



# **JURISDICTIONAL APPROACHES IN INDONESIA**

## **PROGRESS, CHALLENGES, AND LESSONS**

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Extended Summary - Feb 2023



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This Extended Summary presents the main findings of the report. The full report is available on request; contact [palmerblair@gmail.com](mailto:palmerblair@gmail.com) or [info@daemeter.org](mailto:info@daemeter.org)



## INTRODUCTION

This is an Extended Summary of an in-depth assessment of progress in implementing Jurisdictional Approaches (JA) for sustainable land use in Indonesia. The aim is to identify:

- (i) areas of significant progress and the drivers/enabling conditions behind this;
- (ii) challenges and opportunities for accelerating future progress; and
- (iii) specific recommendations for action.

The study aims to assist those implementing JAs in Indonesia and their supporters to improve JA implementation. Between September 2021 and September 2022, the team conducted 60 interviews with diverse stakeholders including donors, private sector actors, Non-Governmental Organizations (NGOs), development organizations, and government. The report is presented in six parts, including:

- (a) current understanding of the JA concept;
- (b) recent successes implementing JA, acknowledging that rigorous evaluation of JA success is not yet possible;
- (c) how to deepen the involvement of key stakeholders;
- (d) challenges related to JA function;
- (e) lessons related to stages of JA establishment;
- (f) recommendations for action.

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## The JA Concept

Although a number of different definitions have been proposed, simply put, the Jurisdictional Approach is “a multi-stakeholder initiative with jurisdiction-wide sustainability goals” (Hovani et.al. 2018). Key components of JA include a multi-stakeholder process to address the complex drivers of unsustainable land use (and especially deforestation) and other shared objectives; monitoring of results so that efforts can be adapted; a locally led coalition of stakeholders collaborating to achieve the shared objectives; involvement of local government; and efforts to link to climate finance and market incentives.

JAs are needed because deforestation is a complex issue, with multiple interconnected causes and impacts, which must be addressed at the local level. Crafting lasting solutions to reduce deforestation involves balancing many stakeholder perspectives and interests, which in turn requires collaborative multi-stakeholder processes to do so effectively. Additional incentives

are needed to tip the balance towards more sustainable land use, such as conditional rewards, performance-based finance and improved market access. An effective JA must, over time, become locally-led and embedded within local policy. Focusing a JA at either province or district level (or both) can be appropriate, depending on the context, but whatever the primary focus, there must be efforts to link policies at one level of government to those at another. Past efforts to address deforestation locally through single projects, loosely coordinated multi-stakeholder efforts, or government-only assistance are generally viewed as having achieved limited success. This is part of what fuelled the emergence of JAs as a new form of collaboration to achieve more lasting impact. The JA is not a silver bullet capable of producing immediate progress on outcome metrics, nor is it a cookie-cutter approach where implementation can follow the same plan in each context. Instead, it is a 'way of working'; a way of organizing efforts by multiple stakeholders to achieve shared objectives. In this sense, one could say part of the appeal of the JA is tied less to an evidence base for success (which is still forthcoming) and more to the potential for what this more inclusive 'way of working' might be able to achieve.

## Progress and Successes

We do not yet have definitive evidence for the impact of JAs in Indonesia based on empirical metrics such as deforestation, fire prevention or reforestation across the jurisdiction. This holds for several reasons: (i) most JAs have been underway for five year or less; (ii) the partial nature of many JAs attempted in Indonesia (due to implementation gaps or lack of funding); (iii) gaps in measurement protocols; and (iv) the difficulty of attributing impact to the JA itself, when other factors also contribute to improvements (or lack thereof). Initial successes tend to be mostly in developing multi-stakeholder or JA frameworks, attaining government commitments for policy innovation, and attracting private sector buy-in. Since JAs are long-term processes, however, these early building blocks must be acknowledged as laying the foundations for success by improving the broader enabling conditions required for successful JA implementation.

JA frameworks have been built in a number of districts, including the districts of Siak, Sintang, Aceh Tamiang, Seruyan, Sigi, and others, as well as in the province of East Kalimantan and elsewhere. West Papua Province is undertaking an initiative which is JA-like, so we also take lessons from this case in this report. Other sub-national governments have made commitments to jurisdictional sustainability (e.g. linked to the work of Lingkar Temu Kabupaten Lestari, and the Governors Climate and Forests Taskforce), but not yet embarked on fuller JA programs.

