Participatory Land Use Planning Workshop Proceedings
(PLUP)

Georgetown, Guyana
17-18 June, 2013

FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

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INTRODUCTION

Participatory Land Use Planning (PLUP) has been gaining international recognition as an important tool for managing local resources. Participatory Land Use Planning is the systematic assessment of physical, social and economic factors in such a way as to encourage and assist land users in selecting options that increase their productivity, are sustainable, and meet the needs of society[1].

PLUP puts local users in the centre of interest, calls for the use of simple, low-cost planning techniques to foster active participation and to find a consensus among them. PLUP thus aims at making the best use of the available resources, both in the interest of achieving sustainability and finding effective compromises and solutions with available funds and capacities or defining what could be supported by external help.

The origin of this training workshop dates back to an initial request by some of the English speaking Caribbean countries in the course of 2012. A draft concept note was then prepared to start framing the possible intervention it. Main elements were:

- *Sustainable land management (SLM) is a critical issue. Poor land management contributes to soil degradation and reduced productivity, biodiversity loss and missed economic opportunities among many other issues, with direct negative impacts on poverty, inequity, safety and other development processes. SLM, on the other hand, contributes to food production and security, integrated planning and development, new economic opportunities, enhanced and diversified rural livelihoods, disaster risk reduction, climate change adaptation and biodiversity conservation.*

- *The objectives of SLM could not be achieved without adequate land use planning to manage and harmonize multiple and at times conflicting land uses, to build resilience and mechanisms to cope with rapid change, and to ensure that the way land is used contributes optimally to social and economic development without compromising cultural integrity and environmental sustainability. Effective land use planning is critically needed, but the traditional, "top-down" approach to planning appears no longer appropriate due to the weakening of many central planning agencies in the region (in part as a result of a weakening of the fiscal base), capacity issues in planning and enforcement, and because of the complexity of the issues to be addressed.*

- *A participatory approach to land use planning is therefore needed, because it can: (a) mesh and harmonize several planning instruments from the national to the local level; (b) build the capacity of stakeholders to adapt and respond to change, (c) validate and incorporate local*

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[1] The proposed approach is inspired by many field experiences as well as methodological proposals elaborated by FAO, in particular:

FAO. 2005. *Participatory and Negotiated Territorial Development (PNTD)*. Rome. (Also available at *http://www.fao.org/sd/dim_pe2/pe2_050402a1_en.htm*);

FAO. 2005. *Negotiation and mediation techniques for natural resource management.*Rome. (Also available at *http://www.fao.org/docrep/008/a0032e/a0032e00.htm#Contents*);

FAO. 2004.*Participatory Land Use Development in the Municipalities of Bosnia and Herzegovina (PLUD).* Rome. (Also available at *http://www.fao.org/fileadmin/user_upload/Europe/documents/Publications/BAguidelines_en.pdf*); and

FAO.1993. *Guidelines for Land Use Planning.* Rome. (Also available at *http://www.fao.org/docrep/t0715e/t0715e00.HTM*).

knowledge and perspectives into the planning process; and (d) generate greater commitment towards implementation among governmental agencies, the private sector, communities and civil society.

There is no single instrument or methodology for participatory land use planning in the region, but there are several innovative and valuable experiences in several Caribbean countries, which should be documented, analysed and used towards the formulation of guidelines and the identification of good practices suited to the needs and conditions of the Caribbean.

PARTICIPATORY LAND USE PLANNING WORKSHOP

The objectives of the workshop were:

- To present FAO developments in relation to specific components of the land use planning area of work, with a specific focus on Participation, Negotiation, the Gender dimension and Facilitation skills.
- To share the experiences of selected Caribbean countries in land use planning.
- To present concrete case studies of a medium-long term FAO field project and lessons learned.
- To discuss practical follow-up recommendations to mainstream these findings into the policies, laws and institutional framework of the interested countries, as well as to prepare the groundwork for possible technical assistance by FAO on these matters.

The agenda is attached in Annex 2, together with the list of participants (Annex 1).
The opening session was composed by three speeches:
Opening remarks by Ms Fletcher-Paul (Annex 3), followed by a welcome address by Mr George Jervis, Permanent Secretary, Ministry of Agriculture and Mr Joslyn Mc Kenzie, Permanent Secretary Ministry of Natural Resources and the Environment.

The training exercise was presented as an opportunity to overcome prejudice and to change.

The course offered the participants a way to go beyond the traditional "participatory" dimension of planning, thus approaching the principles of territorial negotiation/landscape approach, starting from the participants visions and experiences. The aim was to build the methodological bases together, so that a locally based PLUP "will be born within the participants", and it would not be seen as an external suggestion.

In the pedagogical field it is crucial to create a flexible atmosphere and to release individuals and groups from the standards presented by the traditional planning approaches, which are sometimes rigid, top-down and centralized. This is why adequate space was given in the programme for an initial ice breaking game, aimed at facilitating the interaction between participants.

The aim was to promote the adoption of a pedagogical attitude to enhance the capacity building process. In order to create a new opportunity for institutional updating and to provide

development skills, it is crucial to use a really broadminded pedagogy, with no imposition, preconception or conventional point of reference.

It was also very important for the participants to "learn a method", as well as to meditate as a group and to come out of the course deeply convinced that the method of dialogue, negotiation and respect for one another is the constituent of a new vision of development.

The table below depicts the basic concepts presented during the presentations and working groups sessions:

Concepts suggested/discussed during the presentations	Key words to be remembered
Development: it doesn't relate just to economy. It is a cluster of different elements, with people at the core of it	SYSTEM - ENVIRONMENT
Territory: evolution of its meaning (towards the "social construction")	TERRITORY
Sustainability: development is not confined to us; it has to do with the future generations as well	SUSTAINABILITY – FUTURE GENERATIONS
Centralized and decentralized approach	HOMOGENEITY AND NON HOMOGENEITY DIFFERENT APPROACHES TO THE POPULATION
Participation: everybody has the right to take part in development choices and taking part implies more than merely being informed of the background issues	PARTICIPATION – INFORMATION COMMUNICATION
Negotiation: even weak actors need to be able to protect their rights. Strong actors need to learn to communicate with the weaker actors	NEGOTIATION – RIGHTS PROTECTION – SOCIAL MOVEMENT
Dialogue: we need to communicate more. Acknowledging our mistakes can help us develop more effective and sustainable practices and lifestyles. We have to accept one other, use respect, not force. It is important to recognize every actor's social legitimacy	DIALOGUE – JUSTICE – DREAM –PRAGMATISM
We have to voluntarily put ourselves in the position to listen to all those interlocutors who risk isolation because of socioeconomic, ideological, or ethnical reasons	ISOLATION
Dialogue is not possible without flexibility and without the ability to let oneself be spurred on by external forces	LISTENING – OPEN-MINDEDNESS - CHANGE

Facilitation oscillates between these two concepts	EMPOWERMENT - ADVOCACY
To define the rules of the dialogue, to gain the other's trust	ESTABLISHMENT OF A DIALOGUE MECHANISM
A basic collaboration is an agreement among the actors, that approve one each other's legitimacy and power, in order to define problems and suggest solutions	AGREEMENT BUILDING PROCESS

During the presentation and when presenting/discussing field case studies, the evolution of the concept of land was also discussed and top-down versus bottom-up approaches were compared:

LAND INCLUDING HUMAN POPULATIONS We must outline that it is impossible to deal with land (and natural resources) issues without considering that actors live and depend on the territory. The objective is to avoid a "technocratic" reading of the territory (each expert has a different point of view, according to his background as an agronomist, economist, etc.) but to stimulate a common reflection	*Readers should keep in mind that throughout the present document the words land and land resources are used in a wide sense, and imply not only the land surface and its attributes, such as climate, but also associated resources, such as water, plant, animal and human populations, settlement patterns, and the results of human activity. (FAO-UNEP, 1997).*
Centralized and top-down approach	*Decentralized and client-driven approach*
Implement decisions taken by a small group of decision-makers at central level without knowledge of the socio-economic reality at village and district level	*Different village groups at district level with different interests and strategies become partners, expressing their opinion, developing strategies and analysing the constraints and opportunities with the assistance of experts*
Hypothesis: homogeneous and harmonious societies at village level	*Hypothesis: societies at village level divided into socio-economic strata and with conflicts*
Technological innovations developed by research centers, tested by a limited number of "pilot farmers"	*The generation and dissemination of innovative techniques resulting from joint research between researchers and farmers in viable technologies chosen from an initially proposed "technological menu"*
Community members are considered as beneficiaries or as persons that need to be assisted	*Community members are considered as protagonists and partners*
Rare and weak forms of self-organization	*Widespread and viable forms of*

	self-organization
High degree of administrative centralization	*The administrative decentralization process is well developed*
The rhythm of change is fast, rigid and imposed by administration	*The rhythm of change is time consuming, flexible and negotiated between the population and administration*

TERRITORIAL/LANDSCAPE FACILITATION

A specific session of the Workshop was dedicated to highlight the profile, role and skills needed for the Facilitation team who has a central role to play in such a negotiated approach. Understanding stakeholders and the enabling environment are the conditions for implementing a participatory process in land use planning.

The Territorial Facilitator should be seen as a traveller towards the others and oneself; therefore its fellow travellers are *communication and relation*. These, and other eternally recurrent questions, are two crucial human problems and, just like all the others big issues of life, they will never be conclusively resolved.

To activate a process of dialogue among public and private stakeholders on territorial issues, trust and confidence need to be built and maintained. It takes time and a CDC (Curiosity, Doubt and Critical spirit) attitude must be adopted. The (Team of) specialist(s) behave as "territorial doctor(s)", always wondering **WHY** the situation is like it is and looks for coherence. Learning is at the heart of a participatory planning process. It has to be well prepared and organized and the facilitator activates the dialogue by disseminating the information and looking for a common interest among stakeholders.

The tasks and basic skills necessary for the process of territorial negotiation are, by definition, multiple and unsettled, meaning that, even if they concern natural resources (access, use and managing of the land, waters, etc…) the negotiation could start from matters not directly related to those at stake (health or educational problems, or others), therefore it is necessary to have a systemic vision to be able to refer to experts of the specific areas of interest, according to the current processes.

To summarize we can categorize these tasks in the following groups:

A- Pre-Meeting: what you should know.

It is crucial to build a relaxed, convivial climate. Don't lose your sense of humour. Do not express your opinion (or don't let it show on any given subject). Impartiality is important. Act as an honest broker.

The first step is to define the objectives you want from the work session. Prepare your work session materials. Try to identify the main different moments in the work session, the input needed and the expected output.

Plan your daily schedule with timing. Be focused, goal-oriented, determined but with empathy and flexibility.

B- Communicate

An open ear

What for?

Who? Says what? To whom?

With what impact?

This process entails doing, listening and discussion. In this process, people create their own rules, such as the amount of debate time allotted for each participant, how to communicate with one another or even the procedure for the creation of monthly reports or of sanctions.

Try to have as much knowledge about the area, its history, planning conflicts and individual stakeholders' interests. The communicative goals are to stimulate social life, an understanding of the environment and ways to act upon it, changes, strengths, weaknesses and constraints in the territory. Keep the discussion alive and ensure that everybody has a common understanding. You need to inform the participants and to be receptive to their information. Minimize the message's deformation and be sure to understand it well. Do we speak the same language? Ask for a repeat and a reformulating of the information given.

Remember the 4 Rs: *Realistic, Resume, Reformulate and Redefine*. This simply means to make sure that what you are trying to accomplish is accessible to everyone's understanding or capacities and make sure the main points can be easily reviewed. Use examples, comparisons, logical cause to effect arguments but remember that your attitude, your body language and behaviour are more important than your speech. Inspire confidence and have a relaxed attitude, maintain eye contact when answering questions and keep the attention of the other participants.

Be professional and summarize. Seat people together in a circle or a square. Everyone must be able to follow the process, so always be available, honest and open.
To sum up, be enthusiastic and positive, intervene to be constructive, fix the problems right away, be gentle and tolerant, use humour, pictures, drawings or sketch plans. Plan, organize and prepare well, manage people and time, keep going, don't slow down, make sure everyone is comfortable, keep things as simple as possible, get to the heart of issues, to what people are saying, record accurately and synthesize.

If you have a problem, deal with it right away. If someone does something completely different or unacceptable, take care of it. Don't let the problem remain. Remember to always be gentle and tolerant. Never raise your voice or cut someone off. Ensure there is only one discussion at any one time and that only one person is speaking at a time. Don't overreact, silence is sometimes golden. Never allow aggression; re-orient attacks, don't answer them.

C- Listen

Listen carefully. When answering someone, repeat his position. Reformulate to be sure to have understood well. Listen carefully, communicate well, understand the process, negotiate well and manage conflicts.

When answering someone, replicate his position so that everyone has heard it. Be specific. Inspire confidence but most importantly, remain neutral, keep eye contact, be patient, calm, persistent, honest, open, warm, caring, confident, collaborative, coherent, logical, flexible and energetic.

D- Express

Express yourself clearly without abusing people's time. Allow everyone to express themselves. Let those who speak less often feel integrated in the debate. Make sure everyone is heard and has equal access. Get actors to explain their positions. Intervene to bring constructive elements and keep an open expression (good tone of voice and gestures).
Free expression allows the understanding of the others' positions and of their practices.

E- Animate

To animate is to give life to collaboration. Be active, don't monopolize or let others monopolize the discussions, make it diverse and interesting. These meetings must be understood as a golden moment of exchange and assembly, which encourage cooperation. Clarify issues, expectations and fears. This is everyone's project. The actors must accept it and acknowledge a greater and more complex reality. Share information, maintain motivation, adapt activities and coordinate. Your main concern is to help the group analyse the situation and to grasp a more desirable potential one. For this, you must understand each actor's motivations. The actors think in two ways: what to gain and what to lose.

At the beginning, they are fearful. It is important to start by building confidence between them. Winning trust takes time and ensuring constructive debates is the key to this process. Use Icebreakers to get people talking.

Newspaper Trick: take one double page of a current broadsheet newspaper and tear it into 10 - 16 pieces. Hand out the pieces so that each member of the group has at least one piece. They then spend a few minutes re-assembling the double page. This gets people talking and working together.

Another goal is to share knowledge and to learn to work together efficiently.
Remind people of what they are doing.

1.Tell them what you are going to tell them. (Introduction)
2.Tell it to them. (Development)
3.Tell them what you told them. (Conclusion)

Use short mini-exercises (such as role-playing) or concrete examples to help clarify some points. Use charts and point to them.

    Have a checklist of the work session consisting of
1. Time
2. Goals
3. Activities
4. Conclusions (arrangements for session monitoring and future scheduling).

Possible ideas for discussion: communications, economic development (industry, commerce, agriculture, tourism), environment, research and information dissemination, services (culture, sports, leisure…).

    Example of a workshop on territorial assets:
1. Welcome, introduction (15 minutes)= people meet and present themselves. Question: what is the most important activity in your life? (brief chat).
2. Putting it into context (10 minutes)= coordinator discusses the work session's objectives. Territorial assets identification.
3. Reflection (15 minutes)= identify territorial assets, opportunities of improvement. Each participant thinks up an asset linked to an opportunity.
4. Identify area of assets and opportunities (20 minutes). Using a chart, write an asset and an opportunity. The group decides if it is important and discusses why, whom and where it affects.
5. What are the priorities? (30 minutes). Look at the chart of all the assets and opportunities. Why are these important and others not? Are there any surprises? What do these surprises mean? Would you change your mind? What is viable and what are alternative possibilities? Use sheets to write up these questions.
6. Summarize the activities. Make sub-groups (45minutes). Discussion to determine who will want to work on which asset:
   i. Discuss strengths, weaknesses, opportunities and constraints.
   ii. Resume key points.
7. Participants present the key points to other groups (30 minutes).
8. Evaluate the session asking for feedback and suggestions for the next meeting and animator thanks everyone (15 minutes).

How to manage a group: Working Group Management

Working Groups may have two different kinds of participants: members and experts. Members and experts are invited from key players in a particular thematic community concerned and are expected to prepare themselves for the working group meetings and to participate actively in the meetings' discussions.

Members will be asked to perform work in support of the Working Groups mandate. To co-ordinate amongst themselves and with the Working Group coordinator, members may meet in a smaller subgroup.

Experts should be invited to participate in specific Working Group meetings when a wide range of opinions are sought and a wide distribution of knowledge is required.

A- Management Team

Each Working Group will be organized around a regional coordinator and a note-taker appointed to follow the activities. The note-taker will be selected on a voluntary basis among the participants.

Regional coordinator
The regional coordinator should be a person stemming from the thematic community concerned. S/he will ensure the technical management of the Group and will work in close co-ordination with the Working Group's note-taker, and the technical expert following the activities of the Group. S/he will establish the work plan with the Working Groups and facilitate the discussions during the meetings.

Note-taker
The Working Group's note-taker will be in charge of writing the draft minutes of the meetings. S/he will make sure that all points of discussion have been properly reported and will have to work in close collaboration with the regional coordinator.

Technical expert
S/he will provide the interface with the Technical Institutes and with the Working Groups. S/he will participate in the meetings of the Working Groups when his technical advice is needed. In particulars, s/he will keep the Technical Institutes informed about the progress and the results obtained and will inform the regional coordinator of possible re-orientations or new directives based on his/her technical advisory skills (farming system analysis, soil suitability, etc…).

B- Operation and management suggestions

Each Working Group will be formed on the basis of agreed:

• Terms of Reference for the work plan;
• List of members and experts;
• Management rules for the Working Groups.

Meeting scheduling

At the first meeting, the regional coordinator will send invitations and remind participants of meeting dates. Each invitation will be sent at the end of the work session. In event that it is impossible to set a specific meeting date, the expert or member may, in advance, inform the regional coordinator of the Group and propose an expert (with appropriate skills) of his organisation to participate in the meeting in his/her place.

After each meeting, minutes will be drafted by the note-taker, written by the regional coordinator and distributed to the participants. The Group will review them during the next session and will be invited to comment on them.
Every persons participating in the Group, either as a member or as an expert, will receive the draft minutes of the last meeting before the new session to be able to better prepare him/herself and to actively participate in the meetings.

For each group of key issues to be addressed, a preparatory group of members will be organised and will meet for one or several meetings, as required. When required, Working Group outputs will be presented to a larger group of experts to consolidate and validate the Working Group's results.

