOPMENT

For territorial planning and developmentFor the purposes of this framework and analysis, four key precepts shall be highlighted. First, a territorial approach builds a shared vision that aims to design and **deliver solutions that are fit to people and fit to place** in rural and urban settings. Second, the spatial dimension of a territory for implementation of development policy and programmes **engages different levels and types of governance** (tribal, district, municipal, prefectural, state, national, international, etc.). Third, the functional and spatial complexity of territorial approaches requires **institutional adaptation and financing**, whether through existing donor or financial organisations, or through the creation of new governance arrangements, budget allocations and approaches developed for different temporal scales. Fourth, territorial development requires **sustained, long-term engagement across levels and jurisdictions.** Projects can support specific activities in the process, but do not replace long-term institutional foundations.[12]

Solutions that are "fit to people and place" demand territorial approaches incorporate the voice and power of local actors – including those often at risk of being left behind – in the design of their own development trajectory, complementing and sometimes reframing the perspectives of the central state and private sector. They build on the strength of political, historical, cultural and socioeconomic relationships between people and their living environments. These relationships embody the integral nature of development at a local level, where siloed sectoral decision-making expands into integrated, negotiated strategies among different sectors and actors towards common vision and goals.

It is important to reflect on the continuous processes of national-territorial dialogue – not exclusively between public actors, but also with community, social and private actors. All actors need to acquire "territorial intelligence," referring to a unique place-based knowledge of the biophysical, social, political and economic reality known best by territorial actors.

IT IS IMPORTANT TO REFLECT ON THE CONTINUOUS PROCESSES OF NATIONAL – TERRITORIAL DIALOGUE – NOT EXCLUSIVELY BETWEEN PUBLIC ACTORS, BUT ALSO WITH COMMUNITY, SOCIAL AND PRIVATE ACTORS.

Acquiring such territorial intelligence does not occur overnight but rather through a process of continuous interaction and dialogue within and between territories. In turn, representative territorial actors need to build "national intelligence" by coming to understand national processes (taxing, budgeting, sectoral competences and limits, regulatory frameworks, and so on). National intelligence refers to a comprehension of processes and their political dimensions learned through a combination of direct and indirect engagement with those processes. In territorial approaches, political, social and technical dialogue and negotiation are the means for moving from confrontation to co-

12 These four precepts distill the lessons from territorial approaches in the White Paper (CIRAD, 2019, pp. 6 – 7).

operation and reaching agreements on development trajectories and short-, mid- and long-term resource allocation. This requires: (a) creating spaces to listen to territorial actors; (b) ensuring that territorial actors understand and can engage with processes at higher scales in the government and economy; (c) adapting national policies to territorial demands; and (d) joint action and partnerships for development.

Elements of territorial approaches are already partially integrated in many programmes that operate at territorial levels. However, most governments, donors and many development organisations and UN agencies organise their development approaches in sectoral or thematic ways. Nevertheless, the benefits of territorial approaches are evident when principles of territorial approaches are applied through appropriate sectoral entry points and fields of action.

A variety of key instruments, tools and metrics have been and can be used to successfully apply territorial approaches. The choice of tools and methods for specific territories will depend on institutional environments in those territories, including the possibility of policy, legal or financial support. The political economies of nations (including legal and fiscal frameworks) and their degree of political stability or crisis are important to the development of territorial approaches as the cases reviewed in this report make clear. For example, the processes of decentralisation to distribute authority for certain policy and planning functions to the subnational level can result in an enabling environment for territorial approaches. Further, there may be unexpected openings for territorial approaches in centrally-planned economies: in other regions, where protracted crises of national governance, natural disaster or civil strife have occurred, opportunities can arise to strengthen enabling environments for territorial approaches as will be seen in the Colombia country study. Across this spectrum of national governance, the entry points and fields of action for territorial approaches to development will necessarily differ.

Most territories have different actors and agencies who may not know one another's work, are disconnected, or have overlapping objectives and processes. Thus, a mapping of who is active and who is visible/invisible in the territory, along with a direct dialogue and action planning approach, is more important than prolonged professional diagnosis and assessment. Different actors need different types of data to motivate and support action. These needs often cannot be met due to lack of financing and weak or inconsistent availability of locally relevant data. Data support to territorial approaches is critical and needs to reflect local realities by being disaggregated according to spatial scales and different actors/social groups. Data generated by local processes is ideally combined with institutionally or technologically driven data, but this is not easy to bring about. At territorial levels, all data needs to be locally specific and built upon dialogue around local challenges and needs. This is different from the mandate and approach of national statistical agencies that can come to understand differences in territorial perspectives relating to information and indicators that should be collected and managed. Both territorial and national data collection and management systems are needed and deserve to be better integrated.

BOTH TERRITORIAL AND NATIONAL DATA COLLECTION AND MANAGEMENT SYSTEMS ARE NEEDED AND DESERVE TO BE BETTER INTEGRATED.

IN TERRITORIAL APPROACHES FOR SUSTAINABLE DEVELOPMENT, INCLUSIVE AND PARTICIPATORY ENGAGEMENT OF THE PUBLIC SECTOR, CIVIL SOCIETY AND THE PRIVATE SECTOR SHOULD START EARLY AND BE CONTINUOUS.

In territorial approaches for sustainable development, inclusive and participatory engagement of the public sector, civil society and the private sector should start early and be continuous. Ideally, ongoing planning, decision-making, financing, policy review and programme management by national and subnational government agencies are all shared with local and territorial actors and authorities. This ongoing inclusion may lead to the identification of local hurdles and the adaptation or creation of new, institutional arrangements. The institutionalisation of co-design, co-management and co-monitoring is often considered a condition for long-term success in territorial approaches. Territorial development requires adequate platforms for multi-actor participation that allow for negotiation and prioritisation of local development measures, expected outcomes and implementation of territorial development plans. Such participation often starts in an ad hoc manner and may become progressively institutionalised in new cross-sector or cross-jurisdiction governance arrangements.

3.4 | ENTRY POINTS FOR EFFECTIVE TERRITORIAL APPROACHES

Challenges that motivate multiple local actors and champions to take collective action are presented in the cases as thematic entry points for territorial approaches. Entry points may start as single issue or sectoral concerns that evolve into broader fields of action through which territorial approaches are needed. From the analysis of case studies these entry points become clusters of interrelated challenges. Such entry points may align with national or global agendas, but they also can reflect the directly-voiced priorities of people in particular places. This is more urgent with the focus on "leaving no one and no place behind' in the global agendas, mandates directly responding to the demands of global civil society. **Examples of entry points from the cases in this study include:**

1. **LOCAL ECONOMIC DEVELOPMENT TO REDUCE POVERTY** with a focus on local enterprise development, local added value and employment opportunities;
2. **INTEGRATED NATURAL RESOURCE MANAGEMENT,** especially coordinated planning of agricultural, conservation and other land and water resources at the territorial level;[13]
3. **IMPROVED FOOD SYSTEMS,** food security and nutrition benchmarks linking producers and consumers in a territorial context;
4. **INCLUSIVE ACCESS TO PUBLIC AND PRIVATE HUMAN SERVICES** including social protection, health and education across the rural-urban continuum;
5. **COMMUNITY-LED STRATEGIES FOR STRENGTHENING RIGHTS,** especially for smallholder, indigenous, women's and traditional populations' rights;
6. **RESPONSE TO DISRUPTIVE SITE-SPECIFIC SHOCKS** through new peace-building, reconstruction or national development efforts;[14] and
7. **STRATEGIES AND PROGRAMMES TO ADDRESS PROTRACTED CRISES** with specific long-term challenges and problems.[15]

13 Examples include interventions to avert or recover from environmental crisis including integrated watershed management, agrosilvopastoral systems, forest and landscape restoration, sustainable land management, source to sea and coastal area management, etc.

14 Examples include natural disasters, civil or armed conflict, political disruption, etc.

15 Examples include ecosystem approaches, circular economy interventions, climate smart agriculture, migration, land tenure reform, etc.

Territorial development may also be kickstarted or accelerated by the establishment of national policies and institutional frameworks supporting territorial approaches, providing subnational institutions with strengthened processes and capacities; or with improved development planning, land use planning and management at a territorial level.[16]

The entry points above are neither exhaustive nor mutually exclusive, but one entry point may be a better choice than another for a particular territory's adoption, or for the consolidation of a territorial approach with multi-level support by sectoral or national agencies. Over time and with adequate leadership, participation, guidance and resources, a single sectoral or national issue can lead to multiple interventions for a more holistic approach to territorial development. While there is no single formula or approach for strengthening or bringing about inclusive, functional territories, there are diverse tools and methods for understanding how territorial approaches progressively develop and become institutionalised in some cases.

In conclusion, the conceptual framework for the analysis in this report calls for a multi-dimensional understanding of territorial approaches that are by definition participatory and require governance that is inclusive, cross-sectoral and reaches different levels, actors and administrative jurisdictions. Evaluating the effectiveness of territorial approaches requires measuring the indirect or direct impacts of territorial planning and processes on sustainable development. Inclusive processes that empower local actors to take decisive roles in development are likely to have more positive and sustainable outcomes as demonstrated by these and other territorial approaches.

INCLUSIVE PROCESSES THAT EMPOWER LOCAL ACTORS TO TAKE DECISIVE ROLES IN DEVELOPMENT ARE LIKELY TO HAVE MORE POSITIVE AND SUSTAINABLE OUTCOMES AS DEMONSTRATED BY THESE AND OTHER TERRITORIAL APPROACHES.

16 Examples for rural territorial development include reconstruction efforts to sustain peace, national or transnational value chains, decentralisation programmes to address persistent rural poverty, lack of or unequal distribution of public and private services among others.

4

OVERVIEW AND ANALYTICAL APPROACH TO SELECTED TERRITORIAL CASE STUDIES

This section provides an overview of submitted territorial case studies and the approach used here to review and analyse them. Each case study is summarised in the annex of case studies using a common structure to facilitate cross-comparison. As perspectives on territorial approaches continue to be debated, there is a need to better define the scope, processes and institutional environments for territorial approaches. The White Paper "Fostering Territorial Perspectives for Development" and the conceptual framework for territorial approaches in the previous section begin to refine this definition. The selected examples of territorial approaches elaborated in the cases will help ground this stocktaking in practical experiences in specific locations around the world.

4.1 | SELECTION AND OVERVIEW OF CASES

Fourteen examples of territorial approaches from nine countries were submitted by TP4D partners using a common template. The table below lists the case studies, noting the territory, project title, country and objectives of local, national or international projects supporting territorial development.

Figure 1 **CASE STUDIES OF TERRITORIAL APPROACHES**

No.	Region/City/Territory	Title of Project	Country	Project Objectives	Source
	ASIA				
1.	Songyang County, Lishui Prefecture	Regional Revitalisation	China	Revitalise the region of Songyang county through integrated territorial planning under an "architectural acupuncture" approach.	UN-Habitat
2.	Tamil Nadu and Odisha (selected Districts in those federal states)	Land Use Planning and Management	India	Develop and implement standardised instruments for integrated spatial land use planning and management.	BMZ/ GIZ

No	Region/City/Territory	Title of Project	Country	Project Objectives	Source
	AFRICA				
3.	National with local authorities	National Participatory Development Programme	Cameroon	Reduce poverty in rural areas; improve delivery of basic social services in rural areas; support ongoing decentralisation process.	AfD
4.	Yaoundé city and neighbouring municipalities	Corridor Master Plan Development: Yaoundé-Nsimalen Highway	Cameroon	Provide planning documents and land use to a territory spanning 4 municipalities. Implementation of intercommunal concept within the area constituted by the four municipalities along the corridor.	UN-Habitat
5.	Huye, Muhanga, Musanze, Nyagatare, Rubavu, and Rusizi cities	Secondary Cities Development Strategy	Rwanda	Develop policies and planning to link six intermediate cities as centres along transportation corridors for the development of non-agricultural activities.	OECD
6.	Bungoma, Kakamenga, Siaya Counties	Food Security through Improved Agricultural Productivity	Kenya	Strengthen key institutions for agricultural development at national level and the counties of western Kenya to promote sustainable agriculture for food security and natural resource restoration.	BMZ/GIZ
7.	Antananarivo metropolitan region	Agro-Forestry Support Programme around Antananarivo (ASA Programme)	Madagascar	Fight poverty and preserve the natural environment through market access and improved incomes for agriculture and wood energy producers around Antananarivo.	ICLEI
	LATIN AMERICA				
8.	Belo Horizonte metropolitan region	Agroecology Guarantee Participatory System in the Metropolitan region of Belo Horizonte	Brazil	Guarantee the quality of organic and agroecological production through groups of farmers and other local social actors, based on social control and joint responsibility.	ICLEI
9.	Urussanga Region, Santa Catarina State	Vales da Uva Goethe Geographical Indication	Brazil	Protect and add value to a territorial product (wine from the Goethe grape variety) through the creation of a geographical label (value chain support).	CIRAD
10.	Municipality of Paragominas, Pará State	Territorial Intelligence and Certification for Forest Restoration and Social Inclusion	Brazil	Improve jurisdictional performance in all aspects of sustainability, including assessment and certification.	CIRAD
11.	National with Indigenous Communities	Indigenous Peoples Participation in Development Processes	Chile	Establish participatory process for Indigenous Communities in local/regional development processes via the Ministry of Agriculture's National Agricultural Development Institute.	Rimisp
12.	Five National Nature Parks: Sierra Nevada de Santa Marta, El Cocuy, Catatumbo-Barí, Nevado del Huila, La Paya	Responsible Governance in National Protected Areas	Colombia	Increase responsible governance in national protected areas.	FAO (EU)
13.	Provinces of Norte de Santander, Meta, Caquetá, Guaviare	Sustainable Rural Economic Development	Colombia	Strengthen rural economic development in selected sectors and regions including economically disadvantaged parts of the population.	BMZ/GIZ
14.	National and subnational	Sub-regional Programme for Integrated Transformation in Rural Territories (PDET)	Colombia	Promote structural transformation of rural areas and equitable relations between the county and the city.	Rimisp

4.2 | KEY FEATURES OF CASE STUDIES

As indicated in this table, the case studies are spread across three regions: two from Asia, five from Africa and seven from Latin America. Three countries have more than one case study: **Cameroon (2)** ▸, **Brazil (3)** ▸ and **Colombia (3)** ▸. There are no cases in this selection from Europe, the Middle East, Eurasia or North America though there are territorial approaches to development in all regions.

Many of the **principle entry points for the territorial approaches** ▸ are spread across projects with access to public and private human services predominant in **Cameroon (UNH/AfD)** ▸ and **Rwanda (OECD)** ▸; local economic development in **China (UNH)** ▸, **Madagascar (ICLEI)** ▸, **Colombia (BMZ/GIZ)** ▸ and **Brazil (CIRAD)** ▸; integrated natural resource management in **Brazil (CIRAD)** ▸ and **Madagascar (ICLEI)** ▸; improved food-systems in **Kenya (BMZ/GIZ)** ▸ and **Brazil (ICLEI)** ▸; community-led strategies in **Chile (Rimisp)** ▸; and response to protracted crisis in **Colombia (Rimisp)** ▸. In most of the projects, more than one entry point supports the need for a multi-sector territorial approach.

Starting with Asia, the cases from China and India are focused at sub-regional and local levels. **The Songyang County "acupuncture" approach (1.)** ▸ to territorial development presents a multifunctional and participatory entry point for strengthening urban-rural linkages. India's rapid population growth and unplanned urbanisation, including industrialisation and pressure on land and natural resources, contributed to a drought and poverty crisis in the two provinces of **Tamil Nadu and Odisha (2.)** ▸ and necessitates an inter-ministerial coordination with sub-regional and municipal planning for agriculture, environment, irrigation, tourism, etc.

In Africa, **two cases are from Cameroon** ▸: one a territorial participatory planning process in the context of national decentralisation (3.), and the other a transportation corridor linking large and smaller municipalities to increase mobility, access to services and employment (4.). In **Rwanda** ▸, similar urbanising corridors linking six intermediate cities (5.) provided capacity for territorial planning, linking national ministries with municipalities. **Kenya's territorial approach (6.)** ▸ also addresses combined capacity building for national and county authorities in the context of decentralisation. Capacity development included farmers and the private sector participating in integrated rural planning and development to improve natural resource management. Support for farmers, fishers, livestock and forest managers was also the focus in **Madagascar** ▸, using a city region food systems approach (7.) to protect the environment, improve livelihoods and create resilience to climate change.

In Latin America, there are **three projects from Brazil** ▸. The first, similar to Madagascar, engages local smallholders to create a mechanism to support agroecological farming systems in the city region food system of Belo Horizonte (8.). The second is a sub-regional effort to provide territorial protection of viticulture in Santa Catarina State (9.). The third is a territorial planning and certification process that is grounded in the indigenous knowledge systems of the Brazilian Amazon (10.). In **Chile** ▸, the territorial intelligence of indigenous communities is at the centre of planning and empowerment of territorial actors in relation to private sector and state interests (11.). Finally, **Colombia has three cases** ▸ for territorial approaches (in addition to the country study). The first is like the Brazilian and Chilean cases, involving a territorial approach to Indigenous governance and conflict resolution in four national parks (12.). The second is a sub-regional cross-sector, multi-level and multi-actor cooperation framework to promote eco-

nomic development and cooperation between small and larger enterprises (13.). The third is a territorial planning and capacity development process for indigenous farmers and communities in the context of post-conflict national territorial planning and development (14.). The context of Colombia's national process of territorial planning is addressed as a country study (section V).

Referring to the conceptual framework, the 14 cases have a number of common features:

- All embody the five key principles listed in the definition of territorial approaches – they are place-based, people-centred, multi-actor, multi-level, and cross-sectoral;
- All reflect the scope and orientation towards being fit to people and place, engaging different levels and types of governance, and including institutional adaptation and financing; and
- All include actions that relate to the implementation of the 2030 Agenda and other global agendas, as well as specific local priorities.

In terms of process and methodology:

- A number of the cases used a spatially-explicit approach to integrating assessment, planning and action around land and resource use, economy and ecosystem health;
- The cases used a variety of formal or informal platforms for multi-actor dialogue and planning for territorial development;
- A number of cases adopted multi-objective strategies, leading to synergistic solutions beyond conventional sector-specific solutions;
- Policy and market interventions were designed to support territorial/landscape action plans for sustainable development.

The 14 cases depict territorial approaches that variously institutionalise linkages between territorial actors and different formal governance levels from the smallest local authorities to municipal, subnational and national levels. These institutional linkages or vertical two-way flows (both top-down and bottom-up) are a means to implement the mandate for inclusion given in the call to "leave no one behind" in the 2030 Agenda. This vertical two-way flow, the interaction of national with subnational agenda and the relevance of territorial approaches to implementation of global agendas are revisited in the conclusion of this report.

4.3 | QUESTIONS FOR ANALYSIS

For analysis of the case and country studies, a set of five questions was derived from the conceptual framework. These questions are applied to the analysis of the 14 cases in Section 4 and the Colombia case in Section 5, and they form the basis and framing for comparison of the case studies:

Examining the 14 cases through these questions offers lessons for the future of territorial approaches. The importance of policies, frameworks or mechanisms in support of territorial approaches at sectoral/national levels are part of the combined lessons summarised in Section 6, following the analysis of case and country studies.

FIVE QUESTIONS

1. What are common features, challenges and entry points for territorial approaches and where do they differ?
2. In what ways do the institutional environments, in relation to the local context, enable territorial approaches?
3. How do policy and practices of territorial approaches integrate with formal subnational, national and sectoral governance structures?
4. Which methods or instruments for coordination have proven effective and how relevant are the capacities of partners, public institutions and other stakeholders?
5. How does knowledge gathering, and data management relate to understanding and consolidating territorial planning and development?

EXAMINING THE 14 CASES THROUGH THESE QUESTIONS OFFERS LESSONS FOR THE FUTURE OF TERRITORIAL APPROACHES.

5 TERRITORIAL DEVELOPMENT PRACTICES AND LESSONS FOR POLICY

The conceptual framework for the analysis of territorial case studies (**Section 2**) presents a working definition and scope for territorial practices, a set of cross-cutting principles and diverse entry points for territorial approaches to sustainable development. The overview of 14 selected cases (**Section 3**) summarises the diverse geographic, sectoral, thematic and governance-related approaches to territorial development, and the following analysis examines the case studies based on the conceptual framework in **Section 2 and the five questions ▸** posed at the conclusion of the last section.

In identifying specific challenges for sustainable territorial development, the caswes present a range of solutions defined both by their institutional and governance environments. Given the definition of a territorial approach as "fit to people and fit to place" – combining a spatial geographic/ecological context with multiple actors, governance levels and sectors – there is also a wide scope for coordinated action and decision-making. Each of these factors is important for the effective application of territorial approaches in policy, as is ongoing data gathering, monitoring and evaluation of the success of territorial approaches.

Six dimensions of territorial practices emerge from the case studies, where concrete policy instruments were either adapted or created at different levels of governance. The following dimensions are further elaborated upon below, with examples from the cases:

1 | territorial level response to development challenges ▸;
2 | institutional environments for territorial action ▸;
3 | territorial practices in relation to formal governance structures ▸;
4 | scope of coordinated action, sectors and actors ▸;
5 | data and knowledge in territorial decision-making ▸;
and
6 | relevance of territorial approaches for sustainable development ▸.

