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The Elim Workshop Proceedings: Improving coordination and integration of agricultural land use in restitution areas of Makhado Municipality

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Improving coordination and integration of agricultural land use in restitution areas of Makhado Municipality

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Abbreviations

AEM   Appreciative Enquiry Model

CPA   Communal Property Association

CSIR   Council for Scientific and Industrial Research

IDP   Integrated Development Plan

LED   Local Economic Development Plan

LUDP   Land use and Development Plan

SDF   Spatial Development Framework

Introduction

On 29 August and 01 September 2011 the Council for Scientific and Industrial Research (CSIR) in conjunction with Nkuzi Development Association held two workshops with local stakeholders in the case study area of Elim and surrounds. These workshops form part of a larger study being conducted by the CSIR which looks at building sustainable agrarian social ecological systems through an integrative landscape approach. There was more than one purpose to these workshops. The academic and technical purpose of the workshops was to discuss coordination and integration of agricultural land use, in order to identify what has worked, what is desirable and what options exist for improving coordination and integration of agricultural land use in order to support food security and income generation without degrading the environment. The second purpose relates more to the social co-learning among stakeholders during the workshop. By creating and facilitating the exchange and sharing of knowledge and experiences, the stakeholders, through participating in the workshop, had an opportunity to learn more about their neighbours, their challenges and hopes and plans for the future. It also gave them the opportunity to learn that their neighbours share some of the obstacles they face and that by thinking together and combining their knowledge, suitable and relevant ideas can emerge that are to the benefit of all.

A variety of stakeholders was invited to these workshops and included people from Shimange Community Property Association (CPA), Mavungeni CPA, Munzhedzi CPA and Manavhela CPA, all of whom are located in the Vhembe District Municipal area and more specifically in the Makhado Local Municipality. Representatives from Nkuzi Development Association and the Department of Agriculture were also in attendance. The ward councillors were also invited but could not attend..

Each of the two workshops was specifically focused on one of the two groups of stakeholders. The first one held on the 29th of August 2011 (Workshop A) was specifically targeted at the leaders, CPA executive members and traditional authorities operating in the case study area. The second workshop (Workshop B) was held two days later on the 01st of September 2011, and this one was geared specifically towards the community members of the case study area. The reasoning behind the two separate workshops is two-fold. Firstly, the leaders wanted to go through the workshop first so they would know what it was about before inviting their constituents to also attend. Secondly, it was felt that the community should have an opportunity to voice their problems, concerns and ideas without fear of retribution from those in power, thus a neutral space in which people could speak freely. It is important to note that although the leaders wanted to go through the workshop first they did not propose any changes to the format of the workshop which was held with their constituents.

The two workshops followed the same format. This format for the workshops was adapted from the appreciative enquiry model in order to organise the information both required and acquired in a way that makes logical sense[1].

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[1] The agendas for both the workshops can be found in Appendix A and B.

Structure of the workshop

The structure of the workshops was inspired to a degree by the Appreciative Enquiry Model (AEM). The AEM was developed by Cooperider *et al* (2003), specifically to find ways to action positive change within organisations through collective thinking and learning. An important aspect of the model is that it focuses on positive inputs rather than that which is negative. This model is geared towards an understanding of a system[2], but specifically uncovering through the focus on positive, imaginative and innovative thinking. The AEM process consists of five main steps: 1) Definition: establishing the focus and scope of the inquiry; 2) Discovery: eliciting stories of the system; 3) Dream: collecting the wisdom and imagining the future; 4) Design: bridges to the future; and 5) Destiny: Making it happen.

Step 1	Definition	Establishing the focus and scope
Step 2	Discovery	Eliciting stories
Step 3	Dream	Collecting wisdom and imagining the future
Step 4	Design	Bridges to the future
Step 5	Destiny	Making it happen

Figure 1. Representation of the five steps that make up the Appreciative Enquiry Model.

For our workshop we used the five steps of AEM to structure the agenda. However, we did not limit ourselves to only positively orientated questions as our data needs went beyond that parameter. Even so, by following the five steps, we did try and steer the focus of the discussions toward innovative and imaginative thinking. This was especially necessary since the communities involved in this research all have to deal with poverty and its constraints on a daily basis and as such the poverty context influences the scope of what one might think is possible. Also, by focussing

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[2] For Cooperider *et al* (2003) it is an organisation, for our research it is a system of decision-making

specifically on positive ways of thinking in steps three to five, the discussion could go beyond the boundaries posed by poverty.

The following sections describe and discuss the outcomes of each of the steps for the two workshops held.

Step 1: Definition – frame the intervention

The aim of this section was to establish and focus the scope of the study. In order to do this, the team identified one main question for this section, namely:

> **Who is currently making decisions on agricultural land use?**

The team decided to use a simple method of enumeration to ascertain who people think the decision makers are. This method is called a *hierarchy tree*. Participants were asked to list all the people/institutions/forums that make decisions on how land is used at community or village level. The participants were then asked to provide more information on why a particular group or institution was selected and their role i.e. what do they do.

> *What is a hierarchy tree?*
> *A hierarchy tree is a representation of respondents' view of community hierarchy. It can be applied to different situations, however for our research we apply it so that it refers to decision making and decision makers. This is essentially a ranking exercise.*

The leaders and communities identified the following as role players in the decision making process in restitution areas at both landscape and agro-ecosystem level:

Decision makers	Description
Community/beneficiaries	*Owners of the land who live and work on the land*
Royals	*Traditional leaders and custodians of the land*
Headman	*Part of the royal council and they help in allocating land and resolving disputes*
CPA executive	*Manage restitution land in accordance with the Restitution Act and allocate land and make decisions on how land should be used*
Department of Agriculture	*Provide expertise knowledge and guidance on agriculture related issues what to grow how to grow certain crops etc*
Municipalities (district and local)-	*Help in facilitating agriculture related issues with other government departments but their role at village level is not very significant unless there are developments that need to occur in a particular village*
Department of Rural Development and Land Reform	*They help with issues on rural land development from agriculture to tourism and they played a big role in getting the land back to the communities*

NGO's	They play a role in helping communities decide how best to use their land and in getting funding for community projects
Small Enterprise Development Agency (SEDA)	They advise on business projects including agricultural projects

Figure 2. Workshop participants during the hierarchy tree exercise, here facilitated by representatives from the CSIR and Nkuzi Development Association.

Once the participants listed all the decision makers, the team then asked them to rank the decision makers according to how important this person/institute/forum is and whether decisions on land use can be made if this person/institute/forum is not part of the decision making process. A hierarchy tree was drawn up and participants ranked the decision makers identified above, and the illustration below shows the two groups' perceptions on who they feel are the important decision makers on their land.