Assessment of Working Groups

The Working Groups are a relevant element of this exercise. In particular the following three elements will be the subject of assessments for Working Group participants:
• The meetings themselves.
• The related documents produced by the land use planning team.
• The overall impact of the Working Group's results.

Participants and Experts are asked to give some of their time to support this effort.

Representation and Participation rules to be defined with the participants

The following points have to be considered as a thematic outline of working rules' suggestion.

1.The personal integrity and values of each participant will be respected by the other participants and the motivations and intentions of participants will not be criticized.

2. Every member will communicate with his/her respective organization and will be responsible for keeping them apprised of ongoing review processes and project timelines. Significant comments and questions expressed by the organization will be communicated back to the Working Group at its next regular meeting.

3. The personal integrity, values and legitimacy of the interests of each participant will be respected by other participants. Participants are requested to use active listening and to speak one at a time. Everyone will participate in discussions, no one will dominate.

4. Every member is responsible for communicating his/her position on issues under consideration. It is incumbent upon each member to state the interests of the organization they represent. Voicing these interests is essential to enable meaningful dialogue and full consideration of issues by the Working Group. After a decision is made, no member will work to undermine that decision.

5. Participants agree to read the background information provided before each meeting and to be prepared to effectively discuss issues on the agenda. Information is needed at a minimum of four working days prior to a meeting.

6. If a participant must miss a meeting, that he/she will communicate his or her comments orally or in writing to the Working Group or to the regional coordinator at least two days before the scheduled meeting. Participants may also contact the regional coordinator between meetings at any time to discuss their concerns and needs related to this dialogue. If requested by the participants, these discussions may be treated as confidential with the regional coordinator.

7. In order to establish group trust, consistent participation is strongly encouraged.

8. The membership of the Working Group is established with the intention of having operating rules. These Operating Rules may be refined and new terms added at the discretion of the Working Group. However, all revisions shall be by consensus of the Working Group.

9. Resignation and Replacement of a Working Group member. In the event that an existing member is no longer able to participate in the Working Group, said member will notify the Working Group in writing of his/her resignation and may recommend a replacement member from their organization. Upon receipt of the resignation letter, the Working Group will either accept the recommended replacement or suggest a different individual who is of the same type of constituency as the person leaving the Working Group. If acceptable to the Working Group, the proposed replacement individual will be recommended for appointment by the regional coordinator.

10. Topic-specific subcommittees may be convened (as appropriate) to further discuss planning process issues and to develop advisory documents on key topics. The Working Group prior to initiating work will approve the composition of all subcommittees.

11. Information Sharing and Joint Fact-Finding
The parties will freely exchange documents and other information, excluding privileged or confidential information. Individual members are free to discuss the work of the Working Group with other Working Group members outside of meetings and with members of other related planning efforts.
The selected experts will work together to analyse the options and report to the Working Group their points of agreement and disagreement, as well as the reasoning behind their conclusions. While this approach cannot be expected to resolve all issues, it will provide the Working Group with the information that does exist. It will also clearly identify areas of unavoidable uncertainty and disagreement.

12. Decision-Making Processes

Decisions will not be made lightly and Working Group members understand that decisions will frame future actions. It is the responsibility of all Working Group members to keep the process and meetings on track and focused.

As the participants discuss and make decisions on issues, the regional coordinator will draft language that reflects the emerging consensus of the participants. Draft statements that are prepared in this manner will then be circulated for review by all participants during and after meetings. The regional coordinator will then integrate comments into a revised statement, which in turn will be presented to the next meeting where s/he will seek further discussion and possible ratification. This pattern of drafting, revising and ratification will be the primary method of seeking agreements that emerge from discussions held by the participants.

The Working Group will strive to achieve decisions by consensus. In seeking consensus, each member has an obligation to articulate interests, propose alternatives, listen to proposals and build agreements by negotiating a recommendation for adoption by the full Working Group. In exchange, each member has the right to expect: a full articulation of agreements and areas of disagreement (if any exist) and an opportunity to revisit issues on the grounds of substantial new information becoming available during the Working Group's deliberations.

Definition of Consensus: The Working Group defines consensus as "unanimous agreement by the Working Group members".

The Group will utilize the following operational interpretation of consensus: "Consensus is a process used to find the highest level of agreement without dividing the participants into factions. Everyone in the group supports, agrees to, or can accept a particular decision"[2].

In seeking consensus on an interim or final recommendation, it is understood that members should voice their concerns with specific proposals along the way, rather than wait until a final recommendation has been developed. In addition, the Working Group will use the following three levels to indicate a member's degree of approval and support for any proposal or decision being considered by the Working Group, and to determine the degree of consensus in the Working Group:

NO: I do not agree with the proposal. I feel the need to block its adoption and propose an alternative.
OK: I may not be enthusiastic about it, but I can accept the proposal.
YES: I think this proposal is the best choice among the options available to us.

The goal is for all members of the Working Group to be in the "YES", or "OK" levels of agreement. The Working Group will be considered to have reached consensus if all members are at those two levels. If any member of the Working Group is at a "NO" level, the Working Group will stop and evaluate how best to proceed.

C- Behaviour management

The goal of effective behaviour management is to assist people in making positive decisions about their own behaviour and actions. The goal is not simply compliance but joyful participation. Effective behaviour management begins by creating a safe, secure, and

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[2]Clementi S., June 2004. *Support guidelines for a participatory process in land use planning (PLUP) Mission Report (Unpublished) to project*. Project Gcp/Bih/002/Ita, Inventory Of The Post-War Situation Of Land Ressources In Bosnia And Herzegovina. P. 7.

comfortable setting for the group's activities. When the needs for security, belonging and recognition are being met, acting out and misbehaviour will less likely occur.

A Well-Planned Program

Effective behaviour management is rooted in good program organization and strong leadership. Well-prepared, relevant and exciting programs will capture the imagination and energy of the participants and will deter disruptive and negative behaviour patterns.When they are actively engaged, participants do not succumb to the monotony or discouragement that lead to negative behaviour.

Individual Attention

By observing individual participants in the program, leaders can anticipate problems and look for ways to challenge and involve bored or drifting members. Many behavioural problems result from inattention or neglecting to act on small problems. It is a constant challenge to find effective ways to engage each participant when each has varied interests and needs.

Work as a Team

Group members will commit to group goals and expectations when they have had a part in setting those targets. Members who have chosen expectations together will be more likely to work cooperatively in achieving the Group's goals.

Clear Expectations

Uncertainty and confusion add stress to individuals and groups and can lead to acting-out behaviour. When norms of group behaviour are simple and clear, members then generally respond well. Too many rules, constantly changing expectations, or unclear consequences often set the stage for negative behaviour.

Respond Rather than React

Quick reactions and immediate action are needed when someone is in great danger. Instinctive human responses and reflex actions save lives in such situations. With most behaviour however, a well thought out response is better than a quick reaction. Leaders who are known for balanced and well thought out responses will gain both respect and authority in leading groups.

Addressing Negative Behaviour

Some behaviour, however, is either so unsafe or so disruptive that it must be addressed. Responses should be immediate, consistent, and fair. They should also be related to the violation, appropriate to the severity of the violation, and should only be made when the intent is to follow through. Some behaviour can be addressed in front of the group and some require a private setting.

Consistent and related to the violation: Leaders gain respect in a group when they treat persons and situations equally. Inconsistency will undermine both group unity and the leader's effectiveness.

Levels of Consequence

Begin with the least restrictive response. In any case, take it easy. Do not dramatize tense moments of discussion. Hopefully, trouble will be solved before many levels of consequence are needed. Seek to engage the concerned member in positive choices by reinforcing positive behaviour.

Monitoring Our Response

When dealing with unacceptable behaviour, it is important that a facilitator monitor his/her feelings while confronting or correcting the behaviour. The group's responses are more effective when reason balances the energy of negative emotions like anger, fear, or frustration.

The Behaviour Policy sets limits on discipline. Physical and verbal abuse of any kind is not permitted. Monitoring feelings and discussing those feelings with a wise facilitator will help to keep all responses within proper bounds.

THE PARTICIPATORY DIMENSION IN PLUP

The PLUP approach is a step-wise process whose required tasks can be realized according to these simple questions:

What is the present situation of land use?

Assess the present situation and factors influencing land use compare it if possible with the past situation and highlight the major event impacting the identified changes (socio-economic conditions, demographic trends, farming systems, available extension services, outside land use claims, legal frameworks, decentralized bodies and decision-making processes of the local administration).
Recognize all stakeholders and analyse their position, resources, interests, relationships, influence, etc...
Assess the present territorial assets and needs of the local population in terms of land for different uses.
Identify areas or purpose of conflict between competitive or incompatible uses.

Which uses need to be changed and which ones do not?

Assess the future needs of land for its different uses.
Evaluate the land's ability to satisfy the identified needs and the conditions that have to be fit together.
Identify unsustainable land use practices.
Identify ways to resolve conflicting or competitive uses.

How can changes be made and what are the best options?

Seek sustainable land use options.
Identify and evaluate the technological innovations.
Identify the service and training requirements.
Negotiate those options that best fit with the identified needs.

How, when and by whom can the changes be implemented?

Document the desired changes.
Prepare the planned structure for the implementation of the agreed options and the required actions and tasks to be taken.

PLUP as a bottom-up approach focuses on planning at a local level. Nevertheless, important activities related to land use planning have to be carried out at higher administrative levels. The main responsibilities and tasks of higher-level activities are to create the framework conditions in which a local-level PLUP can be effectively implemented.

Major warning for participatory techniques

Some issues of participatory techniques should be kept in mind:
- Illusion of a transparent dialogue.

- Analyzing and synthesizing abilities.
- Weight of the project's logic.
- What prioritization means when confronted with a legitimate proposition.
- No end result guarantee.

Prerequisites for participatory diagnosis and land use: managing local reality and project interface:

- General framework and schedule.
- Identification of thematic actions.
- Specification of complementary diagnosis, if necessary.
- Selection of appropriate tools.
- Modalities of starting up, realization of the whole process, feedback collection and performance evaluation.
- Recognizing natural group leaders, animators, etc...
- Information pertinence.
- Negotiation of priority with stakeholders, nature and modalities of the relationships among them.

From answering these points, a strategy can be built combining individual interviews, field observations, meetings and workshops, negotiation tables, etc…

Once the conditions to facilitate the organization of the participation has been satisfied, these following activities summarize briefly what kind of process such participatory land use planning exercises could be.

Examples of a work plan for a participatory land use planning process

- Identifying the stakeholders (stakeholder map).
- Brainstorming meeting on assets, opportunities, needs and problems.
- Creating working groups according to the stakeholders' main interests.
- Meeting to agree on the rules of the game and on communication mechanisms.
- Using EEZ maps and other information to support the analysis of problems, needs and opportunities.
- Formulating and evaluating possible options for the improvement of land use.
- Reporting groups' proposal to the other working groups during a general workshop.
- Negotiating overall future land use.

21
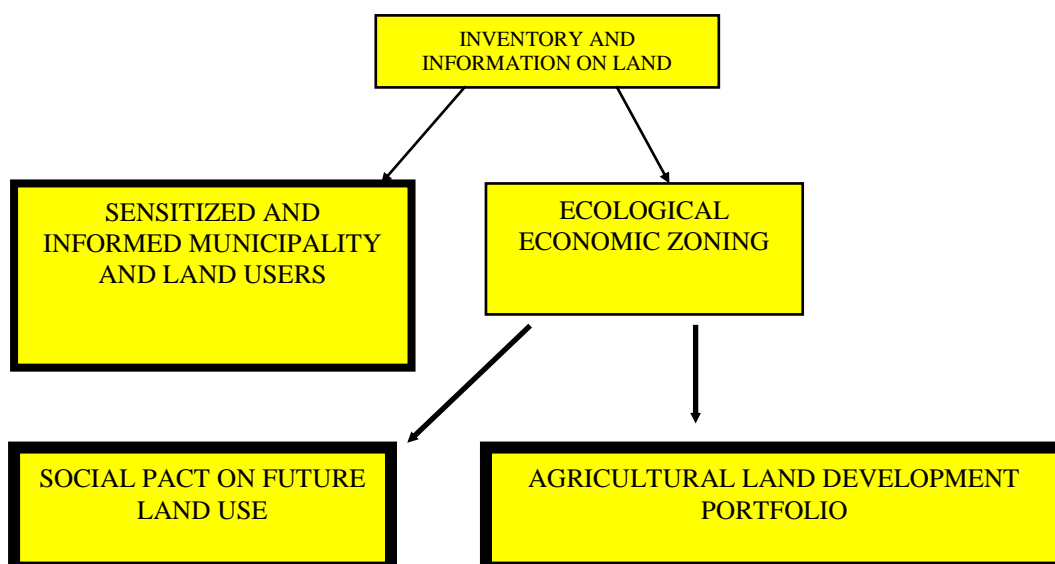
Conditions for the success of participatory approaches

• Level of	• Indispensable factors	• 2nd priority	Further factors
• **Actors**	• **Common interest** Participants need to have a "common interest" • Responsible institutions have to be credible and accepted by all actors	• Participants have to be ready to co-operate and to solve the problems at stake	• Political legitimisation by political authorities • Identification and integration of key actors, including "interested" actors • Pre-condition: "empowerment" of individuals towards participation in a group • Consciousness about the problems among the group
• **Institutions**	• **Political authorities** Readiness of political actors and administration to co-operate vertically (decision- making process) and horizontally (substantial issues)		
• **Resources**	• **Psychological resource** Through the mobilisation of resources creating identification and motivation	• Mobilisation of local resources	• Allocation of time
• **Process**	• **Professional moderation** Professionalism in the management of the process and in its moderation	• Rules have to be transparent and need to be formulated and agreed-upon by the participants • Process development: increasing obligations -open results, realistic objectives	• Responsibility for process development with moderation/animation • Moderation is required

What are the tools? (Overview of existing tools)

Participatory methods play an important role, since they are used to gain access to local knowledge, provide the tools which allow efficient communication with local stakeholders and to document the results.

Tool	Objective
Participatory situation analysis with key informant doing interviews	To understand the position and the potential of the stakeholder (what are their problems and their opportunities), who the actors are in the local decision-making process, who the other stakeholders are and what is the role of women in the local economy.
Community meetings and workshops / SWOT analysis Venn Diagram, Problem tree analysis, Scenario writing.	To come to a common understanding and agreement on the situation in general, the activities, interests, contributions and opportunities for new networks, the views of different groups, the perceived needs etc.
Open questionnaires, interviews with stakeholders / Stakeholders' analysis	To identify their needs, their strategies and interrelationships, the main issues, constraints and potential areas of conflict.
Social mapping and diagramming	To show and represent important aspects, like labour distribution, mobility, etc, to visualize changes, trends and polarity for local development etc.
Creation of working groups with local facilitators	To enable the local population to carry out the land use options, to participate effectively in the planning process and to facilitate the decision-making process in the community.

Mapping techniques allow the creation of a reliable representation of the land use situation, to localize and quantify land use changes and to provide a reference document. They help to point out territorial dynamics, trends and changes.

Tool	Objective
Village survey, sketch mapping, topographic model	To discuss community boundaries, the land use situation, relative extent and position of land use areas, planned land use changes and other interventions with local users and stakeholders.
Transect walks and diagram	To view and discuss ideas on land use, create a common understanding between local land users, planners and other stakeholders.
Land use maps, Ecological-Economic. Zoning (EEZ)	To identify the location, quantity and distribution of land resources, to facilitate discussion and document decisions on land use, to provide a reliable basis for planning implementation to serve as reference for future activities.
Topographic maps, GPS measurements, GIS	To create a base map and reference system which indicate the precise location of planning units and its boundaries and to determine the area of land units.

Who are the stakeholders?

How to identify and analyse the stakeholders?

A stakeholder is any individual, social group or institution that possesses a stake (or interest) in the land use planning for agricultural development in our project. Stakeholders can be thought of as those parties who are affected directly or indirectly by management decisions, in a positive or negative way. It includes those who can influence such decisions, as well as those who would like to influence decisions.

Key informants individual interviews or Workshops or focus group discussions are three out of a range of techniques that can be used for this purpose. In all, the aim is for design and management teams to have identified all key stakeholders and to be aware of their potential impact on the activity and vice versa.

How to do a stakeholder analysis

Stakeholder analysis concerns the inventory and analysis of:

- current stakeholders and those potentially affected by future decisions;
- their characteristics, such as interest, power, control over resources, knowledge and information, how they are organized or represented, and limitations for participation;
- their relationships with others, such as coalition, dependencies, conflicts and strategies;
- their influence and motivation towards decision making, including expectations, likely gains and willingness to participate and invest resources.

A stakeholder analysis can be used to predict the support that can be expected and the resistance that may be met in a participatory development process. It can be used to identify weak parties who may need special assistance and support in order to participate effectively. It can be used to avoid the pitfall of bypassing powerful stakeholders who can derail the process if they so desire, and other stakeholders who depend on and affect the resource in substantial ways.

Stakeholder analysis is a tool for planning and guiding participation in local development management. It is done for particular settings, situations and activities because these determine whom the stakeholders are in each case. Stakeholders' perspectives and interests change over time.

Individual interviews, with representative stakeholder groups, explore main issues, perceptions, constraints and potential areas of conflict.

List the identified stakeholders in the first column and fill in the rest of the table according the information collected through interviews and other data sources.

Type:	Characteristics	Interests	Implications on Project Program
Groups, institutions, individuals who are concerned and located in the area or who may affect the: project/program	Their resources (financial, social, material…), their perceptions, their status, their structure, their network: relationships	Goals, Needs, Wishes: Openly expressed or hidden, Motives: Hope, expectations, fears Attitude towards others: Friendly, hostile, neutral	Positive and negative
Primary Stakeholder :Direct and active			
Secondary Stakeholder :			

Or use other methodology to your convenience

The use of workshops to undertake participatory Stakeholder Analysis is one method. It is not the only means of undertaking an analysis, but it is a common one. It assumes that stakeholders can be brought together and fairly represented in one space at one time, which may not always be possible.

Stage 1: Form working groups

Stage 2: Inform participants about Stakeholder Analysis

Stage 3: Completing a Stakeholder Table

Participants should be asked to compile an initial Stakeholder Table for their own activity in small groups. An hour is usually adequate for this purpose. Only the main stakeholders should be listed at this stage, with no attempt to determine whether the stakeholders listed are key, primary or secondary.