GIVEN THE DEFINITION OF A TERRITORIAL APPROACH AS "FIT TO PEOPLE AND FIT TO PLACE" – COMBINING A SPATIAL GEOGRAPHIC/ECOLOGICAL CONTEXT WITH MULTIPLE ACTORS, GOVERNANCE LEVELS AND SECTORS – THERE IS ALSO A WIDE SCOPE FOR COORDINATED ACTION AND DECISION-MAKING.

5.1 | TERRITORIAL RESPONSES TO DEVELOPMENT CHALLENGES

Territorial practices presented in the case studies are responses to both chronic and sudden challenges in a given geography, most often stemming from a combination of socio-economic, political and environmental factors. Each of the case studies show that territorial approaches are promoted in response to complex socio-political realities in which traditional policy instruments have been ineffective. Challenges inevitably arise out of specific territorial and national histories stretching back generations, often exacerbated by recent or still unfolding developments and, in some cases, by political or environmental crisis. Conventional responses from subnational or national governments and development partners often start from a sectoral perspective (agriculture, water, transportation, health etc.). Many territorial practices responding to interlocking challenges of economic, social and environmental dimensions at the territorial level are better served through coordinated cross-sector solutions.

From the selected case studies, territorial challenges often combine into clusters of challenges, which then lead to multiple entry points for cross-cutting sectoral and institutional responses. This multiplicity of challenges presents both opportunities and risks. The case studies reveal strategies for taking a phased response to "challenge clusters", thereby managing risks of overly bureaucratic, redundant or conflicting strategies in a more efficient manner. Examples from the case studies include the incidence of regulatory conflict or duplication between sectors and levels of governance, and the need for capacity development and financial resources to manage development at a territorial level.

Notably, in many cases, cross-sector dialogue generated innovative solutions to simultaneously address challenges in several problem clusters. The diagram below presents the challenges and project approaches:

Table 1 **FOUR "CHALLENGE/RESPONSE CLUSTERS" IN THE CONTEXT OF THE CASE STUDIES**

Challenge Clusters in Territorial Case Studies	Project Responses in Case Studies
a. Poverty, inequality and mobility/migration ▸	Inclusive access to public and private services
b. Expansion of urban agglomerations and conflict over land and natural resources ▸	Policy support for better planning and management for sustainable development
c. Land degradation, biodiversity loss, threats to water supply and climate change impact ▸	Integrated natural resource management at the territorial or landscape level
d. Hunger, food insecurity, health and malnutrition ▸	Improved food systems

a. Poverty, inequality, and mobility/migration

The challenge to sustainable development at territorial levels that is most pronounced in the case studies is the multi-faceted intersection of poverty, inequality and mobility/migration. Deep and persistent rural poverty, coupled with increased urbanisation and the rapid transformation of rural economies, has profound impacts on territories, especially in times of crisis or conflict. Many territories have experienced increased economic and social inequity between rural, peri-urban and urban areas, as well as increased migration to improve livelihood opportunities. Territorial responses to these challenges can start with a focus on mobility coupled with improved and more inclusive access to public and private services across the rural-urban continuum. Promotion of economic development to combat poverty was key to the BMZ/GIZ project in Colombia. Persistent rural poverty was the primary impetus for the National Programme for Participatory Development (PNDP) in Cameroon. Communal Development Plans organised as part of a national decentralisation process resulted in documented improvement of social, economic and environmental services at local levels. Improved flows of goods and people between the larger and intermediate cities were the initial sectoral entry point for territorial approaches. Deep inequalities between urban and rural areas and the lack of good road infrastructure were enormous challenges in both Cameroon and Rwanda. Increased rural to urban migration – which leaves behind impoverished and declining villages – was the impetus for the Rural Revitalisation Plan in Songyang, China, along with the revitalisation of the health, cultural and social services of rural areas.

b. Expansion of urban agglomerations and conflict over land and natural resources

Urbanisation in many of the case studies has been characterised by rapid expansion of urban agglomerations and conflict over land and natural resources, creating urgent needs for policy support for better planning and management for economic development at a territorial level. Support for territorial planning to address the impacts of unplanned population growth and widening rural-urban inequality was a primary intervention not only in the Cameroon and Rwanda cases, but also in the territorial approaches of Kenya, Madagascar, Colombia, Chile and Brazil. Integrated territorial planning approaches were a primary intervention in the aftermath of conflict in Colombia (detailed in the Colombia country case the next section) and in addressing land conflicts in Chile, Colombia and Brazil between Indigenous Peoples, the private sector and government. Integrated land use planning and management in two subnational states in India was a territorial response to unplanned urbanisation and climate change impacts contributing to conflict over land use and natural resources.

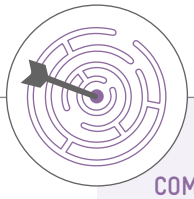
c. Land degradation, biodiversity loss, threats to water supply and climate change impact

Environmental challenges were the entry points for several cases, including land degradation, biodiversity loss and climate change impact. The response in these cases promoted Integrated natural resource management at the territorial or landscape level to address these challenges. In Kenya subnational institutions at county levels needed capacity development to meet challenges of land degradation and natural resource management and this was a primary focus for national integrated interventions. In the Brazilian Amazon a territorial certification system, backed up by municipal legislation and planning, uses a partici-

patory landscape model to restore soils and protect forests. Integrated land use planning and management in two subnational states in India were a territorial response to unplanned urbanisation and climate change impacts contributing to conflict over land use and natural resources. Conflict over land and natural resource issues was at the heart of the Chilean case of Indigenous Peoples participatory planning and development.

d. Hunger, food insecurity, health and malnutrition

Food systems challenges such as hunger, food insecurity, health and malnutrition led to territorial approaches to improve food systems linking rural producers and environmental management with urban consumers in a territorial context. In Madagascar, poorly functioning value chains, environmental degradation and vulnerability to climate change were the bases for interventions to integrate and diversify crop, forest and fishery production in the city of Antananarivo and its surrounding rural territory. This territorial approach has resulted in increased income, food security, improved diets and environmental protection. In another municipality in Brazil, Belo Horizonte took a territorial approach to articulate a social market by creating a protocol linking urban and rural farmers in order to address food security, nutrition and food waste and to protect biodiversity. In the effort to connect rural areas and small towns between Cameroon's largest city and regional airport, access to markets for farmers, increased employment and improved land tenure were integrated into participatory territorial planning.



COMMON CHARACTERISTICS OF TERRITORIAL RESPONSES TO DEVELOPMENT CHALLENGES:
The territorial dimension of particular programmes or interventions in the cases respond to specific challenges of local, subnational and national contexts. These challenges are often multiple and multi-faceted, effectively shaping the territorial responses. While there are significantly different entry points in terms of both leading issues and levels of governance, there are also commonalities:

- All cases address spatial rural inequality, poverty, food insecurity and exclusion from planning and policy processes;
- All cases feature multi-organisational collaboration (horizontal, cross-sector); they demonstrated prominent roles for external partners and/or sectoral ministries that were key supporters of territorial approaches (though this may also reflect the case selection process); and
- Cases differ between single-sector support for collaboration across levels (local, subnational, national) and cross-sector coordination. Sectoral ministries with different mandates tend to be coordinated by one ministry for coordinated interventions at territorial level.

5.2 | INSTITUTIONAL ENVIRONMENTS FOR TERRITORIAL ACTION

The four clusters of territorial challenges and responses listed above (**table 1** ▸) were in some cases entry points for institutional engagement at one level of governance, e.g. at the national, subnational or municipal level, and evolved to include other governance levels and sectors. In other cases, the initial institutional response was by civil society or the private sector and evolved to include different levels of formal governance. The character of institutional environments for territorial development efforts is significantly influenced by the actors and institutions that take initiative to plan and organise an inclusive territorial approach to resolve development challenges. The means by which actors influence institutional environments varies from individual civic and political leaders catalysing change at different levels, to organised coalitions of actors and sectors that support a territorial process. These different institutional environments are organised below into three broad categories:

a. Civil and private sector as catalysts and anchors for territorial governance:

Global evidence indicates that territorial initiative in many territories/landscapes is taken by civil society, whether by nongovernmental or community-based organisations or by informal or indigenous authorities. In the Madagascar, Colombia, Chile and Brazil cases, nongovernmental research or development actors were instrumental in initiating participatory processes at community levels, then linking to local governments and national ministries. The private sector took the initiative in developing a geographic indicator for territorial products and production systems in the case of traditional viticulture in Catarina State, Brazil. Non-state or nongovernmental actors are often the convenors of multi-actor participatory processes at territorial or landscape levels as there may be less experience and capacity in government for facilitation of transparent and inclusive processes, or a lack of trust by non-government stakeholders in government entities. These actors may become the anchors for ongoing participation from early planning stages through programme design and implementation, and through the monitoring and evaluation of results over time.

b. National policies and institutional frameworks supporting territorial approaches:

Several types of national initiatives for territorial approaches are found in the case studies. A national process of decentralisation that seeks to build governance capacity for participatory planning at local, subnational and national levels is the approach of Cameroon and Kenya. Colombia engaged a territorial development approach to resolving decades of conflict and inequity through the negotiation of a peace agreement including national commitment to territorial governance. Due to the full articulation of multi-level territorial governance, this example is covered in detail as a separate section. National recognition of needed economic, social and environmental development for indigenous territories through increased participation and empowerment for local and traditional governance systems is found in territorial approaches in Chile and Brazil. National support for territorial approaches in the case studies takes different forms, starting from one or more national ministries (the more common national approach) or from presidential (executive) or parliamentary (legislative) levels for example in Colombia, Cameroon and Kenya.

LESSONS LEARNED AND COMMON CHARACTERISTICS FOR INSTITUTIONAL ENVIRONMENTS:

From whichever level the territorial approach is initiated, certain enabling factors are common to the cases:

- For civil society or non-state catalysed/anchored initiatives, some engagement with and support by one or more levels of formal governance is needed for growth and sustainability;
- All approaches in the selected cases became multi-level by necessity. Whether the start is with national, subnational, development partners, or non-state actors, efforts to link levels of governance are found in all cases;
- Adequate financial and human resources for effective cooperation between actors and sectors is a constant tension across most cases;
- An important lesson for territorial approaches initiated or supported through actors external to the territory is that sustainability of territorial practices, including across changes of administrations, requires, empowerment and ownership by civil and private sector institutions and networks as well as political commitment.

c. Strengthened subnational institutions, processes and capacities:

There are also cases in which the initiative is taken by subnational governments and condoned, but not actively supported by, national governments. In the case of Songyang, China the most local-level authorities (village and municipal levels) and country and provincial governments were the primary sponsoring governments within a national multi-ministry programme to revitalise historic rural districts. In Colombia, until recently, subnational entities and territories had long histories of territorial and landscape integrated planning but relatively weak institutional capacity. The resolution of decades of unrest in former conflict zones was the impetus for consolidating territorial planning approaches as a national post-conflict development strategy. In the cases of Brazil's protection of territorial food production and India's crisis of land degradation due to fragmented land policy and planning in two subnational governments, the initiative and action were primarily at the subnational level, engaging national agencies and ministries as necessary.

5.3 | TERRITORIAL PRACTICES IN RELATION TO FORMAL GOVERNANCE STRUCTURES

The territorial approaches in the selected cases were usually driven to engage with governments at multiple levels – particularly where risk or incidence of famine, conflict or severe climate change impacts required working across neighbouring jurisdictions (horizontally) and governance levels (vertically). Diverse paths for enabling formal governance support for territorial approaches depend again on the specific contextual challenges in a given territory (i.e. who has been empowered to take initiative, and which governance structures are capable of or have commitment to territorial approaches). Indeed, the most intractable challenges appear to require a coalition of territorial actors – sometimes with local authorities, sometimes with international organisations – to make the first links to formal sectoral governance structures or to sustain support for territorial development through changes of government. Four types of vertical and horizontal integration or interaction with formal governance structures are enumerated below:

a. Enabling national support for multi-level engagement with territorial approaches:

In more than half of the cases, multiple sectors are coordinated to serve territorial development needs that span the sectorial priorities of national or subnational ministries (e.g. agriculture, health, education, environment, transport, social development and housing). For example, in the two Indian states of Tamil Nadu and Odisha, sectoral policy from national ministries was linked to subnational planning for territorial approaches and cross-sector facilitation of training and technical support at state and municipal levels. Similarly, national leadership was provided for five ministries to work with territorial approaches in subnational authorities and the private sector in four provinces of Colombia. In Cameroon, national sectoral programmes provided financial and technical services to local municipalities for local plans and micro-projects as part of the National Programme for Participatory Development (PNDP). The Corridor Master Plan Development in Cameroon, which began as a transportation sector project, also linked with multiple sector agencies to collaborate with local governments and civil society to address economic, social and environmental needs.

b. Subnational sectoral and multi-sectoral support:

In other cases, one subnational agency took the initiative to adopt a territorial approach and over time, engaged other sectors at the same subnational or national governance level. In these cases, the single sector evolved to become a multi-sector approach. For example, in Madagascar the local coordination mechanism set up with donor and NGO support engaged first the agriculture sector and ministry and then included the energy and environment sectors. In development of the Participatory Guarantee for Agroecological Products in Belo Horizonte, the primarily agriculture sector interests expanded to include urban planning and biodiversity. Interlinkages of the issues confronted by challenges such as those listed above suggest an inter- or multi-sector approach in territorial planning and development processes even when the entry point emphasizes one sector.

c. Subnational civic/private/public partnerships:

In some examples, the governance structures (formal or informal) remain primarily at the subnational level. Partnerships of subnational public, private

and civic/community actors, across sectors, make up a territorial governance structure. In the example from Catarina State in Brazil, the private viticulture sector – working with researchers at academic institutions, local and subnational governments, and certifiers – were the principle actors involved. In the Brazilian Amazon territorial planning and landscape management project, the family farmers, smallholders and private sector organisations, working with local municipal governments and state governments, were the primary agents of territorial action. The national government can have different roles/involvement in these partnerships: from valorisation or certification authorising the territorial practice, to tacit or indirect support, to being largely unaware in cases where the partnerships operate informally.

d. UN agency and international development partners support for territorial projects:

A territorial approach may be encouraged by a UN agency as in three of the cases. UN agencies are

LESSONS LEARNED ON FORMAL GOVERNANCE RELATED TO TERRITORIAL APPROACHES:

The evidence is clear that territorial planning and policy practices can be integrated with formal governance structures in different ways. While there is no "best" approach to the integration of territorial practices with formal governance systems, there are a number of conditions and lessons that help determine success:

- When the capacity of formal governance structures to understand territorial needs improves in parallel with the capacity of territorial actors to understand sectoral and national processes;
- When there is progressive adoption of territorial perspectives in formal governance systems that leads to a cross-sector or national acceptance of territorial approaches to development;
- Even in nationally-led or externally-supported territorial approaches, the progressive empowerment of territorial actors – including local authorities, civil society and the private sector – can result in local territorial partnerships becoming the ongoing curators and caretakers of functional territories. To realise this outcome, the principles and practices of inclusive coordination and decision-making must become institutionalised;
- While external organisations can have a catalytic role, in each circumstance it is important to determine whether the role of external organisations is a short-term part of transformation in the country, or whether such actors are needed for a longer period;
- Extra-territorial organisations can have decisive roles in support of coordinated action, inclusive decision-making, generating processes of support between actors, and securing national policy support for territorial approaches among other strategic roles

primarily organised to work with national sectoral ministries but are encouraged to work increasingly across sectors with other UN and sectoral agencies. UN agencies may also help link local, subnational and national agencies (vertically) around a territorial agenda or approach. In the case of Songyang, China, UN-Habitat helped secure wider attention in China and in other regions for the rural revitalisation approach, linking local and subnational governments to national and intergovernmental agencies and processes. In Colombia, FAO helped link national government agencies to local indigenous communities' participatory land management interests in protected areas and UN agencies were vital in the implementation of territorial planning as part of the peace agreement. In Cameroon, UN-Habitat provided national ministries and local communities training and technical support for integrated territorial planning.

International nongovernmental organisations (INGOs) and international research and development organisations were instrumental in several of the cases, sometimes in coordination with UN agencies. Similar to the role of UN agencies, development partners have the ability to build bridges between local, subnational and national governance levels. GIZ, on behalf of BMZ, played such roles in India and Colombia, linking national ministries to subnational and local governments and institutions. AFD similarly played this kind of role in Cameroon and Madagascar, supporting the participatory planning from the national level to the municipal or communal planning process. In Rwanda and Brazil, OECD and CIRAD respectively supported the bridging of national and municipal governance levels to advance territorial approaches. ICLEI supported territorial actors at a city region level in both Madagascar and Brazil. At the regional level, Rimisp provided both research and technical support in the Chilean and Colombian cases, vertically aligning territorial, subnational and national governance levels.

5.4 | SCOPE OF COORDINATED ACTION: SECTORS AND ACTORS

Effective responses to territorial-level challenges involve coordination and regular dialogue between sectors and actors at different levels. Scalability and sustainability of territorial approaches also requires coherence or alignment within and between the institutional environments and governance systems in which territorial approaches are instituted. The locus of authority and leadership, as discussed in the conceptual framework, matters for adaptive replication and sustainability of territorial approaches to development. Coordination between different levels and actors is enabled by a capacity building process that gives actors the same capacities and power to make decisions that involve the territory. Finally, it is important to demonstrate clearly for all actors the benefits of coordination; often institutional actors are more aware of the costs of coordination than they are of its benefits. In some cases, there was a need for financial incentives for institutional cooperation.

The cases reviewed in this stocktaking demonstrate five important dimensions of coordinated action:

a. Coordination across sectors:

It is not unusual for a single sector initially to take steps toward a territorial approach to development, such as a sectoral ministry, a state or municipal agency, a private sector trade group or a specific constituency such as a farmers' or women's organisation. The single-sector engagements with territorial approaches in the cases did grow into multi-sector or multi-constituency territorial approaches. The reasons for this were due to external, economic or political incentives. For example, in the Cameroon Corridor Master Plan project led by the Ministry Housing and Urban development

(MINHDU), support for coordination from local to national levels was provided by UN-Habitat's Policy, Legislation and Governance Section (PLGS). In Belo Horizonte's effort to create a protocol for guaranteeing agroecological farming practices, an agriculture sector approach to raising awareness through education and training extended beyond farmers to include other sectors responsible for sustainable resource management, economic development and well-being. In Chile, the training provided for participatory dialogue and negotiation for indigenous communities' interests in land use planning was critical for functional consultation processes between civil society, the private sector and different sectoral agencies at the national level.

b. Process for inclusion of local actors (civil society and private sector):

Some level of inclusion of local actors is found in all the case studies and such inclusion is recognised as part of the definition of territorial approaches. There are different levels of inclusion, however, from nominal participation to empowered co-design, co-management and co-evaluation. This spectrum of inclusion stems from the institutional environment as seen in the cases. In Songyang, China, local villagers possessing knowledge of cultural traditions of farming, food processing and the building arts were key to rural revitalisation efforts. In Cameroon, youth were key to the data collection and monitoring of community-led planning. In Chile and the Brazilian Amazon, indigenous communities engaged in bottom-up participatory dialogue and social inclusion was critical in addressing power asymmetries between civil society, the private sector and the state. In Madagascar, donor support for local grant-making enabled targeting of interventions responding to specific needs for improvement at the local/regional level. In Colombia, territorial planning and development for the post-conflict transformation of rural areas engaged the most local units of community governance, as discussed in the Colombia country study. Key to the Protected Areas Governance Project in Colombia was the extensive and systematic process of empowerment led by local actors with assistance from facilitators.

c. Capacity development for coordination/collaboration:

Capacity to work in fully multi-level territorial approaches is weak across most of the case studies, and resources to support the training of territorial planners, data managers and evaluators are limited. This is a direct consequence of the time and resources given to sensitise actors at different levels of experience to the complexity of issues at the territorial level. The greater the commitment of territorial actors to be agents of territorial development, the greater their need to build capacity in order to become effective decision partners and managers. Key to the Protected Areas Governance Project in Colombia was the capacity development of local actors, enabled by an extensive, systematic process of empowerment that was led by local actors, with assistance from facilitators. Local authorities' capacity for planning units and agencies managing public services was a target for a majority of the territorial projects including in China, India, Cameroon (2 cases), Rwanda, Kenya, Chile, Colombia (3 cases) and Brazil (3 cases).

d. Strategic phasing of engagement with stakeholders:

Strategic phasing and effective mechanisms for stakeholder engagement were vital to a majority of the cases. There are good reasons for developing a strategic approach to phasing engagement, especially when

starting from low capacity levels or histories of poor or no coordination. Awareness and capacities in one level of governance or sector may first need to be consolidated and transferred to other levels or sectors in peer networks. This was the case in Cameroon, where a first phase diagnostic and assessment process were completed at the level of local authorities before engaging other national sectors. In Chile, the capacity for participatory planning had to be developed first at the local levels of indigenous communities in order for farmers and community members to become owners of their territorial plans and processes and engage in balanced consultations with private sector and national-level actors.

e. Modalities and mechanisms for work across stakeholder groups:

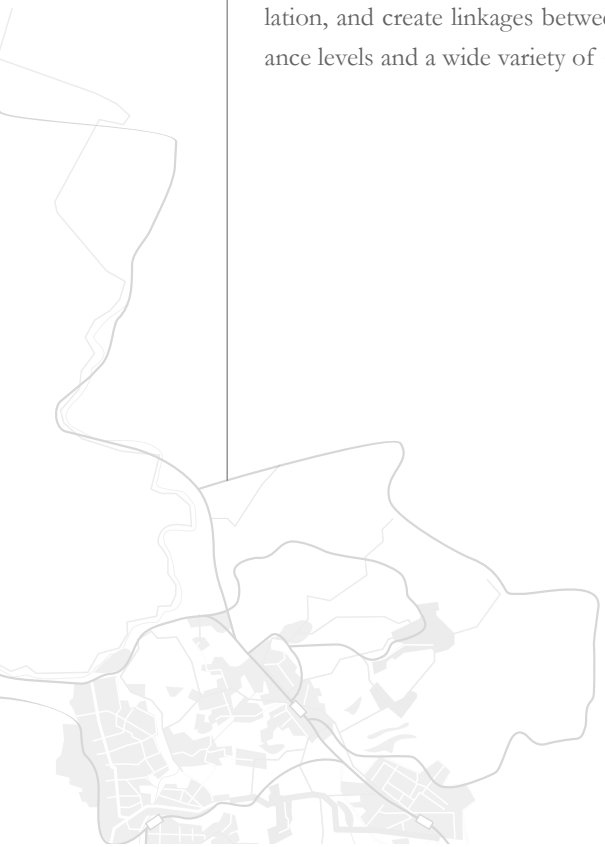
When diverse groups or disciplines in different sectors are trying to coordinate with territorial or national government agencies, they must have a common language and shared priorities, along with agreed-upon modalities and mechanisms for cooperative work. In Kenya, an intergovernmental forum was the result of coordination in the agriculture sector, which helped bring along other sectors and led to a coordination mechanism linking county and national levels. Catarina State (Brazil) put in place a legal instrument to set up a marketing framework to protect the wine growing industry and bind territorial actors. In the

LESSONS LEARNED FOR COORDINATED ACTION:

Five dimensions of coordination for territorial planning need to be explicitly considered in the context of each territory: coordination across sectors; inclusion of local actors; capacity development; strategic planning; and use of coordination mechanisms. This coordinated action enables a process for developing and/or strengthening territorial approaches as follows:

- Territory overview, which is commonly conducted as a collaborative assessment organised either by territorial actors or convened by subnational, national or international actors with territorial participants (generating data for later decision making);
- Initial informal partnership development, which creates a structure and governance framework for facilitating process from assessment to planning;
- Shared vision and strategy, arrived upon through dialogue, assessment and consensus building, brings a common language and strategic direction;
- (Spatial) action planning to make decisions around short- and long-term solutions to challenges in shaping operational plans with timebound targets and needed resources;
- Financing action through private, public or community /in-kind resources;
- Action tracking communication and policy with clear roles for different actors and sectors; and
- Learning and impact analysis to understand what does and does not work, and to communicate with peers, constituencies, donors and other stakeholders.

post-conflict territorial planning environment of Colombia, national ministries have a legal and political framework to support territorial plans, and, through monitoring and control institutions, the obligation to enforce compliance with those plans. In Rwanda, a negotiated National Roadmap for Green Secondary City Development serves as a coordination tool across government stakeholders and civil society as-well as a practical planning instrument for building model cities. Leaders of territorial approaches commonly organise a formal or informal multi-stakeholder platform (MSP) through which the necessary coordination is discussed. Well-organised, long-term MSPs can enhance the sense of ownership, help develop knowledge and capacity, improve policy formulation, and create linkages between different governance levels and a wide variety of actors.



5.5 | DATA AND KNOWLEDGE IN TERRITORIAL DECISION-MAKING

Capacity for territorial development is especially low in the area of decision-making tools and data collection appropriate for cross-sector and multi-level coordination and evaluation. The biggest challenges involve efforts to institute decision-making across sectors and stakeholder groups in support of territorial approaches. Tools do exist that have been tested to bring together different territorial communities or horizontal landscape-level actors. Collectively, the cases point to the steps below which outline comprehensive approaches to advancing decision-making and data/knowledge sharing.

a. Assessment of territorial assets and challenges:

Spatial planning and priority setting in territorial approaches typically begin with an assessment of challenges and opportunities. This is where the participation of local actors is often first established. In some cases, the assessment process sets out the modalities of work across sectors as well as the decision-making protocols of different stakeholders. Participatory assessment of the challenges and needs of local populations using survey and mapping tools was the first phase of the Cameroon Corridor Master Plan project to develop integrated development plans addressing mobility, housing, job creation and environmental protection. In the Brazilian Amazon, a territorial intelligence methodology using a participatory land-

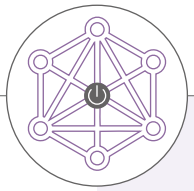
THE BIGGEST CHALLENGES INVOLVE EFFORTS TO INSTITUTE DECISION-MAKING ACROSS SECTORS AND STAKEHOLDER GROUPS IN SUPPORT OF TERRITORIAL APPROACHES.

scape assessment model generated data supporting a territorial plan and certification system. Research on climate and territorial micro-regional soils was an integral part of assessment leading to the Catarina geographic indicator for protection of the local viticulture system. Creating the opportunity for participants to understand other actors' different perspectives on the territory, directly in dialogue with them, is a key foundation for building trust, a common language, and a culture of collaboration.

b. Participation methods and tools:

The more effective forms of participation work to cultivate collaboration amongst actors while adopting methodologies to ensure ongoing and effective participation. Tools to assist in this process are key to several of the cases. Nongovernmental, research organisations and UN agencies are actively building inclusive assessment tools for territorial approaches. Territorial development actions in Songyang, China involve "acupuncture" interventions, which refer to cultural preservation efforts through architectural restoration with local village builders, farmers and communities guiding and integrating urban and rural planning, investment and economic development.

To resolve land and natural resource conflict in two Indian states, a four-part territorial approach links national sectoral policy, facilitation of subnational territorial planning, cross-sector planning and technical support at state and municipal levels. Colombia's Protected Areas Governance project led to systematic



LESSONS LEARNED FOR DATA COLLECTION AND KNOWLEDGE MANAGEMENT:

"Territorial intelligence", or knowledge and data management related to understanding and consolidating territorial planning and development, is critical to the success of territorial approaches. The territorial experiences related to data and knowledge in the case studies present a number of criteria for building a sufficient knowledge base for territorial approaches, including:

- Assessment of territorial assets and challenges is a critical foundation for good territorial practice, and the methods for assessment must be culturally and economically appropriate, and strengthen collaboration;
- Building territorial understanding must also entail close understanding and transparency of formal planning and policy processes for territorial actors;
- A variety of participatory assessment, decision and data management tools exists and should be reviewed for applications in wider contexts across sectors and disciplines.
- Data collection and interpretation (for example national metrics or SDG indicators) by formal agencies at national or sectoral levels ideally incorporates and builds out from the participatory territorial assessments, rather than being imposed on territories.

application of participatory methods to create and enhance capacity for conflict resolution and to promote sustainable natural resource management. Even with sectoral or national policy support for territorial planning, a clear strategy and resources are needed for processes of social inclusion and empowerment by designing or adapting participation tools appropriate to the local cultural and socio-economic context. MSPs use participatory tools that help transform conflict into collaboration around common interests in a territory or landscape. Well-implemented MSPs facilitate cross-sectoral, multi-level planning and management, including assessment, visioning, action planning, implementation and monitoring. Capacity building and policy influencing are valuable benefits of MSP processes.

c. Data collection and monitoring:

One area for capacity building vital for the long-term success of territorial practices is data collection and monitoring. There are many difficult challenges related to data – from identifying the actual data that territorial approaches need, to designing data collection and management systems that promote and include local actors at the territorial level, including local and subnational governments, civil society and the private sector. Decisions around what data are needed and which indicators to use are complex. Different governance levels, sectors and actors need statistically sound and science-based data that aligns, for example, with the indicators for targets of Sustainable Development Goals (SDGs). The case studies provided a number of innovations related to data gathering and evaluation. For example, in the cases of Cameroon and Colombia, youth and local authorities are the target audiences for data collection and management training.

d. Linking local knowledge and geospatial data:

Increasingly, geographic information systems (GIS) and other geospatial data are being used to monitor spatial biophysical, ecological and socio-economic changes at territorial levels. By creating links between the local knowledge of territorial-level actors and communities and the data collected by remote technology or scientific survey instruments, it is possible to both monitor and verify assumptions and conclusions based on technical evaluation. The challenges of different spatial identities and boundaries for territories are driving discovery of new approaches. For example, the Rimisp Bienestar Household Survey used night light and metadata analysis in combination with household surveys in the two cases in Chile and Colombia. These uses of metadata, combined with household surveys and data gathering by territorial actors, can be effective for informing policy decisions at local, subnational or national levels.

5.6 | RELEVANCE OF TERRITORIAL APPROACHES FOR SUSTAINABLE DEVELOPMENT

One reason for expanded attention to territorial approaches is the call to localise the 2030 Agenda for Sustainable Development and the 17 Sustainable Development Goals (SDGs). The 14 cases are analysed in this section and summarised in the annex address many of the SDGs. But more than addressing single SDGs, the cases address SDGs in their complex interlinkages, as summarised in the table below. Not surprisingly, the majority of cases address poverty (SDG 1), food security and sustainable agriculture (SDG 2), economic development (SDG 8), and land, ecosystems and biodiversity (SDG 15). Moreover, in the majority of cases, these SDGs are interlinked both spatially and functionally.

Table 2 **TERRITORIAL PRACTICES RELATED TO SUSTAINABLE DEVELOPMENT GOALS (SDGS)**

Territorial Case Studies	Sustainable Development Goals (SDGs)															
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1. China (UN-Habitat)	x	x	x		x			x	x	x	x				x		x
2. India (BMZ/GIZ)	x	x	x		x	x		x		x	x				x	x	x
3. Cameroon (AfD)	x	x	x	x	x	x		x	x	x	x		x		x		x
4. Cameroon (UN-Habitat)	x	x	x	x	x			x	x	x	x				x	x	x
5. Rwanda (OECD)	x	x						x	x	x	x					x	
6. Kenya (BMZ/GIZ)	x	x			x			x		x	x				x		x
7. Madagascar (ICLEI)	x	x				x		x			x		x	x	x		x
8. Brazil (ICLEI)		x	x	x				x		x		x	x		x		x
9. Brazil (CIRAD 1)		x						x				x			x		x
10. Brazil (CIRAD 2)	x	x						x					x		x		x
11. Chile (Rimisp)	x	x	x		x	x	x	x	x	x			x		x	x	x
12. Colombia (FAO/EU)	x	x	x		x			x		x					x	x	x
13. Colombia (Rimisp)	x	x			x			x		x			x			x	x
14. Colombia (GIZ/BMZ)	x	x	x	x	x	x		x		x	x	x		x	x	x	x

Territorial approaches are increasingly relevant in the context of the international sustainable development debate and recent global policy agendas because territorial approaches are required to operationalise the three dimensions of sustainable development. While rooted in local histories of people and places across all regions, territorial perspectives and approaches have been progressively incorporated into international development discourse and normative policy. Territorial perspectives at the international level have risen in part from concerns over the effectiveness of development approaches that are standardised, instrumentalist, mono-sectoral and often "top-down". In this context the holistic and multi-dimensional territorial approach to development is increasingly recognised as a strategy to implement globally agreed-upon agendas, above all the 2030 Agenda for Sustainable Development and its call to "leave no one behind". While the 17 Sustainable Development Goals (SDGs) present an all-encompassing normative agenda for the world, the agenda also presents a complex challenge to countries. As of 2020, one third of the 15-year timeframe to meet SDG targets has passed. At the 2019 Sustainable Development Summit in New York, the news was grim. The world has a long way to go to fulfil SDG targets, and the complexity of implementing this and other global agendas – with all the interlinkages of goals and targets – is overwhelming for many countries. For many Member States, subnational and local governments, as well as civil society, "localisation" of the SDGs has become a priority to better manage such complex and intersecting challenges.

Against the backdrop of the SDGs, territorial approaches can facilitate a better understanding of each SDG and the interlinkages between SDGs from a spatial perspective. They can support the identification of synergies and interlinkages between prior "single purpose" development efforts. For towns, cities of different sizes and groups of rural communities, territorial approaches provide a setting to convene multi-actor, multi-level and multi-disciplinary processes more rapidly than at national and international levels. This does not only require adequate technical processes, but also political support to harness local opportunities, priorities and ideas. Thus, both subnational and national coordination of the institutional environment can support autonomous local adaptation, at best resulting in multi-level alignment of national, sectoral and territorial strategies that are "fit to people and place". The recent evolution of territorial development through locally-championed approaches has led to a growing perception by national and international organisations that the territorial approach may be more effective in meeting national/international goals in multiple global agendas.

Parallel to and complementing the 2030 Agenda, other international policy agendas adopted by Member States variously identify the need for territorial and landscape approaches. The challenges and issues relevant at the territorial level are in many cases embedded in the global agendas. Examples include:

- **Sustainable urbanisation:** Integrated urban and territorial development is found throughout the New Urban Agenda (NUA), launched at Habitat III and including the call to "leave no place behind";
- **Climate change resilience:** Subnational actions to meet the provisions of the Paris Agreement (UNFCCC) are informed by recommendations in recent reports of the International Panel on Climate Change recommending landscape action strategies (IPCC-land);
- **Strengthened food systems:** Policy recommendations relevant to territorial approaches of the Committee on World Food Security (CFS), the State of Food Insecurity (SOFI) and the Global Food Policy Report engage the territoriality of urban food systems at local and subnational

levels, for example through the Milan Urban Food Policy Pact (MUFPP), through sustainable healthy diets, circular bio-economy, short value chain and procurement systems;

- **Ecosystem restoration and biodiversity protection:** Food security, water supply and biodiversity management at the landscape and territorial level are linked in the UN Decade on Ecosystem Restoration (2019) as well as in the UN Convention on Biological Diversity (CBD);
- **Land Degradation Neutrality (LDN):** Territorial and landscape approaches for maintaining the amount and quality of land resources, necessary to support ecosystem functions and services and enhance food security are defined under the UN Convention to Combat Desertification (UNCCD); and
- **Local economic development and employment creation:** Women and youth are increasingly important target groups for utilising territorial approaches in order to strengthen local job creation and income growth. This closely relates to global processes such as the G20 Initiative Rural Youth Employment and debates on migration and mobility.

Other intergovernmental agreements implicitly or explicitly include territorial perspectives, including for example the UN Decade for Action on Nutrition, the Nagoya Protocol on Biodiversity and the Sendai Framework for Disaster Risk Management, among others. These frameworks provide countries with normative policy entry points, where territorial approaches can provide concrete results. Territorial (in Integrated Landscape Management (ILM) presents guidance to integrate SDGs at a landscape level including tools and practices from hundreds of landscape level approaches to development. cluding local and subnational) approaches have been officially endorsed by the Conferences of Parties to UN Framework Convention on Climate Change (UNFCCC), the Convention on Biodiversity (CBD), the UN Convention to Combat Desertification (UNCCD), the Committee on World Food Security (CFS), the UN-Habitat Assembly (UNHA), the UN Environment Assembly (UNEA), and the High-Level Political Forum (HLPF) for follow up and review of the SDGs. National sectoral ministries, UN agencies and development partners are actively implementing these normative agendas. Despite rising attention to the localisation of global agendas, actors engaged at subnational levels who could or may already be effectively implementing these agendas are often invisible to national and international agencies.

Normative policy entry points in global recommendations and action plans require follow up and operational guidance to governments and development partners tailored to different levels and sectors. These can start with principles and options for concrete interventions. However, to be fully operational there is a need for programmatic tools and instruments that can be adapted for place- and people-based solutions. Some pre-existing subnational guidance tools for territorial approaches are being adapted to meet the new global agendas and territorial approaches to development. Examples are decentralisation strategies, International Guidelines on Urban and Territorial Planning (IGUTP),[17] urban-rural linkages guiding principles (URL-GP),[18] integrated landscape man-

17 First published in Nairobi in 2015, the ▸ **International Guidelines on Urban and Territorial Planning** (IGUTP) are a product of multi-stakeholder, multi-level guidance for spatial planning led by UN-Habitat and incorporated into the New Urban Agenda (NUA) in 2016.

18 ▸ **Urban-Rural Linkages: Guiding Principles and Framework for Action to Advance Integrated Territorial Development** (URL-GP) addresses the practical implementation of calls for integrated urban and rural development approaches from the SDGs and NUA.

agement (ILM) strategies,[19] local economic and employment strategies, and territorial or city-region food systems (CRSF) strategies,[20] among others. But global policy agendas are usually not the primary drivers of territorial approaches and territorial planning and development is not merely an instrument of global policy implementation. Long-term struggles of indigenous peoples and smallholder family farmers for their land, control over natural resources, access to markets and territorial development rights have been accompanied by territorial strategies apart from global normative goals. Major threats to critical shared natural resources such as climate change, economic shocks or disruptions in agricultural systems have given rise to many collective multi-sector responses.

Changes in the political economies of nations continue to create openings for territorial development strategies in both developed and underdeveloped countries to address deep-seated power inequalities and imbalanced spatial development. Diverse and parallel intergovernmental policy agendas have created the above-mentioned need for guidance to policymakers and development actors at national and subnational levels in the form of frameworks and tools for field applications. Ideally these frameworks should be grounded in actual experience and real results from functional territorial approaches in regions around the world. The analysis of territorial approaches in the Stocktaking of Territorial Approaches is an effort to synthesise a set of such experiences and provide guidance drawn from existing territorial cases. The application of territorial approaches from different local and national contexts nonetheless has common elements that can be supported by national and international actors in increasingly overlapping communities of practice. This is the means by which alignment between integrated territorial development solutions can align with national and international goals and targets.

In conclusion, these case studies and related research show that territorial approaches have been effective in diverse, challenging and complex settings where conventional development approaches have struggled to achieve sustainable development objectives. These results will be treated in greater detail in section 6, "Key findings and lessons for future application of territorial approaches". The case studies provide evidence-based outcomes that contribute to sustainability and address many SDGs including the generation of:

- increased mobilisation of local financial and institutional resources;
- economies of scale and agglomeration within the territory;
- more investments attracted to the territory;
- new multi-actor ownership of processes and outcomes;
- increased and more sustainable agricultural production, business development and supply chain development;
- increase in environmental conservation and restoration; and
- improved access to and control over natural resources by local communities.

Now we turn to examine one country that has institutionalised territorial planning and development at all levels of government and across all sectors.

19 ▸ **Integrated Landscape Management** (ILM) presents guidance to integrate SDGs at a landscape level including tools and practices from hundreds of landscape level approaches to development.

20 The ▸ **City Region Food Systems Toolkit** (CRFS) evolved from integrated perspectives on urban and rural food systems and the rise of cities taking action to promote sustainable food and agriculture, for example through the ▸ **Milan Urban Food Policy Pact** (MUFPP).

6

TERRITORIAL APPROACHES AS A NATIONAL PRIORITY: THE CASE OF COLOMBIA

Colombia is a country of nearly 50 million inhabitants covering 1.1 million square kilometres in north-western South America. The country is divided into 32 departments and six special administrative and fiscal districts. There are a total 1,122 municipalities, and according to the categories defined by the Mission for the Rural Transformation (NPD, 2015) around 61% of them could be considered rural municipalities. There is a wide range of ecological zones from maritime tropical lowlands to tropical rainforest in the upper Amazon basin, to Andean highland and mountainous regions. Colombia is one of the world's most biodiverse countries, including a great diversity of agroecological zones and rural farming systems.

Colombia has also lived through a 50-year armed conflict that claimed over one million lives, including over 182,000 forced disappearances and tens of thousands kidnapped and forcibly evicted from their homes and land. A long-negotiated peace agreement was concluded in 2016 and this laid the foundation for recovery and transformation of territories with communities that suffered the most from years of conflict.

In addition to its nationwide commitment to participatory territorial development in the framework of peace construction, Colombia was chosen as an in-depth national case study for the following reasons:

- Participatory approaches to rural, territorial and landscape development in Colombia have a more than 30-year history, which has resulted in strong traditions of local participation in governance and implementation of territorial approaches at different levels;
- Territorial approaches encompass both administrative and functional spatial boundaries;
- Multi-level territorial governance is anchored at the top of Colombia's national government, mandating specific roles for other levels of governance to the most local territorial level;

COLOMBIA IS A COUNTRY OF NEARLY 50 MILLION INHABITANTS COVERING 1.1 MILLION SQUARE KILOMETRES IN NORTH-WESTERN SOUTH AMERICA. THE COUNTRY IS DIVIDED INTO 32 DEPARTMENTS AND SIX SPECIAL ADMINISTRATIVE AND FISCAL DISTRICTS.

- International development partners (UN and national development agencies or NGOs) helped support the country's implementation of territorial approaches; and
- National policy in Colombia reflects the strong conviction of local and subnational governments and civil society that territorial approaches are effective ways to advance peace building and reconciliation efforts.

Five questions underpin the following subsections:

1.) What were the driving factors leading to a national approach to territorial planning and what was the history that led to a national territorial approach in Colombia?
2.) How were pre-existing territorial approaches adapted and new institutional, administrative and functional units created to realise territorial development at a national scale?
3.) How were governance structures aligned with territorial approaches?
4.) What coordination mechanisms and measures for capacity development were put in place at different levels to promote vertical and horizontal integration of territorial approaches among sectors and actors? Relatedly, how was the territorial planning decision-making process designed and implemented and with what degrees of available data and knowledge?
5.) What are the results of the country-level investment (financial resources, commitment of stakeholders, etc.) in territorial development as of early 2020?