These experiences provide insights on how JAs can develop. The East Kalimantan Province case shows the importance of having a long term stable convener with flexible funding. In West Papua Province, the key convener is locally respected, has significant flexible funding to implement key activities, and has built a large team based locally. The Green Siak initiative was originated by local NGOs with the Siak Bupati, and now has strong government commitment and private sector involvement. Several JAs have survived political transitions to a new local leader, by issuing

a local JA regulation, by embedding JA objectives into local planning and policies, and/or through building buy-in within the wider bureaucracy.

New policies at national and sub-national levels in Indonesia provide strong potential for JAs to improve sustainable land use while aligning with and supporting implementation of these policies. This includes Indonesia's Forest and Land Use (FOLU) Net Sink 2030 initiative, the Ministry of Agriculture's National Action Plan on Sustainable Palm Oil, the piloting and adoption of Ecological Fiscal Transfers (EFTs), and the establishment of the Indonesian Environment Fund.



Effective monitoring frameworks for JAs are being developed and piloted, including Landscale, the Regional Competitiveness Framework, SourceUp, the Landscape Activity Reporting Framework and the Terpercaya framework (now referred to as Sustainable Jurisdiction Indicators). Future adoption of these frameworks will enable measurement and communication of JA success, which can drive further stakeholder investment, and can help identify gaps to drive adaptive management.

Private sector actors are increasingly engaging in JA, as a complement to supply chain based approaches for implementing No Deforestation, No Peat, No Exploitation (NDPE) commitments (e.g. companies involved in the Consumer Goods Forum Forest Positive Coalition for Action). New collaborative frameworks have been developed which enable private sector actors to work together and negotiate collaborations with local governments, and are attracting private sector investments, such as the Siak Pelalawan Landscape Programme Coalition of Companies, IDH's SourceUp initiative, the Rimba Collective, the Coalition for Sustainable Livelihoods, and collaborations for jurisdictional RSPO certification, such as in Seruyan District. The business case for private sector actors to support JAs is becoming more clear: reputation can be enhanced by supporting JAs, governments can be more effectively engaged through JA partnerships than alone, and volumes of responsibly sourced products and deforestation-free sourcing areas can increase.

One of the key outcomes that jurisdictional approaches are intended to achieve is reducing deforestation and the incidence of fires affecting forests and peatlands. We examined recent data on deforestation and fires at the district level in a selection of provinces to examine whether early-stage JAs have had a positive impact on reducing deforestation and fires. Noting that Indonesia overall has achieved a very significant decline in deforestation and fires since 2017, we looked at whether districts with JAs had reduced deforestation and fires more than other nearby districts. We find that JAs have had moderate impact on reducing fires but only limited impact on reducing deforestation compared to peer districts.

This might reflect that while reducing deforestation is a primary objective of many NGOs and donors promoting JAs, it is not always the primary objective of local stakeholders participating in JAs, for whom economic development and other objectives may be equally important. This observation has implications for building JAs. JA objectives should be negotiated with local stakeholders, but JA donors or implementers interested in reducing deforestation and fire as key outcomes should take care:

- (i) to ensure there is consensus on this objective as early as possible in the JA process;
- (ii) that measures are put in place to achieve it; and
- (iii) that progress is being regularly monitored and reported.

## ■ Deepening Stakeholder Engagement

This section brings together findings on opportunities for deepening the engagement of local executives, private sector actors, local and national governments, and communities participating in JAs.

### Local Executives

The support of local executives (Governor, Bupati) in establishing a JA is essential. They can legally establish targets, revise spatial plans, allocate programs and budgets to achieve JA objectives, and improve law enforcement. Despite their importance, incentives for local executives to drive JAs are not strong, and there is a lack of success cases to convince them of the value and effectiveness of JAs. Incentives for local executive to support JAs could be fiscal, market-based, regulatory (referring to policy initiatives from the national government which require actions by local governments to improve sustainable land governance), political or reputational. Most of these incentives remain limited, with little change over the past five years, and thus many local executives are reluctant to support JAs. Strengthening these incentives would lead to deepened involvement in JAs by local executives. Note that many of these incentives – especially the fiscal, market-based, and regulatory ones – apply more broadly to local governments (which are discussed below), not just the key executives. However this section intends to draw attention specifically to local executives, as their support is crucial for JAs to progress.