Here, a useful method for each group is to:
- draw an outline table on a flipchart;
- identify stakeholders in a brainstorming session using Post-Its to write them down (one stakeholder per Post-It);
- place the stakeholders in the first column of the table;
- select (up to) ten main stakeholders. For each one, complete the other columns (again using Post-Its);
- check that no important stakeholders have been missed out. If they have, add them in and complete the other columns for them also.

At the end of this phase, each group should present its findings to the others, followed by a discussion to identify common ground and differences of opinion. It may be possible to agree on a single table. If not, the facilitator should suggest that each group nominate one person to produce a single stakeholder table.

Stage 4: Influence and importance

"Influence" is the power a stakeholder has to facilitate or impede the achievement of an activity's objectives. "Importance" is the priority given to satisfying the needs and interests of each stakeholder.

In an urban livelihoods programme, local politicians may have a great "influence" over a programme by facilitating or impeding the allocation of necessary resources, while the urban poor (at least to start with) may have very little power to influence the outcome of the activity. At the same time, local politicians may have very little "importance" as far as the activity is concerned, since it is not designed to meet their needs, while the urban poor are central and very important to it.

A specimen Table of Importance and Influence is shown as Box 2. From the initial stakeholder table agreed by the participants, and using the headings shown in Box 2, list the main stakeholders in the first column. Ask the whole group to agree on influence and importance scores for each stakeholder, allowing sufficient time for discussion. To score each stakeholder, use a five-point scale where 1= very little importance or influence, to 5 = very great importance or influence.

Box 2: Table of Importance and Influence

Stakeholders	Importance	Influence
Small farmers	5	2
Food traders	1	3
Labourers	5	1
Moneylenders	1	4
Government officials	2	5
NGO	4	3

Once each stakeholder has been scored, the facilitator should introduce the Importance/ Influence Matrix, and the scores transferred from the Table of influence and importance. The Matrix gives the relative locations of the various stakeholders.

Importance/Influence Matrix.

	WEAK INFLUENCE	STRONG INFLUENCE
STRONG INTEREST	Stakeholders in this segment may prove helpful if they become supporters of the project	Stakeholders must be accommodated
WEAK INTEREST	Stakeholders will have little impact on the project	Stakeholders may become dangerous or very supportive of the project if they become interested

It is important to pay particular attention to their inter-relationships

- Whom do they know?
- What are their relationships (direct or indirect, of collaboration, of conflict, of neutrality?)
- What is their system for acting? Collectively, individually or within the family?
- What knowledge network do they use?
- What are the interactions between local and external actors and, in particular, with the institutions present on the territory and for collective actions being undertaken?

Below, you will find an example of a survey of inter-relations.

Two distinct aspects can be identified: the typology and characteristics of the relationships. The typology refers to the space of the social structures in the rural areas and the characteristics to the actors' power. In this context power can mean either political power or the power to express the productive and reproductive capacities of the rural families.

Types of relations:
- Political.
- Economic.
- Cultural (including gender).
- Legal.

Characteristics (qualifications) of relations:
- Antagonistic (an actor proposes their substitution).
- Conflicting (they have opposite interests vis-à-vis the objectives).
- Collaborative.
- Synergistic and complementary.
- Allied.
- Dominant/submissive/subordinate.
- Autonomous/dependent.
- Overlapping.
- Other.

Create a matrix of the relations between the actors: one for each theme. One of the following themes should be chosen: land occupation, production line, political power, production network. Other themes can also be chosen. A definition of the characteristic should be placed in each cell.

Theme chosen			
	Actor 1	**Actor 2**	**Actor n**
Actor 1		political:	political:
		economic:	economic:
		cultural (gender):	cultural (gender):
		legal:	legal:
Actor 2	political:		political:
	economic:		economic:
	cultural (gender):		cultural (gender):
	legal:		legal:
Actor n	political:	political:	
	economic:	economic:	
	cultural (gender):	cultural (gender):	
	legal:	legal:	

Prepare Venn charts (see annexes for more details on tools) for the actors being surveyed in order to specify the external and internal organisations/groups/important persons active in the community.
- the importance given by the actors to the government and non-governmental institutions with whom they deal with;
- how important the impact of these institutions is considered by the actors on their socio-productive conditions;
- the level of proximity, affinity and identification with these institutions.

Final synthesis of the relationships of the actors, by highlighting:
- critical points;
- emerging trends and changes in line with the foreseen evolution at the macro, meso and micro levels of each of the four themes mentioned above and their potentials.

Power analysis

Relationships of strength and power:
- What are the power relationships at stake?
- What are their means of influence? (access to media distribution, information sources, knowledge, levels of economic integration, social networks, etc.).

A matrix is a simple but useful instrument for analyzing power relationships.

Actors	Type of power source	Level of power	Interests

Compare positions and interests:

Actors	At stake and importance	Position	Interests

- To get a coherent picture of stakeholders' interests and power influence (it can always be both negative and positive) => underline potential conflict or tension.
- What does power influence mean?
- Highlight the stakeholders' potential margin of flexibility => bargaining power. How people can collaborate and on what: looking for common interests.

What to say to stakeholders to create awareness?

What does it mean to participate in a land use planning project?

Participatory means one is voiced in the land use planning process.
Participatory land use planning aims at achieving improved land resource management by local users, based on dialogue between all parties involved.
The land use planning project is both done by and for the actual land users.
The main objective of participatory land use planning can be defined as creating a framework for land use that is socially acceptable, environmentally sound, politically desired and economically viable.
A recognized public body should lead the participatory process locally: for example, the municipal administration.

Why wide participation is important?
- Because there are more satisfaction and benefits derived from consensual land use planning.

The exercise of land-use planning tries to **identify land-use options that are acceptable to all stakeholders** and to satisfy the needs of all parties involved. Local land users must agree with the results of the planning process, as **they will have to live with it.**

- For land users: Interests are declared and possibly considered in the decision-making process.
- For local administrations: increase of credibility, easier implementation of decisions, reduced conflict on land use.

How can stakeholders participate?

People will not participate in a participatory process unless they see some gain in doing so. Being able to participate in this land use planning process implies following some basic principles.

These are some basic principles of participation:
- Commitment on a voluntary basis.
- Agreement on the freedom of speech principle.
- Respect for others' opinions.
- Participation as genuine partners.
- Transparency of the process: continuous access to information.
- Sharing and creating information: stakeholder is fully informed on issues at stake.
- Willingness for seeking a consensus during negotiation on options for future land use.

People participate in joint analysis which leads to action plan proposals and the formation of a new local institution or the strengthening of existing ones.

The objectives considered in land use planning are those of the stakeholders, so it therefore follows that the stakeholders should formulate them. Clear specification of differing objectives provides the basis for defining and evaluating improved types of land use aimed at satisfying all of them as far as possible.

What are the outcomes of a participatory land use planning process?

An open dialogue on land issues to promote local democracy on land resources management

SOCIAL TERRITORIAL PACT

Improved land-use options for local development based on a consensus

LAND DEVELOPMENT PORTFOLIO

Seek for a consensus

Working Group proposal

Each Working Group should formulate the project proposal(s) in a standard model. Below is a suggestion of a project proposal presentation. Add to the description document a design, a map and other visual materials for the project proposal. Documents should not exceed 8-10 pages.

1. Cover page

The cover page includes the area concerned (photo), project title, Working Group's name, etc. Make it brief, simple and pleasant.

2. Executive Summary
- Provide a short summary of the goal, purposes, and principal expected results of the project, and link the project to the land development portfolio goal of promoting agricultural development in the municipality.
- List the partners and organizations involved.
- State the estimated duration of the project.
- State the total funding requested from public or private investments, together with the financial contributions expected from partner organizations and other sources.

3. Background
- Provide relevant social, political, economic and/or other information to describe the local context and the development challenges being addressed, i.e. what are the

- problems or issues to be addressed, and why are they important in the proposed municipality?
- If it is the case, describe how other government and/or donor programs may support the proposed project.

4. Justification
- Describe the link between the proposed project and the development challenges defined above. How does the project respond to local developmental needs and priorities?
- Describe how the project is in line with the social territorial pact, how aware the local population is as to their rights and responsibilities as citizens, their empowerment as citizens (includes power-sharing, participation and influence in decisions) and their satisfaction with local organizations that could assist in improving their lives.

5. Project Description
Describe each element in narrative form in a project proposal framework. It provides an overview of the project, summarizing and integrating many of the key issues, including the project goal, purposes, resources, results at three levels and risks.
- **Benefits to the entire municipality**. What positive effects will the project have in the municipality: political, scientific, institutional, commercial, or other?
- **Technology Use:** Define the "technology" (model or approach) that the project will use or need. Assess the relevance of this technology to the local developmental context.

6. Environmental sustainability
Using the services of a technical expert if necessary, describe:
The environmental effects of the project, including the environmental effects of malfunctions or accidents that may occur in connection with the project and any cumulative environmental effects that are likely to result from the project in combination with other projects or activities that have been or will be carried out:
- The significance of the effects.
- Comments received from the public, if any.
- Measures that are technically and economically feasible and that would mitigate any significant adverse environmental effects.
- Any other relevant matter such as the need for and alternatives to the project.

Describe how the project will respect the local environment and promote sustainable development.

7. Management Strategy and Structure
- Outline how the project will be managed, including planning (i.e. the preparation of annual work plans), collecting baseline data, monitoring, and reporting functions.
- Indicate how the partner organizations and other participants will work together and foster equitable participation in the management of the project.

8. Communications Strategy
Describe your strategy in promoting the project to key stakeholders and to a wider audience in the municipality. The strategy should include:
- Goals and objectives.
- Audiences and key messages.
- Media of communication (print, website, events, radio or television broadcasts, etc…).
- Schedule of events/broadcasts/distribution.

- Initiatives for both municipal and external audiences.

9. Partners

Briefly describe the origins of the proposal: how the partner organizations came together and how the proposal was developed.

Public Partners

- Provide a brief profile of the public partners (including addresses, names of the key contact person) and their potential roles.
- Explain why the leading public partner is the most appropriate to implement the proposed project, based on his technical and managerial experience and capacity.
- Explain how the proposed project fits with the mandates, priorities, and existing programs of the leading public partner.
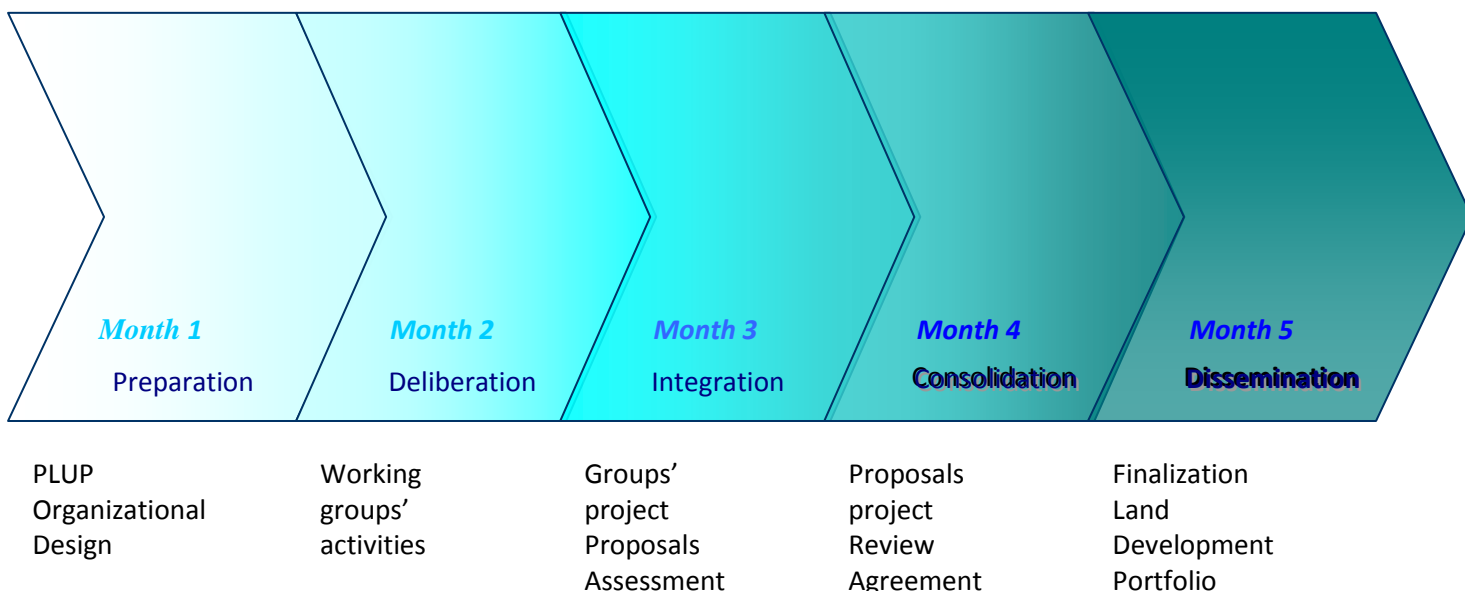
Private Partners

- Provide a brief profile of the private partners (including addresses and names of the key contact person) and their potential roles.
- Explain why the leading private partner is the most appropriate to implement the proposed project, based on his technical and managerial experience and capacity.
- Explain how the proposed project fits with the mandates, priorities, and existing activities of the leading private partner.

10. Future funding needs

If the project will be implemented or will require maintenance beyond the funding requested, explain how the project proposal plans to cover future financial needs. If partial funds are requested from a funding source, explain how and where the project proposal can obtain the remaining funds.

Seeking for a consensus on a project proposal

General work plan process of a PLUP project

Month 1	Month 2	Month 3	Month 4	Month 5
Preparation	Deliberation	Integration	Consolidation	Dissemination
PLUP Organizational Design	Working groups' activities	Groups' project Proposals Assessment	Proposals project Review Agreement	Finalization Land Development Portfolio

All the Working Groups' proposal projects will be presented in a general assessment workshop. They will be distributed prior to the workshop to all participants, who will be asked to respond to these project proposals and to react with an alternative option in case of

disagreement. They should be willing to make compromises and procedures for discussion should be established (role of moderator, facilitator, and technical support) in order to ensure the proper functioning of the negotiation process. The essence of negotiation among stakeholders is that all the people affected are fairly represented in the discussions. The discussion starts on common ground and tends towards a win-win solution where direct mutual benefits are immediately visible.
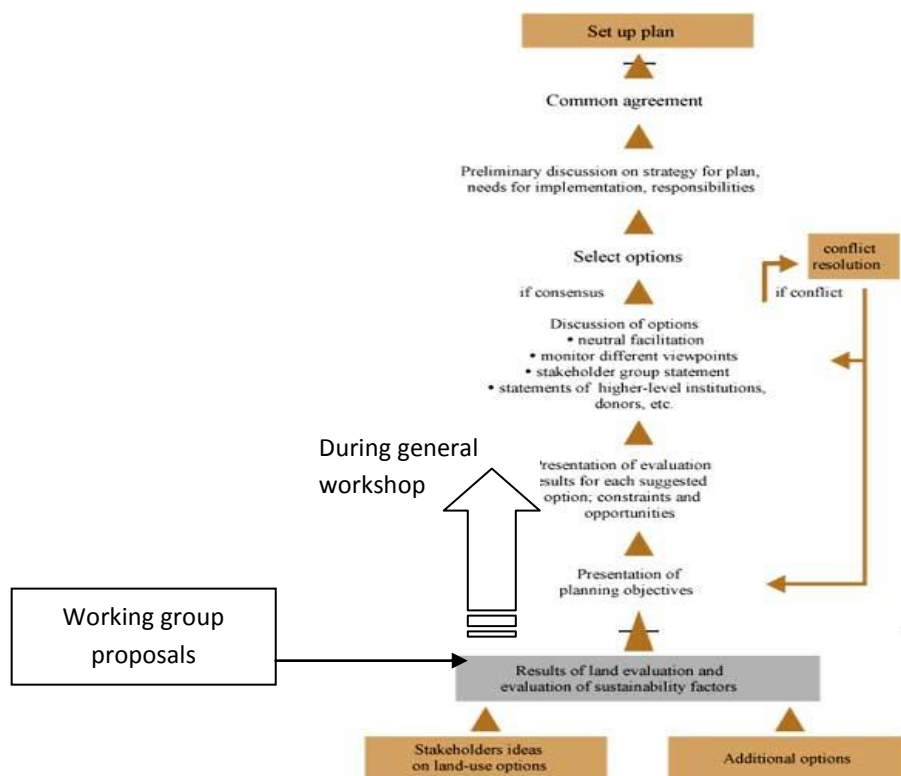

Fig. 1. FAO, 1999. *The Future of Our Land. Facing the Challenge Guidelines for Integrated Planning for Sustainable Management of Land Resources,* Rome. (Available at http://www.fao.org/DOCREP/004/X3810E/x3810e07.htm#ii .

Land Conflict Management

A land conflict is a natural phenomenon and refers to the legitimate but opposing interests, activities and impacts on the environment resulting from different goals and objectives of the many groups and individuals involved or affected by the use and exploitation of land.

There will be competitive situations, when expansion of cultivated land encroaches on land traditionally used for grazing, when people are denied access to forest products necessary for their livelihood, when there is competition for water livestock or irrigation and when long term interests compete also with short term profits etc.

Sustainability of Working Groups

The overall project is also about targeting capacity building. To overcome difficulties when the project will be ending, the sustainability of the participatory land-use planning process could be strengthened with the involvement and training of the supportive local leaders, the municipal agents and others that should work continuously on upgrading the

consensus-building process leading towards the social territorial pact. Building partnership could be valuable in terms of sustainability of the process.

Partnerships require common goals, a good fit in the comparative advantages of the groups involved, a commitment to mutual learning, a high degree of trust, respect for local knowledge and initiative, shared decision-making and commitment to capacity building. Partnerships also require a good deal of time to develop.

Prepare the future and decide what kind of sustainability such a process can have. Imagine possible collaborative alliances, partnerships among stakeholders in cooperation with municipal authorities.