6.1 | TERRITORIAL RESPONSES TO DEVELOPMENT CHALLENGES

Territorial and landscape approaches have been implemented at subnational levels in Colombia for decades, addressing local and sub-regional issues of watershed management, biological corridors, indigenous land rights, and sustainable local development. The elevation of territorial development approaches to a national priority came as a response to major challenges following the 50-year civil conflict over land and power with the Revolutionary Armed Forces of Colombia ("Fuerzas Armadas Revolucionarias de Colombia" (FARC in Spanish). The "Final Agreement for the Termination of the Conflict and the Construction of a Stable and Long-lasting Peace", signed in 2016 and hereafter referred to as the Peace Agreement, states that in order to guarantee non-re-emergence of conflict, it is fundamental to achieve a transformation of the country's rural territories. This national commitment stems from agreement by the parties negotiating the Peace Agreement and the position of FARC that rural conditions of poverty and lack of services were historical causes of conflict and persistent violence in rural areas.

The Peace Agreement identifies six points for implementing a transformation of the country's rural conditions. The first point, most relevant for territorial approaches to development, is the implementation of integrated rural reform through different mechanisms, starting with creation of the "Development Programmes with Territorial Approaches" (PDET), hereafter called the "Programme". In particular, the Programme is set forth in the Peace Agreement with the purpose of structurally transforming rural areas, while creating an equitable relationship between rural and urban areas. The "most needy and urgent" zones were prioritised using these criteria: poverty levels (particularly of extreme poverty and unsatis-

fied needs); the degree of impact derived from the conflict; the weakness of administrative institutions and management capacity; and the presence of illicit crops and other illegal economies.

Approximately 350 municipalities were identified from these technical criteria as part of the negotiation process, representing 25% of the municipalities in Colombia. For the implementation of the Programme and other aspects of comprehensive rural reform, the list of municipalities was reduced to 170. In order to facilitate the participatory planning process, these municipalities were grouped into 16 sub-regions, to take into account the dynamics resulting from conflict and associating some municipalities by geographical continuity. The resulting sub-regions are composed of a set of municipalities that cover one or more departments, with varying numbers of municipalities and rural areas in each sub-region. Additionally, within these sub-regions there are other territories identified including 306 collective territories of Afro-Colombian communities, 452 indigenous reserves and 6 peasant reserve zones.[21]

The sub-region is not a new territorial institution, nor does it correspond to a political-administrative boundary. The definition of this type of territorialisation was a gamble of the national government that articulates a new way to valorise the Programme among municipalities that compose each sub-region. In this way, the sub-regional spatial characterisation of the Programme seeks to integrate actions in zones with similar characteristics according to the criteria defined, to encourage a regional vision towards which the development process can be oriented. This sub-regional clustering of municipalities and rural spaces can be considered the entry point for territorial approaches in the Colombian territorial experience. This vision has been pursued through a complex institutional environment built upon a highly participatory process in terms of geography and numbers of people and institutional representation.

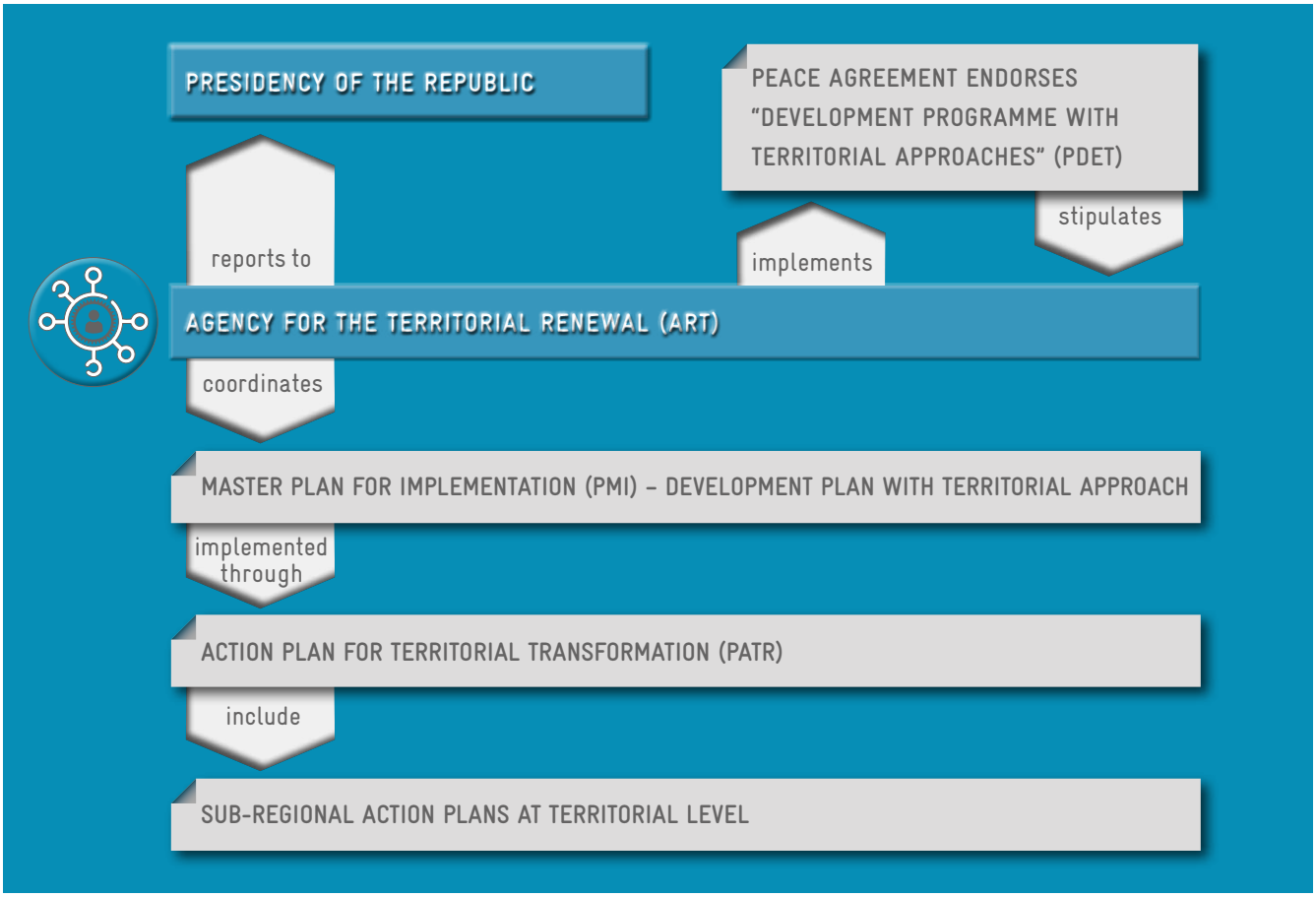
THIS SUB-REGIONAL CLUSTERING OF MUNICIPALITIES AND RURAL SPACES CAN BE CONSIDERED THE ENTRY POINT FOR TERRITORIAL APPROACHES IN THE COLOMBIAN TERRITORIAL EXPERIENCE.

21 Law 70 of 1993 grants the right for collective ownership of land to Afro-Colombian communities and Indigenous Reserves corresponding to the collective indigenous ownership of land declared in the articles 63 and 329 of the Political Constitution of Colombia. Peasant reserve zones were defined by Law 160 of 1994 (by which the National System of Agrarian Reform and Rural Peasant Development was created) and are a territorial planning framework, one objective of which is to promote and stabilise the peasant economy (the responsibility of the Ministry of Agriculture and Livestock).

6.2 | INSTITUTIONAL ENVIRONMENTS FOR TERRITORIAL PRACTICES

Other advances in the Colombian institutional environment preceded the Peace Agreement and contribute to ongoing territorial development policies. Two examples are the Mission for the City System,[22] carried out between 2012 and 2013, and the Mission for Rural Transformation in 2014. The proposals of these two cross-sectoral Missions laid the foundations for moving towards a regionalisation process. Resulting from the Mission for Rural Transformation, "Integrated Programme of Rural Development with a Territorial Approach" (PDRIET) were proposed and promoted by the National Planning Department (DNP). This constituted one of the first approximations on how to implement policies with territorial

Diagram 1 **GOVERNANCE OF COLOMBIA'S TERRITORIAL DEVELOPMENT PROGRAMS**



Source: ART, adapted by Rimisp

22 The mission for strengthening the City System was carried out during the years 2012 and 2013 under the coordination of Dr. Carolina Barco and the leadership of the National Planning Department. During the first year, guidelines were proposed for national public policies targeting increased tax revenues to help lower the cost of living and support greater labor mobility within the Colombian system of cities.

approaches, and some of its inputs were incorporated into the first point of the "Integral Rural Reform" included in the Peace Agreement. In this manner an enabling institutional environment had existed for territorial approaches before the Programme expand ed and strengthened territorial approaches at the national level.

The Agency for the Territorial Renewal (ART), hereafter called the "Agency", is the institution created for the implementation of the Programme. The Agency was created by the Law 2366 of 2015 and was, at first, attached to the Ministry for Agriculture and Rural Development, but now is located in the President's office. The Agency must coordinate with the High Advisor for Stabilisation and with the different officials responsible for implementation of the Programme. According to the Agency, the Programme contains a set of "sub-regional programmes for an integral rural transformation, that launch, in a faster way, the instruments of the Integral Rural Reform (RRI), in territories most affected by armed conflict, poverty, illicit economies and institutional weakness" (translated from ART, 2019b). In this manner, the institutional environment for territorial approaches to development has the opportunity to be secured at the highest level of national government in Colombia. We will see how all levels of governance are included in territorial practices.

6.3 | TERRITORIAL PRACTICES IN RELATION TO FORMAL GOVERNANCE STRUCTURES

For the implementation stage, the defined mechanism for the execution of the pacts built in a participatory manner was the Master Plan of Implementation (PMI for its Spanish abbreviation).[23] This is the instrument defined to guide the public policies required for achieving the Peace Agreement during the next 15 years and which will facilitate its follow-up. This Plan will be, at the same time, the main vehicle for inclusion of the peace components within future national development plans. This was set forth under terms in the Final Agreement and in Legislative Act 01 of 2016 "by which legal instruments are established to facilitate and ensure the implementation and normative development of the Peace Agreement". The PMI is organised around eight pillars (described below) and includes strategies, products, goals and indicators, as well as two chapters about ethnic and gender perspectives (PMI, 2018). Through the PMI the political reforms and sectoral proposals are expected to be implemented in a coherent manner, including the execution of initiatives proposed in the "Action Plan for Territorial Transformation" (PATR), hereafter called the "Action Plan".

The relationships between Programme (Development Programmes with Territorial Approaches) and unified national policy objectives are meant to be operationalised through development plans constructed at each level of government from national, departmental to municipal levels building on 25 years of planning policy.[24] These development plans form part

23 For more information on the territorial Master Plan of Implementation see (in Spanish) ▶ **Plan Marco de Implementación del Acuerdo de Paz (P.M.I.**).

24 Ibid., Law 152.

of the national planning system and must be developed by law in every municipality and department, as well as at the national level. On the other hand, the Programme is only applied to the 170 municipalities prioritised in the Final Agreement. Despite being two different instruments, they must be articulated to guarantee that the actions included in the Programme have the necessary funding and targeting to carry them out and to achieve them. Otherwise, they would stay unfunded and would not be made part of the political agenda of subsequent national administrations.

The role played by international development organisations outside the national government to support the formulation and implementation of Colombia's territorial planning process has been fundamental. This support complemented the actions of the government and ensured the implementation of the Programme and the Peace Agreement through the transition from President Juan Manuel Santos to President Iván Duque in 2018. Among these organisations are United Nations agencies (UNDP, UNHCR and UNDOC), as well as the international cooperation programmes of countries like Germany (GIZ), Spain (AECID) and the United States (USAID). Their support helped to keep these priorities on the national agenda.

6.4 | SCOPE OF COORDINATED ACTION AND PARTICIPATORY DECISION-MAKING

The Programme was conceived as a participatory building process over a 15-year period that, based on territorial assessments, reflective of the collective vision of territorial stakeholders. The process is designed to validate the role of territorial actors as primary agents of their own development. The participatory design of the Action Plans for the Regional Transformation (PATR – Action Plans) takes this territorial capability into account in the definition of actions, initiatives and projects that contribute to the regional vision. The vision and initiatives of the Programme are collected in the Action Plans during the stage of participatory formulation, which means that for each Programme sub-region there is an Action Plan.

The participatory formulation of the Action Plan was built through a logistical effort never seen before in the country and designed to empower local communities and subnational governments through participatory discussion and territorial articulation of initiatives. Parallel to this participatory process, the Action Plans were designed to coordinate between different territorial planning instruments including those of the authorities of municipal and departmental territorial institutions and the authorities from indigenous and Afro-Colombian communities.

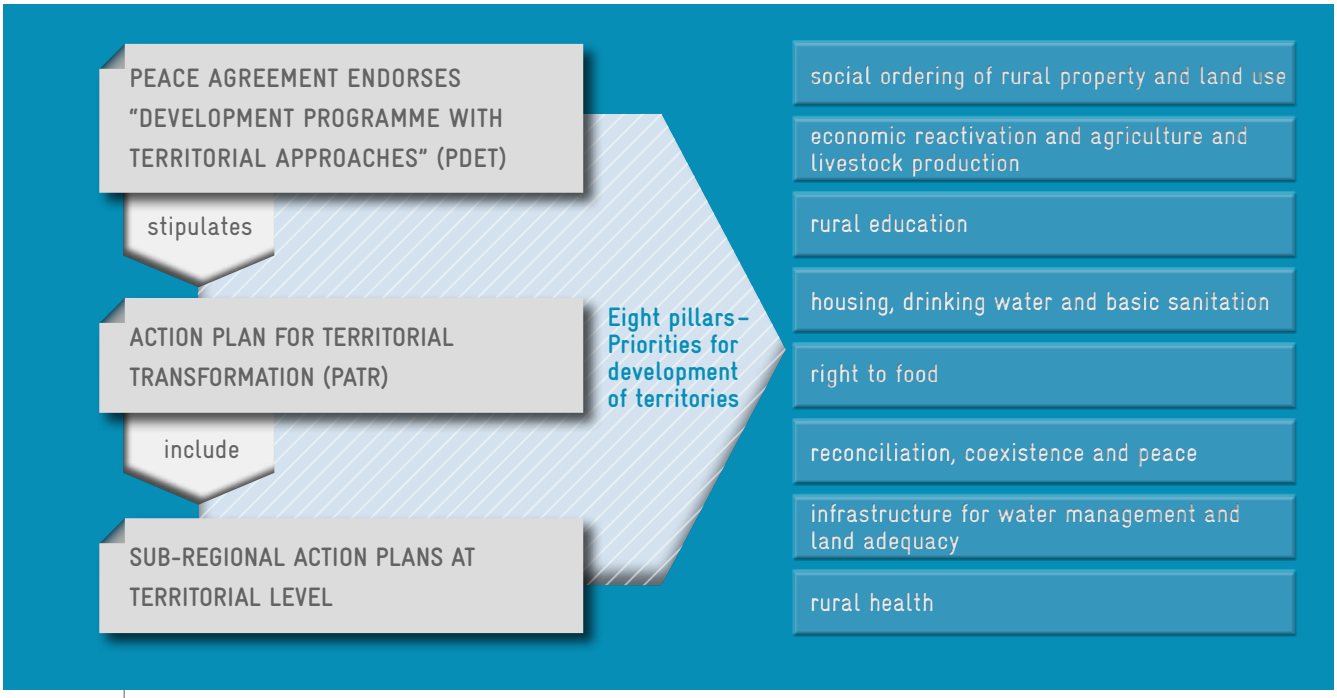
The Programme and its participatory processes are built based on eight pillars that represent key priorities for the developing of the territory and closing gaps.

These are:

1.) social ordering of rural property and land use;
2.) economic reactivation and agriculture and livestock production;
3.) rural education;
4.) housing, drinking water and basic sanitation;
5.) right to food;
6.) reconciliation, coexistence and peace;
7.) infrastructure for water management and land adequacy; and
8.) rural health.

These pillars were defined at the national level and most are associated with sectoral ministries, which are responsible for implementing the interventions of each sector that were defined in a participatory manner and registered in the Action Plan. The Action Plan is a road map conceived to be executed in the short term with trust-building actions, such as the Programme Community Infrastructure Projects,[25] as well as with other medium- and long-term actions that depend to a large extent on the definition of the national sectoral plans. The sectoral plans contain the policy guidelines of each sector and are defined by the relevant sectoral institution at the national level and executed in a centralised manner. The Sectoral plans were intended to have been built at the same time as the participatory processes for the Action Plan and Programme in order to guide the sectoral policy objectives at a national level, but this synchronous planning between the processes did not occur as planned.

Diagram 2 **EIGHT PILLARS – PRIORITIES FOR DEVELOPMENT OF TERRITORIES**



25 The PDET Community Infrastructure Projects are small infrastructure projects executed by community organisations or communal action boards, accompanied by territorial operators and with the support of the Colombian Agency for the Territorial Renewal ▶ **(ART).**

At the local level, the inputs for the process of the Programme were built through a participatory territorial process that included the 170 municipalities grouped in the aforementioned 16 sub-regions. The minimum intervention units were the *veredas*,[26] defined in Colombia as the minimum planning scale. There were 10,500 veredas among the 170 municipalities, grouped into 1,630 clusters of veredas. Each municipality is formed by a specific number of clusters. Similarly, each sub-region includes a specific number of municipalities. Within some of these municipalities there are other territorial demarcations for national natural parks, community councils of Afro-Colombian communities, indigenous reserves and peasant reserve zones.

To define the clusters of veredas, different layers of information were correlated, such as:

- land area of veredas;
- land area of national natural parks;
- land area of forest reserves (zones under the 2nd Law of 1959 on Forest Reserves);
- ethnic territories (indigenous reserves and collective territories of Afro-Colombian communities); and
- land area under coca cultivation.

These criteria and their correlation were proposed by the Agency (ART) at the national level and were validated at a local level by regional teams of the agency. In the case of the indigenous reserves, each was considered a Basic Planning Unit in itself. These units helped to define and make operational an approach to the territory through the collection of inputs from the community via the veredas (ART, 2017). A Programme municipality is then composed of different clusters.

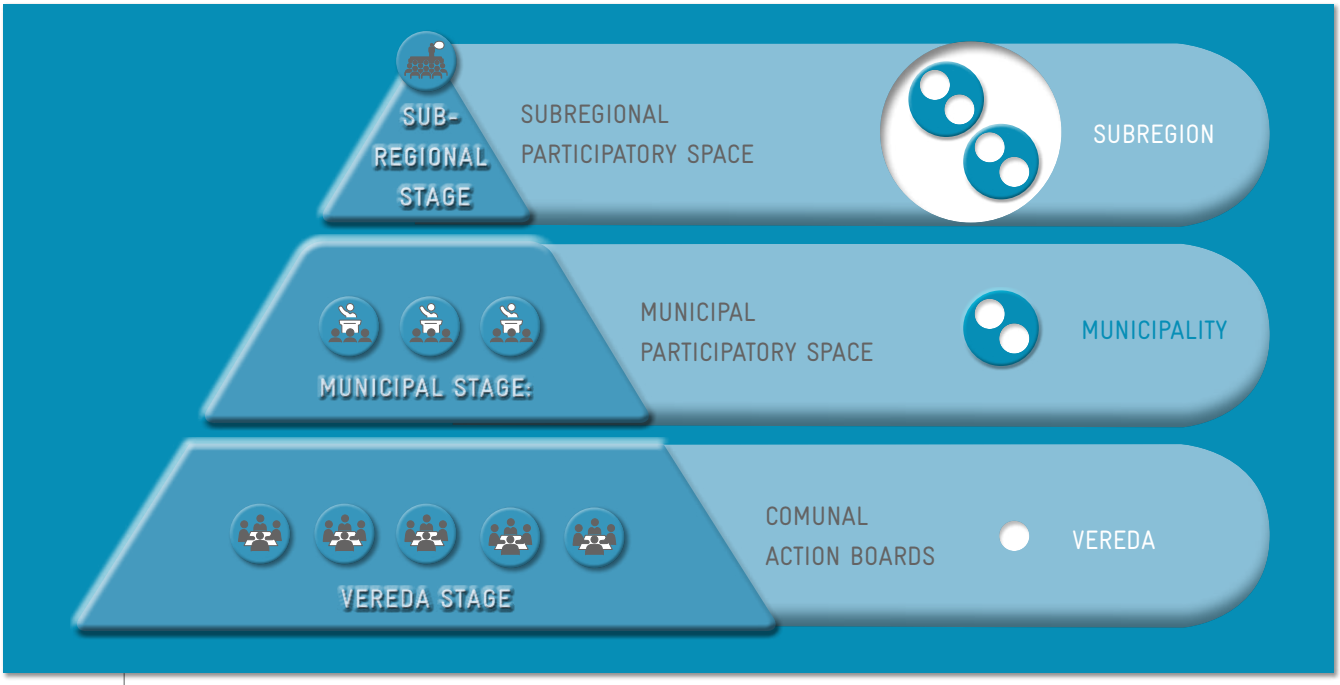
The veredas represent the local territory for rural communities and are usually organised by communal action boards. Veredas are defined by their relationship with the territorial dynamics of either the municipalities of which they are part, or the closest ones (where their inhabitants perform the majority of their activities), so the municipality generally includes part of their broader territory. The sub-regions, for their part, are unions of municipalities that are not necessarily associated by functional relationships. The definition of these sub-regions does not correspond to any administrative territorial demarcation previously defined in the country, such as the municipalities and veredas.