- **Fiscal incentives:** Potential funding for JA initiatives is lacking, as are fiscal policies that reward JA progress. The emergence of EFTs and the Indonesian Environment Fund are two encouraging developments that could change this by channelling new sources of results-based finance.
- **Market-based incentives:** Incentives such as preferential sourcing from JA districts or a price premium for products from sustainable jurisdictions have not materialized. New developments that could help address this include Deforestation Free requirements under a new European Union regulation, a sharp increase in 'Environmental, Social and Governance reporting' by companies, and the spread of 'net zero emissions' commitments in the private sector. It remains unclear whether they will induce the private sector to support JAs, given that JA success is not yet firmly established.
- **Regulatory incentives from national government:** Currently, national policy initiatives do not yet place significant incentives on local executives to rapidly undertake improvements to land governance, in such areas as spatial planning, addressing illegal deforestation, or assisting smallholders to attain land registration or commodity certification. National policies for low carbon development, sustainable palm oil, and the FOLU Net Sink 2030 policy could help to introduce more regulatory incentives for sustainable land use.
- **Political incentives:** Sustainable land use is not a significant electoral issue, meaning that there is little pressure on candidates or leaders to systematically address it.
- **Reputational incentives:** Support for sustainable development may bring benefits in some cases, but as a general rule it does not yet strongly enhance a leader's reputation; elevating the media profile of leaders supporting JAs to advance a sustainable development agenda would help.

## Private Sector

Engaging private sector actors in a JA is critical to long term success but it can be difficult and time consuming to achieve. Their interest in participating varies by commodity, but to date participation in Indonesia is highest by members of the palm oil sector. Company interests also differ based on their sustainability orientation and position in the supply chain (upstream, mid-stream, downstream), so approaches to involving them should be tailored accordingly. Key motivations for private sector participation include:

- Engaging government more effectively. Solving difficult issues such as clarity on land tenure and spatial planning, and law enforcement, requires government action. This is extremely important for upstream companies, as it affects their ability to comply with government-mandated smallholder schemes, market driven NDPE or EU requirements, and demonstrating legality of sourcing from third party suppliers. For downstream companies, it is more related to broader legal compliance and assurance that operations of their suppliers are compliant with local regulations.

- Reducing reputational risk and increasing reputational reward. This is particularly relevant for consumer-facing downstream companies that have direct exposure to consumers, but also for midstream companies that have deforestation-free commitments.
- Reducing the risk of smallholder exclusion. Because smallholder engagement is a common pillar of most JAs, participation in JAs helps to reduce risk that implementation of NDPE policies does not lead to exclusion of smallholders.
- Sourcing at scale. Increasing the volume of products available to midstream companies and their downstream customers that are certified or demonstrably compliant to NDPE commitments. Supportive governments can make it easier for companies working with suppliers and smallholders to bring their operations in line with sustainability requirements.

Private sector actors considering investment in JAs generally want to know what can be achieved and what can be reported to their investors/shareholders at what level of cost. More clarity on desired claims that companies want to make in what timeline, the investment amounts required to pursue this, and the likely impacts it will achieve would make it easier to attract private sector investment in JAs.

Downstream actors such as consumer goods companies are showing particularly strong interest in JAs as a popular way to advance sustainability beyond their own supply chain efforts. This is especially true for members of the Consumer Goods Forum Forest Positive Coalition for Action supported by Tropical Forest Alliance (TFA), but includes many others. Engaging upstream producers in JA, especially smaller companies lacking NDPE commitments and reputational exposure, has proven to be more challenging; , but it could be improved through tailored efforts to reducing direct costs of participation and taking fuller advantage of their presence on the ground to make in-kind contributions.

Downstream companies with deforestation-free commitments can sometimes leverage their mid-stream and upstream suppliers to support JAs as part of the supplier's efforts to comply with NDPE requirements, but this is not always the case. Where business relationships are strong and stable, leverage can be applied, but in geographies where alternative buyers without sustainability requirements are available, or where business relationships are tenuous and/or short term, leverage is weak. This has given rise to relatively low levels of participation among palm oil companies in the midstream and upstream which do not have sustainability commitments of their own. There is an urgent need for local governments committed to JAs to convene these actors, to encourage their participation, and/or require step-wise compliance to sustainability performance being promoted under the JA. Independent monitoring of deforestation and other impacts remains important, as do advocacy campaigns, as these can tip the balance of incentives towards engaging in JAs by exposing issues to the public, consumers, and local governments.