Inter-sectoral partnerships combining one or more sectors
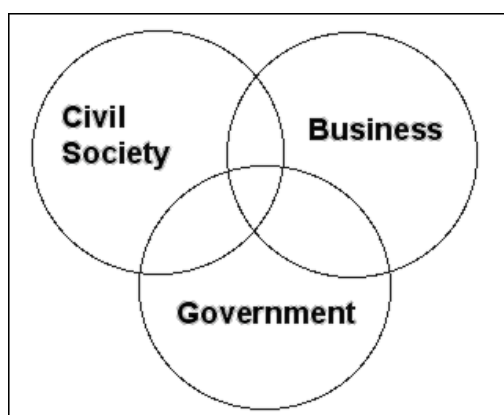
The outcome: Social Territorial Pact

What is it?
The social territorial pact is the result of a participatory process leading to a negotiated agreement on land use among different stakeholders in a territory. It includes the diversity of stakeholders' interests that manifest themselves and that might not otherwise be voiced and integrated in the decision-making processes on land use planning. The social territorial pact renews social ties that lead to a collective territorial development project. It corresponds to the aggregate of local demands made through local negotiation processes.

How it operates?
It implies the participation of a diverse array of actors, from both public and private sectors, groups and individuals, from agricultural and non-agricultural activities, such as farmers, farmers' associations, cooperatives, small business associations, financial institutions, NGOs, municipal authorities, industry and mining, tourism and leisure, environmental associations etc. In this sense, there is a need for stimulating the expression of local demands.

Usually, the social territorial pact process should be led locally. In this land use planning project, reaching a social territorial pact involved a lengthy process of collecting, compiling, analysing and disseminating available data (technical and socio-economic information on the territory) to the municipality and to land users; this implied recognizing stakeholders and holding sensitization seminars pertaining to the commitment required of them to participate in

this project. Local television and radio stations are a useful way to inform larger audiences on the seminar's events.

These technical data involve land resources or soil quality, parcel size, present land use, land registers (etc) and the socio-economic data which include demographics, migration, employment statistics, education levels, public and private investments, farming systems analysis, (etc). This information was obtained through the cooperation of technical institutes with the FAO's own team of field specialists, collaborating with the municipal agents.

In this participatory process, stakeholders formulate their own perceptions about the territory's assets, opportunities and future but also try to determine the needs and major constraints encountered in their uses of the territory. One of the challenges in this context is to overcome the mistrust that exists between local people and institutions that might block the commitment needed in the participatory process. First of all, it is crucial to outline common ground that allows the installation of a dialogue focused on a win-win solution. The creation of working groups will support the joint analysis of stakeholders' visions of territorial interests.
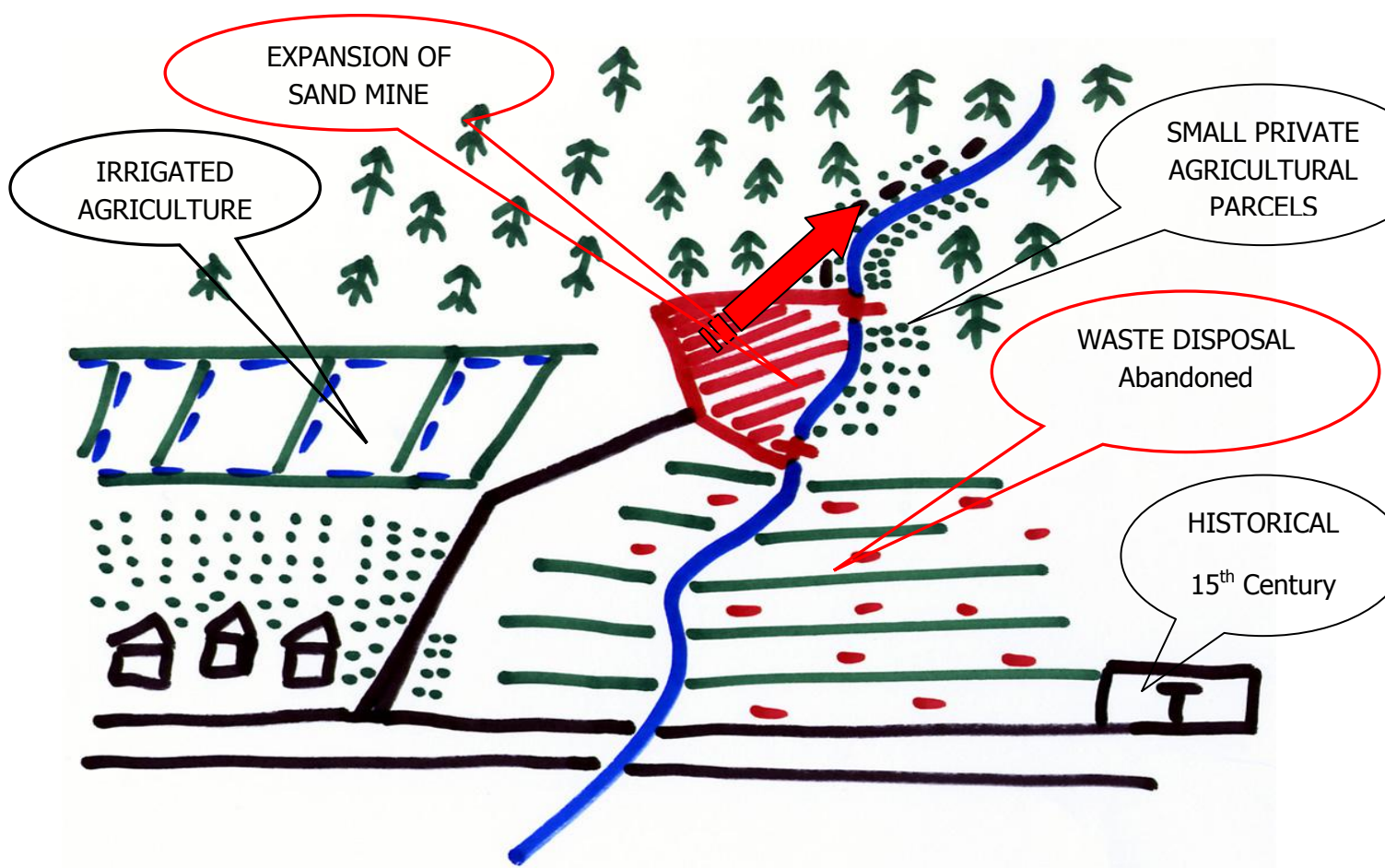

FIG.2:   An example of land use in Stolac municipality (Bosnia-Herzegovina).

As shown in fig.2, different uses and land users co-exist in the municipality of Stolac. These activities are not always compatible. In this context, the expansion of a sand mine exploitation competes with the adjacent uses of small farmers on their private parcels. It also causes deforestation of the hill, jeopardizes the water supply for irrigated agriculture and the natural river flow as it spurts waste materials. The excavation extends in the surrounding area and the river water quality is not only affected by this mining industry's effluents but also on spontaneous waste disposal (old cars, iron scraps…). This waste dump is situated on abandoned agricultural state land and represents therefore a strong soil-polluting agent through rainwater and river flows.

This local eco-system is also a matter of water supply for the local population and the adjoining municipality of Čapljina.

This situation reaches a critical point where the intensification of current uses, in the absence of environmental law, will induce a negative impact to all of the present interdependent uses.
In such a land use planning project, the recognised stakeholders in this area may be set up as in the summary map (fig.3). It is important to determine the present stakeholders but also all who have an interest in this zone. An environmental association is represented and there is also a representative for the refugees but it is not an exhaustive list (it could also have been possible to imagine the participation of the adjoining municipality of Čapljina etc.)
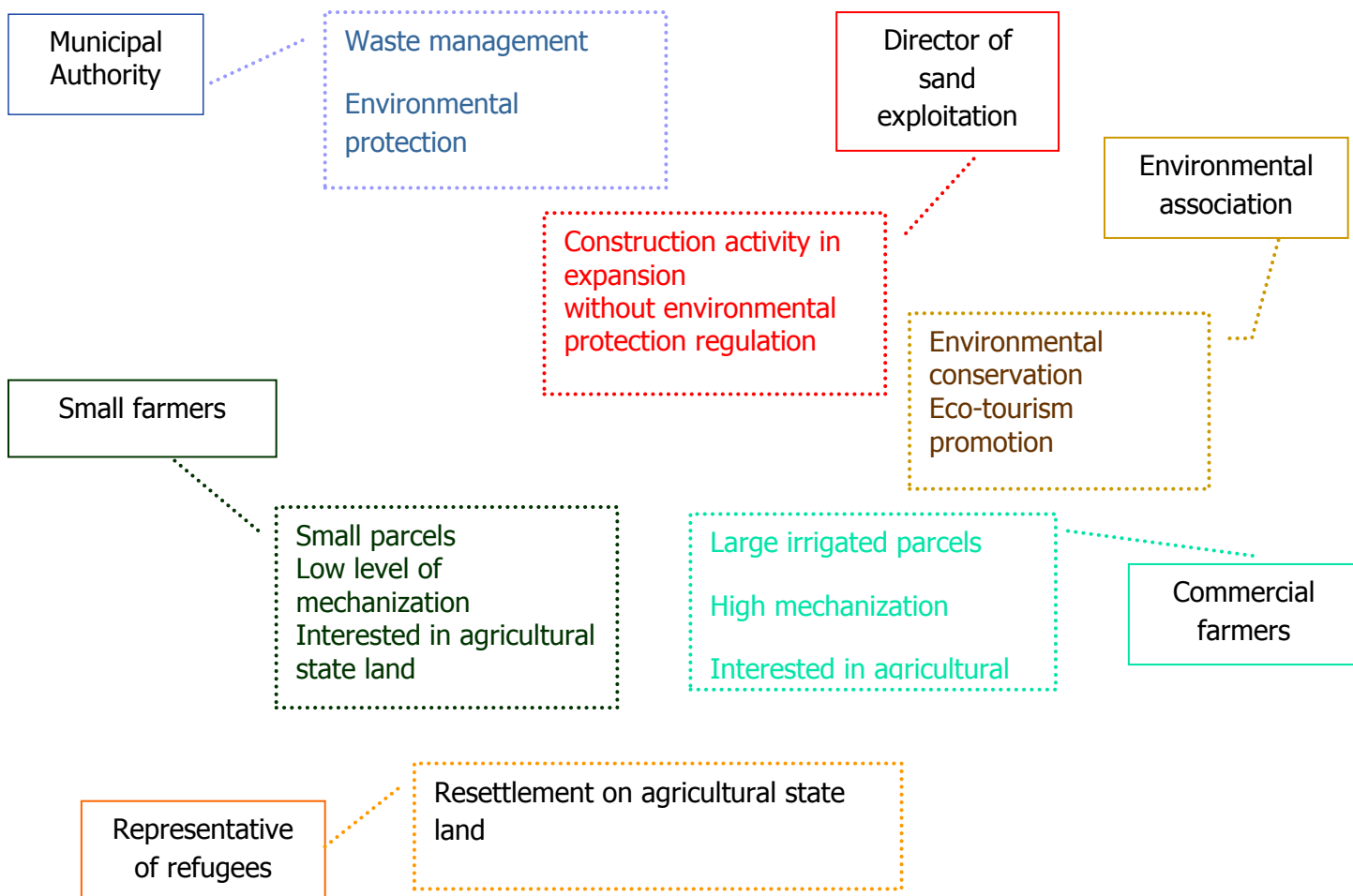

FIG.3: Example of a stakeholder map in Stolac Municipality.

Having a complete analysis of the stakeholders, their interests and their influence is crucial when seeking a consensus.

It also allows the identification of possible common ground that will encourage the participation of public and private stakeholders that would accept to open a dialogue on territorial issues leading to a negotiated agreement. In this case, information on land use has been the vehicle to start the discussion among the stakeholders.

The facilitator (FAO Regional coordinator) plays a key role in sensitizing stakeholders, enhancing motivation of the participatory process as well as looking for alliances or partnerships with local associations, or NGOs, to support the participation of the weakest or marginalized stakeholders. In this sense, it is supposed to satisfy the demands of each stakeholder.

Some constraints limit the level of satisfaction. Stakeholders might not be in a position to discuss certain dimensions of their interests. In our case, the municipality might not want to open a dialogue on land register and land tenure issues, even if it might play a key role for ensuring private investment guarantees. Another constriction might currently be due to the limited public financial resources and the lack of legal frameworks to deal with environmental issues on the agricultural state land: it has already been decided to freeze its use as a waste disposal area. Thus, the clean parcels that are left will be the only piece of land that could possibly be allocated for rent only.

Municipality	WASTE DISPOSAL MANAGEMENT RESTRICTED AREA
Small farmers	ACCESS TO PRE-IDENTIFIED AGRICULTURAL STATE LAND
Commercial farmers	IMPROVED IRRIGATION - DRAINAGE CHANNEL AND WATER SUPPLY GUARANTEED
Director of	
sand mine	RELOCATION OF SAND EXPLOITATION
Environmental Association	CONSERVATION AREA IDENTIFIED AND PROMOTION OF ECO-TOURISM
Representative of Refugees	NEW RESETTLEMENT AREA DEFINED

FIG.4: A model of a possible social pact in Stolac.

Once there is a consensus on how to use the land, it will be easier to formulate concrete proposals for action and projects for local development. It also implies negotiating compatible proposals. In this case, it is supposed that all the stakeholders are able to negotiate. They are informed and are aware of their rights. They agreed on the rules of the game and on respective duties and know their margins of bargaining power. But there is no end-result guarantee. The responsibilities of the outcome are in the hands of the stakeholders who are seeking a consensus.

Special attention has to be paid to include in the discussion meso or macro administrative levels and to disseminate the information of the work progress in order to get the support required facilitating the implementation of the final proposal. For example, the enactment of the social territorial pact at higher administration levels could be an obstacle for the implementation of the proposed activities.

What Social Territorial Pact is NOT

- A new or an additional instrument of planning and resources allocation.
- A sum of non-integrated requests that would satisfy only one interest.
- An additional bureaucratic procedure.
- A long-term perspective because it is re-negotiable.

New territorial conditions

New Social Territorial Pact on new land-use options

Negotiation process
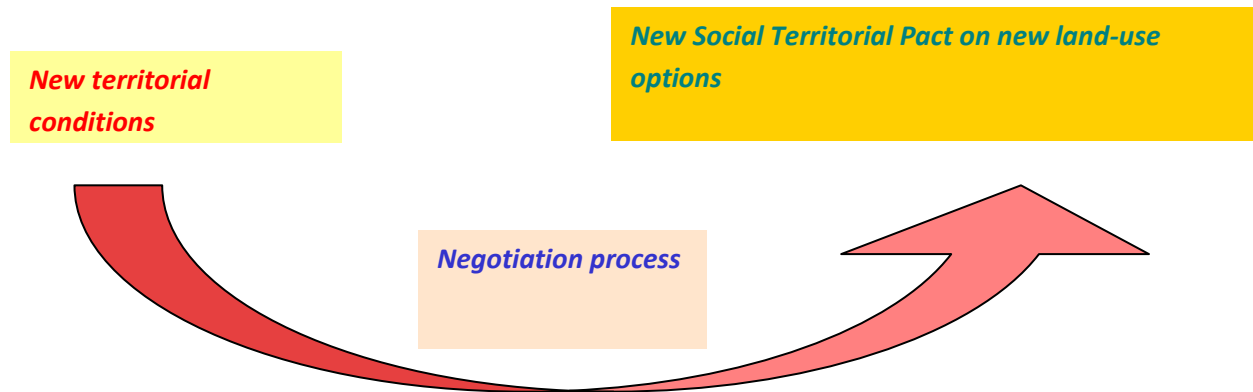
CASE STUDIES

After the initial presentations on these methodological aspects, some case studies, from the region as well as from abroad, were presented (see Annexes 4 and 5). Each one of them has been followed by Q&A session, in order to better clarify commonalities and differences between countries. Based on that, as well as on other reviews done by FAO in the region[3], the global picture that emerged can be summarized as follows.

The impacts of land degradation, from inappropriate agricultural and forestry practices, poorly sited development, and industrial activities, have long been recognized as a major challenge to development by many Caribbean countries. In all the participating countries responsibility for agriculture, the control of land use, and the management of natural resources, including water, is assigned to different agencies within the system of public administration. This sectoral approach inhibits integrated planning. New and more inclusive approaches for a sustainable management of natural resources are needed as well as strengthened institutions able to deal with the complexity of the issues at stake. These holistic and negotiated approaches would have to support a wide range of national development objectives, like:

- enhanced performance of key major economic sectors, starting with agriculture, together with the creation of new economic and employment opportunities;
- poverty reduction, especially through diversified rural livelihoods strategies;
- achievement of environmental and biodiversity policies;
- disaster risk management;
- climate change adaptation.

In order to achieve these diverse benefits, these approaches need to be implemented across an equally wide range of human decisions and activities, from agricultural and grazing practices to land use zoning, housing, urban planning and renewal, watershed management, biodiversity conservation and management, commercial and residential construction, forestry, road construction, and industrial and domestic waste management. All of these are, to one degree or another, policy and legal issues.

The existing legal frameworks does guarantee the right to property, subject to certain limitations, and no property may be compulsorily acquired except for a public purpose on payment of compensation. According to some experts, the Land Acquisition Acts in force in some of these countries are not fully consistent with the Constitutions. Many farmers are land tenants not landowners and insecurity of tenure is recognized as the main factor limiting the ability of land tenants to invest in improvements to their farms. Since the 1930s this problem has been addressed by laws giving land tenants security of tenure provided they practice "good husbandry", coupled with laws for the creation of land settlement schemes on Crown/State lands. In most countries this old legislation is in disuse.

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[3] FAO. 2012. TCP/RLA/0067 *Assistance in the Development of Land Use Planning and Agricultural Production Zoning in the OECS.* Technical report on Land Law and Agricultural Production in the Eastern Caribbean : A Regional Overview of Issues and Options prepared by Christine Toppin-Allahar. Rome.

"Family land" which is co-owned in undivided shares by the heirs and successors of the original purchasers, is very common in the Caribbean, particularly in the civil law jurisdiction of St Lucia where 45% of all land holdings fall into this category. This affects agricultural development as all the beneficial co-owners of the land enjoy the right to live upon and cultivate the land and no individual can borrow against it. Although an application for partition may be made to subdivide the land, this is sometime impossible and only St Lucia has introduced legislation to facilitate dealings with undivided family land.

Dominica is the only island with a community of indigenous people, the Caribs, and the Carib Council holds all the land within the Carib Reserve as communal land and administers it in accordance with the provisions of a special Act. The fact that the land is communally owned affects access of the occupants to credit and investment in agriculture. The situation in Barbuda is also unique as all the land is vested in the Crown on behalf of the people of Barbuda in perpetuity and all the inhabitants of the island are deemed to be land tenants, but traditionally land in Barbuda has been treated as communal land, which has frustrated agricultural development. Legally, the use of the land by residents is controlled by the Barbuda Council, however, an issue arises between the central and local Government as to the allocation of land to foreign investors.

