



INCEPTION REPORT

Development of Stakeholder Engagement Plan and Toolkit for the ProSAVANA programme

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1. Introduction

The agreement between Japan International Co-operation Agency (JICA) and Majol Consultoria & Serviços (Majol) for the development of a Stakeholder Engagement Plan and Toolkit for the ProSAVANA Programme was signed on the 2nd of November 2015. Subsequently, the consulting team was mobilised and started work on the 3rd of November. Tasks were allocated as reflected in the Draft Work Plan (Appendix 1).

The overall objective is to establish a stakeholder platform, and obtain comments from civil society, which will promote the participation of stakeholders in the development and implementation of the ProSAVANA programme.

2. Work Programme for the consultancy

The preliminary work plan is attached in Appendix 1.

All tasks listed to be completed by 13 November have been completed or are ongoing. The following adjustments were made:

- After discussions with ProSAVANA project staff, campaign branding was cut back. This also removed the necessity to prepare further summaries of the Master Plan Zero.
- Survey instruments were prepared on-line. It was later decided not to provide on-line access to the interview subjects, but do data entry in-house. The on-line facility was maintained to facilitate statistical analysis.
- The interviews field trip was reduced from 3 to 2 weeks. The third week will now be spent in Maputo interviewing national Government departments and preparing for the first Advisory Committee meeting, which has been rescheduled for week 4. This is to allow Civil Society organizations sufficient time for internal discussions, consensus building, and decision making.

3. Activities carried out

The following table shows the various activities carried out so far. A visual representation is found in Appendix 1, the Work Plan, which has been colour coded so progress versus plans can be seen at a glance.

ACTIVITY	STATUS
Literature review	Started and ongoing as per work-related need
Meeting 1 with JICA/ProSAVANA staff	Completed
Meeting 2 with Government ProSAVANA staff	Completed
Draft lists of stakeholders	Completed (Appendix 2)
Arranging meetings with national CSOs	Completed
Survey instruments	Completed (Appendix 3)
Master Plan Zero summaries	Abandoned (see para. 2) , though early drafts already submitted to JICA
Individual consultations civil society	4 held (), plus preliminary telephone interviews with seven others.
Individual consultations government departments	Rescheduled for week of 30 Nov.
Arrange meetings and trip logistics for stakeholder engagement	Completed
Draft ToR for Advisory Committee	Completed (Appendix 5)
Write and submit inception report	Completed (this document)

4. Methods

The original concept was to administer a questionnaire during a structured interview with CSOs and ProSAVANA-related Government departments. While trying to arrange the initial interviews it became clear that many CSOs were unwilling to be individually interviewed as they considered themselves to be part of larger, collective bargaining units. The questionnaires will therefore be administered chiefly during group meetings. Semi-structured or informal interviews will supply background information about individual stakeholders, which will be included in the stakeholder map. So far, seven of such informal interviews were also held.

5. Results

The genesis of the present situation is becoming increasingly clear from interviews conducted so far. Most CSOs we have spoken to claimed to have learned about ProSAVANA in 2009 through the media, sometimes even foreign ones, or through the rumour circuit. That immediately raised suspicion with them. A common complaint is also, that when they approached Government for clarification very little information was forthcoming and promises of more were not honoured. This further strengthened the suspicion.

The fact that work has started on some of the infrastructure, such as the harbour in Nacala, also increases the perception that Government wants to push the programme through in spite of objections.

Some of the organisations (at least three of them) started trying to collect their own information. For example, a study trip was made to Brasil, based on claims that ProSAVANA was inspired by development in the Brazilian Cerrado. The large scale industrial type agriculture that was seen to dominate there is in stark contrast to the small-scale, family type of agriculture that many of the CSOs promote. This, together with a few unfortunate pronouncements by individual Government persons, started to create a picture with a lot of false assumptions and wrong conclusions. Wildly inaccurate data circulated regarding the affected land area, and land grabs by unrelated people and organisations in the Corridor¹ are widely and wrongly attributed to ProSAVANA by members of the public and civil society even today. Guesswork about the motivations of those seen as the promoters of the programme (the Governments of Mozambique, Japan and Brasil) added more fuel to the fire.

Overall, the CSOs felt that they were not being listened to, were not given information, and were generally treated in an arrogant and obstinate way by the Government. Two specific occasions were cited: a meeting organised by CSOs which was attended by the three provincial directors from the ProSAVANA area, and the public consultation in Maputo presided over by the Minister. In both cases, in the opinion of the CSOs a genuine discussion was not held, and the attitude of Government parties was hostile and arrogant. When in Maputo CSOs were told that those who were not given a chance to speak could submit in writing, many of them decided to abandon the process because of the way it was being held.

The fight hardened. Some leaders left, and were replaced by more hard-line people. This finally resulted in the CSOs breaking into two groups: the hardline "No to ProSAVANA" campaign (a.o. UNAC, ADECRU, J.A., CESC), and a group of CSOs that are not against the programme as such, but want to see it changed in a number of key issues, foremost of which is the forced resettlement aspect (including a.o. [REDACTED]). Some of these are united in ASCUTE (Alliance of Civil Society against Usurpation of Land: [REDACTED]), which deals with land rights and land grabbing in general. Their basic principle is empowerment through prior informed consent and free will.