For this exercise the participants were divided into two groups. Here each workshop has two trees to represent the findings, green for group 1 and orange for group 2. The groups were chosen in a way that gives equal representation for different restitution groups/forums/CPAs in each group.
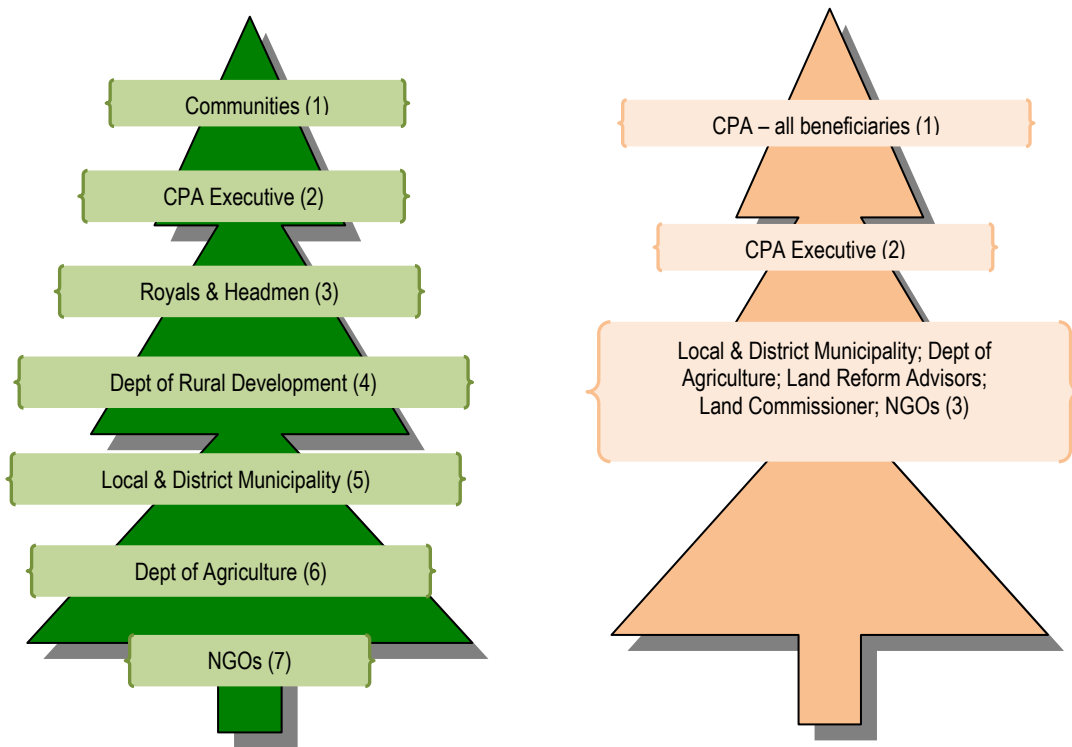
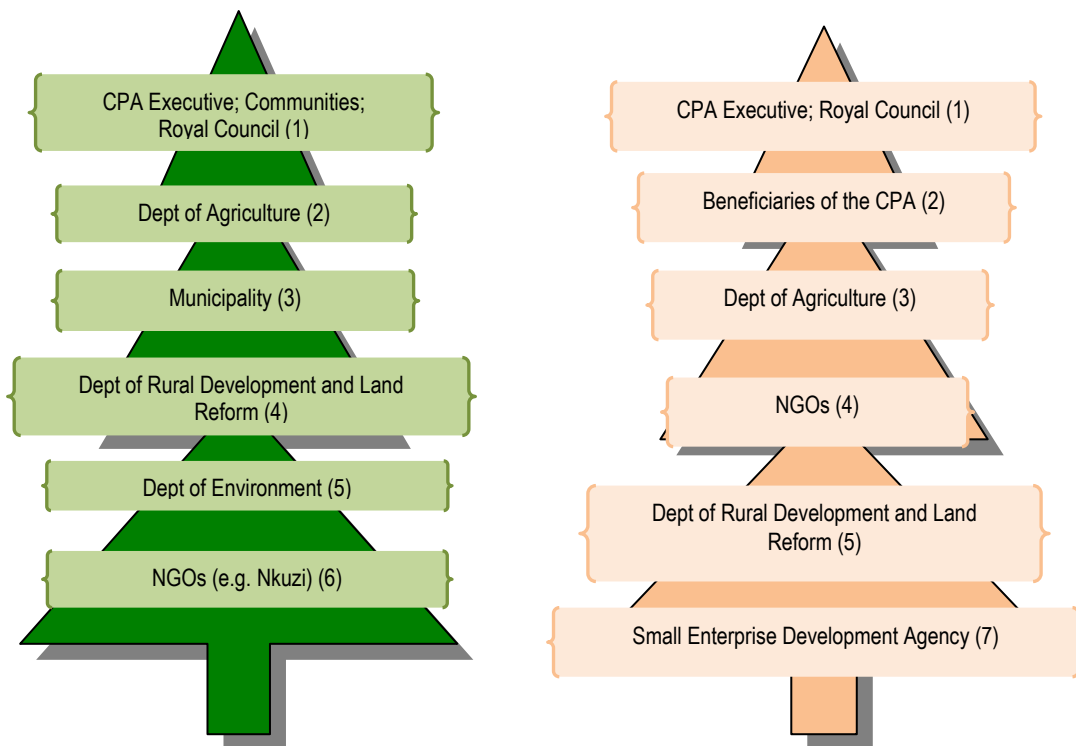**Figure 3. Community leaders' hierarchy trees (Workshop A).**

Communities (1)
CPA Executive (2)
Royals & Headmen (3)
Dept of Rural Development (4)
Local & District Municipality (5)
Dept of Agriculture (6)
NGOs (7)

CPA – all beneficiaries (1)
CPA Executive (2)
Local & District Municipality; Dept of Agriculture; Land Reform Advisors; Land Commissioner; NGOs (3)

Figure 4. Community members' hierarchy trees (Workshop B).

CPA Executive; Communities; Royal Council (1)
Dept of Agriculture (2)
Municipality (3)
Dept of Rural Development and Land Reform (4)
Dept of Environment (5)
NGOs (e.g. Nkuzi) (6)

CPA Executive; Royal Council (1)
Beneficiaries of the CPA (2)
Dept of Agriculture (3)
NGOs (4)
Dept of Rural Development and Land Reform (5)
Small Enterprise Development Agency (7)

Even though the community members identified the same stakeholders as those chosen by the leaders, the ranking of who plays a critical role in decision making among the list of stakeholders provided different results.

Summary points from Step 1 (definition):

Framing the intervention brings out the following information which forms the basis of a tool/mechanism for integrating and coordinating agricultural land use decision making:

   i.   Who the important decision makers are – who should the tool be targeted at?
   ii.   The relative importance of the decision makers – who the priority users of the tool would be
   iii. The roles of the decision makers – this indicates the functional environment in which the tool/mechanism would be applied and therefore whether the tool could be directed at multiple users or not.

Step 2: Discovery – what is good and what has worked

For this section the team wanted to know more about the land-use plans and how useful these were for the community leaders and the communities themselves. In addition the team asked questions about whether participants think it is possible to integrate decision making. In order to find out this information the team used two methods. The first method that was used was the *anecdote circle*. Here the room was divided into two groups (again with equal representation of different groups in mind). Participants were then asked to share their stories, examples and anecdotes about how they used the land-use plan, when they used it and whether there were 'good' or 'bad' associations they made with it.

What is an anecdote circle?
Anecdote circles are a narrative technique like focus groups except they're facilitated to elicit stories rather than judgment and opinion. The collected stories reveal what is really happening in your organisation and what people value. Anecdote circles are a powerful tool to gain insight and new perspectives.

Anecdote Circles

The following guiding questions were used for the anecdote circles:

Do you use the land use plan often? Yes/no – why? What is good about the land use plans and what is bad about the land use plans? Has the land use plan made your life easier or more difficult?