Two systems for proving and transferring title to land exist: the Common law deeds system, which is in force in Grenada and St Vincent-Grenadines, and the Torrens system of registered title, which is used in Antigua-Barbuda and St Lucia. Both systems co-exist in Dominica and St Kitts-Nevis, but in these countries the old systems of land registration are not cadastral-based. The countries that have adopted compulsory land registration systems have the best land records. However, as a result of institutional constraints, it is doubtful that the land registration process is operating much more efficiently than the deeds registration process.

Taxation has not been used as an instrument for guiding land use. Only Antigua-Barbuda, St Lucia and St Vincent-Grenadines have direct taxes on land. With the possible exception of St Vincent-Grenadines where there is an exemption for small farms, land tax is being used primarily for the purposes of revenue collection and not as a policy instrument. In the other countries, taxes and other imposts are payable on the transfer of land. In some cases, for example in Dominica where caveats are used to secure loans in order to avoid the fees payable on the registration of mortgages, the system of charges on land transactions has some perverse results.

In addition to land acquired compulsorily or by agreement, the Crown/State holds all land for which no land grants have ever been issued. The amount of land owned by the Crown/State varies greatly between countries, but in every country there is legislation governing its administration. However, there are several problems that affect the ability of the agencies responsible for Crown/State lands administration to discharge their mandate. Chief amongst these are inadequate land information, limited institutional capacity and a policy environment in which Crown/State land is a tool for political patronage. Additionally, there are in some cases deficiencies in the legislation under which they operate that aggravate those problems.

All countries have land use planning and/or development control legislation. With the exception of the St Vincent-Grenadines legislation enacted in 1992, until recently much of this legislation was obsolete. Hence land use laws have not been effective in curtailing the conversion of arable land to non-agricultural uses. One of the reasons for this in some countries is that the provision with respect to agricultural land has been persistently misinterpreted.

However, several countries have recently enacted new land use legislation. These enactments are intended to provide a better and more participatory system of land use planning and a more equitable and transparent system of development control, including provisions for environmental impact assessment.

With the exception of St Lucia and St Vincent-Grenadines, none of the islands have legislation dealing specifically with soil conservation, although there are a few provisions with respect to soil conservation in the forest and land tenancy laws. Moreover, it appears that only Antigua-Barbuda and Grenada have laws for the control of agricultural fires. Loose livestock, who do appreciable environmental damage, are a major problem, particularly the Leeward Islands, because there are large numbers of landless livestock farmers. In most countries, the law takes a punitive approach to this problem by providing for the impoundment of loose livestock, but in St Lucia the law also provides for the declaration of publicly-owned lands as pasturage on which animals may be grazed by license.

WORKING GROUPS

This was then followed by an intense working group session structured around the following guiding questions:

Q1. Asymmetries of power: how to engage dialogue with (and control of) the most powerful actors.
Q2. Who cuts the cake: setting priorities between Government, market forces, local communities and between sectors?
Q3. Coping with time and resource constraints.
Q4. Moving forward in the case where new plans have to be prepared in the future.
Q5. Define the skills needed for facilitating these negotiated processes and the role of academia.
Q6. The role of FAO in providing technical assistance in the future.

The main findings of the group discussions were as follows:

Q1. Asymmetries of power: how to engage dialogue with (and control of) the most powerful actors

1. In order to engage the powerful actors, one must first identify who they are and why they are powerful. The power of the actors also varies with the circumstances, their history, culture and situation.
2. Powerful actors include:
a. private sector persons such as hoteliers, persons who own or control land,
b. Government, donors or persons with political power
c. squatters: they own power because of the number of squatters and they can exert influence over Government – especially around election time.
3. Different approaches are required to engage them in dialogue, depending on the stakeholders
a. For Government and private sector (e.g. hotels) interagency meetings may be more appropriate
b. For community groups, meetings with community leaders /heads or groups may be more appropriate, then follow up with meetings involving a wider group of stakeholders.
c. In all cases, background information of the area and the persons to be engaged should be obtained prior to the engagement should be provided. This includes information on existing legislation, codes of conduct, the geopolitical, socioeconomic and environmental attributes of the area; as well as the track record of the actors.
d. When sharing or presenting information, the format of presentation should be appropriate for the target audience.
e. Good negotiators should be used, they should be persons who are credible and have the people's interests at heart.
f. The areas of conflict should be identified, with the aim of finding areas of common interests which could be used as the starting point for dialogue.
g. At all times, all stakeholders should be kept informed.

Q2. Who cuts the cake: setting priorities between Government, market forces, local communities and between sectors?

1. In most cases, Government has this responsibility. However, supporters (including donors) are also among the most powerful actors and may often influence the process even though they are seldom visible during the process.

2. The 'cake cutter' is also influenced by the aggression and negotiation skills of particular interest groups.

3. The size of the cake depends on:

a. Consultation and dialogue.

b. Overarching national interests/priorities (e.g. tourism vs agriculture).

c. Available resources, the country's economic situation, environmental condition and social context.

d. Established land use policy/plans/zoning; existing laws, plans, programmes.

e. Sector needs.

f. Community needs, including the level of power of the actors

4. Sometimes, the government may override market forces in favor of communal benefits (Case of Jamaica was cited).

5. Market forces may be used to the advantage of the negotiators.

Q3. Coping with time and resource constraints

1. Prioritize activities.

2. Involve stakeholders from the very beginning and at all stages so that they are aware of the project demands.

3. Use social media to facilitate the consultative/participatory process.

4. For time constraints:

a. Include additional time in the project design for participation (may not know what the final project design may be so this may pose a difficulty).

b. Implement mechanisms to fast track and improve the ease of doing business.

c. Prepare "smart" action plans.

d. Establish effective monitoring and evaluation systems and make a concerted effort to implement corrective measures/recommendations.

5. For resource constraints:

a. Include miscellaneous costs in the budget.

b. Conduct effective stakeholder analysis and build capacity.

c. Include contingency plans to ensure sustainability (e.g. assignment of alternates on the project and information sharing with alternates).

Q4. Moving forward in the case where new plans have to be prepared in the future

1. The "top down" approach seems to be the norm in most countries, even if there is consultation, there is rarely negotiation. Nevertheless, to promote a more "bottom up" approach the following actions are recommended:

a.   modification of existing policies to incorporate negotiation;

b. develop and implement an aggressive public awareness campaign, to build awareness (especially in state agencies) about the importance of and need for negotiation;

c. build capacity in negotiation/facilitation. In this regard, the role of academia is important in teaching negotiation skills;

d. build negotiation capacity in civil society;

e. establish a team of partners/experts in negotiation in land matters;

f. find a political champion;

g. conduct an inventory of plans, programs, policies and conduct baseline studies to identify data gaps, and social, cultural and other challenges as well as lessons learnt and opportunities;

h. assess the legislation, financial and institutional capacities.

Q5. Define the skills needed for facilitating these negotiated processes and the role of academia.

1. Skills required:

a. Strong advocacy and negotiation skills.

b. Be credible and friendly.

c. Good communicator, both as a good listener and speaker.

d. Good mediator, able to resolve conflict, including listening, empathy, fairness, good people and time management, flexible, local knowledge as well as knowledge of indigenous communities.

e. Tolerance and respect for others.

f. Good public relations.

g. Social and psycho social skills.

h. Legal minded.

2. Academia needs to:

a. Become more integrally involved in projects to introduce a higher level of objectivity to the process.

b. Incorporate negotiation awareness and skills into the land related courses e.g. in land use planning, land resource management and land administration.

c. Recognize and raise awareness that other players can assist e.g. NGOs in the region who already do facilitation and negotiation work.

d. Challenge the status quo and provide alternatives

e. Provide technical information

f. Assist in monitoring and evaluation

g. Generate empirical data through research to enhance the knowledge base

Q6. The role of FAO in the future to provide technical assistance

1. Human resource capacity building (e.g. training workshops for key state land management agency staff in negotiation and facilitation).

2. Negotiation sensitization for agency heads/policy makers/other stakeholders involved in the process.

3. Resource mobilization to assist countries in improving the negotiation and facilitation skills of all stakeholders.

4. Sharing best practices of experiences of other regions.

5. Information sharing through study tours, workshops, internships .

6. Conducting baseline studies .

GENERAL FINDINGS AND RECOMMENDATIONS

1. Land management is a very broad and complex domain, which is linked to and impacts on practically all dimensions of economic and social development, cultural identity and expression, and environmental sustainability.

2. In most Caribbean countries, the "top down" approach to land use planning seems to be the norm.

3. Governments believe that consultation is equivalent to negotiation. So, even if there is consultation, there is rarely negotiation.

4. In view of the challenges currently being experienced with enforcement of land legislation and development controls as well as poor land management, it is recognized that a more participatory approach of land use planning is needed to (a) harmonize several planning instruments, (b) build capacity of stakeholders to adapt and respond to the new shift in paradigm (c) validate and incorporate local knowledge and perspectives into the planning process and (d) generate greater commitment to implementation among government agencies, the private sector, communities and civil society.

5. It was further recognized that there is no single instrument or methodology for participatory land use in the Region, but there are several innovative and valuable experiences in several Caribbean countries which should be documented, analysed and used in the formulation of guidelines and the identification of good practices which are appropriate to the needs and conditions of the Caribbean.

6. The training course went beyond the traditional participatory dimensions of planning and introduced participants to the principles of territorial negotiation and facilitation. It also provided participants with useful information and tools on subject areas such as communication skills, group management, behaviour management, stakeholder analysis, power analysis and conflict management inter alia.

7. Recognizing the asymmetries of power and in seeking to engage dialogue with the most powerful actors, it is important to first identify who they are and why they are powerful. The power of the actors also varies with the circumstances, their history, culture and situation.

8. Power actors may be government, private sector or community groups – such as squatters.

9. Different approaches are required to engage them in dialogue, depending on the stakeholders.

10. In all cases, background information on the groups should be obtained prior to the engagement and issues on which there is common agreement should be found as the basis for engagement.

11. In most cases, Government is responsible for setting the priorities and sharing the resources. However, financiers (including donors) are also among the most powerful

actors and may often influence the process even though they are seldom visible during the process.

12. The "cake cutter" may also be influenced by the aggression and negotiation skills of particular interest groups.

13. In coping with time and resource constraints, it is important to prioritize activities and involve stakeholders from the very beginning and at all stages so that they are aware of the project demands and the issues which affect implementation and decision making.

14. For time constraints, establish effective monitoring and evaluation systems and make a concerted effort to implement corrective measures/recommendations.

15. For resource constraints, include contingency plans and miscellaneous costs in the budget to ensure sustainability.

16. Where new plans have to be prepared in the future, recommendations include:
    a. Modification of existing policies to incorporate negotiation.
    b. Aggressive public awareness campaigns, to build awareness (especially in state agencies) about the importance of and need for negotiation.
    c. Build capacity in negotiation/facilitation. In this regard, the role of academia is important in teaching negotiation skills.
    d. Establish a team of partners/experts in negotiation in land matters.
    e. Find a political champion.
    f. Conduct an inventory of plans, programs, policies and conduct baseline studies to identify data gaps, and social, cultural and other challenges as well as lessons learnt and opportunities.
    g. Assess the legislation, financial and institutional capacities.

17. Skills required for facilitation processes include:
    a. Strong advocacy and negotiation skills.
    b. Be credible and of good character.
    c. Good communication – both as a good listener and speaker.
    d. Good mediation skills - to resolve conflict, including listening, empathy, fairness, good people and time management, flexible, local knowledge as well as knowledge of indigenous communities.
    e. Tolerance and respect for others.
    f. Good public relations.
    g. Social and psycho social skills.
    h. Legal minded.

18. Academia needs to:
    a. Become more integrally involved in projects to introduce a higher level of objectivity to the process.
    b. Incorporate negotiation awareness and skills into the land related courses e.g. in land use planning, land resource management and land administration.
    c. Recognize and raise awareness that other players can assist e.g. NGOs in the region who already do facilitation and negotiation work.
    d. Challenge the status quo and provide alternatives.
    e. Provide technical information.

     f.   Assist in monitoring and evaluation.

     g.   Generate empirical data through research to enhance the knowledge base.

19. The role of FAO in the future to provide technical assistance
     a.   Human resource capacity building (e.g. training workshops for key state land management agency staff in negotiation and facilitation).
     b.   Negotiation sensitization for agency heads/policy makers/other stakeholders involved in the process.
     c.   Resource mobilization to assist countries in improving the negotiation and facilitation skills of all stakeholders.
     d.   Sharing best practices of experiences of other regions.
     e.   Information sharing through study tours, workshops, internships.
     f.   Conducting baseline studies.

Annex 1: List of Participants

<table>
<tr><td colspan="6">PARTICIPATORY LAND USE PLANNING MEETING 17 - 18 JUNE, 2013</td></tr>
<tr><td colspan="6">GRAND COASTAL HOTEL</td></tr>
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Annex 2: Draft Annotated Agenda

MONDAY 17 JUNE 2013	
	Registration of the participants
Welcome of the participants	
	• Welcome address by Mr. Joslyn Mc Kenzie, *Permanent Secretary Ministry of Natural Resources and the Environment* • Welcome address by Ms. Lystra Fletcher Paul, *FAO Representative to Guyana*
	• Introduction of the participants • Adoption of the annotated agenda and the time-table
Coffee break	
Recent developments in land use approaches	
	• Methodological approaches to land use development/territorial development with specific reference to: Participation, Negotiation and Gender dimensions (including Facilitation skills) Mr. Paolo Groppo
	• Plenary discussion
Lunch break	
Case studies: FAO and Caribbean countries	
	• A concrete application of participatory Land Use Planning in the context of Bosnia-Herzegovina • Mr. Paolo Groppo
	• Brief Discussion
Coffee break	
	• Presentations of case studies by Caribbean countries: Antigua and Barbuda, Barbados and St Lucia
	• Brief Discussion
Preparation of working groups	
TUESDAY 18 JUNE 2013	
	• Brief summary of Day 1
	• Formation of break-out groups and elections of chairpersons and rapporteurs • Working groups
Coffee break	
	• Working groups (continued)
Lunch Break	
Plenary discussion	
	• Emergence of a set of (possible) convergent principles and methodological aspects to deal with PLUP in the Caribbean countries • Identification and recommendations on how to mainstream participation, negotiation and gender dimensions into the national Land Use Planning approaches
Coffee break	
	Elements for a follow-up strategy Final Evaluation
Closing of the workshop	

Annex 3: Opening Remarks by Ms Lystra-Fletcher, FAO

Mr George Jervis, Permanent Secretary in the Ministry of Agriculture
Mr Joslyn Mc Kenzie, Permanent Secretary in the Ministry of Natural Resources and the Environment;
My colleague, Paolo Groppo, FAO Rome
Participants, Ladies and Gentlemen,

On behalf of the Food and Agriculture Organization of the United Nations, I am pleased to welcome you to Guyana to this training workshop on Participatory Land Use Planning.

I also wish at the outset to thank the Ministries of Agriculture and Natural Resources and the Environment for agreeing to host this workshop and for your generous support and assistance. Ladies and gentlemen, sustainable land management (SLM) has been identified as a priority issue among land managers in the Caribbean. Poor land management contributes to soil degradation and reduced productivity, biodiversity loss and missed economic opportunities among many other issues, with direct negative impacts on poverty, inequity, safety and other development processes. Sustainable Land Management, on the other hand, contributes to food production and security, integrated planning and development, new economic opportunities, enhanced and diversified rural livelihoods, disaster risk reduction, climate change adaptation and biodiversity conservation.

Land use planning is an important element of Sustainable Land Management. It is needed to manage and harmonize multiple and at times conflicting land uses, to build resilience and mechanisms to cope with rapid change, and to ensure that the way land is used contributes optimally to social and economic development without compromising cultural integrity and environmental sustainability. But land use planning is more than just about land zoning and development control. Moreover, the traditional, 'top-down' approach to planning appears no longer appropriate, because of the weakening of many central planning agencies in the region, because of capacity issues in planning and enforcement, and because of the complexity of the issues to be addressed.

A participatory approach to land use planning is therefore needed, because it can: (a) mesh and harmonize several planning instruments, from the national to the local level, (b) build the capacity of stakeholders to adapt and respond to change, (c) validate and incorporate local knowledge and perspectives into the planning process, and (d) generate greater commitment towards implementation among governmental agencies, the private sector, communities and civil society.

The Food and Agriculture Organization of the United Nations has been working in a number of countries in Latin America and Europe, in the area of participatory land use planning and has developed a tools and guidelines to assist countries who wish to use this approach. This workshop, is therefore aimed at exposing land decision makers from various Governments of the Caribbean to recent conceptual and practical developments in relation to land use planning/territorial development in order to update a vision and possible strategy for its implementation in the region.

The Objectives of the workshop are:

a)   To present FAO developments in relation to specific components of the land use planning area of work, with a specific focus on Participation, Negotiation, Gender dimension and Facilitating skills.
b)   To share the experiences of selected Caribbean countries in land use planning.
c)   To present concrete case studies of a medium-long term FAO field project and lessons learned.
d)   To discuss and agree on practical follow-up recommendations to mainstream these findings into the policies, laws and institutional framework of the interested countries, as well as to prepare the groundwork for possible technical assistance by FAO on these matters.

It is also timely and appropriate that after this workshop you will attend the Regional Awareness Raising Workshop on the *Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security*. This workshop will give you some insights into best practice and internationally agreed standards in terms of governance of tenure of land, forests and fisheries. By the end of this week, you will get a better idea of the land tenure issues which affect land use planning and how the skills you will learn from this workshop can be applied to help communities and policy-makers at local and national levels make informed choices regarding land use, business ventures, and public policy. We also hope that you would be able to identify specific opportunities where FAO could provide you with technical assistance to assist you in developing your countries' land use plans.

Most importantly, we hope that you will take advantage of the week that you are here in Guyana to interact and share your rich experiences and to network so that when you return to your respective countries, you would have established linkages which you can use to assist you in the future as you develop and roll out your land use plans.

Take the time also, to enjoy Guyana with its rich culture and biodiversity. I warn you, however, that unless you want to spend the rest of your days here, either eat the *labba* or drink the creek water, but don't do both.

In closing I wish to thank you.