The participatory territorial process has three stages that represent the different territorial levels in which participatory processes are executed. These stages are:

- **Veredas stage:** In this stage work is done with the communities belonging to the clusters of veredas that make up the municipality, to generate the "Community Pact for Regional Transformation" (PCTR);
- **Municipal stage:** Based on the PCTR developed in the veredas stage, the participants are the "delegates" chosen in each cluster and some public and private institutions relevant to the municipality based on leadership and trust. They generate a "Municipal Pact for Regional Transformation" (PMTR);
- **Sub-regional stage:** Building on the results of the municipal PMTRs, participants are convened – including some of the delegates involved in the municipal stage, public and private institutions of the municipalities that make up the sub-region, and delegates of the entities of the departmental and national order – to produce and sign the sub-regional pact, the Action Plan.

26 The Spanish term veredas refers to the Colombian smallest political/administrative territorial division.

Diagram 3 **SPACE OF PARTICIPATION BY TERRITORIAL STAGE (RIMISP)**



In each of these stages, the participatory process includes activities that can be synthesised in the following steps:

- **Step 1** (Assessment): In this stage, documentary analyses are performed, and necessary inputs are collected for the development of participatory spaces like territorial visions, development plans, ordering plans and others, which should be considered for the elaboration of the initiatives that will be proposed in the participatory space. Logistic aspects are included, such as the selection of the place in which the participatory spaces will be enacted;
- **Step 2** (Identification and relationship building): This stage involves meetings with relevant territorial stakeholders that will potentially be part of the participatory spaces, as well as activities to socialise the Programme with relevant actors of the territory in order to explain the objectives and the design of the Programme. Strategies for the dissemination of information are implemented and other stakeholders whose participation is relevant for the development of the Programme in the territory are identified;
- **Step 3** (Participatory stage): In this stage, participatory spaces are held in order to obtain community pacts, municipal pacts, and sub-regional territorial plans.[27] To build these pacts, discussion

27 Although there was an additional step in the "devolution of the pacts", in order to validate what was signed in the following stages (e.g. a validation of the Municipal Pact in each veredal cluster), this step was ultimately carried out only in some municipalities but not in all sub-regions.

takes place around working tables organised by the 8 pillars. This discussion leads to formation of collective endorsement to ensure that what was agreed upon at the veredas is included in the pact of the next level. Then, final territorial plans (Action Plan) are defined as the sum of these three stages.

In order to prevent the exclusion of any stakeholder in the veredas where the work was done directly with territorial actors, the Programme openly called all inhabitants together without prioritising some populations over others. It is important to note that because of this universal call to participate, no affirmative action was taken for the participation of women, which led in some cases to low participation of women. There were pedagogical tools to promote inclusion of women in the Programme process, but these were used mainly at the municipal and sub-regional stages rather than the level of veredas.

At the municipal level other civil society stakeholders were included in the participatory process, such as private companies, universities and environmental authorities, among others. Many of these stakeholders were invited to participate because of their strategic role, and others were self-selected. One strategy of the Agency (ART) to summon and organise these actors was the formation of the Strategic Allies Network (RAE) which evolved from stakeholder mapping exercises. The RAE had different roles in each sub-region during the formulation stage, being more active in some stages than in others. It is hoped they will play a stronger role in the Programme implementation stage at the territorial level, and in the development of management and financial strategies for implementation.

To lead the planning discussion by pillars, each government sector, previously defined in the agreement, had the responsibility to elaborate a national sectoral plan (based on sectoral policy). This was intended to guide the scope of each pillar in the implementation of the Rural Integral Reform and during the participatory process. These plans must consider large-scale actions to provide public goods and services with regards to tertiary roads, irrigation districts, electrification and connectivity, health, education, housing and drinking water, and the cooperative and solidarity-based economy. However, this policy guidance for participatory discussion was limited because sectoral plans were not ready when the participatory process started. Nonetheless, despite delays in the process, today there are 13 sectoral plans in progress as of early 2020, in which five have been approved and eight are under review. The five that have been approved are related directly to the household level including electrification, information, communication and technologies, roads, agriculture and commercialisation. The absence of guidance from national sectoral ministries created a gap in the inputs to guide the participatory planning process. As a result, there has been disparity between priorities for territorial development and sectoral policies. Despite the absence of national sectoral plans during the participatory process, professionals with sectoral experience in each pillar accompanied the municipal and regional planning phases.

6.5 | POLICY AND PROCESS OUTCOMES FROM COLOMBIA'S TERRITORIAL APPROACH

In terms of policy outcomes, it is important to highlight first that despite changes in approach and divided public opinion, today the Final Agreement, the Integral Rural Reform and the Programme are integral to the political agenda in Colombia. Significantly, despite multiple failed attempts to advance territorial integration and restoration of peace throughout Colombian history, the Programme is a political agenda recognised at a territorial level and its territorial action plans are likely to be a part of the proposals of future elected officials at this same level. It is for this reason that there is now a legitimate development agenda in place for those zones most affected by the armed conflict, where there have been severe setbacks in development. The Colombian state, through its various institutions, is ensuring compliance and institutional co-responsibility for its implementation, and all of this has contributed to the strengthening of territorial autonomy and the decentralisation process at a national level.

vate sector, the Agency has resulted in a competent team that knows many of the territories. This team performed highly participatory and decentralised processes, from within veredal levels up to municipalities and sub-regional levels, where there was a more active accompaniment of the Agency team and the "sectoralists" in charge of every pillar. There was also a gender liaison assessing the inclusion of women in the Programme process (although the challenge to increase participation of women still remains).

According to data from the Agency, the Programme process and the participatory construction of the Action Plan has seen the involvement of more than 200,000 participants in different stages of the Programme. This includes 9,400 veredas, 170 municipalities and 16 sub-regions which were able to finish their participatory processes, collecting more than 33,500 initiatives and projects identified for all 8 pillars. Furthermore, 1,300 ethnic processes have been concerted in the municipalities with indigenous reserves or community councils of Afro-Colombians. These action plans are focused on public interventions at different levels.

IN TERMS OF POLICY OUTCOMES, IT IS IMPORTANT TO HIGHLIGHT FIRST THAT DESPITE CHANGES IN APPROACH AND DIVIDED PUBLIC OPINION, TODAY THE FINAL AGREEMENT, THE INTEGRAL RURAL REFORM, AND THE PROGRAMME, ARE INTEGRAL TO THE POLITICAL AGENDA IN COLOMBIA.

While it is early to make definitive statements of long-term impact, field experience of Rimisp has demonstrated that new mayors will embrace a good part of the Programme initiatives as a starting point for their new development plans at a municipal level. Also, in terms of the integration of civil society and the pri-

At an institutional level, efforts continue to be made to organise the initiatives identified in the Action Plan, many of which did not achieve the status of projects or policy programmes, partly because of the lack of national sectoral plans. Even today, the coordination of the national sectoral plans is still one of

the main challenges in relation to public policy, given that many of them are still being completed.

A major ongoing challenge is financing the execution of the initiatives and projects included in the Action Plan. This is partly due to gaps in the design of the Programme. Most consideration was given to the planning stage, while the mechanisms and instruments for their implementation had not been fully developed, including development of a budget for allocating resources from the very beginning. The national government in 2020 is promoting strategies to collect funds from different sources including the private sector. To date, international cooperation has provided significant financing for implementation of the Programme

As a result of not articulating an initial budget, the Programme had to appeal to various instruments and mechanisms for their implementation steps. These include: (1) the Master Plan of Implementation; (2) the National Development Plan; (3) municipal development plans; (4) private investments; and (5) those prioritised in national sectoral plans. The diversity of sources and instruments necessary for implementation have made this the primary challenge of the Programme at present. In addition, the diversity of instruments, governance levels and finance gaps make implementation more dependent on the political will of elected administrations in office. These diverse sources and instruments increase complexity for the implementation process, making it necessary to have greater national and local institutional capacity.

There is also an ongoing challenge to align visions of the national government with those built in through territorial approaches, which in some cases do not match. For example, in some territories the scope and definition of a territorial vision could differ from the national vision, due to highly fragmented and heterogeneous interests of communities and local governments (Rimisp, 2018b). This territorial complexity, together with the institutional difficulties in promoting collective actions between local and regional governments, make it more challenging to lead actions and political support for functional and effective outcomes. For example, the subnational entities consider, in some cases, that the Rural Reform and the Programme implementation is only the responsibility of the national government.

Additionally, the socio-political context in Colombia is still a challenge in the traditional zones of conflict. Governance gaps left by the FARC have been co-opted by criminal bands, usually associated with drug trafficking resulting in the perpetuation of insecurity, inequality and illicit crops dependency in Programme territories. This challenging situation is also associated with a high percentage of existing and latent territorial conflicts associated with the use of natural resources and with land ownership and use.

Considering all of these challenges and drawbacks, the national government is trying to have instruments in place that facilitate implementation and decision-making processes regarding public budget allocations. In this light, progress is being made towards developing a road map to help prioritise initiatives that have greater capacity for transforming territories. Importantly, nationally there is a new generation of mayors that began governing on January 1, 2020. These mayors have prioritised territorial approaches in the municipal and sub-regional pacts from their development plans. If the actions from the Action Plan are incorporated in new municipal plans, this will constitute a clear success for the participatory territorial processes.

Colombia has yet to define the follow-up, monitoring and institutional and participatory mechanisms of the Programme, or to finish strengthening the capacity of the ART at the territorial level. One of the biggest challenges of the territorial approach is how to measure the efficiency of this approach in terms of reducing inequality and inclusive development. Generally speaking, there is not yet a robust conceptual framework for the monitoring and evaluation of territorial approaches. Consistent with the recommendations included in the new report of Human Development from UNDP (2019), in representing improved territorial outcomes, new indicators and new metrics need to be developed that better capture the experiences, conditions and expectations of the inhabitants.

6.6 | CONCLUSIONS FROM COLOMBIA

Returning to the guiding questions, the following questions and reflections are offered:

What were the drivers for using a territorial approach? The main rationale for adopting a territorial perspective in Colombia was to advance strategies that were more efficient in reducing inequalities, in order to reduce social conflict. Colombia is a diverse country, with strong differences in geography, culture, economy and politics. Development in Colombia has not occurred evenly across the country. The Andean zone has better social and economic conditions due to the development of large urban agglomerations in comparison with the coast (Caribbean and Pacific) and Amazonia zones. In those zones, the access to education, health and household drinking water is very limited, significantly affecting quality of life in those communities. Likewise, these conditions are compounded by a systematic absence of the State and in consequence low institutional capacities. This issue has generated social, economic and political exclusion that favoured the extension of armed conflict for decades. Recognising these driving factors, over several administrations in Colombia, governments have adopted a territorial perspective in policy interventions.

THE MAIN RATIONALE FOR ADOPTING A TERRITORIAL PERSPECTIVE IN COLOMBIA WAS TO ADVANCE STRATEGIES THAT WERE MORE EFFICIENT IN REDUCING INEQUALITIES, IN ORDER TO REDUCE SOCIAL CONFLICT.

What has been achieved? The territorial perspective became a critical element in the achievement of peace and rural transformation. Even with changes of administrations and public opinion, today the Final Agreement, the Integral Rural Reform and the Programme continue to be part of the political agenda in Colombia. Given many failed development efforts throughout Colombian history, the most important difference is that the Programme and the territorial action plans are recognised by people at a territorial level and have been incorporated into the agendas of local elected officials. For this reason, in those areas most affected by the armed conflict and which are experiencing severe under-development as a result, there is now a legitimate development agenda in place. This territorial development agenda is a matter of Colombian national government responsibility. Through its various institutions, the State has been committed to ensuring compliance and institutional co-responsibility for implementation. Communities and social organisations, along with the private sector and the public local and regional institutions, have all achieved legitimacy and recognition as territorial actors in the territorial transformation process.

Likewise, the National Plan and public budget now includes a recognition of territorial heterogeneity and inequality. This recognition seeks a better allocation of the public expenditure considering those territorial inequalities. In this manner, interventions more consistent with territorial reality and the conditions of the most conflict-impacted zones have been proposed. One of the vehicles for these efforts has been the national plan(s) proposed in the Rural Reform of the Peace Agreement and the Implementation Plan, which was agreed to by the national government after the agreement was signed, with the intention of having more rapid progress in Programme territories.

On the environmental side, a territorial perspective has allowed acknowledgment and inclusion of protected areas and biodiversity in ecosystems in the policy instruments of the Programme. It is important to note that this effort, on its own, is not enough. Territorial and landscape approaches are closely related, and territories in which ecosystem protection is most needed are those where territorial conflicts and environmental degradation are more severe. The Peace Agreement and the Programme recognise that territorial equality cannot be achieved without addressing development and environment together. Thus, it is necessary to advance them together in both the Programme and the environmental protection goals committed to in the peace agreement and in other policies.

Social and economic achievements thus far are weak, due to low institutional capacities in the local and national government agencies responsible for this work as well as to gaps in political will and commitment. The territorial perspective requires flexible instruments, modernisation of public institutions, and the availability of financial resources that allow advances in social and economic development support. This situation is not very different from other Latin American countries, besides the effects of long armed conflict that set back institutions and their capacity to advance at the same pace across the whole country.

Nevertheless, when analysis is taken to the territorial level, it is possible to see some territories that did advance in terms of social and economic outcomes. The differences in outcomes may be due to the fact that certain territories have more institutional capacity, with public and private territorial actors that are able to move a territorial agenda forward. Likewise, the weaker outputs could also be related to the lack of reliable information monitoring changes at the territorial level, considering the aforementioned lack of monitoring and evaluation capacity.

Diagram 3 **LESSONS LEARNED FROM COLUMBIA FOR TERRITORIAL APPROACHES OF VALUE IN OTHER COUNTRIES**

What were some weaknesses of the territorial approach in hindsight? The territorial approach was adopted to advance development and reduce inequalities and poverty in a country with strong heterogeneities related to culture, history, politics, institutions and geography. At the time of the negotiation for the end to decades of conflict there was really no other option. When territorial approaches were put in place with adequate financial resources, strong participation of territorial actors, and flexibility to adapt instruments to particular realities, the outcomes are strong and visible. There were structural challenges and consequent weaknesses, such as the aforementioned lag in sectoral planning to complement the territorial planning at the levels of veredas and municipalities. There are also challenges of gender inclusion and coordination across governance levels that need additional support. Territorial approaches have however been a positive option for reconstruction with the arrival of peace, particularly since the armed conflict was in part a result of low recognition of inequalities within the territorial diversity of Colombia.

7 KEY FINDINGS AND LESSONS FOR FUTURE APPLICATION OF TERRITORIAL APPROACHES

As the TP4D white paper clearly states, territorial approaches have the potential to generate innovative technical, economic, ecological and political solutions to development faster and more sustainably than hierarchical, sectoral approaches. The experiences and lessons from the 14 case studies and the Colombia country study presented in Sections 4 and 5 substantiate and build on this potential. The final section summarises: (▸**7.1**) key findings, (▸**7.2**) key recommendations, (▸**7.3**) lessons for policy and institutional frameworks, (▸**7.4**) some contributions of territorial approaches to implementation of global agendas, and (▸**7.5**) reflections on measuring the effectiveness of territorial approaches.

7.1 | KEY FINDINGS FROM TP4D STOCK-TAKING EXERCISE THE ENABLING ENVIRONMENT MATTERS:

The enabling environment matters:

- Multi-sector **engagement with territorial approaches is urgent** in light of changed conditions and the heightened urgency for development approaches that are sustainable and address equitable and inclusive development;
- Complex challenges to sustainable and inclusive development at territorial levels may have a single-sector entry point but can be more effectively addressed through **territorial approaches that use cross-sector coordination** to address solutions in integrated ways;
- Effective progress on territorial approaches requires **budgeting and investing in multi-level participation and capacity development** from territorial to national levels
- Whatever the entry points (geographic, thematic etc.), the **core principles for territorial** planning are place-based, people-centred, multi-actor, multi-level and cross-sectoral;

Territorial assessment, knowledge and data matter:

- A majority of the cases demonstrate that successful application of territorial approaches starts with stakeholder engagement and **participatory territorial assessment**, proceeding through collaborative priority setting, action planning, implementation, finance and policy formation, and monitoring to socialise learning;
- A majority of cases demonstrate territorial approaches bring multiple stakeholders and levels of governance to **improve natural resource**

management and capitalisation of ecosystem resources;

- Transversal **exchanges of landscape and territorial knowledge and data** through inclusive processes and Innovative tools are key for good governance from territorial to sectoral/national levels.

Inclusive and lasting multi-stakeholder engagement matters:

- Territorial approaches by definition are participatory, requiring **governance that is inclusive** as well as cross-sectoral, and reaches different levels, actors and spaces;
- Territorial approaches are especially relevant for places experiencing urgent humanitarian, environmental, political or social crises and other human rights-based conflicts, as they can help to build trust and confidence through **inclusive, restorative and peace-building solutions**;
- Such progression from assessment to planning, implementation and monitoring requires long term commitment from all involved and a **continuous engagement with territorial actors**.

TERRITORIAL APPROACHES ARE ESPECIALLY RELEVANT FOR PLACES EXPERIENCING URGENT HUMANITARIAN, ENVIRONMENTAL, POLITICAL OR SOCIAL CRISES AND OTHER HUMAN RIGHTS-BASED CONFLICTS, AS THEY CAN HELP TO BUILD TRUST AND CONFIDENCE THROUGH INCLUSIVE, RESTORATIVE AND PEACE-BUILDING SOLUTIONS;

7.2 | SUMMARY OF RECOMMENDATIONS FOR OPERATIONALISING TERRITORIAL APPROACHES

There are many obstacles to bringing about and sustaining effective territorial approaches. These are articulated in the TP4D white paper and expanded in the conceptual framework in Section 2. The case and country studies gave concrete examples of political, administrative, jurisdictional and capacity obstacles. However, all the cases also exhibit means and methods for surmounting impediments to territorial approaches. The scale and integration of territorial planning at the national level in Colombia has global relevance as a multi-level, multi-actor territorial approach to development.

The cases suggest seven cross-cutting dimensions to operationalise territorial approaches:

- **Strengthen or establish inclusive multi-stakeholder platforms** for dialogue, planning and/or action to facilitate long-term engagement and collaboration among actors from different sectors, levels and groups, and to institutionalise territorial approaches (see tools in number 4 below);
- **Choose the right institutional convenors:** Given the complexity of the discussions (and power asymmetries) affecting possible synergies and trade-offs, having one or more neutral and trusted intermediary organisation(s) as either a convenor or facilitator of short-term planning processes and long-term multi-stakeholder platforms can be critical. This role may be played by a local or sectoral government agency, a local or national NGO or university, or a combination of actors through a voluntary multi-stakeholder coalition;
- **Provide ongoing support for territorial processes:** National governments and NGOs, as well as international development partners, international NGOs or UN agencies, can play a supporting role in sustaining the "enabling" activities of territorial development, such as multi-stakeholder platforms, assessments, monitoring, incubating of inclusive green businesses, etc.;
- **Conduct multi-stakeholder territorial assessments:** Such assessments build shared understanding about the territory, build trust, and underpin evidence-based strategies for action;
- **Plan timing and phasing for capacity building:** Improving capacity for territorial approaches in both formal and informal governance structures must be phased and/or synchronised to avoid confusion or conflict. The success of territorial approaches depends on this strategic, systematic and progressive capacity development;
- **Institute institutional and fiscal mechanisms** to ensure that all actors engage and actively participate in the multi-stakeholder platforms, coordinate and implement the agreed-upon actions, and meet set goals.
- **Use coordination processes to generate synergies**: The five elements of coordination – territorial planning across sectors, inclusion of local actors, capacity development, strategic planning and use of coordination mechanisms in implementing territorial actions – need to be designed and implemented as part of the multi-stakeholder process (see b above), and can be used to identify and plan synergistic actions that reduce costs, improve effectiveness, reduce conflicts and are more sustainable over time.

7.3 | LESSONS FOR IMPROVED NATIONAL AND GLOBAL POLICIES AND INSTITUTIONAL FRAMEWORKS TO SUPPORT TERRITORIAL DEVELOPMENT

The policy landscape is vitally important to sustainable and resilient territorial development. Public policy is the result of processes by which governments translate vision into programmes and actions to deliver outcomes to real world challenges. Territorial planning and development are influenced by, and in turn may influence, public policy at the national level. Processes that are formalised in public policy exist at every level of governance and become the foundations for institutional mandates and frameworks. The instruments of public policy take many forms such as visions, strategies, initiatives, executive orders, regulations, laws, etc.

Territorial approaches to development can be governed by local and subnational policy, for example in municipal or provincial state policy. However, in order to be more permanently institutionalised across jurisdictions, territorial approaches generally need to have national policy support and intersect in a defined way with national policy processes, both sectoral and cross-sectoral. If territorial planning and development is for example part of a national decentralisation policy as we see below, decentralisation might also exacerbate social and spatial inequalities between territories if this process is not accompanied by finance and budgeting decentralisation. If a central government decentralises the provision of services, policies and infrastructure without a fair resource allocation between territories, the ones with more resources will be better off than the others Furthermore where there are deep inequalities within or between territories, inclusive multi-stakeholder governance is essential to ensure that territorial development does not exacerbate inequalities.