Workshop A (community leaders) – Group 1:

- The community leader from the Manavela community had not seen the land use plan and was not aware of such a document. The old CPA had not given them the document
- For those who had seen it, it made life difficult as they could not follow what was in the plan without funding or development grants
- Participants argued that funds should be made available for CPA's to implement what is contained in the land use development plan and the business plan

Workshop A (community leaders) – Group 2:

- The land use plan is there – it is a good plan on paper- it lays out what different areas of the restitution land are to be used for- e.g. areas for cropping, tea and coffee plantation, area for residential use etc
- People (ordinary CPA members) have access to the plan which is kept in the custody of the CPA committees
- Restitution process was completed about ten years ago, but to date very little has happened in terms of implementing the land use plans
- Factors hampering implementation of land use plans:
  o Lack of money and other resources to implement what the plans recommend - there is nothing tangible happening – lack of other resources to implement plans
  o Part of the problem is that people (CPAs) do not understand the plan and how to implement it
  o Community (within CPAs) tensions and disputes
  o Development partners are identified, meetings are held with partners, strategies are drawn up but nothing materializes
  o Lack of common vision by community - In areas such as Mavungeni, there is a good land use plan but it is not being used and the land is being used in a different way from what is planned for – residential development in an area designated for agriculture
- How can one go about making sure that the plan means something? It was suggested that training workshops are held so that people get to discuss what they want and the different options that are possible for their land
- How might the gap between the land use plan which is a piece of paper and implementation – something tangible - be closed? It was observed that the main problem is that current plans are big and ambitious and require large sums of money to realize - situation might be improved if communities (CPAs) came up with their own realistic and achievable plans which are based on their realities as it is highly unlikely that government will come up with enough money to support implementation of the land use plan for each and every CPA
- A greater role for extension in restitution areas might improve implementation of land use plans. Extension staff could be deployed in restitution areas to support agricultural development and they would work within specifically defined targets.

Workshop B (community members) – Group 1:

- In Shimange community members thought the land use plan was a good plan which would make life easier as it showed the land's capacity and has been able to identify the fertile areas suitable for agriculture. However they do not have the funds to implement it.
- Community members in Shimange also did not follow the land use plan because some of the areas demarcated for vegetable gardens have no access to water so people use land where they have easy access to water. Areas allocated for grazing have no water. The initial plan was to drill boreholes so people can irrigate their gardens but this has not materialised.
- A number of beneficiaries have approached the Shimange CPA executive so that they can use the land for individual gardens while they wait for the funds for community projects to be allocated.
- The participants from Munzhedzi and Manavela said that they did not know about the land use plan and so they did not use it. It was probably the community leaders (chiefs and CPA executive) who knew about it and implemented it without necessarily telling the community of the existence of such a document.

Workshop B (community members) – Group 2:

- CPAs are aware of and attempt to follow the land use plans for their respective CPAs.
- The CPA members indicated that the land use plans are consulted often.
- What is good about the plan? How can it be improved – it was observed that due to resource limitations, land cannot be developed and utilised on the basis of the plans – in Manavhela, problems of water and electricity were said to be hampering land utilisation - previous land owners left a high electricity bill which the community is now paying off. There is a dam but there is need for equipment to pump water.
- Land use plan lists the different enterprises that can be carried out on specific portions of the land, but it does not say how these are to be carried out – plan is removed from reality in this regard - land use plan developed on the basis of biophysical factors but perceived as not taking economic realities of communities into consideration.
- In Shimange the land use plan is there, but it is meaningless as there is no infrastructure to utilise the land as per the land use plan.
- In Munzhedzi there are social problems - the land that is earmarked for agriculture has been invaded and settled by people who are not restitution beneficiaries – these people are also farming. This has been done without permission of the CPA.

Summary points:

The aim of the 'Anecdote circles' is to establish and inform the tool/mechanism with the following:

   i.   Whether or not decisions are guided by the same vision/goal –in this case the vision is supposed to be grounded in the restitution area's land use and development plan which was developed in consultation with beneficiaries and was signed off by the beneficiaries.
   ii.   An integrative tool/mechanism would be applied to contribute towards achieving that common goal
   •   The land use plan is known and accepted by most beneficiaries and thus provides the vision/ goal around which an integrative tool/mechanism would work
  iii.   Identifying problems in utilization of the land use plan – the tool would have to be developed and applied within the context of these problems
  iv.   Identifying positive elements in utilization of the land use plan which the tool could build on - opportunities
   •   The concept of multiple uses of agrarian land that the land use plans advocate for is acceptable to communities as they use land in multiple ways despite not being able to implement the land use plans

In your experience, it is possible for farmers/community leaders to make decisions about their land together? Have you tried to link your own decisions on what to plant and where to plant to the land use plan and what other farmers do? Yes – what happened? No – Why?

Workshop A (community leaders) – Group 1:
   •   A leader from Manavela said that they were not aware of what was happening in the community next to them hence they did not consider the next community when making decisions on how to use their land.
   •   In Mavungeni they considered the neighbours in construction of the dam which could flood and affect those downstream.
   •   In Mavungeni they had hired a helicopter to spray macadamia trees and this affected the bee farm next to them. They should have ensured that the spraying was done at least 500m from the bees. Now they have stopped using the helicopter and spray instead using the boom because they are considering the effects of their activities on those around them and this has improved relations with the white farmer who owns the bee farm.

- Nkuzi together with the Department of Agriculture used to facilitate forums where farmers could come together and discuss land issues and how the land should be managed. This stopped in 2009.
- It is difficult to get some stakeholders to come and give training and information to the farmers.

Workshop A (community leaders) – Group 2:
- Currently there is no consultation between communities (neighbouring CPAs) before agricultural land use decisions are made – this is despite sharing the same biophysical environment.
- Reason for lack of consultation: - very little agricultural activity is taking place – all the CPAs are struggling to establish viable agricultural enterprises so there are no success stories to share and discuss .
- There has been some consultation with the district and local municipalities, but because of the lack of resources to practice agriculture as per the land use plans, nothing tangible has happened.
- Within CPAs, do farmers consult each other or discuss decision making? (or think about consulting each other?) – this does not happen in some CPAs- people focus on their individual plans for farming on a small scale .
- In some of the CPAs e.g. Munzhedzi there is consultation within CPAs e.g. between livestock and crop farmers and in others e.g. Manavhela there is no consultation within CPAs.
- In some neighbouring CPAs e.g. Shimange and Munzhedzi there has been some consultation – learning from each other in terms of the little agricultural activity that is currently being carried out. This is done by the individual farmers carrying out agricultural projects.
- Trust is an issue which hampers consultation as people think their ideas will be stolen.
- No trust within communities- even if outside consultants were to be provided to help build understanding on how to use and implement the land use plans – mistrust and fear of being swindled- based on past experiences for areas such as Manavhela
- If an enterprise has some success, e.g. in Manavhela, tensions and infighting develop- based on suspicions around each other's motives and this destroys motivation to consult and discuss decision making.
- Leadership tensions in areas where royal councils are present divide the CPAs and this hampers positive interaction and consultation (e.g. in Manavhela and Mavungeni).
- Would it be possible to consult, and get e.g. neighbouring CPAs or royal councils talking to each other - it was deemed possible, and exchange visits were identified as a way to facilitate consultation and sharing of information.
- Good communication was listed as a prerequisite for consultation and sharing ideas.