Ladies and gentlemen, we wish you a successful workshop.

Annex 4: Participatory Land Use Development: experiences in some municipalities in Bosnia and Herzegovina

R. Biancalani, M. Ljuša, S. Pudar, S. Miljković
Inventory of the Post War Situation of Land Resources in Bosnia and Herzegovina Project

This paper provides an overview of a participatory land use development process implemented in some municipalities of Bosnia and Herzegovina. The principles of the public participation in decision making are quite new for the country. The experience reported here shows the potentiality of this methodology for the development of the rural areas as well as the problems to be faced and solved. After a general narration, a case study is described.
These activities have been realized within the FAO project "Inventory of the Post War Situation of Land Resources in Bosnia and Herzegovina", funded by the Italian Cooperation[4].

BACKGROUND

General situation
Bosnia and Herzegovina (BIH) is one of the five States that emerged from the dissolution of the former Yugoslavia. It is geographically situated in southeast Europe, in the Balkan Peninsula, between 42° 26' and 45° 15' of northern latitude and 15° 45' and 19° 41' of eastern longitude. It covers an area of about 51,000 sq km.

The war that followed the declaration of independence in 1992 lasted almost four years and left deep wounds in the social and economic structure of the country. Politically, it left a very complex situation. The Dayton peace accord, signed in Paris in December 1995, created a single State comprising two Entities, the Federation of Bosnia and Herzegovina and the Republika Srpska (RS). The Federation is composed of ten Cantons, each with a large degree of autonomy. Moreover, an autonomous District has been established on the territory of the former Municipality of Brčko, in the northeast of the country.

All this creates a system of 14 Governments (State, Entities, District and Cantons), often with little or no coordination among them. Only in recent times some effort to overcome this situation has been put in place, but the longer part of the road is still ahead.
Finally, 143 municipalities make up the lower level of the institutional set-up.
The entire system is overlooked by the International Community through the Office of the High Representative (OHR), which is responsible for coordinating the implementation of the civilian aspects of the Dayton agreement.

To date, there is no Ministry of Agriculture at State level. Each Entity has a Ministry dealing with agriculture, forest and water. The Brčko District has a similar Department, while in the Cantons the matter goes under either a specific Ministry or the Ministry for Economy.

Legislation on land resources
The main legislation dealing with land issues refers to the two laws on agricultural land of the Entities. In the Federation, the law was issued in 1998. A new law is being discussed, but is still

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[4] Documents available at *ftp://ftp.fao.org/docrep/fao/009/a0208t/a0208t02.pdf*.

pending. In the RS, the law has been issued in 2004, but went immediately under criticism and it is currently under revision.

Both laws are extremely loaded with norms and regulations, providing strict control to the land utilization. The Federal law is shorter and focused on the agricultural aspects, taking into consideration particularly the protection of the agricultural land, which is classified according to its actual use and the quality of the soil following a national version of the land capability classification. The law of RS is much longer, and provides many norms about the ownership and leasing of the land. These norms affect seriously the land market, making it difficult if not impossible a transparent transfer of property.

These laws give to the municipalities, together with other governing bodies, the task of planning the use of the land, according to master plans that should be prepared at Entity or Canton level. Both laws, in the absence of such plans, entitle the municipalities to take their own decisions on those matters, although in RS they have to be approved by the Ministry of Agriculture.

LOCAL GOVERNANCE IN RURAL AREAS

The ways war affected the rural areas of BIH have consequences on the local capability of governance. Massive movements of people, widespread destructions and landmines contamination have created a high number of special situations, each with its own different kind and degree of problems and difficulties.

The role of the municipalities in the development of the rural areas is particularly important and it is growing. The municipality is the nearest formal authority to the citizens, and often the only one with which they can talk. The formal role of the municipality in the process of land use planning has been mentioned, but many of them are going further, preparing and sometimes implementing general development plans for the local economy.

In spite of the problems that they have to face, in the difficult institutional set-up of BIH the municipalities are perceived as stable institutions. Although considerable differences exist among them, a general problem of many municipalities is the scarcity of financial resources. However, beyond that there are other issues that need to be addressed in order to promote the economic development of the rural areas.

Personnel in the municipalities' staff needs training and capacity building to be put up-to-date with the modern methodologies of local governance and sometimes also with the use of common computer technology.

A passive attitude is still diffuse among the rural people. Without generalizing, we can say that many farmers do not see great opportunities for a better future in their environment. There is a diffuse tendency to be waiting for support, instructions and direction from above, being it the municipality, the Government or else. This unfortunately matches two other problems. On one hand, the local authorities have often the attitude to direct and regulate the life of the people in as many details as possible, as shown by the above mentioned laws on agriculture. On the other, in many situations a clear "aid addiction" syndrome can be identified. The huge amount of free direct aid that has been distributed in the past ten years, sometimes concentrated in specific areas, has contributed to this passive behaviour. On this respect, however, we can say

that in the more recent period the international support has been directed more on capacity and awareness building, trying to create the conditions for a self-sustainable development.

Finally, persistent ethnical tensions and the problems related to the return of refugees and IDPs are still hindering the capability of development in many areas of the country.

In this context FAO, with the financial support of the Italian Cooperation, has introduced the participatory land use development approach (PLUD), based on the concepts of the Negotiated Territorial Development [5]. The project has proposed to the national counterparts a double-folded approach, focusing on one side on the open negotiation and participation of the local stakeholders together with the relevant authorities, and on the other on a detailed collection and processing of information about natural resources and demographic and economic data.

DATA COLLECTION

The collection and processing of environmental and socio-economic data has been done in collaboration with three national technical institutions: the Agropedology Institute of Sarajevo, the Agricultural Institute of Banja Luka and the Agronomy Institute of Mostar.

Main data collected were:
- Soil data (characteristics and qualities).
- Land cover.
- Risk of erosion.
- Parcel size.
- Cadastral data (population, land use, production).
- Farming system (size and type of farms, productions, market orientation).
- Agro-industry.

The data were collected from existing records, maps and databases, satellite imagery, interviews and surveys. However, some of the old data were unreliable, given that many records had been lost or destroyed in the war, and that what remains is often not updated. This is particularly true for cadastral and demographic data.

After the completion of the initial collection and survey, a preliminary Ecologic-economic Zoning (EEZ)[6] was prepared, to serve as the technical basis for the following participatory process. The work of data processing then went on, in order to obtain a final zoning system, based on a complete database stored in a Geographic Information System (GIS).

PARTICIPATORY APPROACH

Three municipalities have been selected as pilot areas at the beginning of the activity, following consultations with the Entity governments. The three areas were Sanski Most and Prnjavor in the north of the country, and Stolac in the south. All these municipalities have a specific agricultural vocation, and each of them has been differently affected by the war.
A project office was established in each pilot area, hosted within the municipality building and staffed with a national, serving as local coordinator of the project activities and working closely

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[5] FAO. 2005. *Participatory and Negotiated Territorial Development*, Rome.
[6] FAO.1996. *Agro-Ecological Zoning* - FAO Soils Bulletin 73, Rome.

with the municipality staff. The key tasks of the coordinator were: support to the municipal administration and technical institutes involved in the project, support in linking FAO and the institutes with the municipal administration, data collection and its organization, and implementation of the participatory process.

The work started with a stakeholder identification and analysis carried out in the area of the municipality. This activity allowed the coordinator and the municipality to have a detailed and systematic knowledge of the social and economic environment of the area.

The stakeholder analysis is the foundation upon which the rest of the process is to be built. To summarize, this analysis is used in the design and management of the land use development process to identify:

- the interests of all stakeholders who may affect or be affected by the process;
- potential conflicts and risks that could jeopardize the process;
- opportunities and relationships to build upon in implementing the process to help make it a success;
- the groups that should be encouraged to participate in different stages of the activity cycle;
- ways to improve the process and reduce, or hopefully remove, negative impacts on vulnerable and disadvantaged groups[7].

After the stakeholder analysis was completed, the participatory process started with the summoning of an initial workshop where all the stakeholders were invited to participate. The workshop was the opportunity for a firsthand knowledge among the participants. Also, a SWOT[8] analysis was performed about the development capabilities of the area, and the preliminary EEZ was considered as the basis for further discussion on the development perspectives. The final purpose of the workshop was to identify a shared vision for the future development of the municipality, into which each stakeholder could find its own interests recognized and safeguarded. At the end of the workshop, working groups have been established following either the zones criteria or specific subjects (agriculture, business, environment). The criteria for group formation were chosen by the participants with the guidance of the project coordinator.

After the initial workshop, the work of the groups started, also promoted and followed-up by the coordinator. In a period of about three months, the groups analysed the situation of their zone or sector, identifying priorities for actions and preparing a development portfolio of projects in order to implement those priorities.

At the end of the groups' activity, a general assessment workshop was organized as final moment of the participatory process. The main purpose was to present the work of the groups and formally ratify the choice of the projects to be included in the development portfolio. A second purpose was to prioritize the proposals of each working group. Per each project a responsible person or focal point has been identified, in order to follow-up the subsequent phases of fund raising and final realization.

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[7] FAO/Cooperazione Italiana. 2004. *Participatory land use development in the municipalities of Bosnia and Herzegovina*, Sarajevo.
[8] SWOT: Strengths, Weaknesses, Opportunities, Threats.

After the first three pilot areas, the entire process was repeated in other three municipalities, Srebrenica, Bratunac and Milići, in the east of BIH.

RESULTS ACHIEVED AND PROBLEMS ENCOUNTERED

Although the achievements in the six areas were not homogeneous, reflecting the differences in the economic and social situations, a common reaction has been the positive reception of the participatory approach. In all the cases, the two main workshops have been well attended, by all types of stakeholders from institutions, farming, economy and civil society.

In all but one cases the first workshop has been the more successful. This shows on one side the interest of many people about the issues of local development, but also the difficulties of keeping the attention high during a process that sometimes can appear to be long and even pointless. The mentioned exception has been Srebrenica, where the final workshop was better attended than the initial one. However, Srebrenica is a very special case, and its outcome cannot be generalized.

Despite the difficulties, the participation process has been welcomed by all the municipal authorities. They have seen it as a way to get nearer to their population, and as a tool for overcoming barriers and resistances within the society. In all the areas, again with the exception of Srebrenica, it has created new dynamics among the main actors of the economic and social life. In the first three pilot areas, and to a certain extent also in Milići, it has created the conditions for the preparation of a concrete set of development projects, some of which are now under implementation or in the funding phase.

Another important achievement is the link that has been established between the technical aspects of data collection and the participatory process. The idea that the technical knowledge could be shared, discussed and finally used by final users without a specific academic background was quite new in BIH. For that reason, we found a certain resistance on this aspect, not only from the technical institutions involved, as expected, but also from some of the stakeholders in the municipalities, who did not consider themselves ready, or entitled, to take on the responsibilities connected with taking decisions based on objective data.

Among the problems encountered in carrying out the activity, the difficulty in stimulating the participation of the stakeholders has been already mentioned. That is due to lack of previous experiences but also to practical reasons linked to the day-by-day life in the rural areas. Moreover, people has the need to be shown that their efforts are worthwhile, which takes a longer time and further action.

Scarce motivation among the municipality officers is also an issue. This depends to a great extent on how much the municipal administration is willing to invest in the participatory process, in order to be able to provide incentive to the staff and to give them the perception of the importance of their work.

Finally, poor technical skill of the local actors has been often a constraint. This refers not only to the technical means of collecting and analyzing the ecologic-economic data already mentioned, but also to the capability of using those data as a basis for decision making, and to the skill of presenting a project proposal in a precise and standardized manner, in order to make it more acceptable by any funding institution. Furthermore, the capability of finding funding

sources is scarcely developed, making it more difficult the implementation of the projects included in the development portfolio.

CONCLUSIONS

The participatory development process has proved to be potentially applicable and effective in the context of the municipalities of Bosnia and Herzegovina. Its implementation got a positive response in the majority of the pilot areas where has been tested. Also, the introduction of technical aspects in the process has resulted in more interest by the recipient municipalities and an opportunity of professional growth for the technical institutions involved.

Further steps need however to be made, in order to extend the area involved in this kind of activity, so that the local institutions can utilize a wider body of experience. The technical capability of the municipalities needs to be improved, as well as their capacity of presenting the results and raising funds. Also, a deeper involvement and commitment of the Government would be advisable.

Special efforts need to be undertaken in motivating the personnel involved in the activity and to make really possible and effective the participation of the stakeholders.

A specific attention needs to be dedicated to the financial aspects of the implementation of the projects of the development portfolio, in order to avoid the risk of the process being seen as a merely academic, time consuming exercise.

PARTICIPATORY PROCESS IN THE MUNICIPALITY OF STOLAC
Case study

General description of the municipality
The municipality of Stolac is located in the southeastern part of BIH. Administratively, it belongs to the Herzegovina-Neretva Canton in the Federation of BIH.
Before the war the municipality covered 541 sqkm. After the Dayton Peace Agreement, Stolac covers about 280 sqkm, while the rest of the territory belongs to the newly establish municipality of Berkovići in RS.

The urban part of the municipality is located in the Valley of the River Bregava, while other settlements are scattered in the rural parts of the municipality.

Stolac was a medium developed municipality in the prewar period. Main industries were metal, textile and wine/food processing. That industrial capacity is now destroyed or obsolete, so at present the main activity of the people is agricultural production.

The area is in a bad economic situation, which influences the organization of the municipal administration as well as the motivation of the municipal staff. Additionally, the political situation creates other problems, which bring at a very low level the communication and collaboration between the administration and the local nongovernmental sector as well as the International Community. The lack of some departments and services (e.g. Extension Service) in the municipality structure is evident and affects its capacity of action.

Data collection

The collection and analysis of ecologic, economic and demographic data were carried out with the contribution of the three national institutes mentioned above. In this phase, physical and geographic characteristics of the municipality, demographic data, industry, agriculture, investments and other relevant data were collected from different sources, including relevant institutions in Mostar, Čapljina and Sarajevo.

The collection of data was supported by the municipality, cooperatives, NGOs, associations, private sector, agricultural producers and others.
However, the quality of some data was questionable, especially statistics data from cadastre. Namely, it happened that the same data, taken from different sources, had different values, while in other cases the data on agricultural sector did not match with the actual situation on the ground.

The data have been used in the preparation of the ecologic-economic zoning system. The following table shows the GIS layers that have been used.

Table 1 – GIS layers used in the EEZ

Municipality border	Plots size
Cadastral borders	Hydrological network
Digital elevation model	Distance from rivers
Slope aspect	Roads
Slope %	Population density (1991)
Potential erosion	Settlements
Soil map	Cadastral data
Soil capability	Distribution of greenhouses
Present Land Use	Ecologic-Economic Zones

A preliminary EEZ was prepared for the initial discussion among the stakeholders. At the end of the process, a total of eight final zones have been identified: four agricultural zones (A1, A2, A3, A4), two pasture zones (P1, P2), one tourism zone (T1) and one urban zone (U1). Figure 1 shows the EEZ map.

Figure 1 – EEZ map
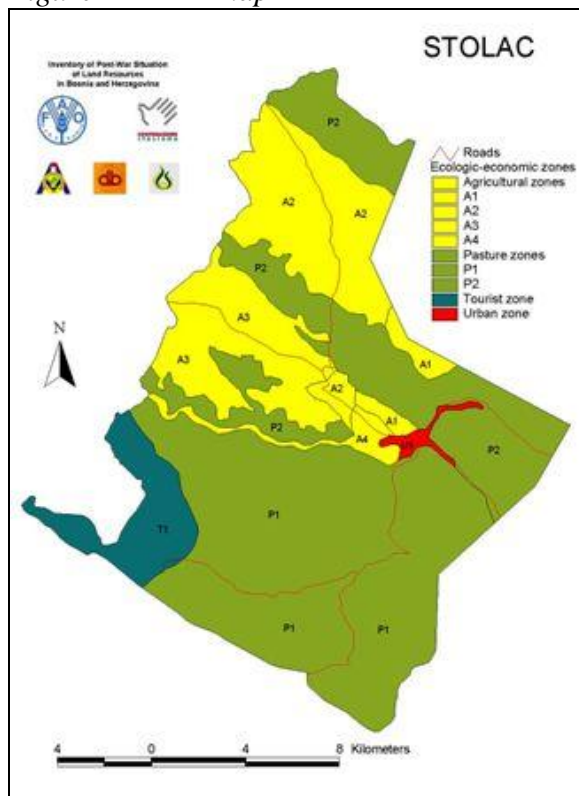
Participatory process

The first step leading to the participatory process was the stakeholders' identification and analysis. The main problem in stakeholders' identification was the great number of registered organizations that do not work or even do not exist in reality.

The analysis considered the stakeholders' interest and influence, resources and problems they face with, their organization, motivation and willingness to make the changes on the field, as well as collaboration and relationship among them.

Besides the municipality administration, which was considered the key stakeholder, the analysis process included public, private and nongovernmental sector. Seventeen stakeholders have been identified and analysed. The list of the stakeholders, with their influence and interest for the process is presented in Table 2.

Table 2 Stakeholder influence/interest data

Stakeholder	Influence	Interest
Cooperative «Agriplod»	1	1
Cooperative «Dubrave»	2	3
Entrepreneur Association «Privrednik»	1	1
Association of beekeepers	4	1
Vine processing Company «Stolački podrumi»	2	5
Tobacco station	4	5
Forest Company «Šume Herceg-Bosne»	1	1
Youth center «Modra rijeka»	1	3
NGO «Dažd»	2	3
NGO «Novo vrijeme»	2	3
Corporation «Hutovo blato Park of nature»	1	1
Hunting Association «Kamenjarka»	3	3

Vet station	4	4
Civil protection	3	1
Public Utility Company	3	1
Association of Serbs returnees	4	4
Agricultural producers	1	1

1 - Strong influence / interest

5 - Weak influence / interest

Generally speaking, nongovernmental sector in Stolac is not well developed. A small number of organizations actively work and have some impact on the present situation in the municipality. It has to be pointed out that some of the organizations have been recently established and have no experience, implemented projects or concrete ideas for the future.

After the completion of the stakeholders' analysis, the initial workshop was organized. It was attended by more than thirty persons, including the Mayor, the heads of the municipal departments, representatives of cooperatives, private companies, NGOs, associations and agricultural producers.