## Local Governments

Deepening wider local government support for JA implementation beyond Executives is fundamental to JA success, and the faster it can happen the better. Government support should begin with the convening of stakeholders and making explicit sustainability commitments, but over time it must go beyond this to issuing local regulations to define a sustainability road map for the jurisdiction, integrating objectives and actions into local planning documents, allocating programs and budgets to execute them, and ensuring monitoring and evaluation takes place. In many early JAs, these steps have not occurred, reflecting a lack of local government buy-in or ownership of the JA. Part of this is due to the lack of strong incentives for local governments to support JAs; some of these incentives were discussed above in relation to Local Executives.

Apart from the ways mentioned above to strengthen those incentives, there is also a clear opportunity to accelerate the embedding of JA into local government planning processes by offering technical assistance. This will require substantial expertise and capacity building for local government officials, in order to ensure that documents comply with bureaucratic and technical requirements and also integrate JA objectives. Ongoing presence in the jurisdiction is crucial for delivery of this aid. Key documents to focus on include those covering development planning, spatial planning, investment planning, and budget planning, which would better align government programs and budgets with JA objectives. There is also a need for a JA secretariat or ad-hoc body formed by local government in order to drive JA implementation, and coordinate across agencies and with other stakeholders.



## National Governments

While engagement with Bappenas led to the term ‘jurisdictional approaches’ being written into the National Mid-term Development Plan 2020-2024 in the context of sustainable commodities, overall JAs are not well known or broadly supported at the national government level. A deeper engagement at the national level is needed, in order that JAs can be seen as a way to improve sub-national land use governance and contribute directly to national-level targets. Effective JAs can support the implementation of key national level policies, including on forest protection, land rehabilitation, emissions reduction, improved spatial planning, farm land registrations (STD-B) and sustainable commodity development.

More direct engagement with national ministries can be undertaken in order to strengthen policies, guidance, incentives and funding options which would support JAs. Engagement could focus on various ministries, including Ministry of National Planning and Development, Ministry of Home Affairs, Ministry of Environment and Forestry, Ministry of Finance, Ministry of Agrarian Affairs and Spatial Planning, Ministry of Investment, and Ministry of Agriculture. Engagement areas could focus on policy matters ranging from social forestry and low carbon development planning to smallholder engagement and sustainable palm oil. Rather than expecting each JA convener to attempt to build linkages to national government on its own, it would be more effective to support collective action by the 'JA community' to build such linkages. This could include various JA conveners allocating personnel for co-engagement at national level, or direct advocacy led by local government leaders in JA districts to receive more recognition and support for JAs from their central government peers.



## Indigenous Peoples and Local Communities, NGOs, and the Public

Indigenous peoples and peoples and local communities (IPLCs) can be impacted by various forms of corporate land use as well as by emissions reduction schemes. Moreover, IPLC land tenure and livelihoods are key issues in most JA. IPLCs should be supported in sustainable commodity development and sustainable forest management initiatives as part of the JA. These actors should share in benefits when sustainable land use initiatives affect them, and recognition of land tenure or long term use rights should be supported. Villages need support on village planning and budgeting to align with JA objectives, and especially where there might be future EFTs dependent upon village performance. They should also be able to participate in JA formulation. NGOs and CSOs (Civil Society Organizations) can be important contributors to JAs, with their connections to communities, and experience on key issues such as public accountability, monitoring of environmental impacts, community organizing, and sustainable livelihoods. The general public are political constituents who should be informed about the JA, and, ideally, involved in some form to help shape the sustainable development vision. Building public support can galvanize other aligned actions by the public, contribute to reputational rewards for local executives, and mitigate risk of losing government support following elections and possible political transition.

## Challenges to JA Effectiveness

Common challenges in JA implementation articulated in the study include: uneven quality of land use data, limitations on local government planning and capacity for implementation, gaps in the enforcement of environmental laws, slow rates of progress in addressing social issues, and misalignment of policies at national and subnational levels. These challenges have also been highlighted in other contexts, e.g. discussion of land-based emissions or biodiversity conservation, and are not unique to JA implementation. Here, we emphasize three important challenges related to how the JA functions and where improvements can be made: (i) strengthening multi-stakeholder processes, (ii) progress in addressing key issues of human rights and accountability within JAs, and (iii) accessing finance for JAs.