Workshop B (community members) – Group 1:
- It is difficult for farmers to unite and make land use decisions together as every individual always looks out for their interests.
- It is difficult to make decisions together because people can discuss but never follow what was agreed upon. At times people have to get disputes settled by the chief in cases where one community member fails to look after their livestock and they destroy other community members crops
- In Munzhedzi crop farmers are always in dispute with livestock farmers in the neighbouring community/village of Maila. Crop farmers have had to put up fencing to protect their crops as the livestock owners do not heed the call to keep their livestock out of gardens and maize fields.
- At the Pfano poultry and vegetable project in Munzhedzi they have been able to work with farmers from the next door community and share ideas on how to grow different vegetables and also get advice on where to sell their products

Workshop B (community members) – Group 2:
- In all CPAs, there has been no consultation with neighbouring farmers or CPAs (at CPA or CPA committee level) or neighbouring land users before agricultural land use decisions are made. They do not even think about it.
- Decision making does not consider impacts of their own decisions on the environment and on neighbouring activities nor impacts of neighbouring communities' activities.
- Some CPAs such as Munzhedzi have considered soil impacts – have had soils analysed to help decisions on what crops to grow and fertilizers to use.
- The main obstacle to consultation is lack of trust.
- Consultation occurs within CPAs e.g. between crop and livestock farmers to minimize conflicts emanating from livestock damaging crops.
- In Shimanage there is very little happening as people have not settled on the land – no consultation.
- If consultation would take place, it would have to follow the decision making hierarchy – from CPA committees and royal councils to CPAs.
- Facilitating meetings which would be attended by all interested stakeholders was seen as a way of encouraging discussion and consultation within and between CPAs.
- Maintaining good relationships was cited as being an enabler of consultation at both CPA and individual farmer level.

Figure 5. Workshop participants sharing their experiences during the anecdote circles

Summary points:

The aim is to get insights into the current situation regarding coordination and consultation in decision making. This helps tool development in the following ways:

i.   Identify key coordination issues in the context in which the tool would be applied
ii.   Identify coordination constraints that the tool would have to address (if possible) or work around
iii.   Identify opportunities the tool could build on/take advantage of
iv.   Tool is not going to address all problems – what can it effectively do in the current context?
v.   What recommendations should the tool/mechanism make to create an enabling environment for dealing with issues it cannot address but which are important for coordinated decision making?

Dot-mocracy

The second method we used in this section is called *'Dot-mocracy'.* Here the team presented an array of land-use tools/documents that are (or are supposed to be) available to all stakeholders. The participants were given a short presentation on each tool/document and were then asked to vote by way of placing coloured stickers on the

> ***What is Dot-mocracy?***
> *Dot-mocracy is an established facilitation method for collecting and prioritizing ideas among a large number of people. It is an equal opportunity & participatory group decision-making process.*

front page of each of these tools according to certain criteria. The criteria for voting were as follows:

Table 1. Description of the voting rounds during 'dot-mocracy'
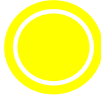
Round	Description	Accompanying colour
Round 1:	*"I know about this tool and I use it"* – this is a tool that you know and that you use more often than not. In other words you know what it does, and it works for you.	
Round 2:	*"I know about this tool but I never use it"* – this is a tool that you know of but don't ever use.	
Round 3:	*"I have never heard of this tool"* – This is a tool that you have never heard of; today is the first time.	
Round 4:	*"I use this tool because I have to, not necessarily because I want to"* – this is a tool that you use because you feel you have to. It might be because it is law, or something similar.	

Figure 6. Participants 'casting' their votes during a round of 'dot-mocracy'

Use of various decision making tools - applying the dot- mocracy method

Table 2 and

Table 3 give a summary of the results of the 'dot-mocracy' voting rounds. It is important to understand that the purpose of the 'dot-mocracy' exercise is not a quantitative one. Rather it is a way for both participants and workshop facilitators to visually comprehend the extent to which the participants know, understand and use the various documents, tools and plans that are currently available to them.

Table 2. Workshop A 'dot-mocracy' result summary

Workshop A					
TOOL	**Round 1**	**Round 2**	**Round 3**	**Round 4**	**Comments**
Land use and development plan (combined with business plan)		4		13	Complaints that this tool is of no value without financial resources to implement agricultural projects as per recommendations of the plan. Communities had to have this tool in order to get land through restitution process
Vhembe IDP	1	6			Not used – tool perceived to be a duplication of the Makhado IDP. People participate in its development but do not see the need to have the tool
Makhado local economic development plan	1	3			
Vhembe spatial Development Framework	1	2			Perceived as being too broad and not concentrating on the local level
Limpopo Agricultural Development Plan (developed by Limpopo Agricultural Development Agency-LADA)	10				CPAs claim to use this tool often, it has a lot of information that is relevant to farmers e.g. training programmes, and it is available from the LDA district office at Makhado Municipality
Makhado IDP	8	2		7	Although 8 votes were cast for its use, the participants confused participating in consultations on developing the IDP with using it. In reality the IDP is not used at CPA level. The IDP is too broad and does not speak to the CPA level – of no relevance at CPA level. Nkuzi engaged the municipality to let CPAs bring their plans for incorporation into the IDP- this will happen in future
CPA land use and development plan (separate from business plan)	5				This plan is used to inform location of agricultural activities
CPA business plan	9	5			Told you must have it in order to access funds Not used on day to day basis, only used when applying for funding

Table 3. Workshop B 'dot-mocracy' result summary

Tool	Round 1	Round 2	Round 3	Round 4	Comments
Workshop B					
Land use and development plan (LUDP) (separate from business plan)	24	11	2	11	Most stickers are green, indicating that this tool is known and used. Why is the LUDP used so much? Response was that it makes decision making easier if followed. LUDP is easy to access for community members as it is available from leaders (custodians of the plan) Some pink stickers – who says LUDP has to be used? Response was the CPA executive and the Land Claims Commissioner. Of the different plans, the LUDP is the easiest to understand and used to identify where to apply business plans
Vhembe IDP	1	7	16	3	Most stickers are yellow, indicating lack of knowledge of the Vhembe IDP. Some orange stickers. Participants indicated that there is a lack of knowledge about this tool. Municipality is not giving information about the IDP. Participants indicated that if the IDP were available to them they would use it to know what is happening around them.
Makhado local economic development plan (LED)	2	4	2		Most stickers allocated indicate that people know about this tool but never use it. It was explained that the tool is not accessible -failure to access it from the municipality. What does the LED help with? Response: to learn about the surrounding area and to know about projects which are successfully funded and projects thatare likely to be funded. This information is useful for strategising
Vhembe Spatial Development Framework	2	7	6		This tool is not used- why? This tool is confusing – people do not know how to read maps. Municipality does not show people how to use the tool. The tool would be useful if people knew how to use it.
Makhado IDP	2	5	9	18	Most votes indicate that this tool is used because people have to- who tells people to use this tool? Tmunicipality says the tool must be used for development of an area. People are told that without registering for the IDP, there would be no development of an area, important for provision of municipal services. Is the IDP easy to understand? Response – in some ways, but there are complications
CPA business Plan	12	9	8	10	This tool is used but large number indicates they use it because they have to – this tool has to be used in applying for funding

Step 3: Dream – What might be

The **ZOPP method** was used to elicit responses from workshop participants on their dream or ideal world scenarios for their land. All participants received a piece of paper where they were asked to write their responses to the questions below and these were collected, discussed and then grouped by the team. (It became clear from the first workshop that some participants did not feel comfortable writing down their ideas. In order to resolve this issue in a way that no-one felt embarrassed, the team decided that people could voice their ideas and then a team member would write it down and it would then be placed on the board).