The cases underscore the importance of having national policies, frameworks and mechanisms in place to achieve successful outcomes. Indeed, successful institutionalisation of territorial approaches seems to require integration of these approaches in national policy agendas. National-level policy can give operational support for territorial approaches in multi-level and multi-sector programmes. Four categories of national policy support are especially required: (1.) national decentralisation policy enhancing territorial autonomy; (2.) mechanisms for cross-sector and urban-rural linkages; (3.) guidance on negotiating and resolving issues of rights around land, land use and natural resource management; and (4.) capacity development for territorial approaches among stakeholders at different levels. Each of these is elaborated below, with examples from case and country studies. More details on specific policies are included in the Colombia country study in Section 5 and in the Annex of 14 case study summaries.

6.) National **decentralisation policy enhancing territorial autonomy:** Policy support for the decentralisation of governing authority has evolved from different historic colonial and postcolonial experiences with varied results. In **Kenya**, national and sectoral policy resulting from 2013 decentralisation led to a coordination mechanism to help county (similar to state) governments implement policy at local levels. The national government of **Cameroon** established a decentralised funding mechanism for delivery of social services at territorial levels and support for Communal Development Plans. National policy support for territorial perspectives in **India** started with the Ministry of Rural Development, later extended to six ministries who in turn worked with subnational state governments facilitating application of policies at local and state levels.

7.) **Mechanisms for cross-sector policy and programs and rural-urban linkages:** This common form of national policy engagement stems

from sectoral interest to apply a territorial approach, for example from rural development or agriculture ministries. The initial sectoral efforts may evolve to engage other ministries to address challenges that cut across different sectors such as energy, environment, economic development, etc. A national poverty reduction strategy in **Rwanda** led the Ministry of Infrastructure to cross-sector investment in planning to link small and intermediate cities along urbanising corridors. External national and international policy support for poverty reduction through sustainable agroforestry practices in **Rwanda** provided coordination of multiple actors across the rural-urban continuum. In the context of **China**'s national policy to support rural revitalisation, county and provincial governments link sectoral agencies to work on territorial priorities generated at municipal and county levels.

8.) National **policy guidance on rights to land, land use and natural resources:** Persistent conflicts over territorial and natural resource rights or management led in several cases to action taken at territorial levels. Territorial actors were supported by non-state actors or external donors or subnational governments and included in national policy recognising territorial practices. In **Chile**, national policy incorporated priorities of indigenous communities through territorial dialogue and planning processes empowering community actors in relation to state and private sector actors. Federal and subnational state policy in **Brazil** supports territorial certification of products and processes to protect ecosystems and integrated landscape management for sustainability, livelihoods and markets. The national policy in **Colombia** of Integral Rural Reform, incorporated in the Havana Peace Agreement, lays the foundation for territorial planning and development. Ministerial agencies as well as regional and local authorities are supported to help resolve conflicts over land use, territorial rights and natural resources, as a part of structural transformation of territories at a whole-of-government level.

9.) **Capacity building for territorial development across stakeholders at different levels:** Lack of resources and capacity to conduct and manage ongoing territorial planning, programme management and evaluation was a consistent challenge across most case and country studies. Capacity development with sufficient resources should be a standard component of national support for sustainable territorial development. For example, capacity development for integrated spatial planning was provided under the RURBAN development strategy in **India**. Direct national support for institutional capacity building was provided in **Rwanda** at municipal levels in small and intermediate cities to address urban-rural planning and economic development. The case studies in **Cameroon** saw multi-ministerial national support to build capacity for participatory assessment and planning at local municipal levels. Building capacity at county and local levels was a direct intervention in **Kenya**, supported by national policy impacting more than 18,000 smallholder farmers.

While the above discussion may suggest that there is typically broad alignment – or at least no serious disagreements – between development agendas at national and territorial levels, such disagreements are common. National energy policies may conflict with local environmental priorities, national agriculture ministries may prioritise export commodities, while territorial interests prioritise food security and local land use diversity. Disagreements of these kinds between national and territorial agendas were pronounced in several of the cases. Nonetheless, territorial structures and processes provide a forum for negotiation to address, or at least ameliorate, these tensions.

7.4 | CONTRIBUTION OF TERRITORIAL APPROACHES TO IMPLEMENTATION OF GLOBAL AGENDA

In the conceptual framework (Section 2), the international and national context for territorial approaches was introduced at a general level. The argument is that territorial approaches are necessary to operationalise economic, social and environmental dimensions of inclusive, sustainable development. This premise is echoed in numerous reports of government, UN agencies and development organisations. A recent comprehensive report launched by OECD at the World Urban Forum in February 2020 is titled "A Territorial Approach to Sustainable Development Goals".[28] The report is based on extensive surveys of cities and regions in OECD countries and the evidence shows that local and subnational governments are increasingly using the SDG targets as organising frameworks for sustainable development planning that is more inclusive and integrated.

Territorial approaches could be important to implementing a majority of the 169 targets of the 17 SDGs.[29] Moreover, the integrated urban and territorial framework from both the 2030 Agenda and the New Urban Agenda (NUA) provides a powerful entry point for managing the interlinkages between SDG targets. During negotiations of these global policy agendas, member states understood the value of territorial approaches to implementing global policy agendas. The TP4D alliance of partners extends this recognition to national development agencies, research organisations, UN agencies and nongovernmental organisations. As we have seen, international organisations are important external actors as agenda setters and in a number of the cases encouraged transversal territorial approaches linking territorial actors to sectoral ministries.

As defined here and as the case and country studies show, sustainable development planning that begins from local territorial identification of challenges and potential solutions generally does not begin with an alignment with the SDGs, or any other global policy agendas related to climate change, biodiversity, urbanisation, environment, etc. (▸ **see page 49** for a partial list of relevant global agendas). Even if national and international partners are aware, for example, of the potential alignment of SDG targets and indicators with local challenges, such alignment more often rises from the interactive processes of assessment and multi-level coordination. In this sense the SDGs are proving to be a useful tool or framwork for the vertical multi-level coordination that seeks to balance inclusion of those people or places otherwise left behind. Territorial approaches at their best embody a transversal or two-way, bottom up and top down co-development model, where territorial agency is maintained, and implementation of global goals can be negotiated and adapted to better align with local priorities, and thus be more sustainable. In addition to the 2030 Agenda for Sustainable Development territorial approaches also bring together global agendas for improved resilience for climate change, protection of biodiversity, and ecological restoration or disaster risk reduction, among other goals.

This orientation towards a convergence of territorial and national/international policy recalls the importance of the processes and tools to implement territorial approaches and national/international goals simultaneously. However, this requires extensive di-

28 OECD (2020).

29 Ibid.

alogue and exchange of knowledge about both territorial challenges and the applicability of the global agendas to territorial challenges. TP4D partners and other organisations have developed tools to support territorial approaches, including integrated landscape management, strengthening of urban-rural linkages and city region food systems, among others. These tools have been developed in manuals, checklists, templates and briefing guides for implementers working with territorial approaches. Many have congruence with or are specifically organised in relation to SDG targets and indicators. A full treatment of tools in use by TP4D partners, including in some of the cases examined in the report, is a project that should be undertaken in the near future. Examples include multi-stakeholder partnership design, territorial and landscape governance assessment, collaborative spatial analysis and scenario modelling, action planning templates, and thematic toolkits related to infrastructure planning, finance and investment, monitoring and evaluation, data collection and management, etc

HOWEVER, THIS REQUIRES EXTENSIVE DIALOGUE AND EXCHANGE OF KNOWLEDGE ABOUT BOTH TERRITORIAL CHALLENGES AND THE APPLICABILITY OF THE GLOBAL AGENDAS TO TERRITORIAL CHALLENGES. TP4D PARTNERS AND OTHER ORGANISATIONS HAVE DEVELOPED TOOLS TO SUPPORT TERRITORIAL APPROACHES, INCLUDING INTEGRATED LANDSCAPE MANAGEMENT, STRENGTHENING OF URBAN-RURAL LINKAGES AND CITY REGION FOOD SYSTEMS, AMONG OTHERS.

7.5 | MEASURING THE EFFECTIVENESS OF TERRITORIAL APPROACHES

The current evaluative methods of many institutions and governments tend to focus on quantifiable impact on sectorally-defined indicators. National sectorial agencies often find it difficult to measure the quality of processes and participation related to development planning and management, integrated impacts across sectors, or indicators of local but not national importance. Nonetheless, it is possible to discern what works and what does not. Measuring the effectiveness of territorial approaches means measuring indirect or direct impact on final results of territorial planning and development processes. As a follow up to this report, in addition to review of existing territorial assessment and planning tools, examination of qualitative methodologies to measure the benefits from developing territorial processes would benefit from gathering expertise and knowledge from different communities of practice for example territorial, urban-rural, landscape, city region, among others.

Several TP4D partners have applied the SDG indicators to territorial conditions in the form of guiding principles and recommended actions including adapting, gathering and/or disaggregating data that goes beyond the SDG indicators. From these exercises it is clear that the identification of the data needed for territorial policy and investment priorities ideally should rise from participatory dialogue and assessment of territorial assets and the main challenges engaging key stakeholders. National or subnational statistical offices and statisticians charged with managing data collection and monitoring in government agencies are focused on the national level and for the most part are not trained for territorial approaches to data collection and management.

In the future, "territorial intelligence" should be more absorbed into formal deployment of data monitoring. For example, territorial indicators need to measure income inequality at spatial levels in addition to measuring average income. At territorial levels, indicators are needed to measure access to services in the places where people live, along with political participation levels and measures of resilience to climate change. Indicators also need to measure the state of the territory or landscape in terms of the development challenges that are being addressed including for example agricultural sustainability, ecological function, livelihood security, housing affordability, transportation efficiency, gender equity, employment opportunity for youth, etc.[30]

The case studies reviewed in this report contain examples of processes that can yield such indicators, but the capacity and resources to conduct ongoing data collection and management is severely limited and needs more support. However, the challenges to empirically evaluating differences in effectiveness between territorial and conventional approaches should not deter the continued support for territorial approaches which are so important for economic, social and environmental health of all. As stated in the conceptual framework, the case and country studies demonstrate that inclusive processes that empower local actors to take decisive roles in development are likely to have more positive and sustainable outcomes.

30 Evaluative methodologies that make territorial or landscape intelligence a priority exist and need to be further developed, for example the organised framework for evaluating landscape-scale sustainability being developed by LandScale (▸ see **https://verra.org/project/landscale/**).

TERRITORIAL APPROACHES TO DEVELOPMENT: CASE STUDY SUMMARIES

Methodology

The TP4D white paper underpinning this report was prepared by collaborating agencies, some of whom agreed to submit cases of territorial approaches to development that they consider to be exemplary. A common template was used for this purpose. Fourteen cases from nine countries were submitted by nine TP4D partners (AfD, BMZ/GIZ, CIRAD, EU, FAO, ICLEI, OECD, Rimisp, and UN-Habitat). The partners chose Colombia as the one country case study for a national approach to territorial planning and development. Section 4 provides analysis of the 14 case studies and section 5 is devoted to the Colombia country study.

The submitted cases are:

1.) Acupuncture Approach to Territorial Revitalisation in Songyang County, China
2.) Land Use Planning and Management in Tamil Nadu and Odisha, India
3.) National Participatory Development Programme, Cameroon
4.) Yaoundé-Nsimalen Highway Corridor Development, Yaoundé Metropolitan Region, Cameroon
5.) Secondary Cities Development Strategy, Huye, Muhanga, Musanze, Nyagatare, Rubavu, and Rusizi, Rwanda
6.) Food Security through Improved Agricultural Productivity, Kenya
7.) Agro-Forestry Support Programme, Antananarivo Region, Madagascar
8.) Agroecology Guarantee Participatory System, Metropolitan Region of Belo Horzonte, Brazil
9.) Vales da Uva Goethe Geographical Indication for Wine Production, Metropolitan Region of Florianópolis, Brazil
10.) Territorial Certification for Forest Restoration and Social Inclusion, Brazil
11.) Indigenous Territorial Development Programme, Chile
12.) Responsible Governance in National Protected Areas, Colombia
13.) Sustainable Rural Economic Development, Colombia
14.) Subregional Programme for Integrated Transformation in Rural Territories, Colombia

The summaries of the 14 cases are organised according to the following structure related to questions for analysis of the cases at the end of Section 3.

I.) Short summary
Name of practice
Sponsoring organisation(s)
Geography, length and extent of practice

II.) Characteristics
Challenges and entry points
Institutional environment: methods and interventions
Territorial practices in relation to formal governance structures
Scope of coordinated action
Capacity, data and knowledge needOutcomes for territories

III.) Key lessons of territorial approach
Relevance to sectoral/cross-sectoral development efforts/strategies
Impact and influence of policy on programme implementation
Alignment with SDGs and other normative agendas

1. | ACUPUNCTURE APPROACH TO TERRITORIAL REVITALISATION

Songyang County, China

I. Short summary

This territorial practice of regional revitalisation is located in Songyang County, which includes one small city and over 400 villages in Zhejiang Province with a total population of 240,000. Primary partners include the government of Songyang County and the DnA Design and Architecture firm, with local communities and the Songyang Design Institute as other partners. Their goal was to serve the village and community, restore its rural identity and support tourism to stimulate economic development. The project extends over the county with an area of 1,406 km2 and has been underway since 2014.

II. Characteristics

As in many other rural areas of China, Songyang County had been declining in population, economic activity and attractiveness as a result of a lack of integrated territorial planning and economic development. Particularly, young people were moving out of the county in search of better economic activities and opportunities in larger cities. Public and private partners addressed these challenges through integrated urban and rural development using an "architectural acupuncture" approach for territorial revitalisation. Local communities in six villages in Songyang County have been the main beneficiaries of the programme. The proposed interventions foster territorial economic development and employment between villages in the county and beyond, and also promote an ecologically healthy environment and a revival of the sociocultural identity of the county and its villages.

Several innovative strategies were applied in the villages to advance economic development across the County, including: ecological agriculture; local manufacturing of agricultural products; renovation of traditional housing; and opening up the county to sustainable tourism. Various benefits resulted from these efforts such as increased revenue and improved social cohesion and cultural identity.

The development of Songyang county since 2014 has been the result of a visionary and long-term collaboration between the county government, local communities and architects – initiated by architecture office DnA_Architecture and Design. Collectively, these entities have established a regional development strategy and a Rural Revitalisation Plan that is based on an "architectural acupuncture" approach that applies minimal interventions in the urban and rural settlements of the county.

The "acupuncture" strategy has integrated multiple aspects of local development, such as heritage preservation, environmental protection, and the promotion of local industry and culture. Some of the interventions have incorporated the following components:

- **housing & heritage preservation** through traditional housing upgrading;
- **rural tourism development** through the creation of a village center for exhibitions as well as artist studios, rooms for homestay business, a rural museum, and an open air theatre;
- **infrastructure** through bridge upgrading and road paving;
- **employment opportunities** via craftsman training programs in traditional building techniques, creation of a local market, and establishment of a brown sugar and tofu factory;
- **economic development and finance** through establishment of a villager union of tofu factory shareholders; and

- **environmental protection** through promotion of Eco-agriculture.

Following the architectural acupuncture approach, a public program is introduced to each village according to its specific heritage, context and needs. This is achieved by engaging residents throughout the decision-making process – from initial discussions to determine the public programme all the way to implementation, for instance by engaging local craftsmen in using local building techniques and materials in the building stage. In the case of the brown sugar factory, villagers are engaged in the production process and also host exhibitions and cultural activities in the location. Outcomes of the Songyang Regional Revitalisation include:

- population increase in villages reversing migration from cities to villages of workers;
- creation of job opportunities in the traditional building industry and the tofu and brown sugar factories, and improvement of working conditions for traditional workers through new facilities;
- increased economic revenues of villagers due to improved quality standards and certification of products;
- improved traditional housing stock and public spaces; and
- preservation of culture and heritage, for example through Hakka Adventure Museum and the Centre for Exhibition and Art in Pingtian village.

III. Key lessons of territorial approach

The acupuncture strategy has integrated multiple aspects of local development, such as heritage preservation, environmental protection, as well as the promotion of local industry and culture. The experience of engaging in this comprehensive and cross-sectoral strategy has provided the local government with increased capacity for local development planning and implementation.

Integrated territorial development through an architectural acupuncture approach enables actors to target efforts on small-scale by executing place-based interventions, which benefit the region as a whole and can be a more efficient alternative to large-scale infrastructure investments.

Many of the SDGs are addressed in this practice including SDGs 1, 2, 3, 5, 8, 9, 10, 11, 15 and 16.

2. | LAND USE PLANNING AND MANAGEMENT

Tamil Nadu and Odisha States, India

I. Short summary

This territorial project supports Indian state planning institutions to develop and implement standardised instruments for integrated spatial land use planning and management. Partners are at the national, regional and local levels, with the Ministry of Rural Development (MoRD) being a primary implementing partner. Five other national ministries are directly involved as well as agencies at the subnational state level in Odisha and Tamil Nadu and participating municipalities in both states. The combined population of the two states is 148 million. The project lasted five years, from 2015-2019.

II. Characteristics

Odisha is a significant agricultural region in India, but climate change is exerting increasing pressure, agricultural productivity is very low and 83% of small-scale farmers produce at subsistence level. Tamil Nadu has the highest share of urbanisation in India at 50%; there is a severe water shortage and 95% of the state is suffering from unplanned settlement and urban agglomeration. Overall, there is a lack of integrated spatial planning and land use planning, both of which aim to make sustainable use of land as a resource, but in particular of protected and agriculturally used land, while at the same time enabling economic development.

Urbanisation and industrialisation are changing land use patterns, especially diverting fertile land from agricultural purposes. This makes land a precious commodity over which various sectors are competing (e.g. agriculture, mining, industry, infrastructure, etc.). Additionally, the absence of an integrated concept for spatial and land use planning aggravates conflicts and encourages excessive exploitation of land resources. This poses serious challenges for food security, particularly for the vulnerable sections of society. Against this backdrop, it is important to develop policies and institutional mechanisms promoting coherent land use planning and management.

Support for integrated spatial planning in Tamil Nadu and Odisha consists of four intervention areas, which together form a territorial approach. The project supports federal planning institutions to develop and apply instruments and planning mechanisms for integrated spatial planning and land use planning. The aim is to develop spatial district plans at state level and to coordinate them with higher and lower planning levels. In the two states, advice will be provided at the local and regional planning level, whereby horizontal coordination mechanisms will be established.

The four territorial intervention areas include:

1.) Supporting the development of policies and guidelines for integrated land use planning and management. These policies and guidelines are derived through extensive discussions with the main sectoral ministries and bodies, both, at the policy and the technical levels;
2.) Facilitating the central and state departments, the local administrations, private sector, academia, and the local population to develop standard planning tools and processes for strategic territorial development;
3.) Bringing together cross-sectoral planning institutions at the state level with relevant sector authorities to consolidate goals for integrated spatial and land use planning;
4.) Strengthening capacities to adequately apply the developed policies, guidelines, tools, and pro-

cesses. The project supports partner institutions through trainings and advice for technical specialists and managers of cross-sectoral and sector planning institutions at the state and municipal level.

III. Key lessons of territorial approach

Through the introduction and application of modern planning tools and guidelines, land management and land use planning will become more transparent and balanced with regard to ecological, economic, and social dimensions. Standardising operating procedures and guidelines for intra- and inter-ministerial coordination has facilitated inter-sectoral cooperation among various ministries and agencies at the central, state, and municipal level, which is an essential prerequisite for developing an integrated land use plan. Overall, it is expected that the developed policies, guidelines, tools and processes for integrated spatial land use planning and management will contribute to a more sustainable and balanced usage of the country's land. The territorial project in the two Indian States address SDGs 1, 2, 3, 5, 6, 8, 10 11, 15, 16, 17.

3. | NATIONAL PROGRAMME FOR PARTICIPATORY DEVELOPMENT

Cameroon

I. Short summary

The Cameroon National Programme for Participatory Development (PNDP) is a local development instrument set up in 2004 by the Cameroonian government with the help of several multilateral and bilateral technical and financial partners (TFP), mainly the World Bank and the Agence Française de Développement (AfD). The primary territorial practice is the application of a decentralised funding mechanism, with a central focus on poverty reduction and delivery of basic social services in three northern regions of Cameroon. The scope of the PNDP is national and it is a product of a decentralisation process begun in 2004. The territoriality of the PNDP is its focus on the role of local authorities (communes).

II. Characteristics

Persistent rural poverty and ongoing lack of services (housing, health, water, food) along with poor capacity of local authorities (despite nearly two decades of decentralisation) were the primary rationale for the creation of a new funding mechanism to coordinate support for local development while financing utilities and infrastructure investments. Improvement of living conditions and support for decentralisation through training in fiscal and budget management were the primary interventions. Planning exercises and local implementation of micro-projects responding to identified needs, supported by capacity-building activities, were the focus of the first phase.

The PNDP engages national sectoral programs to provide financial and technical services to local mu-

nicipalities and micro-projects coordinated through the Cameroonian State's Decentralised Technical Services (STD). Two successive financial contributions totaling nearly €80 million were allocated under the Cameroon Debt Reduction and Development Contract (C2D) between 2007 and 2016. Communal Development Plans (PCD) have helped create coherence between municipal and national actors around the primary interventions of local planning, micro-projects, technical support and training.