### Multi-Stakeholder Processes

Multi-stakeholder collaboration is a defining feature of JAs, but many Multi-Stakeholder Forums (MSF) often fail to facilitate effective collaboration. It is better to refer more broadly to Multi-Stakeholder Processes (MSP) which can include formats other than just MSFs. A strong convener is needed, with strong capacity in facilitating collective action, based on identification of shared objectives. A system for Monitoring, Evaluation and Learning (MEL) for the JA is also needed, so that data on progress towards achievements can be fed back into the MSP for discussion, and adaptive management can then reallocate efforts and resources in order to sustain or accelerate progress.

## Human Rights and the Accountability Gap

Two related issues contribute to unsustainable land use practices in Indonesia: human rights and an accountability gap. Human rights issues include recognition of the land rights of IPLCs, the right to Free, Prior and Informed Consent (FPIC) in the context of plantations, labor rights, participation in land governance decision making, and equitable benefit sharing. The accountability gap refers to the gap between policies and enforcement, whereby many policies which are good on paper are not implemented fully or enforced effectively, due to limited capacity, insufficient budget allocations or entrenched interests. If JAs cannot make progress on these two issues, they risk being perceived as unable to address the real drivers of unsustainable practices.

The complexity of this situation must be recognized. On the one hand, JAs attempt to build trust between stakeholders, to address challenges collectively in order to achieve better and more lasting environmental, social and economic outcomes. On the other hand, gaps in public and corporate accountability allow deforestation and social problems to persist, a reflection of asymmetric power relations between stakeholders (local government, national government, private sector, rural communities, NGOs, customary communities). This means that addressing weak accountability in the context of a JA may require shifts in the power structure, which may be resisted. This, in turn, can impact trust between stakeholders and thus jeopardize the collaborative spirit on which JAs are built.

Although there are positive signs of progress on human rights and accountability issues, such as the cancellation of over 3m ha of problematic permits in 2022, stories from the field strongly suggest that many JAs have done little to help address these issues at local levels. There is a need for cross-learning from those JAs where progress has been made, for instance in Seruyan District on land conflict resolution, and from West Papua Province on improving government monitoring of the palm oil sector. Step-wise, single issue approaches may offer a way forward.



## Access to JA Finance

Leveraging finance to support JA implementation remains difficult. Large-scale private sector finance for sustainable commodity supply chains has not yet materialized. REDD+ (Reducing Emissions from Deforestation and Forest Degradation+) funding has been minimal; blended finance mechanisms have been established but have not funded many projects; and the move towards greening finance has begun but has not yet resulted in significant additional finance available on the ground to green business and sustainable livelihoods. This serves as a strong reality check. JAs are underway, but funding is not flowing at levels sufficient to support strong implementation.

On the positive side, many green finance mechanisms have been launched or are now under development, which could expand JA funding in various ways: direct funding by the Government of Indonesia (GoI) or donors, public debt such as sub-national green bonds, tax incentives for green investments, ecological fiscal transfers, the voluntary carbon market, green lending through the private sector, impact investing, blended finance mechanisms, de-risking facilities, and other collaborative supply chain finance mechanisms such as the Rimba Collective. The Indonesian Environment Fund has been established under the Ministry of Finance and will administer future funds coming from Indonesia's carbon tax and carbon market, as well as donor money including REDD+.

Some of these will be oriented towards forest protection and emissions reduction, while others may be able to finance agricultural interventions, including assistance to smallholders or sustainable livelihood support. They include direct funding, performance-based funding, loans, investment, and regulatory incentives. They may come from domestic or international sources, and come from public entities, private entities, or blended mechanisms.

The scale of these developments is encouraging, and significant amounts of green finance will likely flow in the coming years. During this early phase, support by donors (including through technical support to GoI) has the potential to accelerate green finance, working both on the supply side (with GoI and providers of funds to make them more accessible) and the demand side (to support stakeholders in JA districts/provinces to be able to satisfy conditions and access funds). In this way, contributions can be made not only to the funding of individual JAs, but also to improving the green finance ecosystem.



## Stages of JA Establishment

This section brings together lessons we organize around a four-stage process for JA development: assessing feasibility of JA, the JA building stage, expanding the JA beyond a single commodity, and establishing a 'sustainable' JA capable of continuing without involvement of a primary donor.