> **What is the ZOPP Method?**
> ZOPP, from the German term 'Zielorientierte Projektplanung' translates in English to 'Objectives-Oriented Project Planning'. The ZOPP method is an easy way to get diverse opinions from a group of people in relatively quickly.

> **If you lived in an ideal world and you had everything you needed to make good decisions, how would you be making those decisions?**

The responses in the table below show the responses of the leaders and the community members to the question:

Community leaders	Community members
• *Help beneficiaries of the restitution process* • *Get the community together to make decisions* • *Manage land properly and provide guidance to community members* • *Make decisions that help create good jobs for the people*	• *Consult other farmers who are doing the same thing (sharing experiences)* • *Individuals will be able to bring plans to leaders* • *Look around and consider context* • *Consult planning documents* • *Take time making decisions* • *Ensure job creation is easier* • *Have luxury of making decisions about food security* • *Consult funding institutes* • *Easy communication*

The next question (linked to the previous one) participants were asked to consider was:

> **If you lived in an ideal world and you had everything you need to make good decisions, what structures would be in place to make those decisions?**

The responses in the table below show the responses of the leaders and the community members to the question:

Community leaders	Community members
Secure market for people to sell their products *Quality agricultural products should be accessible and affordable* *Require support from other stakeholders who have an interest in agriculture and rural development e.g. Agricultural experts and training in good farming skills* *Require support from the community members, chiefs, CPA executive, municipality and department of agriculture* *Lots of money* *Communication between stakeholders* *Supportive local municipality structures including department of social welfare* *Form cooperatives* *Strong CPA structures*	*CPA* *Municipality* *Department of Agriculture* *Royal council* *Easy consultation* *Money would be available such that decisions are not hampered by lack of money or infrastructure*

The responses to the first question "how would you be making land use decisions" show that in an ideal world where the community leaders had everything they needed, then they would make decisions on how land is used for the benefit the communities who are the beneficiaries of the restitution process. Currently they fail to achieve this because they lack the financial resources, secure markets and training. Community members showed that they would make informed decisions when they have access to the planning documents and also use information from other farmers in the area to ensure that they create jobs for the community.

Figure 7. Different answers and suggestions grouped on the wall for everyone to see and discuss during the ZOPP exercise.

Step 4: Design - What should be and what is ideal

Participants in the workshop were asked to comment and discuss issues around the following two questions:

For a planning and decision making mechanism to be useful to you what should it do for you?

Unlike the previous steps which were conducted in groups, these discussions were held in plenary. Since participants seemed to feel more comfortable not to write themselves, the team gave the participants the opportunity to call out ideas and the team then wrote the ideas on cards and placed them on the wall for everyone to see. The following section shows the outcome of these discussions.

For a mechanism to be useful to you, what should it do for you?
Workshop A (community leaders):

The following issues were raised (each written on a separate card):

For a mechanism to be useful to you, what should it do for you?

- Workshop should help manage affairs
- Stream line communication
- Something that can introduce and facilitate co-operatives
- Something that opens doors to government
- Should be able to speak to all stakeholders
- Should speak most importantly to CPAs
- Assistance for reviving CPAs
- Must give training
- Raise/access funds
- Should be in English and the local language
- Mentorship
- Something that helps understand the tools
- Experiential sharing

Description of issues:

Workshop should help manage affairs – participants suggested that a workshop that could help the CPAs to manage their affairs would be a good idea. Affairs here refer to anything from administration to financial management.

Streamline communication – participants suggested that a mechanism that would be useful to them should be able to streamline communication between the different stakeholders. Perhaps most importantly, it should streamline communication between the CPAs and the various government structures

Something that can introduce and facilitate co-operatives – participants highlighted the need for co-operatives as a way for people to share knowledge. As such, a mechanism must be able to facilitate such co-operatives.

Something that opens doors to government – the link between CPAs, beneficiaries and government was highlighted here. There is a need for people to be able to access government and the support government can give more readily. A mechanism should be able to help in this regard for it to be useful to the participants.

Should be able to speak to all stakeholders – A mechanism that is useful should make sense to and be at the level of all the stakeholders involved, from farmer to government official.

Should speak most importantly to CPAs – While such a tool or mechanism should be able to speak to and be accessible to all stakeholders, participants argued that the most important stakeholder that needs to get support from such a mechanism is the CPA. It was suggested that the CPA has the necessary links and responsibility to its constituents to be able to appropriately transfer the support gained from such a tool to the other beneficiaries

Assistance for reviving CPAs – Participants noted that there is a need for assistance in the revival of the CPAs. If a mechanism or tool could help in this regard it would be most welcome.

Must give training – Participants were adamant for such a tool to be useful to them it has to be able to provide training both in terms of agriculture and in the use of the tool.

Raise/access funds – Funding and the lack thereof was mentioned as one of the big stumbling blocks for the CPAs. As such, the participants suggested that a tool or mechanism could be helpful if it assisted with the raising of funds or accessing of funds

English and local language – A tool or mechanism should be provided in both English and the local languages

Mentorship – Participants mentioned that it is important that such a tool provide (or facilitate) mentorship.

Something that helps understand the many plans that have been made for the district– A tool or mechanism would also be of benefit to the participants if it can help them to better understand the range of different plans made by government and other agencies and that are available to them and also how to apply and make these other plans tools relevant to them.

Experiential sharing – A tool or mechanism that helps people to share the knowledge they have gained from their own experiences would be useful to the participants.

The team noted that it would be difficult for one tool to be able to achieve all the elements listed above. As such the participants were asked to 'vote' for the element that they think would be most useful to them. 'Voting' took the form of people putting their coloured sticker on the element which they most would like to see addressed.

The results of the voting were as follows:

Mentorship	☺ ☺ ☺
Must give training	☺ ☺ ☺
Assistance for CPAs	☺
Something that opens doors to government	☺

From this one can see that the two most important elements of a tool that could be useful to the participants in Workshop A (community leaders) is mentorship and training.

Workshop B (community members):

The following issues were raised (each written on a separate card):

> *For a mechanism to be useful to you, what should it do for you?*
> - Raise awareness
> - Raise awareness of other projects
> - Make soil sampling tools available to individuals
> - Must be something that can provide or help to provide infrastructure e.g. Tractors
> - Must give training (must put knowledge in people's minds)
> - Provide collective rather than individual learning
> - Help people to share their learning with others
> - Provide crop production training
> - Monitor progress
> - Must help to utilise land better
> - Raise awareness of veld fires

Description of issues:

Raise awareness – Participants noted that a tool should be able to raise awareness in general in relation to land use planning

Raise awareness of other projects – Participants specifically noted that a tool should be able to raise awareness of other projects in the vicinity. This is necessary if people are to learn from one another

Make soil sampling tools available to individuals – An issue of a more technical nature. Participants noted that they would like to be able to have access to soil sampling tools.