During the workshop the main assets of the area have been identified and discussed in three working groups. Each group considered a specific sector, as follows:

1. Agriculture
2. Infrastructure and Environment
3. Business and Services

The list of the assets is in table 3

Table 3 – list of the assets of the municipality of Stolac

1.	Natural resources
2.	Climate
3.	Water resources
4.	Fruit breeding and grape production
5.	Production of early vegetables and tobacco
6.	Cattle and sheep breeding
7.	Honey production
8.	Organic agriculture and herbal plants
9.	Irrigation
10.	Hutovo blato – natural park
11.	Hunting, fishing and tourism
12.	Forestry
13.	Human capacity

Each group discussed the opportunities offered by some of the assets, and also considered problems and limitations (SWOT analysis).

The final outcome of the initial workshop was a division of the stakeholders into working groups per each ecologic-economic zone, as per following table.

Table 4 – distribution of working groups per EEZ

EEZ	GROUPS		
	AGRICULTURE	INFRASTRUCTURE ENVIRONMENT	BUSINESS SERVICES
A1	X	X	X
A2	X	X	X
A3	X	X	X
A4	X	X	X
P1	X	X	X
P2*			
T1		X	X
U1		X	X

* Given the poor economic potential of this zone, no group was working on it

The groups consisted of the municipal staff, representatives of NGOs, cooperatives, associations, private companies, agricultural producers and the people who showed interest and willingness to participate. However, the composition of the working groups varied, given that different stakeholders had different interest for the thematic groups and the Zones. For example, the Entrepreneurs Association «Privrednik», the cooperative «Agriplod» and the Civil protection had the interest to participate in all three working groups but not for all the Zones.

It is worth noting also that two stakeholders from the bordering municipality of Čapljina were involved in the process: the Corporation "Hutovo blato Park of nature" and the Forest Company "Šume Herceg-Bosne".

The working groups held regular meetings during a period of three months, facilitated by the project Coordinator. The work of each group started with the identification of the assets and problems of each Zone in the group's sector of interest. The groups' meetings were open to the public and were generally well attended by the farmers and other dwellers of each zone, although differences in the participation appeared between the various zones and subjects. The discussion led to the identification of sets of concrete actions and projects to be undertaken in each Zone, called the Development Portfolio.

During and after the group work, the coordinator carried out an intense activity of facilitation within the groups and coordination among the groups. From all these discussions four project proposals emerged as follows:

- Reconstruction of the irrigation channel in Vidovo polje.
- Revitalization of vineyards and orchards.
- Reconstruction of the city beach on the river Bregava.
- Supply of equipment for bee hives manufacturing.

A general assessment workshop was organized in order to present the proposals and ratify the choice. The final ecologic-economic zoning was also presented. More than thirty persons participated in the workshop, mostly the stakeholders who were members of the working groups.

Focal points were selected for each chosen project. These persons had a key role in the organization of the groups' activity and in keeping the links with FAO, the technical institutes, other international organizations and the donors.

After the general assessment workshop the groups have continued to work on the selected projects. A logical framework has been created for each project. Based on it, project documents have been prepared, supported by the GIS databases and other outputs prepared by the technical institutes.

At present, the reconstruction of the irrigation channel has found a donor and is initiating the activities. This project has shown a good new collaboration between the farmers and the municipal administration. After completion, the irrigation channel will become one of the main assets in the EEZ A4 and a base for implementation of other projects of the Development Portfolio.

The reconstruction of the city beach has been included in a more comprehensive project for the revitalization of tourism activity in the area. The activity has started with the cleaning of the riverbed and the construction of small tourist infrastructures.

The other two projects are still pending, while the groups are looking for funds.

Achievements

At the beginning of the process the situation in the municipality was very difficult. Motivation of the municipal staff was low. Collaboration between municipality and stakeholders almost did not exist. Also, there was not any organized database on local resources.

The participatory process for the first time created a link between municipality and stakeholders. All stakeholders got the opportunity to express their opinions and to work through negotiations to find solutions for their problems. The process raised some very sensitive points, and helped in making decisions on issues that had been unsolved for years.

This activity contributed in establishing better relationships between the municipality and the stakeholders, which resulted in further discussions and new ideas even after the completion of the formal PLUD process. The mutual cooperative action of non government organizations strengthened the civil society and laid a sound foundation for future works.

A well organized GIS database is now available to the municipality for any further activity.

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
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
Annex 5: PowerPoint presentation by participants: <u>Barbados</u>

8/5/2013

1. **National Land Use Plan**
   Physical Development Plan
   Amended (2003) commissioned by the
   Barbados Government
2. **Major Stakeholder**
   - Farming community
   - Fisher Folk
   - Tourism Sector
   - Land Developers
   - Sporting bodies
   - Government
   - Environmentalist
3. **Purpose of the plan**
   - To utilize the limited land mass of Barbados in a sustainable way to the benefit of the population without damaging the environment
   - Allow all the stakeholders to develop their interest in an orderly manner
4. **Major problems in developing the plan**
   - Size is the major constraint since Barbados is only 166 square miles (43,176 hectares)
   - Politics
   - Pressure from Market Forces – land to highest bidder or economic value
   - Development in terms of housing and other infra-structure
   - Clash between private and social goals
   -
5. **Major problems in developing the plan**
   - Lack of adequate historical /available data
   - Timeliness of accessing data
   - Bringing all of the entities together to obtain reliable data
   - Constraints of the physical environment
   - Use of the coastline - fisheries or hotels
   - Water Protection
   - Establishment of criteria and procedures for EIA's
   -
6. **Overcoming the problems**
   - Providing an enabling environment –legislation, access to data etc.
   - Support from government –funding
   - Developing Strategies and policies for each sector
   - Presenting the plan in a format conducive to its implementation by each sector
   -
7. **Main Lessons Learnt From Developing the Plan**
   - Being able to provide a strong ,diversified economy through land use policies
   - Emphasis is placed on protection of the natural environment and cultural heritage resources
   - Protection of agricultural lands from non-compatible urban development
   - Provides guidance for future plans and control
   -
   -
8. **Advice to developing Land Use Plans**
   - All the necessary sectors must be involved in order that a co-ordinated approach can applied to the development of the plan with specific roles and objectives .
   - Need to find out what is the vision of the stake holders of each sector by encouraging participation
   -
   -
9. **Advice to developing Land Use Plans**
   - Need to determine what are the needs of each sector through dialogue
   - Identify what are the opportunities that can be exploited by each sector in a sustainable way

1

Santa Lucia

8/7/2013

1 ▣ **LAND USE PLANNING MEETING**
SAINT LUCIA PRESENTATION
GRAND COASTAL HOTEL
EAST COAST DEMERARA
REPUBLIC OF GUYANA
JUNE 17-21, 2013

2 ▣

3 ▣ **PROCESS FOR DEVELOPMENT OF LAND POLICY WHITE PAPER**
- The process of preparing the Saint Lucia National Land Policy was initiated as a result of a directive by the Prime Minister (2000)
- A national Symposium of all state actors
- A National Land Policy Committee was established to guide the policy process
- A number of sub-committees were given responsibility for data collection and analysis and for the formulation of policy recommendations in all sectors
-

4 ▣ **PREPARATION OF GREEN PAPER**
- NATIONAL WORKSHOPS
- CONSULTATIONS
- RESEARCH STUDIES
- FOLLOWING THESE ACTIVITIES THE A NEW ROUND OF CONSULTATIONS WERE UNDERTAKEN IN PREPARING THE WHITE PAPER

5 ▣ **PRIORITY POLICY INSTRUMENTS AND ACTIONS**
- DEVELOPMENT PLANNING AND HUMAN SETTLEMENTS
- LAND USE AND DEVELOPMENT IN KEY ECONOMIC SECTORS
- ENVIRONMENT AND NATURAL RESOURCE MANAGEMENT INCLUDING HAZARD MTIGATION AND DISASTER MANAGEMENT
- LEGAL FRAMEWORK, INSTITUTIONAL ARRANGEMENTS & ORGANIZATIONAL CAPACITY

6 ▣ **ACTION PLANS**
- Design of a national program aimed at the formulation of national and local physical development and zoning plans.
- Development of a project aimed specifically at settling remaining land disputes whenever feasible.
- Formulation of work plans by agencies concerned with the implementation of this Land Policy, and integration of these work plans into corporate plans and budgets.

7 ▣ **ACHIEVMENTS**
- ZONING OF:
  - NATURE RESERVES (MANGROVES, BIRD SANCTUARIES etc.)
  - HERITAGE TOURISM AND HISTORIC SITES
  - FOREST RESERVE
  - INSTITUTIONALIZATION OF QUEENS CHAIN
  - CENTRAL BUSINESS DISTRICTS
  - INDUSTRIAL PARKS
- "PROUD" PROGRAM FOR THE RATIONALIZATION OF UNPLANNED DEVELOPMENT

8 ▣
- PROPOSED\PLANS BY VARIOUS AGENCIES RESPONSIBLE FOR LAND USE WITHIN VARIOUS SECTORS
- NB: These are yet to be adopted by cabinet and endorsed by the Development Control Authority (DCA)

1

8/7/2013

9 CHALLENGES
- THERE STILL EXISTS THE NEED FOR A NATIONAL ZONING PLAN AS PER ACTIONS IN THE POLICY
- THE TRANSITION FROM AN AGRICULTURE-LED ECONOMY TO A SERVICE-LED ECONOMY IS RESULTING IN TREMENDOUS PRESSURE FOR SHIFT IN USE OF LAND RESOURCES
- MULTIPLE AGENCIES WITH DIFFERING MANDATES FOR LAND USE
- LIMITED FINANCIAL RESOURCES
-

10 MOVING FORWARD
- NEED TO STRENGTHEN LEGISTLATIVE FRAMEWORK TO SUPPORT THE IMPLEMENTATION OF PLICY INSTRUMENTS
- CONVENING OF FORUMS FOR SHARING OF BEST PRACTICES REGIONALLY AND INTERNATIONALLY WITH A FOCUS ON SIDS
- NEED FOR GREATER PARTICIPATION AT GRASSROOTS LEVEL

11 RECOMMENDATIONS
- BEGIN THE PROCESS NOW!
- THERE WILL BE VARIATIONS OF PROCESSES AND OUTCOMES ACROSS TERRITORIES
- DETERMINE ECONOMIC PRIORITIES AND PLAN WITH THESE IN MIND

2

Antigua

8/7/2013

1▢ **ANTIGUA NATIONAL LAND USE PLAN.**

2▢ **DEVELOPED PLAN**

   The process started in the 90's and was later built upon. The final draft was submitted in 2011. It was approved by Parliament in 2012.

3▢ **STAKEHOLDERS**

   The Stakeholders were:
   ☐Development Authority Control (DAC)
   ☐Lands Division
   ☐Agricultural Extension Division (AED)
   ☐Antigua Public Utility Authority (APUA)
   ☐Fisheries Division
   ☐Environment Division

4▢ **CHALLENGES IN PLAN DEVELOPMENT**

   ☐Data collection was an issue, some data were either outdated or not available at all
   ☐Acquiring an aerial photo of islands, in terms of the timing
   ☐Creating the mosaic
   ☐Personnel capacity
   ☐Getting people to participate in the consultation
   ☐Skepticism: Policy makers were afraid that the Politician would not do it since promises were made before to no avail.
   ☐
   ☐
   ☐

5▢ **HOW WERE THESE**

   CHALLENGES OVERCOME?
   ☐Partnership/Consultations with government agencies to formulate future projections using alternative data.

6▢ **WHAT WERE THE MAIN LESSONS LEARNT?**
   ☐
   ☐Better data collection – annual

   ☐Development of land use plan should be in conjunction with census data collection.

7▢ **FUTURE ADVICE**
   ☐Make sure that you have consultations with as many stakeholders as possible

   ☐Ensure that you have GIS mapping capabilities

   ☐Data sharing policies or protocols must be sound

8▢
   ☐
   ☐
   ☐THANKS FOR PAYING ATTENTION
   ☐

1

Guyana

8/7/2013

1 ▦ **Guyana**
National Land Use Plan

Guyana Lands and Surveys Commission

2 ▦ **Why a national land use plan?**
- If we don't know where we are going all roads lead there
- Guyana has many resources – how do we decide how to use these resources?
- Where resource options compete, how do we decide on priorities?
- How do we develop sustainably?
- REDD+ requirement

3 ▦ **Who benefits? (stakeholders)**
- Land Users (includes prospective investors)
- Governmental Agencies- MNRE, EPA, GFC, GGMC, Go-InVest, Ministries
- Regional Authorities- NDCs
- Regional Stakeholders- Water User Associations, Loggers Association, tourist operators, representatives from Communities
-

4 ▦

5 ▦

6 ▦ **Main Challenges**
- Draft National Policy
- Lack of Land Use Planning Regulations/ Guidelines/Legal Framework
- Capacity constraints
- Difficult access to some areas- intensive traveling to areas in the hinterland
- Preparing stakeholders for National Planning exercise
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7 ▦ **Challenges Addressed**
- Development of Land Use Planning Project (4 Key Experts, 1 Facilitator)
- Vision of the Regions thru interviews/ meetings (Region 10 Plan – good example)
- Facilitator – months of consultations
- Revised areas of Policy addressed
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8 ▦ **Lessons Learned**
- Policy in place
- Training / Capacity Development- on-going
- Resources for implementation (dedication, expertise, supplies)
- Resources for sustainability
- DATA availability and user friendly database (s)
- Public awareness and communication
- Lengthy process
- Determine limitations (lack of data for analysis) early in the process
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9 ▦

Thank you

1

Annex 6: More details on tools

A-Ecological-Economic Zoning

EEZ has two major objectives: first, it must be considered as a tool to aggregate data in a simple, easily understandable and readily usable form for municipality use. To date, a wide number of data have been collected and compiled by technical institutions and municipalities. Some datasets are more useful than others, some are very relevant for planning but their use is difficult to comprehend by lower level technicians. A major challenge remains to identify what is really needed under general and specific conditions, how to analyse and present it, always taking into account the costs involved.

Second, an EEZ is an excellent tool to initiate the participatory process. This process includes the discussion on options for development, identification of priorities, coming to an overall agreement on these priorities between different actors. In one word, its elaboration and use provides a mechanism to induce a locally driven development process. On the basis of EEZ, working groups that discuss options can be more easily identified on the basis of area specific criteria (EEZ). Stakeholders from specific EEZ zones know their area, have a direct stake in its development, feel more responsible and accountable. If groups are organised in this way, there is a more realistic horizon for achieving something concrete through participation. The role of the municipality and the RC is to facilitate consensus making within and between groups.

The reflection on the EEZ in the workshop has resulted in a more fine-tuned approach, considering a two-step approach. It defines in a clearer way the flow of activities, the responsibilities of the actors, the nature of required information and datasets at different stages. An initial "technical" zoning results in an "initial EEZ", that serves as a tool for further discussion (step1). The outcome of the participatory process is a "negotiated EEZ", that can be considered as the territorial pact (step 2).

This two-step approach facilitates in some way the structuring of required information, the responsibilities and timing for its collection. A standardised minimum dataset for developing the initial EEZ can be identified for all municipalities. This set includes layers that are required (i) to respond to the implementation of national or regional policies and laws, and (ii) to characterize in the most efficient way the present status of the municipality.

B- Interviews: Key informants / stakeholder analysis

These are essentially informal but require some pre-defined guidance and a thematic approach. Some questions can be thought out before, but mostly, the interview should become a discussion and the key aspect is to establish a horizontal, or equal relationship. It is important that the interviewed are clear about the benefits their information will have on the whole process and that their information will not be known by neighbours or officials.
Start out with visible things or people and ask *what, where, who, when, why and how* type questions and build progressively more complex discussions and remarks into it, relating them to specific pre-established themes.

Key questions example:
What resources are abundant?

What resources are scarce? Why? (legal, economic, financial, technological, social reasons etc)
Does everyone have access to land? (women, poor people, etc?)
Who makes the final decision for resources allocation? (Local authority, cantons, entity level, private sector companies in land, water, forests, etc)
Which resources are more problematic?
Where is the best or the worst area for these resources? Etc.

It is crucial that you remain patient and open, and that you take small notes on key words. Be aware of non-verbal communication, never criticize and accept refreshments if they are offered. Don't agree or disagree (or nod or shake your head), sit still and at the same level as the interviewed, do not bring written documents with you that might scare or impress them.
The key is to make the participants understand that you know the subject at hand but that you need their help to know more about it, in other words to learn. The group interviews should not last over two hours and politely stop participants who are dominating the conversation, either with a discrete hand signal, by gently intervening or by resuming and recalling the goals of the discussion. For individual interviews, it requires an average of one hour. You can use diagrams, which are very useful at presenting complex information in a visual form and help make it become more easily shared and discussed.

C- SWOT analysis (Strengths, Weaknesses, Opportunities and Threats) during a meeting

This simple tool is useful to understand the general framework of the situation. It provides insight into the overall picture.

Why use this tool?
A SWOT analysis is a very effective way of identifying your Strengths and Weaknesses, and of examining the Opportunities and Threats you face. Carrying out an analysis using the SWOT framework helps you to focus your activities in areas where you are strong and where the greatest opportunities lie.

How to use this tool:
To carry out a SWOT analysis write down answers to the following questions. Where appropriate, use similar questions:

For strengths (S), it is practical to ask the following question: what are the strengths inherent in the territorial asset? What can be improved? What are the available resources? Also, it is important to examine an area's natural advantages, its people's specific abilities (traditional knowledge, good practices etc) and in what area the local authorities (municipal staff) do well.
Example:
What are your advantages?
What do you do well?
What relevant resources do you have?
What do other people see as your strengths?
Consider this from your own point of view and from the point of view of the people you deal with. Don't be modest. Be realistic. If you are having any difficulty with this, try writing down a list of your characteristics. Some of these will hopefully be strengths!
In looking at your strengths, think about them in relation to your competitors - for example, if all your competitors provide high quality products, then a high quality production process is not a strength in the market, it is a necessity.

For weaknesses (W), ask what is done badly, what is in the way of attaining goals? Things that might be improved by access to information, by special support, by training (new technology etc.), by building partnerships, or what should be avoided that might be facilitated by participatory processes (alliances that would create a monopoly situation).
Example:
What could you improve?
What do you do badly?
What should you avoid?
Again, consider this from an internal and external basis: Do other people seem to perceive weaknesses that you do not see? Are your competitors doing any better than you? It is best to be realistic now and face any unpleasant truths as soon as possible.