### 1 JA Feasibility

JAs are not feasible or appropriate everywhere. The most important feasibility criteria appear to be: i) willingness of local government to support a JA; ii) private sector interest, especially from the palm oil sector; iii) the presence of a strong convener with sufficient legitimacy, capacity, and local presence; and iv) environmental values under threat – including peatlands and forests. To confirm feasibility, an assessment should assess threats and solutions, conduct stakeholder consultations, identify stakeholder interests and incentives, and identify a suitable entry point to commence the JA which appeals to local stakeholders (e.g. disaster risk reduction, adat-based development, or sustainable palm oil). Note that determining feasibility often requires initial investments. This means pilot action should be taken in districts deemed 'feasible-enough', with a phased investment strategy wherein indicators of early progress must be met in order to justify more investment toward building the JA.

### 2 Building the JA

The importance of the JA building phase is generally underappreciated. This is where foundational trust and shared objectives are built upon to formalize the medium and long term vision and targets of the JA, roles and responsibilities are clearly defined and accepted, funding strategies are formulated, MSP functions are consolidated, and monitoring and reporting procedures are put in place. JA implementers entering the JA Building Phase for the first time would benefit from more structured guidance than is available today on how to build JAs, combined with opportunities for learning lessons from other implementers in Indonesia. There is no guidebook or universal Theory of Change (ToC) which is used to assist JA conveners in strategizing, designing an approach and measuring progress. Implementers should be supported to develop a ToC, implement it adaptively, and share lessons with other practitioners. The role of the convening or 'backbone' organization facilitating the JA is crucial to drive progress throughout the building phase and is currently underfunded. It should be

empowered with sufficient budget, flexibility and capacity to be able to play their key role effectively, including trust-building, facilitating collective action, problem solving, gap filling, capacity building, communications, accountability and adaptive management.

### 3 Multi-commodity JAs

In Indonesia, JAs are often built around palm oil. However, a single-commodity JA that is successful at mitigating risk of deforestation caused by palm oil might fail to achieve overall deforestation reduction targets if other commodity supply chains emerge as deforestation drivers. In order to prevent such leakage, JAs in some geographies would need to become cross-commodity over time, covering timber, rubber, cacao, coffee, and mineral and/or gas mining. The best way to make a multi-commodity JA is through persuading local government to apply their regulatory authorities across all commodities produced in their jurisdiction, rather than commodity-by-commodity approaches through multi-stakeholder engagement and/or market pressure. For example, when local government revises the spatial plan to protect threatened areas, improves forest monitoring and enforcement, creates new incentives for conservation and sustainable land use, and regulates sustainability requirements, then this will ensure JA objectives are being pursued for all commodities.

### 4 Sustainable JAs

Donor support is a critical funding component for any new JA. Over time, JAs can become more sustainable – i.e. become more likely to continue without ongoing donor support – if the following are achieved: (i) strong multi-stakeholder governance is in place (e.g. a program secretariat funded by local government, with effective MEL); (ii) stable finance is available for JA activities; (iii) local government adoption of JA targets (e.g. the JA is embedded in planning policies and a local regulation); and (iv) support for the JA by a broad set of local stakeholders including communities and voters.

## Recommendations

These recommendations are directed at those funding or implementing new or ongoing JAs in Indonesia, or for those seeking to improve the enabling environment for JAs to succeed. Such parties might include donors, NGOs, private sector actors, advocacy groups or organizations convening JAs.



### 1 Strengthening incentives for local executives to support JA

Strengthen fiscal, market-based, regulatory, political, and reputational incentives for local executives to support JA:

- Continue supporting the development of fiscal incentives such as EFTs, at national, provincial and district level, and support JAs in accessing future results-based payments through BPD LH.
- Strengthen market-based incentives by supporting sustainable commodity initiatives that reward responsible producers, and support the recognition of JAs within various emerging public and private sector sustainability commitments (corporate ESG reporting, net-zero commitments, EU regulation on deforestation free commodities). Communication aimed at consumer behaviour could also increase market-based incentives.

- Strengthen regulatory incentives, by building collaborations for advocacy and engagement at the national level, in order that national policy initiatives for sustainable land governance increasingly support and require action by local governments, on topics such as sustainable spatial planning, improved enforcement of spatial plans, improved law enforcement for deforestation, solutions for oil palm smallholders in the forest zone, and anti-corruption work in the natural resources sector. Engagement is best oriented at ministries such as MoHA (Ministry of Home Affairs) and MoEF (Ministry of Environment and Forestry).
- For political incentives, support public communication, couched in locally appropriate narratives, to raise awareness of the importance of sustainable land use as opposed to business-as-usual practices which bring threats of fires and forest loss. Increased awareness among the electorate will foster political rewards for leaders seen to advance sustainability.
- Develop a communication strategy for exposure of JA successes, to support reputational recognition of JA leaders, including through showcase events and media coverage.