Must be something that can provide, or help to provide infrastructure e.g. tractors – lack of, and lack of access to infrastructure is a problem for the respondents and as such it would be helpful if such a tool could provide it

Must give training – Not unlike the workshop with the community leaders, the community participants were also adamant that for such a tool to be useful to them it would have to be able to provide training.

Provide collective rather than individual learning – participants noted that for a tool to be useful to them it has to foster collective learning rather than individual learning

Help people to share their learning with others – related to the previous point, participants mentioned that the tool should help people to share the knowledge that they have gained with the rest of the community

Provide crop production training – Some respondents noted that crop production training would be something important for them to learn

Monitor progress – A tool that is useful to the respondents is also a tool that can monitor progress. In other words, to track how the needs of the community are being met and might change over time.

Must help to utilise land better - the tool should be able to help the respondents utilise their land more productively

Raise awareness of veld fires – if the tool is to be useful it should also be able to raise awareness regarding veld fires and their prevention

The team noted that it would be difficult for one tool to be able to achieve all the elements listed above. As such the participants were asked to 'vote' for the element that they think would be most useful to them. 'Voting' took the form of people putting their coloured sticker on the element which they most preferred. The results of the voting were as follows:

Must give training	☺ ☺ ☺☺
Make soil sampling tools available	☺ ☺ ☺
Provide infrastructure	☺
Collective learning	☺
Crop production training	☺
Monitor progress	☺
Utilise land better	☺
Veld fire awareness raising	☺

Again, the above table is quite useful in highlighting what the workshop participants, in this instance the community members, think will be useful. And much like the leaders, their choice is training closely followed by a tool that can make soil sampling techniques available to them.

From here we can ask some important questions:

1. What tools are available for decision making for land use planning in this community?
2. Which are used at community (CPA level)?
3. What information do the available tools provide?
4. Which of the tools bring what the community wants and expects in terms of integrated and coordinated agrarian land use decision making?

Table 4 addresses questions 1-3 by looking at the available tools, their characteristics and relevance or use bythe CPA

Table 4. Tools available, their characteristics and relevance to the CPA

Tool	Characteristics	Relevance /use at CPA level
Land use and Development Plan (LUDP)	Spatial plan of restitution land, lists suitable agrarian activities and where they should be located; environmental concerns	Relevant- available to CPA members, users can identify where they fit in with the plan *Not implemented due to lack of funding

CPA Business plan	Financial plan for specific agricultural activities; as identified in LUDP; Developed as and when required	Relevant – relates to specific agricultural activities as per LUDP
Makhado Local Municipality IDP	Municipal level strategic planning tool; Project focus; No reference to local level planning	Broad -does not speak to CPA level, Does not address agrarian land use issues
Makhado Spatial Development Framework	Spatial plan of the whole municipality, part of the IDP;	Broad – does not speak to CPA level,
Makhado Local Economic Development Plan	Part of IDP; focuses on broadening economic base of MLM – through various activities in different sectors	A municipal level document, not directed at community level issues. No relevance to agrarian land use decision making
Makhado Municipality Land Use Scheme	Guidelines for urban land use - built environment. No reference to rural environment	A municipal level document, no relevance to the rural environment or agrarian land use
Vhembe District Municipality IDP and SDF	IDP-Overall framework for development of district, SDF- spatial representation of IDP	Very broad district level plans- no direct relevance at community level
Limpopo Agricultural Development Plan	Provincial plan based on provincial agricultural development strategy	Broad plans of little relevance to agrarian land use at community level;, source of information on training opportunities
Land Use & Development Plan	Tool is known and used	Accessible, easiest to understand; makes decision making easier; of no value without financial resources; has to be used
CPA business Plan	Known and used	Has to be used- application for funding for agrarian activities
Makhado IDP	Known	People participate in IDP development; Have to participate; know that IDP has to be used for development
Makhado Local Economic Development Plan	Largely unknown and not used	
Vhembe IDP	Largely unknown	
Vhembe SDF	Largely unknown	

From the information gathered from the workshop, one can now draw interesting parallels between that which people need (drawn from the workshop) and that which is available to them (the current tools, documents and plans that are available to them for use) when making their agricultural land use decisions. This also links to question 4 which asks the question: Which of the tools bring what the community wants and expects in terms of integrated and coordinated agrarian land use decision making?

The matrix below, illustrates these parallels:

		PLANS/TOOLS/DOCUMENTS							
	Voiced by all / *Voiced by communities* / *Voiced by leaders*	CPA Land use and Development Plan (LUDP)	CPA Business Plan	Makhado IDP	Makhado SDF	Makhado Land Use Scheme	Makhado Local Economic Development Plan (LED)	Vhembe IDP	Vhembe Spatial Development Framework
USEFUL CHARACTERISTICS OF THE TOOL (SUGGESTIONS FROM STAKEHOLDERS)	Raise awareness (e.g. other projects, veld fires)	👎	👎	👎	👎	👎	👎	👎	👎
	Workshop should help manage affairs	👍	👍	👎	👎	👎	👎	👎	👎
	Something that can introduce and facilitate co-operatives	👎	👎	👎	👎	👎	👎	👎	👎
	Helps to provide infrastructure e.g. Tractors	👎	👍	👎	👎	👎	👎	👎	👎
	Something that opens doors to government	👎	👎	👎	👎	👎	👎	👎	👎
	Provides training (e.g. crop production)	👎	👎	👎	👎	👎	👎	👎	👎
	Should be able to speak to all stakeholders	👍	👍	👎	👎	👎	👎	👎	👎
	Facilitates experiential sharing	👎	👎	👎	👎	👎	👎	👎	👎

USEFUL CHARACTERISTICS OF THE TOOL (SUGGESTIONS FROM STAKEHOLDERS)

Provide collective rather than individual learning	👎	👎	👎	👎	👎	👎	👎	👎
Stream lines communication	👎	👎	👎	👎	👎	👎	👎	👎
Shared learning	👎	👎	👎	👎	👎	👎	👎	👎
Give CPAs assistance	👍	👍	👎	👎	👎	👎	👎	👎
Monitors progress	👎	👎	👎	👎	👎	👎	👎	👎
Available in both English and local language	👎	👎	👎	👎	👎	👎	👎	👎
Must help to utilise land better	👍	👍	👎	👎	👎	👎	👎	👎
Raise/access funds	👎	👎	👎	👎	👎	👎	👎	👎
Mentorship	👎	👎	👎	👎	👎	👎	👎	👎
Something that helps understand the tools	👎	👎	👎	👎	👎	👎	👎	👎
Experiential sharing	👎	👎	👎	👎	👎	👎	👎	👎

Suitability and relevance of available tools?

- LUDP relevant and directed at community level land use planning, but does not address integration and coordination of agrarian land use
- IDP, SDF not used at community level (community participates in IDP development)
- IDP and SDF are municipal level tools, project focused and do not address routine decision making
- Municipal land use scheme is of no relevance to rural issues

Summary points:

1. Is a new tool/mechanism for integrating and coordinating agrarian land use decision making required?

2. Is what is required, refinement or adaptation and/or better use of currently available tools?

3. Can agrarian land use decision making be better integrated and coordinated using existing tools

What should this mechanism or tool look like?

What should this mechanism or tool look like?