A focus on the municipality as a decision-making body included reinforcement of the administrative and financial capacities through training and capacity development for fiscal and budget management. Thus, the support of the PNDP for improved decentralisation was a success and over 2000 micro-projects in communes responding to local need and demand were financed. However, the impact of the PNDP on the well-being and overall livelihoods of target populations was not adequately monitored.

III. Key lessons of territorial approach

In the decade since the institution of PCDs there have been a number of territorial development impacts in the context of decentralised governance. The formal governance system, with PNDP as a state-managed program linking PCDs and their validated interventions to improve social, economic and environmental services at local levels, is primarily a territorial adaptation of a national decentralisation process. It is unclear whether and how territorial community actors relate to the PNDP coordinated planning process other than as beneficiaries.

The combination of financial support and technical support is an important factor of coherence and constitutes one of the main strengths of the programme. A specific agricultural and environmental component in the second phase represented an added value, helping to reinforce the economic role of micro-projects in a program which until then had been essentially focused on social sectors, and thus brought the environmental concerns related to sustainable development goals. Nonetheless, the social development focus remained a priority over economic development and the environment.

For the past 10 years, the PNDP micro-projects have been a competitive alternative to the conventional sectors of the State (including sectoral public investment budgets) for local public investment, attesting to the effect of the program on the reinforcement of the project management capacities of the communes. Part of this success was in deployment of the Communal Development Plan, an instrument of planning and local territorial programming. The CDP has had national recognition and is now compulsory for the programming not only of the decentralised activities, but also of all the priority investment programs (PIP) of the sectoral administrations.

SDGs addressed by the National Programme for Participatory Development include 1,2, 3, 4, 5, 6, 8, 9, 10, 11, 13, 15 and 17.

4. | NSIMALEN HIGHWAY CORRIDOR DEVELOPMENT

Yaoundé Metropolitan Region, Cameroon

I. Short summary

This territorial development practice took place in the context of a corridor master plan development between the capital city of Yaoundé and the Yaoundé-Nsimalen International Airport. The urban corridor around the Yaoundé-Nsimalen highway refers to the 500 m on either side of the highway in its open countryside section and covers an area of approximately 1,500.This includes a population of 14,000 inhabitants with four local authorities, two of which are more urban and the two others being predominantly rural. Primary implementing partners were the UN-Habitat Policy, Legislation and Governance Section, the Ministry of Housing and Urban Development (MINHDU), and the Urban and Rural Land Development and Equipment Authority (MAETUR). Other partners included three ministries, national associations of planners, engineers, architects and the local authorities and youth associations of the four urban and rural communities. The timeframe is 2018-2020.

II. Characteristics

Plans for a highway connecting the capital city of Yaoundé to the Nsimalen International Airport offered an opportunity to address a series of interrelated challenges. More than 35% of households along the proposed highway have no land title, mostly in the rural area. Moreover, the rural area of the territory is suffering from insufficient access to basic services, such as roads, water, electricity, waste management and drainage and basic facilities as affordable housing, schools, medical facilities and police security. Forest land and biodiversity rich areas along the corridor were threatened by unplanned urban sprawl. Through the support of the Ministry of Housing and Urban Development (MINHDU) and with the assistance of UN-Habitat, these challenges were addressed with a focus on urban-rural linkages. This includes developing the area along the highway corridor, controlling land use, ensuring the security of inhabitants and property in the area and promoting sustainable urbanisation.

The development of the corridor master plan fostered cooperation across horizontal and vertical administrative levels: The masterplan acts as a planning and urbanisation framework for four local authorities directly affected by the highway. The intercommunal concept is further introduced in the studies which is aligned with the rural-urban continuum which stresses the idea that there are no sharp breaking points to be found in the degree or quantity of rural-urban differences. The territory of the four municipalities along the corridor will constitute a unique single area/zone. The main supervision of the project lies at the national ministry level; however, the development of the project is being carried out jointly with MAETUR and UN-Habitat. Four participatory planning phases were designed to directly engage communities, especially targeting planners and youth: (1) diagnostic phase; (2) scenario development phase; (3) legislation, justification and planning phase; and (4) Capacity development and governance phase.

The project encompasses integrated planning with local participation in assessment, capacity development and land use planning and zoning to achieve an integrated development plan which provides multi-modal transportation networks, socially inclusive housing and access to basic services, job creation and environmental protection of forest areas, fauna and water systems.

Throughout all project phases, UN-Habitat and partners organised a series of workshops, such as on data collection, GIS training and land use planning, and international benchmarking in Dakar (Senegal) to develop capacities of local human resources to promote local project governance, with the aim of consolidating the achievements of the project and monitoring and evaluating implementation. The diagnosis was developed in a highly participatory manner and through a strong capacity development on socioeconomic data collection, mapping and spatial analysis and land tenure assessment using the Social Tenure Domain Model (STDM). The diagnosis was based on field surveys for information gathering. The field surveys, conducted by youths from local villages in the study area, drew upon local knowledge and enhanced youth capacities as well as of government officials in data collection, manipulation and storage. The data collected using the MetroHUB approach has been updated on a GIS database with a copy of the database accessible to the respective local authorities. This innovative methodology generated the topographic surveys, socio-land, cadastral surveys and prioritisation of needs analysis for the diagnosis report.

Community plans address social development, economic opportunities and environmental protection for both urban and rural areas and communities along the transport corridor. The master plan embraces progressive planning systems and incorporates the principles of smart cities, eco-neighborhoods, mixed use, densification, social inclusion, spatial integration, green and public space and improvement of the living environment. From the diagnostic phase, human resource capacities were increased for youth, local and national government authorities in socioeconomic and spatial data collection, spatial analysis, using data for planning and decision-making.

Outcomes from the planning, analysis and implementation include:

- development of three scenarios, including "Business as Usual", Scenario 1 and Scenario 2 as a vision for local policy makers on how to develop the Highway Corridor through 2035;
- assessment and justification of the scenarios and translation of the scenarios into the urbanisation programs and planning regulations;
- development of a strategy for land use as well as social, economic and environmental development of the area, including programming needs and land use maps;
- creation of Institutional, financial and regulatory feasibility studies in order to ensure the productive implementation of the scenario on sustainable development;
- elaboration of the GIS Training Manual for the Yaoundé-Nsimalen Highway Corridor in order to broaden the scope of local technicians responsible for maintaining and updating the Yaoundé-Nsimalen Highway Corridor geospatial data;
- execution of GIS Training for 21 local public officials, held by UN-Habitat;
- creation of intercommunity institution (forthcoming);
- publication of a guide for an integrated approach for corridor development planning (forthcoming).

III. Key lessons of territorial approach

The main lessons of the project included the importance of: (1) providing a framework for capacity development for cross-sectoral interventions and multilevel collaboration; (2) promoting local municipality- and community-led planning and development; and (3) trainings of officials crucial for effectively implementing the project, (4) Guide on spatial planning of corridor development with a participative concerted approach. Lessons learned from the preparation

of the plan are being shared through peer-to-peer learning and exchange visits to Senegal, hopefully impacting other approaches to integrate urban and rural planning. The project addresses a number of SDGs including SDGs 1, 2, 3, 4 , 5, 8, 9, 10, 11, 15, 17.

5. | SECONDARY CITIES DEVELOPMENT STRATEGY

Huye, Muhanga, Musanze, Nyagatare, Rubavu, and Rusizi, Rwanda

I. Short summary

The Secondary Cities Development Strategy in Rwanda seeks to address the challenges and impacts of rapid urbanisation in six intermediate cities along urbanising corridors as part of the Second Economic Development and Poverty Reduction Strategy (EDPRS2) and governance decentralisation. This is a territorial project initiated at the national level supported by OECD with a lead sectoral implementing partner in the Ministry of Infrastructure (MININFRA) and the six local authorities managing territorial interventions. The project began in 2013 and includes investments in planning and institutional capacity development.

II. Characteristics

Rwanda has experienced rapid urbanisation with an increase in its urban population from 15.8% to 26.5% between 2002 and 2015. Over half of Rwanda's urban population is in the capital of Kigali but intermediate cities along transportation corridors are also growing. The challenges stemming from such rapid urbanisation are a rise in disparities in socioeconomic infrastructure and services, economic/job opportunities and affordable housing. Urban governance and institutional coordination have been weak and under capacity to meet these challenges due to inadequate urban investments and financing to improve institutional capacities. Weak rural-urban linkages, limited data and information gaps on cities' performance have further limited a more balanced and inclusive development across the rural-urban continuum.

The objectives of the Secondary City Development Strategy are to enhance institutional capacities to coordinate across all levels of governance, integrate urban planning and management to better support quality of life and equity across settlements, and facilitate economic opportunities for agricultural markets, non-agricultural employment and competitiveness. The institutional environment is primarily the coordination between the national ministerial level and the local authorities and planning units. Primary intervention areas for the project are:

- national territorial development policy harnessing rural-urban linkages;
- processes for cooperation across administrative levels;
- territorial and cross-sectoral perspective on local development; and
- enhanced capacities for development planning and implementation.

Outcomes expected from the project are reduced over-concentrations of urban development in Kigali City, improved regional balance with emerging economic performance and potential of secondary cities to evolve into an urban system of polar nodes of interconnected development.

III. Key lessons of territorial approach

The project is still underway, with evaluation in the future. Early indications suggest that the improvement in the transportation links between secondary cities and the capital has had an impact on the economic development of secondary cities in Rwanda. There is no evidence of the impact of the infrastructure investment on other sectors such as education, health, food systems or greater balance in provision of private or public services across the rural-urban continuum in Rwanda as a result of the interventions of this project.

The alignment of the Secondary Cities Strategy with the SDGs is clear in terms of the potential for reduction of poverty (SDG1), improvement of food security and nutrition and better functioning value chains (SDG2), increased employment (SDG8), improved infrastructure (SDG9) reduced inequalities (SDG10), and sustainable urbanisation (SDG11).

6. | FOOD SECURITY THROUGH IMPROVED AGRICULTURAL PRODUCTIVITY

Bungoma, Kakamega, Siaya Counties, Kenya

I. Short summary

The territorial approach taken by the "Food Security through Improved Agricultural Productivity" project is to integrate institutional capacity development at both national and selected county levels. The common aim is to promote sustainable agriculture for food security, efficient agricultural services provision, improved nutrition and natural resource protection. The primary implementing partner is the Kenya Ministry of Agriculture, Livestock Fisheries and Cooperatives (MoALFC). Other partners include Joint Agriculture Sector Coordination Committee (JASCCM), Ministry for Water and Irrigation, decentralised entities of the Ministry of Agriculture at sub-national and/or county level, farmer- and civil society organisations. The timeframe for this project was 2016-2020, and it focused on the three western Kenya counties of Bungoma, Kakamega and Siaya.

II. Characteristics

More than 80% of the rural population depends on agriculture for both their food security and livelihood. There are 700,000 families of smallholders in the region. Growing population in these counties, especially in towns and cities, coupled with the impacts of climate change and the scarcity of both land and water, result in an overexploitation of natural resources. At the same time, small-scale farmers suffer from low productivity, poor market access and substandard yields. Young people are particularly affected by unemployment and under-employment, especially in urban agglomerations located in rural areas.

The political institutional landscape changed due to the constitutional decentralisation process launched in 2013. Most ministries and departments were rearranged and deconcentrated, while new administrative levels and entities were established. The redistribution of mandates and responsibilities, in particular between the national and county levels, is still ongoing. Public institutions at decentralised levels were not yet capable of managing sustainable agriculture and rural development, and national government institutions had difficulties enhancing the capacities of their sub-national delegations and agricultural service provision. Institutionalised cooperation procedures between public institutions at national and county levels did not exist to a sufficient extent.

Given the economic, social and environmental challenges for smallholder farmers and their families and given the capacity gap resulting from decentralisation of governance, the primary objective of the project is to strengthen institutions for agricultural development and specifically to promote sustainable agriculture that contributes to food security. The ultimate target groups are the populations of the counties, especially rural small-scale farming households.

The project consists of three intervention areas, which together form a territorial approach. In intervention area 1, **steering capacity at the national level,** the national Ministry of Agriculture is strengthened by policy and strategy advice, as well as through capacity development focusing on decentralisation, coordination and nutrition. The ministry is supported to fulfil its new role in the capacity development of the counties and in developing policies in cooperation with the decentralised level. In intervention area 2, **implementation capacity of the county level,** the decentralised agriculture ministries and the political decision-making authorities (county governments) are strengthened to plan and implement sustainable agricultural and rural development strategies, while

assuring the constitutional participation of local stakeholders. In intervention area 3, **integration of nutrition aspects into agricultural advisory services and research**, the relevant institutions at county level are strengthened in order to implement measures for the integration and extension of nutrition aspects in agricultural advisory services. As a new component, the self-organisation of rural youth is enhanced in the form of new county youth agribusiness associations.

Institutional capacity has been increased by operationalising three county steering committees and working groups on integrated agricultural planning and policy development. County officials participated in trainings on spatial mapping and geo-referencing in order to improve regional planning capacities. Demand-driven, modular vocational training programmes within the horticulture, dairy and aquaculture value chains as well as agribusiness are developed. As a result, over 29,500 youths and agricultural trainers have profited from trainings. Trained farmers diversify food production and apply alternative farming methods using innovative technologies, contributing to food security in the project area. Around 40% of the beneficiaries are women. Several agricultural training centres were reinforced in their function as innovation transfer and bulking hubs. In total, 16 farmer groups participated in trainings on good agricultural practices. During this project 6,100 smallholder farmers are strengthened against malnutrition and hunger. Around 12,150 of the programme's beneficiaries increased their incomes.

III. Key lessons of territorial approach

This territorial approach of coordinated capacity building at the national and subnational levels has laid the foundation for participatory development of coherent and cross-sectoral development strategies. The national Ministry of Agriculture has developed a national agricultural strategy together with the county governments and drafted several sub-sectoral agricultural policies. The counties developed their own sector plans and policies in line with the national standards. This strengthened capacities of public institutions for effective and efficient planning, implementation, coordination and monitoring of development plans and corresponding promotion measures in a decentralised context.

Involvement of county staff has led to more ownership of the process and enhanced policy formulation, which was in the past left to the directorate of policy formulation within the national government. The operationalisation of an inter-governmental forum has increased coordination, making the agricultural sector a leader in terms of policy harmonisation in Kenya. This project aligns with many SDGs including 1, 2, 5, 8, 10, 11, 15 and 17.

7. | AGRO-FORESTRY SUPPORT PROGRAMME

Antananarivo, Madagascar

I. Short Summary

The Agro-Forestry Support (ASA) programme in the region of Antananarivo, Madagascar, is a regional territorial project submitted by Local Governments for Sustainability (ICLEI). The implementing partners included private and public sector, civil society and community participants. Technical assistance was provided by a consortium of IRAM, BEST and Eco-Consult. The goal of the ASA program is to contribute sustainably to the fight against poverty in Madagascar and the preservation of the natural environment, through improvement of the income of producers around Antananarivo and access of the population to secure and sustainable food and fuelwood energy supply. The five-year project (2014 – 2019) targets producers in local farms, fisheries and forestry.

II. Characteristics

Challenges at a territorial level included weak food supply chains with low food quality and safety, degradation of land and the ecosystem, poverty, food insecurity and poor nutrition. The primary objective under the slogan "Nourish the Capital" is to integrate the fight against poverty and preserve the environment by improving the livelihood of producers, promoting agroecological farming methods and developing more secure access to markets for food and wood products. The programme is organised around the support of producers in production areas including market gardening, fruit tree farming, improved poultry production, fisheries, fuelwood harvesting and reforestation, milk production and support for secure land tenure. The institutional environment is a public-private collaboration of nine nongovernmental organisations, research centres, professional organisations, semi-public institutions and technical departments of five government ministries. External funding of €20 million over four years was provided by the European Union Development Fund and the French Development Agency. UCP-ASA provides support and coordination to project partners, including support for input distributors, strengthening market information systems, setting up relationships with rural financial institutions and agricultural service centres, help with labelling of products, and technical support for producers and market actors. Three principle outcomes have been realised, including:

- Producers have been upskilled in agroecology principles and supported to implement these practices in farm cooperatives around Antananarivo;
- Cooperatives have partnered with aggregators who distribute the produce directly to customers or markets;
- Farmers market share has increased through trusted relationships with aggregators;
- Integrating fisheries and rice agriculture has provided income streams when rice is not being cultivated.

Future territorial outcomes expected include better integration of agriculture and forestry sectors, a more favorable investment environment and further increased quantity and quality of production.

III. Key lessons of territorial approach

The challenges for the ASA programme initially rise from the production, marketing and distribution needs of producers in different farming, livestock, fishery and forestry management roles. The City of

Antananarivo, as the capital of Madagascar and a partner in the programme, has embraced a city region food system approach that links the economic, social and environmental dimensions of agriculture and urbanisation. It is not clear if municipal support for urban food system development, for example through adoption of the Milan Urban Food Project (MUFPP) or other municipal or national policy, influenced the character of the programme.

The challenges responded to in the Agro-Forestry Support Programme are predominantly agricultural, but also intersect very strongly with the environment and with economic and urban development issues and sectors. At the spatial level and in terms of the partners collaborating in nine projects, there are many intersections that required coordination by UCP-ASA. Five ministries were engaged beginning with the sectoral focus of the Ministry of Agriculture, but also including Ministries of Fisheries, Livestock, Environment and Forestry and Energy and Hydrocarbons.

Three regions benefitted during the project period, in this case Analamanga, Itasy and Vakinakaratra, with nine districts and 102 communes. In total, the ASA Program reached about 50,000 direct beneficiaries (i.e. around 50,000 households and therefore 250,000 people) and indirectly the entire Malagasy population with the support of the National Land Program.

These intersecting challenges and project responses are directly related to a majority of SDGs, including targets related to reducing poverty (SDG1), reducing hunger, malnutrition and improving sustainable agriculture (SDG2), protecting groundwater (SDG6), improving livelihoods and economic opportunity (SDG8), mitigating urban growth (SDG11), increasing resilience (SDG13), sustainable fisheries (SDG14), reduced land degradation and protection of biodiversity (SDG15) and strengthening partnerships for sustainable development (SDG17).

8. | AGROECOLOGY GUARANTEE PARTICIPATORY SYSTEM

Metropolitan Region of Belo Horizonte, Brazil

I. Short summary

The Sistema Participativo de Garantia da Região Metropolitana de Belo Horizonte (Participatory Guarantee System of the Metropolitan Region of Belo Horizonte) was submitted by Local Goverments for Sustaiinability (ICLEI) South America. The objective is to advance local agroecological initiatives in the region surrounding Belo Horizonte, which has a population of nearly 6 million. The project supported by INTERACT-Bio (ICLEI Cities Biodiversity Programme) and ICLEI-SA began with social mobilisation and policy formation in 2017, followed by action planning. The organisation of the Participatory Guarantee System (GPS) of organic and agroecological foods in the Metropolitan Region of Belo Horizonte (RMBH) is a comprehensive territorial approach to institutionalize agroecological farming as a strategy to guarantee food security through the adoption of nature-based solutions.

II. Characteristics

The main challenges of a lack of regional integration and agroecological training for actors involved in food production and consumption value chains need to be addressed to strengthen local agroecology initiatives and the inclusion of biodiversity in urban planning. Cities, as centres of consumption, need to increasingly recognise their responsibility in building sustainable food systems that not only reduce food waste and provide decent livelihood opportunities for producers, processors and food traders (in rural, peri-urban and urban areas), but also promote envi-

ronmentally viable forms of food production. The primary approach taken was a combination of inter-jurisdictional cooperation and social mobilisation at the local and regional level, capacity development for urban and rural producers and creation of a policy-supported certification system.

The primary policy instrument is a legal protocol for institutional cooperation signed by municipal and regional governments in 2018, followed by common and specific action plans for government actors, business associations, extension and technical service organisations, university and research institutions, nongovernmental organisations and civil society organisations. Coordination and monitoring support is through an interinstitutional Support Committee (SPG-RMBH) representing all signatory organisations to the protocol. Territorial interventions included organising capacity development workshops for actors engaged in agroecological practices and training for extension and other technical support agencies. An action plan assigning stakeholders to specific tasks in implementing the PGS was launched after consultations with other mobilisations in Brazil to strengthen provision of ecosystem services through agroecological approaches. The communication and outreach promoting the importance of support for the regions' producers was assisted by civil society organisations and popular organisations that have disseminated and articulated the sustainable production of food, both in rural and urban environments. Producer engagement has also occurred with consumers through diverse markets such as local fairs, institutional marketing, creation of consumption groups (baskets, community supported agriculture, etc.), sales in local markets and the organisation of cooperatives and associations.

III. Key lessons of territorial approach

The Participatory Guarantee System for Agroecology in the metropolitan region of Belo Horizonte is a civil society and local government led initiative with extensive social mobilisation across both urban and rural communities. Partners are the local and regional government and include the national Ministry of Agriculture. There are wider national and regional implications in Latin America for the adoption of the guarantee system, but national government agencies are not leading this effort. The Participatory Guarantee System is authorised at the national level as part of the Brazilian System for Organic Conformity Assessment by the Ministry for Agriculture (MAPA).