## 2 Strengthening private sector engagement

In order to mobilize increased private sector support for JAs, more resources should be devoted to building collaborations which are professionally convened, linked to support from the local government, and which address the specific needs of companies, especially those which go beyond the reach of their own supply chains. Addressing the needs of companies includes:

- Enabling dialogues with local government on difficult issues such as land tenure and overlapping land claims, deforestation, and law enforcement;
- Reducing the reputational risk of sourcing from specific jurisdictions that carry above-average risks for unsustainable production;
- Support for resolving land tenure issues, to help ensure smallholders are not excluded from sustainable supply chains; and
- Cost effective means of potentially expanding the volume of (certified) sustainable products supplied by specific jurisdictions.

Support initial feasibility studies in specific geographies to develop the business case for corporate involvement, and to clarify the 'ask', required inputs, and expected outputs which corporate supporters can later communicate to their stakeholders. Support experienced convening organizations to build collaborations with business, potentially through a separate JA sub-forum to consolidate private sector action. Engage with companies that have deforestation free commitments, especially consumer goods companies, and continue to work with the mid- and downstream companies to leverage more action by upstream producers.



### 3 Strengthening local government engagement

Embed the JA into local government processes by spreading knowledge and buy-in about the JA with key government agencies; by supporting local governments to create an ad-hoc body to ensure cross-agency action and to integrate JA objectives into policies, programs, and budgets; and by integrating JA actions into local government planning through technical assistance in developing key policies and planning documents. Key documents include: the mid-term development plan, spatial plan, investment plan, local budget, sustainable palm oil action plan, Environmental Management and Protection Plan, and Strategic Environmental Assessments (for development plans and spatial plans).

### 4 Strengthening national government engagement

Improve national level engagement on JAs, focusing advocacy/engagement efforts at key ministries such as MoEF and MoHA to strengthen alignment between JAs and key national policies; support the JA community (including JA conveners, NGOs, and local executives) to build such linkages; and also promote use of a locally appropriate term for JA. MoEF and MoHA have the most authority and influence over forestry, emissions, and local governments. There are options for thematic focus, including: how JAs can assist in achieving MoEF's new FOLU Net Sink 2030; how JAs could assist local governments to improve land use governance to drive development while reducing land-based emissions (e.g. low carbon development plans, spatial plans); or MoHA could be supported to measure and reward progress on improving sustainable land use via the Sustainable Jurisdiction Indicators.

## 5

## Strengthening community engagement

Improve community engagement by ensuring public communication about the JA, ensuring that IPLC representatives (including CSOs and NGOs) are involved in designing and implementing the JA, that IPLC issues such as land tenure and labor relations are addressed in the JA, that villages are supported on local planning, and that social safeguards and equitable benefit sharing are built into new initiatives.



## 6

## Strengthening multi-stakeholder processes

Support improved MSP effectiveness by strengthening consolidation of each stakeholder group, increasing effort to build trust amongst them, ensuring representatives of different stakeholder groups are the “right people” to have at the table, and expanding MSP function to be less about coordination per se and more about building collaborative action, with evaluation and adaptation as guiding principles, linked to a ToC, and used for adaptive management. Be open to different types of multi-stakeholder processes rather than simply establishing multi-stakeholder fora. Capacity building should be provided on these skills. Budgets for conveners must be sufficient to engineer and facilitate legitimate multi-stakeholder collaboration, as it’s a critical determinant of JA success.

## 7 Strengthening human rights approaches

Ensure human rights issues such as IPLC land tenure and labor rights become part of the JA, through ensuring IPLC representation in JA processes, funding local work on land rights recognition, linking to national advocacy on IPLC land rights and safeguards in climate action, and bringing issues to light through a multi-stakeholder Human Rights Impact Assessment (HRIA). A HRIA can identify key issues, identify policy gaps and other measures needed to address them, and lay groundwork for developing solutions. This, in turn, will help to build buy-in from those stakeholders involved and ensure that key human rights issues are addressed in the JA (see for example HRIA guide produced by Proforest, SourceUp and Landscale). Facilitate cross-learning with JAs which have made progress on these issues without jeopardizing trust-building.