Once participants had discussed the elements that would make a mechanism or tool beneficial to them, the team then asked the participants to share some ideas on what this tool could possibly look like. The participants were encouraged to think laterally and not to stay within the confines of budget and practicality. The following were suggestions highlighted by the participants:

Workshop A (community leaders):

The following suggestions were made and issues raised (each written on a separate card):

What should this mechanism look like?

- Demonstration
- Booklet not ideal alone
- Local media (including local radio stations)
- TV input
- Workshops
- Forum

Description of issues:

Demonstration – The mechanism should be demonstrated, or be able to be demonstrated

Booklet not ideal alone – Participants commented that while a booklet is a good idea, it is not ideal and should be supported by other ways of transferring the message

Local media – it was mentioned that it may be a good idea to get local media involved as this is what people listen to

TV input – participants mentioned that it might be useful to have a video that explains how the mechanism works

Workshops – many participants viewed workshops as an ideal way for the mechanism to be used

Forum – participants argued that since there are already established forums it might be a good idea to link up with one of the existing forums.

Workshop B (community members):

The following suggestions were made and issues raised (each written on a separate card):

What should this mechanism look like?

- Demonstration
- Help the illiterate
- Local media (including local radio stations)
- Regular visits from the extension officers
- Learning-through-doing
- Learning from others
- Explanations through visuals
- Foster trust in the technical knowledge
- Practical examples
- Workshops
- Regular interactions
- Must be something that people can interact with
- Must be able to help create good relationships between farmers
- Must provide mentorship

Description of issues:

Demonstration – The mechanism should be in a form which can be demonstrated

Help the illiterate – the mechanism should be fashioned in such a way that the illiterate can also benefit

Local media – it was mentioned that it may be a good idea to get local media involved as this is what people listen to

Regular visits from the extension officers – participants expressed the need for more regular visits and inputs from the extension officers in the area. As such it would be useful if the mechanism could facilitate this.

Learning through doing – the learning should be practical in nature

Learn from others – learning from others (neighbours or other villages) is a good way to learn new ways of doing things. Also, learning from peers makes one more comfortable, knowing that it can be done by someone from the similar background.

Explanations through visuals – participants noted that when something is explained through visual depiction it is sometimes easier to understand

Foster trust in the technical knowledge – participants need to know that they can trust the technical knowledge made available through the mechanism

Practical examples – examples should be practical and not theoretical

Workshops – many participants viewed workshops as an ideal way for the mechanism to be used

Regular interactions – interactions should be regular and dependable

Must be something that people can interact with – the mechanism should be something people can interact with. In other words make suggestions and give inputs to.

Must be able to help create good relationships between farmers – the mechanism should facilitate good relations between the different farmers.

Must provide mentorship – must provide or facilitate mentorship of people.

Comparing the two workshops' answers to what the mechanism could look like, one can see that communities take a much more practical stance to it and are able to visualise the everyday applicability of such a mechanism. Whereas the leaders are more structurally oriented, i.e. how implementable can such a mechanism be. Figure 9 illustrates the comparison.

Figure 9. Comparing community leaders and members' vision of what a suitable mechanism could look like.

Step 5: Destiny – How to make it happen

The last session of the workshop was to understand from the participants how they think the mechanism could be implemented. Since the objective of such a mechanism would be to improve coordination between different stakeholders with regard to agricultural land use, the discussion was framed around this.

Figure 10. CSIR team member facilitating the discussion around improving coordination between different stakeholders in agricultural land use.

How can we improve coordination between different stakeholders when it comes to agricultural land use?

These discussions were held in plenary. Since participants seemed to feel more comfortable not to write themselves, the team gave the participants the opportunity to call out ideas and the team then wrote the ideas on cards and placed them on the wall for everyone to see. The following section shows the outcome of these discussions.

Workshop A (community leaders):

How can we improve coordination between different stakeholders when it comes to agricultural land use?

- A forum that involves all stakeholders
- Department of Agriculture through extension officers could play a linking role
- Good monitoring and review of the forum
- Government needs to play a big role in CPAs
- Commitment from members (stakeholders who participate in the forum)
- Meetings/ activities of the forum should take place regularly
- Getting the right people into the forum – people with commitment to creating change
- Training in conflict management and leadership NGOs that work with CPAs to improve coordination should have more resources (budgets)

Workshop B (community members):

How can we improve coordination between different stakeholders when it comes to agricultural land use?

- Sharing knowledge
- All relevant structures must be involved (structures refers to institutions e.g. CPA executive, royal council etc.)
- Structures must have a common goal
- Regular meetings
- Must have a structure that regulates interaction
- Structure must be legitimate - everyone must know about it
- Coordination through existing structures
- Hook onto other meetings that are already happening

Elements for better co-ordination:

In summary, the different elements mentioned in plenary by the participants, regarding how to get better coordination between different stakeholders, especially in relation to decision making for agricultural land use, are summarised in the figure below.
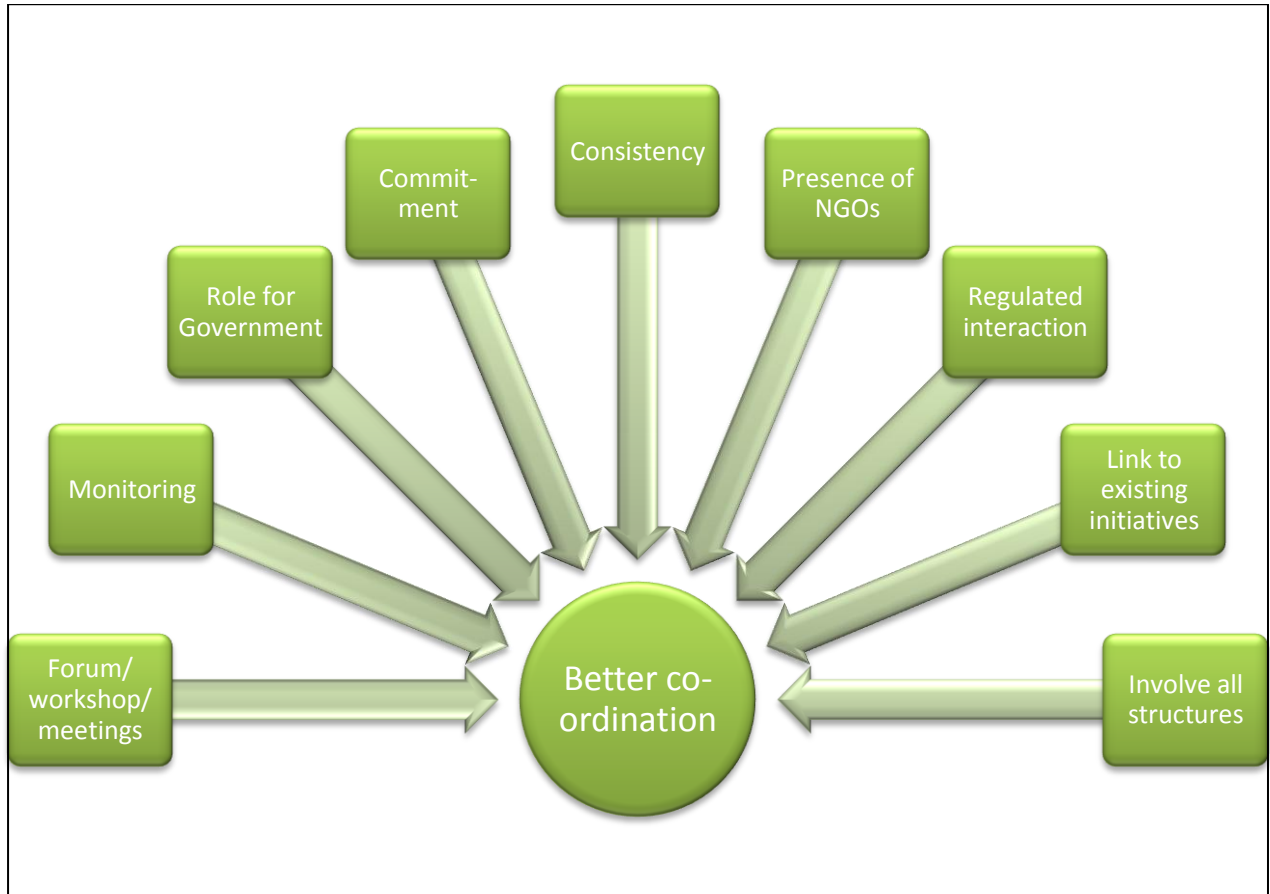