Opportunities (O) often reflect things people don't control but would like to take advantage of. With everyone's full cooperation, what are the interesting trends that can influence and galvanize sustainable development.
Example:
How to support the creation of a new cooperation network (working on strengthening complementary capacity)?
What and where are the good opportunities?
What are the interesting trends you are aware of?

Useful opportunities can come from such things as:
Changes in technology and markets on both a broad and narrow scale
Changes in government policy related to your field
Changes in social patterns, population profiles, lifestyle changes, etc.
Local Events
A useful approach to looking at opportunities is to look at your strengths and ask yourself whether these open up any opportunities. Alternatively, look at your weaknesses and ask yourself whether you could open up opportunities by eliminating them.

Under threats or constraints (T), look at obstacles people face, things that might be mitigated only if improvements are made. Here, you evaluate what the competition is doing, scan the speed of change and its effect on the local environment and analyse the economic situation.
Example:
What obstacles do you face?
What is your competition doing?
Are the required specifications for your job, products or services changing?
Is changing technology threatening your position?
Do you have bad debt or cash-flow problems?
Could any of your weaknesses seriously threaten your business?
Carrying out this analysis will often be illuminating - both in terms of pointing out what needs to be done, and in putting problems into perspective.

Simple rules for a successful SWOT analysis:
- Be realistic about the strengths and weaknesses of your position, or your organization.
- The analysis should distinguish between where you or your organization is today, and where it could be in the future.
- Be specific. Avoid grey areas.
- Always analyse taking into account your "competition" i.e. is it better or worse than your competition?

- Keep your SWOT short and simple. Avoid complexity and over-analysis
- A SWOT is subjective.

Strengths	Weaknesses
Opportunities	Threats

D- Problem tree analysis during a meeting

This is a cause and effect analysis, which consists in systematically identifying all problems, classing them hierarchically and prioritizing them in order to elaborate a potential strategy for the community. The causal relationships between all major problems are visualized in a problem tree (which is a cause-to-effect diagram, putting the causes on the bottom and the effects on top). Organizing these problems in a logical sequence permits logical conclusions and eventually, the identification of efficient solutions.

1- Start by identifying the major problems:

What are the major problems regarding the use of this territorial asset?
What did you do to try to solve the problem? These problems must be existing negative situations that could be resolved, and not situations without solutions.   The group must seek a consensus in order to find one major problem.
To do this, you can have participants introduce and explain their main problem; then the group can determine the weight given to each of the problems introduced (more important than…)

2- The next step involves placing all the problems in a diagram and identifying the substantial and direct causes of the problem (why), which are placed below the identified problem.

3- Then, the effects are identified and placed above the problem. Secondary causes and effects are then added, creating a 'tree' with different levels. Use mobile cardboard cards with a big blank sheet of paper and pins to position the problem in the tree. These problems can then be moved during the exercise.
Participants must validate the problem tree after agreeing that all the causes and effects have been interlinked.

4- Finally, start at the bottom of the diagram and work your way up: each problem must be examined to determine if it can be resolved.

How to prevent this problem?

What resources are needed to become more successful at preventing such a problem?
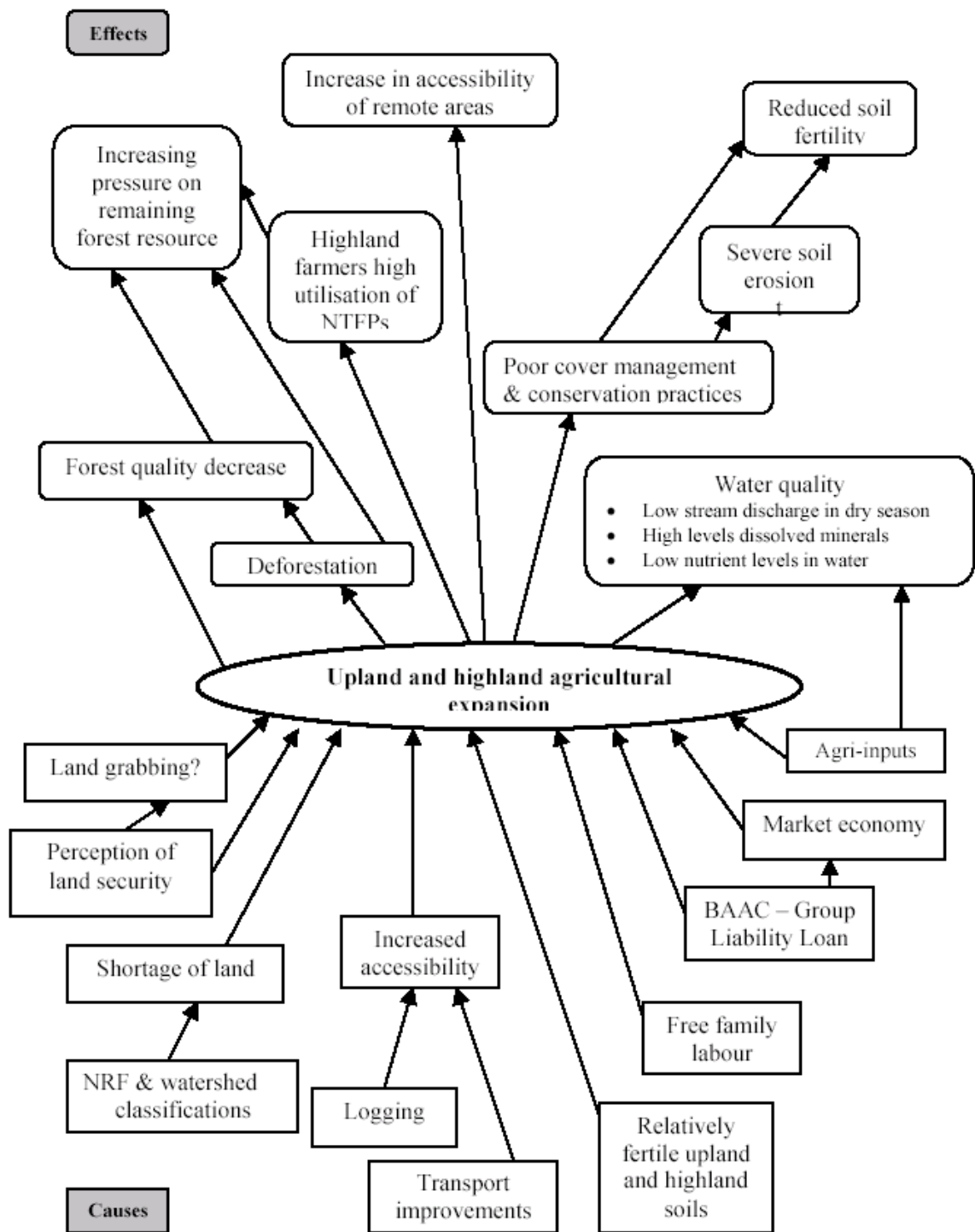
Then propose a feasible solution that would support the formulation of a strategy or a new solution.

To do this, remind participants to be positive and to seek a wished-for situation.
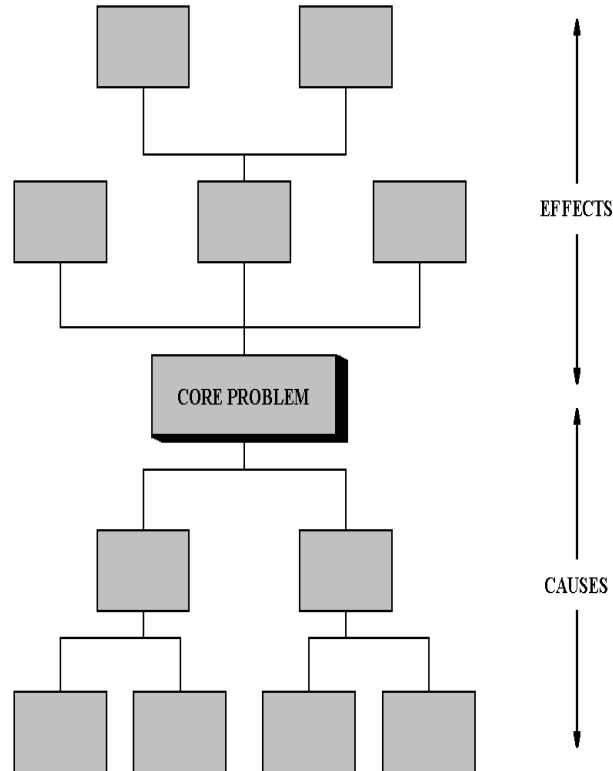
Example of a problem tree of upland and high land agriculture expansion.
Source: author's own elaboration.

E- Table of analysis during a meeting

This entails making a table.
On the left column, you identify recurrent problems (problems that many participants have in common), resuming into one problem all the problems that seem similar (that have the same causes, effect and solutions).
On the second column (to the right of the first one) you list some of the problem's causes (by looking at your problem-tree analysis; suggestions should be included here).
On the third column, possible strategies are discussed and noted, and finally, on the fourth column, the group studies the efficiency, the advantages and disadvantages of the different strategies. These could become possible actions in the future.
Example: (Of course there are other possible reasons in this illustrated problem)

Problems	Causes	Possible strategies to resolve the problem	Possible future actions which would resolve the problem
Access to larger land surfaces	State land privatization policy	Municipality, Cantons, Entity representative, State farm manager and interested farmers negotiate locally the use of new parcels	Land leasing for a short period
	Land fragmentation	Start a land consolidation process	Negotiate the use and the exchange of adjoining parcels
	Land register is obsolete	Not yet defined	Solution that exceeds local authority's competency and decision level

F- Venn diagrams during a meeting
Prepare Venn charts for the stakeholders being surveyed, in order to specify the importance given by the stakeholders to the administrative bodies and to non-governmental institutions with whom they deal with, how important the stakeholders consider the impact of these institutions on their socio-productive conditions, the level of proximity, affinity and identification with these institutions and the importance of and proximity with all the other stakeholders.

1- Explain the objectives of the Venn diagram on institutions
2- Ask what kind of assistance exists among the people?
Which local group is organised along environmental issues (water, grazing, arable land), economic issues (savings, credit, agriculture, and livestock), social issues (health, literacy, religion, tradition, education, sport).
Are there political groups?
Who makes important decisions in the municipalities?
Write down all the institutions:
Name or organisation / type of organisation / main activities

3- You place the communities in the centre and all the institutions and stakeholders who have a relationship defined by the diagnosis are shown in circles; the relations and links with the centre and among them are shown by lines and their power by a + or − sign.
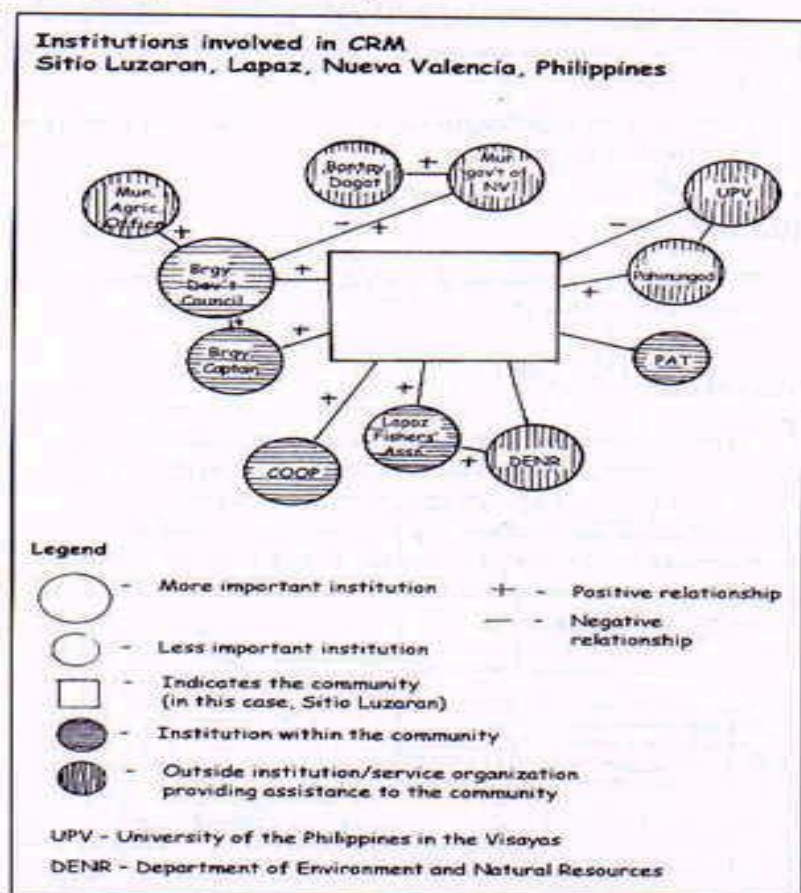
4- It is important to highlight the stakeholders and organizations that might generate conflict.
To do so, ask participants to discuss in which way they benefit from different organisations.
Ask them to show the degree of contact/co-operation between themselves and those institutions by distance between the circles.
Institutions with which they do not have much contact with should be placed far from their own rectangle.
Institutions that are in close contact with the participants and with whom they co-operate most should be inside the circle. Ask also in which of these institutions do poor people not participate and mark it with a special symbol.
Make a final synthesis of the relationships among stakeholders by highlighting critical points and emerging trends and changes

Sample output of a venn diagram showing type of relationship

Institutions involved in CRM
Sitio Luzaran, Lapaz, Nueva Valencia, Philippines

Legend

- More important institution   + - Positive relationship
                                 — - Negative relationship
- Less important institution
- Indicates the community (in this case, Sitio Luzaran)
- Institution within the community
- Outside institution/service organization providing assistance to the community

UPV - University of the Philippines in the Visayas
DENR - Department of Environment and Natural Resources

For more info on how to do a Venn diagram, see:
http:// *www.fao.org/docrep/003/X5996E/x5996e06.htm*

G- *Role-play during a meeting*

Role-play is a participatory learning method that emphasises 'learning by doing'.
This involves acting out encounters and although role-plays cannot be used for learning factual knowledge, they are a good way of understanding attitudes. This activity can be very rewarding if done well. In role-plays, participants assume a specific role, enter a simulated scenario and behave as they expect they should in the circumstances.

Role-plays can be remarkably heterogeneous; they may be very simple (such as role-playing a telephone call between a citizen and the municipality) or complex (designing and running a facility). The reality of the scenario and its linkage to personal experience is also flexible.

Start by developing a situation consisting of a combination of people, places and purposes. Brief the characters before the role-play. It is a good idea to think about the briefing in advance, write down the description of each character and hand these to the participants just before the start of the role-play. They must fully understand who they are supposed to be and what they are supposed to do.

Provide details of each character's age, education, status, interests and attitudes. The observers should also know what to look for during the role-play. Role-plays improve with practice so do not hesitate to repeat the experience (and alternate participants). Make sure the role-play is not too long. Interest declines after about 10 minutes and stop it as soon as this happens. Role-plays are successful and effective when participants are enthusiastic. It is up to you to create the energy and imagination for this activity.

A scenario example of tourism development: The Resort at *Hutuvo Blato* National Park

This role-play is based on a consultation process associated with a proposed major resort development. The development site is on the southern Stolac area adjacent to a National Park and on a former sheep station containing endangered species and heritage buildings. The land has also been partially re-vegetated. The nearest population centre is a small town ten kilometres away. The local Government body has a reputation for comprehensive and thorough consultations on development issues and has asked the developers to consult with key stakeholders in a series of meetings. The issues revolve around the scale, scope and design of the development, local planning considerations and potential impacts on the local community, regional economy and natural and cultural heritage. In addition to the developers and local Government employees, the following stakeholders are invited to be present at the meetings: farmer's association representatives, non-government cultural and natural heritage agencies, regional and local tourism organisations, national park management agency and the local Chamber of Commerce.

The structure of role-plays can be documented with scenario descriptions, roles, aims, expectations, data, scripts, maps and illustrations.

The participants in their role wrote an assessed position paper on their role's reaction to the issues. So, for example, the municipal spatial planning player may comment on the issue of increased traffic caused by a resort development.

The position paper was assessed and returned promptly so that the participants could receive feedback before the next meeting.

H- Scenario writing during a meeting
Forecast (make a projection) with a time frame of 5, 10 or 20 years. Analyse the potentials or the constraints of the current situation. Work out contrasting scenarios that must be attainable. One person volunteers to write a draft. Make a checklist of key questions and their impacts. These include demography, human resources, NGOs, infrastructure, economy, family holdings and crafts, marketing, credits or subsidies, forestry, water management and fishing, agriculture and tourism etc. The group makes a decision on the preferred scenario.

Method and procedure
The Future Workshop process starts with a preparatory phase and then follows, in its classical form, three operative phases with contents shown in the following table:

Future Workshops		
PHASE	**CONTENTS**	**EXPECTED RESULTS**
1. Preparation	The issue to be analysed is decided and the structure and environment of sessions are prepared.	Summary of contributions. Key question
2. Critique	Clarification of the issue selected: dissatisfactions and negative experiences of the present situation.	Problematic areas for the following discussion are defined.
3. Fantasy	Free idea generation (as an answer to the problems) and of desires, dreams, fantasies, opinions concerning the future. The participants are asked to forget practical limitations and obstacles in their present reality.	Indication of a collection of ideas and choices for some solutions and planning guidelines.
4. Implementation	Going back to the present reality, to its power structures and to its real limits, to analyse the actual feasibility of the previous phase solutions and ideas. Identification of obstacles and limits to the plan implementation and definition of possible ways to overcome them.	Creation of strategic lines to be followed in order to fulfil the traced goals. Action plan and implementation proposal are drawn.

Source : *http://www.iamb.it/incosusw/scenario_Tunis.pdf*

The ideal process length is of several appointments, though each phase can be reduced or expanded to longer or shorter time-scales depending on available time and resources and the issue to be addressed. The Future Workshops method represents one of the possible future scenario methods whose goal is that of building alternative future scenarios based on the interactive work of a group of people. This method is structured to be used with stakeholders and does not require high levels of expertise. It also aims to enhance as much as possible the sharing of views and creativity development.
While the positive side of the application of Futures Workshops among communities (e.g.: unexpressed abilities and capabilities emerge, the participants identify themselves as a group, the emerging solutions are often surprising) are demonstrated through a wide number of applications in many different fields. Nonetheless, the method presents limitations due to time constraints.

Time is generally an important factor in interactive methods as a longer process allows participants to go deeper in future thinking, with the aim being to gain new knowledge and new ways of thinking through the interaction.

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