## 8 Addressing accountability gaps

Ensure that JAs include actions to address accountability issues, by supporting improved implementation of local government accountability mandates through partnerships on issues such as permit reviews, offering support to private sector actors interested in improving compliance systems, and continuing to support independent monitoring of corporate behaviour (as it can bring companies to the JA table).

## 9 Improving access to JA finance

Support access to JA finance by supporting advocacy by JA leaders and others to the national government for increased government finance of regional efforts in line with climate change mitigation commitments. This should include analysis of regulatory hurdles which hinder deployment of green finance to subnational governments. Support efforts by JA stakeholders to identify and access finance opportunities, including identifying available budgets, the budget gap, potential sources to fill the gap, and local regulatory hurdles or technical capacity gaps that need to be addressed to enhance access. Support the development of JA frameworks which enable project entrepreneurs to develop projects aligned to JA objectives and seek green finance for them, through identification of potential project sites, feasibility analysis for sustainable commodities, technical support to help in project development (e.g. carbon accounting, social and environmental safeguards, benefit sharing mechanisms), and brokering access to potential finance mechanisms (domestic or international).

## 10 Assessing JA feasibility

Support a more structured approach to JA feasibility assessments, focused on key factors such as openness of local government to collaborative approaches, strength of local civil society organizations, quality of relationships between government and local groups, existence of a strong convener, private sector orientation toward sustainability and interest in collaborative processes, and environmental values. Early JA actions should include stakeholder consultation, identification of a suitable entry point or narrative, and initial pilot investments which will serve to 'test the waters'.

## 11 Building JA effectively

JA conveners should have flexible funding for a 3-5 year period to cover significant convening, existing gaps and new opportunities that emerge in the JA. Conveners must also have local legitimacy and a significant day-to-day presence in the field. They should receive capacity building on facilitating collective action, and support on ongoing strategic reflection about JA implementation, including through development of a ToC. This could be modelled on the ToC for JAs developed by TFA and others, but it must be thoroughly customized to the jurisdiction and be explicit about needs and milestones for the JA building phase. Cross-learning with other JAs should be facilitated (e.g. on incentives for local executives, private sector engagement, MSPs, human rights and accountability issues, leveraging finance). JAs can be focused at either province or district level, or at both simultaneously, but with engagement at other levels above and below them as well (village, district, provincial, national).

## 12 Broadening JAs to cover multiple commodities

In order to broaden JAs to cover multiple commodities, focus should be placed on strengthening government commitment and action, including revising the spatial plan to increase protection of key environmental values, improved forest monitoring, steps toward a local regulation for minimum sustainability requirements for other commodities, and improved law enforcement.

## 13 Establishing sustainable JAs

In order to establish JA that can persist after donor support ends, JA conveners should focus on achieving strong multi-stakeholder governance (e.g. a program secretariat supported by local government, with effective MEL); stable, diversified finance for JA activities; uptake of JA targets by local government (e.g. local regulation to establish JA, JA embedded in planning documents); and support for the JA by a broad set of local stakeholders including communities and voters.



The following key aspects of JA development tend to be underfunded, and thus would be a good focus for additional support, especially by those with flexible funding:

- JA feasibility assessments. Feasibility assessments can identify those areas most appropriate for JA development, and also identify gaps in capacity or resources which may need to be addressed prior to a JA being established.
- Early JA development. For new JAs, the convener should have flexible multi-year funding to build an effective multi-stakeholder process, consensus on shared objectives, and a strong MEL system for adaptive management of the JA. It may also benefit from capacity building on collective action frameworks, and cross learning on JA strategies.
- Human rights issues and accountability aspects of JA. This includes work on IPLC tenure, monitoring of corporate behaviour (which could be built into the JA or independent), and strengthening of accountability mechanisms run by government. This is an area that remains notably underfunded.
- Outreach and communications, to engage with national government, potential funders, and the private sector, to communicate more effectively what is being achieved by JA, and to support national level alliances and advocacy, including by local leaders.
- Gap filling and leveraging funding. Adaptive management is a laudable goal but many donors are not flexible; those who are flexible can assist in filling gaps.
- Several other underfunded aspects of JAs may require significant funding and/or dedicated programs, including technical support for jurisdictional green planning, green livelihood support, direct support to collaborative approaches for scaling of farm registration under the STD-B as part of formalizing smallholder land management and promoting more sustainable farming, and support for the development of site level projects which can qualify for funding.