The territorial responses of this project in Belo Horizonte are directly related to a majority of SDGs, including targets related to reducing hunger, malnutrition and improving sustainable agriculture (SDG2), promoting health (SDG3) and education (SDG4), improving livelihoods and economic opportunity (SDG8), reducing inequalities (SDG10), integrating urban and rural planning (SDG11), sustainable production and consumption and reduced waste (SDG12), increased resilience to climate change through agricultural diversification (SDG13), reduced land degradation and protection of biodiversity (SDG15) and strengthening partnerships for sustainable development (SDG17).

9. | VALES DA UVA GOETHE GEOGRAPHICAL INDICATION FOR WINE PRODUCTION

Metropolitan Region of Florianópolis, Brazil

I. Short summary

The Vales da Uva Goethe Geographical Indication (GI), Santa Catarina State, Brazil is a territorial project to protect a wine production region. This project was initiated by private sector wine producers partnering with regional, national and international research institutions and supported by the Ministry of Agriculture, a research foundation and nine municipalities of the Urussanga region. The project started in 2004 with development of a geographic indication for declining production of Goethe wine, a local grape variety in southern Brazil. Research and development of the varietal spanned 10 years, with an evaluation conducted by CIRAD in 2015–2016. The project covered an area of 2800 km2.

II. Characteristics

Grown in a region of southern Brazil since the end of the 19th century, the Goethe grape variety, at the beginning of the 2000s, without recognition of its specific quality, was in decline. The producers, attached to this grape variety for cultural and historical reasons, were aware that its relaunch was based on the recognition of its originality, the valorisation of its unique flavours and the improvement of the wine quality. The institutional environment for the project began with the wine producers who worked with researchers and experts to improve quality of the product, and to prepare an application for GI registration. Specific agroeconomic research and testing of new production techniques were followed by participatory workshops on dissemination of the new techniques with producers, implementing a product certification program and establishing a producers' association.

The Vales de Uva Goethe Geographic Indication was recognised by the INPI and a monitoring framework set up with the interaction of producers and researchers. Marketing materials and actions designed and implemented. As a result of the project new agroclimatic data was generated for the region. New knowledge and technical capacity increased for researchers and producers professional and agricultural management increased. Through protection of the Goethe wine grape variety, the valorisation of both the product and the territory was enhanced and the livelihoods of producers was protected.

III. Key lessons of territorial approach

The Goethe GI project is a primarily agriculture sector initiative, but has environmental impact for the Urussanga regional landscape. Sustainable Development Goals and targets addressed by the project include sustainable agriculture production (SDG2), economic development (SDG8),), sustainable tourism (SDG12), protection of natural resources (SDG15 and development of new partnerships (SDG17).

10. | TERRITORIAL INTELLIGENCE AND CERTIFICATION FOR LANDSCAPE RESTORATION AND SOCIAL INCLUSION

Paragominas, Pará State, Brazil

I. Short summary

Territorial Intelligence and Certification for Landscape Restoration and Social Inclusion in the Brazilian Amazon is a territorial strategy for a cross-sector and jurisdictional approach to address deforestation through sustainable development. Primary implementing partners are CIRAD, the Paragominas's municipality, the Brazilian Agricultural Research Corporation (Embrapa) and unions of farmers and smallholders. Other supporting partners include the University of Pará (UFPA), the Rural University of Amazonia (UFRA), the Center for International Forestry Research (CIFOR), the Sustainable Trade Initiative (IDH), and local unions, cooperative associations and companies, both supported by the European Union (EU), CGIAR, the French embassy in Brazil and the French Agency for Development (AFD). The municipality of Paragominas in the northeast Brazilian state of Pará extends over an area of almost 20 000 km^2.

II. Characteristics

The Paragominas jurisdiction has been a regional model for tackling deforestation and for starting a post-frontier development trajectory. Intact forests still cover 54% of the territory, with secondary forest growth in another 18%, and deforestation processes have been halted since 2008. The innovative Green Municipality (GM) policy was successful for building a local governance capacity and for engaging farmers in assuming new environmental liabilities. If deforestation had been quickly reduced without such capacity, other key aspects of sustainability would have worsened, requiring new institutional arrangements. Both the regulation and supply of ecosystem services are still very low, restrained by advanced soil degradation, frequent fires, forest degradation and fragmentation. Local development has been stagnant, with risks of growing regression, especially for small-scale farming. In this deep transition period, actors and policies need to implement a new strategy not only to protect primary forests, but also to build effective alternatives to extractive management of natural resources.

The landscape level for intervention is appropriate for ecological and agronomic reasons, such as restoration of soil fertility and forest regeneration. The jurisdiction level for interventions is necessary for improving governance, enabling adapted institutional arrangements and developing innovative tools. The challenge for local actors is to build and apply both landscape and governance levels together in a multi-level strategy. Local commitment is the first condition for success, and the project has four specific goals: (1) to develop a mid-term strategy for local development (territorial certification); (2) to implement tools for landscape restoration and monitoring (landscape design for efficient ecosystemic services); (3) to reinforce the institutional capacity especially for smallholders (quality of life in rural communities); and (4) to generate some ecological intensification practices at farm level. The institutional environment for these interventions is composed of local public and private institutions including city hall, civil society, smallholders and community institutions, medium and large farmers' institutions, and private companies.

Specific interventions related to the institutional environment have included:

- support to city hall to build a jurisdictional certification system;

- support to local institutions to define sustainability values and criteria;
- support to smallholders' institutional development to organise representation, participation and autonomy;
- landscape cartography, land use scenarios and evaluation to build public and private convergencies for efficient land use policies;
- farm experimentation and evaluation of innovative management or low intensification practices; and
- technical and scientific partnership at national and international level to support and evaluate the territorial policies.

As a result of the administrative interventions, new municipal policy defines sustainability values, strategic activities, and innovative tools. Local institutions agree with promoting a landscape model in order to restore soils and forests, improving both ecosystemic services for regulation and supply performances. The local legislature has approved a set of recommendations and demands from smallholders to promote and improve social inclusion and quality of life in rural communities. On the landscape management side, experimental farms have had success with innovative ecological intensification practices and are disseminating this success through rural social and technical networks. External private actors and supply chains now trust the Paragominas Strategy, and have supported the Verified Source Area IDH concept. A consortium of eight neighbour municipalities was created to apply the same development model in their own jurisdiction.

Future outcomes are expected to realise further institutional and farmer acceptance of sustainability criteria and practices through creation of a certification label to acknowledge progress in the Paragominas Strategy. Approval and promotion by federal and other state governments is anticipated as Pará State and regional smallholders adopt the Paragominas Strategy and improve social inclusion and the quality of life in rural communities. Prospects are good for public and private banks to offer credit based on the strategy and attract additional investors supporting the sustainability model for private and public actors. A higher capacity to drive local development towards sustainability is evident. Farm management has begun to shift from extractive to more sustainable resource management, combining production and ecosystem services.

III. Key lessons of territorial approach

This "territorial intelligence" methodology is able to improve both ecosystem and supply services due to integration of both a landscape level methodology and a specific jurisdictional policy. Territorial certification is a way to engage local actors in sustainability commitments, and to engage responsible investors and supply chains. Higher levels of public administration need to devolve more responsibilities to the local level, under specific conditions, in order to enable more integrated and sustainable landscapes.

The Paragominas territorial approach addresses eradication of poverty (SDG1), improved agricultural sustainability (SDG2), improved livelihood (SDG8), reduced inequality (SDG 10), climate action (SDG13), biodiversity protection and ecosystem services (SDG15), and increased partnerships (SDG17).

11. | INDIGENOUS TERRITORIAL DEVELOPMENT PROGRAMME (PDTI)

Chile

I. Short summary

The Indigenous Territorial Development Programme (PDTI) aims to build territorial understanding or intelligence at the national ministry level while enabling full participation and capacity building of Indigenous Peoples in Chile to engage effectively in policy formation, programme implementation and data management within the national and private sector institutional environment. The primary implementing partner is the National Agricultural Development Institute (INDAP) of the Ministry of Agriculture working with the Center for Intercultural Studies (CIIR) in the Pontificia Universidad Católica of Chile and with specific indigenous communities. The project was active from 2015 to 2017.

II. Characteristics

The territories targeted in the project have concentrated indigenous communities with high multidimensional poverty rates and low economic dynamism in the midst of intensive extractive industries (forestry and mining). INDAP exists to support the rights, empowerment and livelihoods of indigenous families, but has had an explosive increase in the number of beneficiaries. Persistent ethnic inequalities and the need for cultural sensitivity of programme staff are the entry points for a participatory dialogue and capacity development process.

The key objective was to support INDAP in the development of a dialogue process with Indigenous Communities by providing technical assistance and facilitating participatory dialogue and training courses. This was designed to improve national policies and inform the framework for more functional consultation processes between the state, civil society and private the sector.

The first stage was processing of the results of the dialogue process and synthesis of the key messages, priorities, opinions, and recommendations of the participants from the Indigenous Communities. This led to a PDTI redesign proposal, considering the inputs provided by the Indigenous Communities during the dialogue process. Then a second round of workshops were held with Indigenous Communities to comment and propose adjustments to the redesign proposal. To secure accountability to agreed decisions, the process of dialogue and recommendations for improvement of the PDTI were documented.

The outcomes include a bottom-up redesign of the program through participatory methodology, transparency and validation. It is hoped that this will lead to improvement in the well-being of the families and communities targeted by the programme.

III. Key lessons of territorial approach

The experience of the PDTI shows the importance of stakeholders in policy design, and how this can influence policy implementation. Ongoing permanent engagement of territorial actors is critical as nothing is written in stone and policies are live entities to which every stakeholder can contribute and continually redefine. While the focus of the participatory work with Indigenous Communities is within the Ministry of Agriculture, the needs and challenges of the territorial actors include other sectors such as those responsible for economic and social development, energy, forestry or mining. Clearly, both the policy and the programme of INDAP were influenced through the process.

Many SDG targets are addressed in the Chilean PDTI including those from SDGs 1, 2, 3, 5, 6, 7, 8, 9, 10, 13, 15, 16, and 17.

12. | RESPONSIBLE GOVERNANCE IN NATIONAL PROTECTED AREAS

Sierra Nevada de Santa Marta, El Cocuy, Catatumbo-Barí, Nevado del Huila, La Paya, Colombia

I. Short summary

The project aims to increase responsible governance in national protected areas in order to reduce conflicts related to land tenure and use, and to promote responsible governance of land tenure with local communities living in protected areas. The main implementing partners are the European Union with FAO and World Wildlife Fund (WWF) working with the National Park of Colombia (PNN), national peasant organisations, and Indigenous Peoples and Afro organisations in each park. The parks are located in different regions of Colombia and the work described in this territorial case occurred between 2016 and 2019.

II. Characteristics

The context for this territorial practice is the cumulative impact of 50 years of armed conflict that stemmed in part from land and natural resource conflict, underdevelopment and exclusion of the communities living in and around in territorial governance. In five protected areas or national parks, conservation and sustainable use of natural and cultural heritage of the country made it necessary to create a space for dialogue between governmental institutions and peasant delegations. As the negotiations for the peacebuilding process developed, it was important to face the numerous socio-environmental challenges in national parks and surrounding areas of protected areas. Historically, peasant economies predominated in these parks and their surrounding areas, due in part to illegal use of lands (including deforestation

and coca production), and 60% of the parks were under occupation even in 2018. Finally, nearly 50% of protected areas have indigenous and afro-descendant communities. These are the poorest communities in the country, with NBI rates of around 90% and 70% respectively.

The primary entry points to address these were through three intervention areas:

- construction of a social dialogue that allows confidence and participation to build, in order to develop management capacities and consolidate the governance of land, fishing and forest tenure, to mitigate conflicts in protected areas;
- determination of strategies for overcoming restrictions by illegal armed groups in territories; and
- development of innovative products that meet the communication needs of local communities, improving communication channels between local actors and the most relevant institutions on the issues of land use, occupation and tenure.

With the support and facilitation of the implementing partners, the territorial actors in the five parks generated through dialogue significant contributions to the National System of Protected Areas on land use and tenure in Land Governance Guidelines. The process succeeded in linking the needs of communities to the implementation of the territorial planning and development process at the national level. Specific examples include:

- Strengthening of spaces for social and multi-stakeholder dialogue at the local and national levels for the implementation of the Voluntary Guidelines for the Governance of Tenure (VGGT) in the areas of the National Park System and its areas of influence. This result is in accordance with the lines of the Strategic Plan of the National Settlement Roundtable;
- Defining and implementing territorial plans including conflict management strategies for territorial governance in 5 critical areas of National Parks and their areas of influence;
- Increasing governance by facilitating and supporting the processes of restitution of ethnic communities. (In order to achieve this result, a process of focusing on cases of Ethnic Territory Restitution will be carried out in the previously prioritised Natural National Park areas of Acandí and Sierra Nevada de Santa Marta); and
- Operating a communication strategy for local communities to produce videos, newsletters, social media, radio and print media, meetings, workshops and conferences.

III. Key lessons of territorial approach

The formulation of territorial projects and initiatives should be conceived in a participatory manner, based on primary information from local actors. The governance of natural resources should start from a social and historical construction and be determined by the characteristics and dynamics of the territory. The success in the implementation of development initiatives depends, to a large extent, on ongoing dialogue between community and territorial actors and the executing entities. In this project, implementation of the VVGT was carried out through agreements resulting from joint work between participating national, regional and municipal institutions and social organisations who built their own capacity, including through diverse communication products.

The work at the territorial level had direct impact on a number of national policies including the "Public Policy for Agricultura Campesina, Familiar y Comunitaria", the "Mecanismos de Intervención Integral en Territorios Rurales" (Mechanisms for Integrated Interventions in Rural Territories (MIR) and the

aforementioned National System of Protected Areas, among others.

This project meets and integrates many SDGs at both territorial and national levels including SDGs 1, 2, 3, 4, 5, 8, 10, 13, 15, 16, and 17.

13. | SUSTAINABLE RURAL ECONOMIC DEVELOPMENT

Norte de Santander, Meta, Caquetá and Guaviare Provinces, Colombia

I. Short summary

This case combined sectoral and territorial approaches to rural economic and green business development in four economically challenged regions in Colombia. The main implementing partner is the Presidential Agency for International Cooperation with the National Planning Authority and four ministries (Agriculture, Trade and Industry, Environment and Labour). At the subnational level partners included regional representatives of national institutes for training. The business community, producer associations, youth representatives and universities were also engaged in the project. The project was located in four primarily agricultural regions from south central to northeast Colombia, and took place from 2017–2019.

II. Characteristics

Following the signing of the Peace Agreement ending 50 years of armed conflict in Colombia, sustainable territorial development has been regarded as a priority for peacebuilding, especially in rural areas. In the four regions, a combined population of 230,000 live in the rural areas targeted by the project, and agricultural production is characterised by an unequal distribution of land, low yields, and overuse of natural resources.

The rate of formally employed people in rural areas is about 25%, which leaves a large part of the population not integrated into social security systems. Poverty in rural areas is six to twelve times higher than in

urban areas. Rural areas are cut off from Colombia's otherwise dynamic economic development. Local and regional markets are little developed. The potential economic influence of larger cities as service and distribution centres is barely realised, although they could provide a key impetus for rural development.

Small-scale producers are often poorly organised and poorly integrated into economic processes and political decision-making. As individual small-scale producers are scarcely able to meet local and regional demand, they are not considered by potential customers or business partners. There is a lack of employment prospects for young people in their home region, and many migrate to cities, while the very young and elderly stay behind. Moreover, the regions are characterised by a weak state presence, informal and incoherent planning, insecure land ownership and conflicting economic models. The ministries, agencies and authorities responsible for rural development have little coordination and too few resources. The project targets the rural population in the project regions, which so far have benefitted little from the dynamic economic development in the cities. National policies do not always reach them as intended.

There are three intervention areas, which together constitute a territorial approach:

1.) Strategies for the dissemination of regional economic development approaches are developed and implemented together with national and regional partners. As part of a cross-sectoral development strategy, as many sectors as possible are considered. The establishment of alliances between local, regional, and national actors creates alternative income opportunities in rural areas. Local partners are supported in developing competences for the coordination, moderation and monitoring of multi-actor initiatives.

2.) Implementation of state programmes for employment promotion and business start-ups is strengthened in order to enhance economic prospects of young people in rural areas. The priority is to gear the programmes more closely to the needs of young people and the private sector and to coordinate them better with other programmes in the region. This includes the promotion of required capacities of local partners.

3.) Cooperation between larger enterprises and small producers is promoted. The aim is to improve commercialisation and market access of products from rural areas and promote integrated services by large business partners. Producers, service providers and founders are enabled to develop sustainable products and services. This improves employment and income opportunities.

III. Key lessons of territorial approach

The project led to numerous alliances of public and private actors in the project regions. The alliances build on local and regional initiatives and address issues such as tourism, livestock and sustainable agricultural production. This strengthened mutual trust of the actors and increased income and employment in the project regions. Especially in the long run, this contributes to reducing disparities between urban and rural areas. Fostering trust between business and state actors was especially important in the (post) conflict environment. Other outcomes include:

- improvement of institutional environment for green and inclusive business models;
- improved market access for local producers;
- more frequent purchasing of regional products by larger national companies, which are also providing integrated services to their suppliers;
- increasing recognition by the state and civil society of young people as relevant stakeholders;

- recognition by local actors (such as youth and producers association representatives) of their own value as relevant stakeholders;
- increased elaboration of regional development plans in cooperation with the municipalities and representatives of important economic sectors;
- strengthened capacities of public institutions to initiate and support dialogue processes with civil society and the private sector;
- unusually high partner contributions and high ownership of all stakeholders, due to the project´s approach to fostering co-financing between all actors; and
- enhanced support of adjustments of national strategies and policies to local and regional needs.

The project integrates many of the SDGs including SDG 1, 2, 5, 8, 10, 12, 16, 17.

14. | SUBREGIONAL PROGRAMME FOR INTEGRATED TRANSFORMATION IN RURAL TERRITORIES (PDET)

Colombia

I. Short summary

Development Programmes with Territorial Approaches (PDET) is a national territorial development framework that was one of the products of the Havana Peace Agreement ending the Colombian armed conflict and seeking to achieve structural and equitable transformation of the most challenged rural areas of Colombia. The national Agency for Territorial Renewal (ART), under the Office of the President, is the primary implementer at the national level, with support from the Office of the High Commissioner for Peace (OHCP) and UN Women. All 16 subregions of Colombia are implementing partners and the PDET has been in progress since 2015.

II. Characteristics

The impacts of prolonged conflict in Colombia's rural territories have been severe poverty, violations of human rights, land and natural resource conflict, poor health, food insecurity, hunger and malnutrition, lack of adequate investment in housing, poor education opportunities and limited access to markets and other services. The decline in rural areas is in marked contrast to the improvement of life and opportunities in the urban areas of Colombia. For these reasons, the objective of the PDET is to enable a rural structural transformation that brings about territorial planning and development to create more equitable relations between rural and urban communities.

The eight pillars of the PDET approach to rural transformation addressing these challenges are:

1.) land property code;
2.) infrastructure, irrigation and adequacy of land;
3.) rural health;
4.) rural education and child care;
5.) rural housing, water and sanitation;
6.) economic reactivation in agriculture and livestock;
7.) right to food; and
8.) reconciliation, communal living and peace.

The PDET is a comprehensive national approach to territorial planning and development coordinated by the Agency for Territorial Development (ART) with subregional programmes to produce action plans with municipalities and local communities. The process involved 170 municipalities and more than 10,000 local communities (veredas). Improved subnational institutions and capacities have been aided not only by national policy support but by strong civil society organisations and mobilisation in a multi-level framework for participation with strong local leadership.*

Outcomes that are expected and have tracked by national sectoral ministries and research institutions include:

- seven million hectares of formalised small and medium rural property;
- increase in the municipalities' human and financial resources;
- reduction by 50% of the urban-rural gap in the coverage of households with electricity service;
- increase in the percentage of students at the satisfactory or advanced level of performance in SABER 5 and SABER 9 tests in Mathematics;
- expansion in the rate of coverage of higher education (reduce the gap by half);
- improvement of rural health (reduce infant and maternal mortality rates, increase vaccination coverage, health insurance coverage, and reduce access barriers);
- reduction by 50% in the quantitative housing deficit, the qualitative housing deficit, the proportion of households with inadequate floors, the proportion of households with inadequate walls, and the proportion of households in conditions of mitigable overcrowding;
- reduction by 50% in the percentage of households with access to an improved water source, and the percentage of households with adequate toilet facilities;
- decrease in the rate of child labour; and
- reduction by 50% the number of employed people who do not contribute to a pension fund.

III. Key lessons of territorial approach

Colombia's National Programme for Territorial Development (the PDET) is uniquely robust both from top-down and from bottom up, with sectoral ministries related to the eight pillars of the PDET in the middle. As described in Section 5 of the report, the sectoral appropriation of the PDET was uneven and slower than the national and territorial ends of the process. The national policy supporting territorial planning and development indicates a cross-sectoral ministerial approach which is still in process.

The Colombian experience with territorial approaches addresses multiple SDGs including SDGs 1, 2, 3, 4, 5, 6, 8, 10, 11, 12, 14, 15, 16, 17. Given the national level support for territorial approaches, it is not surprising that Colombia has been a staunch international champion for SDG interlinkages and localisation.

* This process is described in greater detail in section 6 of the report, ▸ **"Territorial approaches as a national priority: the case of Colombia".**

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