Figure 11. Suggested needs for better coordination between stakeholders in decision making for agricultural land use

Conclusion

The information and findings from the workshops will be used to develop a mechanism or tool for improving integration in agrarian land use decision making. The workshops provided insights into the critical factors that should define and shape a tool for integrated agrarian land use decision making. From the workshops it emerged that there are different individuals and/or institutions which play a role in agrarian land use decision making. The existence of these different role players makes coordination a key element of decision making, to allow the different role players to participate in decision making in an organised way. The tool that is developed should thus facilitate both integrated and coordinated agrarian land use decision making.

Each of the workshop sessions was designed to inform a different aspect of tool development. The session on *framing the intervention* provided information on who the decision makers are, thereby indicating who the tool should be directed at and who the priority users of the tool would be. Defining the roles of the decision makers clarified the functional environment in which the tool or mechanism would be applied. In the environment in which the tool would be applied, namely for

restitution land, the Land Use and Development Plan (LUDP) is an important tool for informing land use decision making and practices. It was thus critical to get an understanding of how the LUDP has worked and how it was perceived. The tool would operate alongside the LUDP and must therefore be designed to complement the LUDP and to avoid any shortcomings of the LUDP.

The session which delved into the ***current situation on consultation and coordination in decision making***, was useful for providing insights into the key coordination issues and constraints which the tool would have to address together with opportunities upon which the tool could build. The session was also useful for clarifying the fact that the tool would not be able to address all the existing problems and it would be necessary to identify what the tool could effectively address, while recognising the issues it would not be able to address. The tool to be developed would have to operate alongside an array of other tools, albeit that they may not have been designed to improve integration in agrarian land use decision making. The workshops were useful for providing insights into use of and perception of the other tools. This information is critical for ensuring that the tool does not duplicate an existing tool but addresses gaps and complements the existing tools.

The workshops further allowed the key potential users of the tool, to ***visualize what an ideal tool should be able to do and what it could look like***.. This information was analyzed in the context of what is realistic and possible within the constraints and nuances of the local circumstances and how this context informs the tool development in different ways, namely what the tool should aspire to and what it could realistically be able to achieve.

References

Cooperrider, David L; Whitney, Diana; and Stavros, Jacqueline M., Appreciative Inquiry Handbook: The First in a Series of AI Workbooks for Leaders of Change, Lakeshore Communications, 2003, Pages XVII – XIX.

APPENDIX A: PROGRAMME COMMUNITY LEADERS WORKSHOP

COMMUNITY LEADERS' WORKSHOP FOR THE PROJECT: BUILDING SUSTAINABLE AGRARIAN SOCIAL ECOLOGICAL SYSTEMS IN MAKHADO MUNICIPALITY

Purpose of workshop: to discuss coordination and integration of agricultural land use, in order to identify what has worked, what is desirable and options for improving coordination and integration of agricultural land use in order to support food security and income generation without degrading the environment

Date of workshop: 30 August 2011

Time: 0900 -16:00

Venue: Nkuzi Development Association Offices, Elim

Programme:

Time	Activity	Facilitator
09:00	Arrive at old Nkuzi Office Elim	Nkuzi/CSIR
10:00	Welcome	Nkuzi Development Association
10:05	Opening prayer	Representative of community leadership
10:15	Introductions	Nkuzi
10:30	Introduction to the workshop	CSIR
10:45 -11:15	Framing the intervention: identification of decision makers and their importance(Hierarchy tree)	CSIR/Nkuzi
11:15 -11:30	Refreshments	All
11:30 -13:00	Discovery: What is good and what has worked? (land use plans & coordination)(Anecdote circles)	CSIR/Nkuzi
13:00	Lunch	All
13:45-1330	Discovery: Evaluation of current decision making and planning tools (dotmocracy method)	CSIR/Nkuzi
13:30-14:15	What might be? (Zopp method)	CSIR/Nkuzi
14:15-14:30	Design – what should be and what is ideal? – Defining a desirable tool (zopp method)	CSIR/Nkuzi
14:30-15:15	Destiny – how to make it happen? (zopp method)	CSIR/Nkuzi
15:15- 15:45	Wrap up and way forward and vote of thanks	CSIR/Nkuzi
15:45 -15:50	Closing prayer	Representative of community leadership
15:50	Departure	

APPENDIX B – PROGRAMME FOR COMMUNITY MEMBERS WORKSHOP

COMMUNITY MEMBERS' WORKSHOP FOR THE PROJECT: BUILDING SUSTAINABLE AGRARIAN SOCIAL ECOLOGICAL SYSTEMS IN MAKHADO MUNICIPALITY

Purpose of workshop: to discuss coordination and integration of agricultural land use, in order to identify what has worked, what is desirable and options for improving coordination and integration of agricultural land use in order to support food security and income generation without degrading the environment

Date of workshop: 31 August 2011

Time: 0900 -16:00

Venue: Nkuzi Development Association Offices, Elim

Programme:

Time	Activity	Facilitator
09:00	Arrive at old Nkuzi Office Elim	Nkuzi/CSIR
10:00	Welcome	Nkuzi Development Association
10:05	Opening prayer	Representative of community
10:15	Introductions	Nkuzi
10:30	Introduction to the workshop	CSIR
10:45 -11:15	Framing the intervention: identification of decision makers and their importance(Hierarchy tree)	CSIR/Nkuzi
11:15 -11:30	Refreshments	All
11:30 -13:00	Discovery: What is good and what has worked? (land use plans & coordination)(Anecdote circles)	CSIR/Nkuzi
13:00	Lunch	All
13:45-1330	Discovery: Evaluation of current decision making and planning tools (dotmocracy method)	CSIR/Nkuzi
13:30-14:15	What might be? (Zopp method)	CSIR/Nkuzi
14:15-14:30	Design – what should be and what is ideal? – Defining a desirable tool (zopp method)	CSIR/Nkuzi
14:30-15:15	Destiny – how to make it happen? (zopp method)	CSIR/Nkuzi
15:15- 15:45	Wrap up and way forward and vote of thanks	CSIR/Nkuzi
15:45 -15:50	Closing prayer	Representative of community
15:50	Departure	