Both campaigns did their own technical analysis of the ProSavana documents. Based on these analyses, a strategic matrix was drawn up which arranged for lobby and advocacy activities in Japan, Brasil and Mozambique. This explains the growing objections from Japanese CSOs and their representatives in the Diet.

¹ <https://www.grain.org/article/entries/5137-the-land-grabbers-of-the-nacala-corridor> .

We have spoken to representatives of both camps. The surprising fact is, that even members of the "No" campaign still say that they would be willing to come to the table, provided that they are given a guarantee that their contributions will be considered seriously. Most of them also want such a dialogue to be moderated by a neutral party, since they have lost all confidence in Government's promises.

In addition, they specifically say that their involvement has to be more than simply 'commenting on documents'. Many organisations, and even commentators², note that the Zero draft of the Master Plan does not sufficiently safeguard the land and resource rights of the population. Majol consultants would agree that even the most recent excerpt shared with us does not resolve anything, despite major efforts of the ProSAVANA team.

Please see Appendix 4 for stakeholder map so far.

Individual survey data have not yet reached statistically significant size.

6. Terms of Reference for Advisory Committee

The Terms of Reference for the Advisory Committee are found in Appendix 5. Due to Civil Society comments so far we have changed the name of this committee into the "Working Committee". We have made a two part scope of work, one for developing the Master Plan, and another for ongoing M and E and strategic input. Without acceptance of the latter, Majol doubts that Civil Society will accept a design role without subsequent involvement.

7. Recommendations so far and next steps

Recommendations

From the interviews it is clear that land concerns and communication style are major stumbling blocks to achieving buy-in from civil society. Both of these must be addressed.

So far, civil society (and the consultant team) feel that the Principles of Responsible Agricultural Investment as divulged up to now by the ProSAVANA team are insufficient. Specific recommendations that need to be added follow.

- Land Rights and Access to Natural Resources for all Mozambicans, and specifically rural households, will be defended;
- "Free and prior informed consent" for each transaction of land and for every individual involved in the land transaction will be ensured;
- The right of full access to legal representation for all populations and individuals involved in land transactions will be guaranteed (in the same way that an investor engages advisers and lawyers);
- Strict and transparent implementation of the legal framework regarding land is ensured, with the exception that ..
- ... that "Involuntary Resettlement" is not used within the ProSAVANA programme and all associated projects, except when needed for necessary public infrastructure (e.g. roads, irrigation canals, etc.);
- A transparent and fully accessible Complaints Management System will be created;
- Mechanisms for access and participation for civil society in the negotiations, claims, and other processes involving lands to ensure the above mentioned items will be created.

2

<http://www.clubofmozambique.com/solutions1/sectionnews.php?secao=business&id=2147488847&tipo=one>

Due to the complexity of the material, it is essential that ProSAVANA does not simply try to alter the documents on its own. Rather, Civil Society must be involved and tasked with directly assisting project writers to create sufficient safeguards and appropriate language.

Many parties in civil society also feel that the programme technically needs further development. The path mentioned for doing this is “co-creation” or “joint project development”. The consultant team also feels that the programme could benefit from an improved logical structure (the relationship between objectives, results, and outputs, as well as more specific conceptual detail on market access). The development of a logframe or similar programme planning instrument would go a long way towards correcting this.

Longer term, a need will continue to exist for a mediator with ample experience in lobbying and advocacy. The CSOs themselves have expressed this wish on several occasions.

Next Steps

The next three weeks will be spent on the activities as per the Work Plan. Three team members will visit the ProSAVANA area to conduct interviews with CSOs on the ground. After processing of the results, this will culminate in the first meeting of a provisional Advisory Committee.

8. Documents consulted

Grain (2014): <https://www.grain.org/article/entries/5137-the-land-grabbers-of-the-nacala-corridor>

Ministério da Agricultura e Segurança Alimentar (2015): Plano Director para o desinvolvimento agrario do corredor de Nacala em Mocambique. Esboco versao 0, (sumario). 35 pp.

Monjane, Boaventura (2014): Auscultação pública sobre o ProSAVANA: Ministro exige intervenções “patrióticas” e activistas abandonam a sala. boa.monjane@gmail.com

Portucel Mozambique (2015): Stakeholder engagement plan (draft). Majol Consultorio e Servicos, Maputo. 96 pp.

Terrafirma Rural Development Consultants (2013): Land delimitation and demarcation: preparing communities for investment. CARE Mozambique, Maputo. 65 pp.

APPENDIX 1

- ADJUSTED DRAFT WORKPLAN AS PER 13 NOVEMBER 2015

Colour coding shows progress against plans, and is as follows:

- Green on time
Yellow up to one week late
Red more than one week late
 No colour not yet scheduled to begin

			Month/Week								
			Novemb er					Decembe r			
Phase	Activity	Lead	2	9	16	23	30	7	14	21	28
Inception	Literature Review										
	Meeting with ProSAVANA Staff (Meeting 1), agreement on messaging/ partial "rebranding"		4 Nov.								
	Dialogue and briefing with ProSAVANA staff (meeting 2)			9 Nov.							
	Make draft list of Civil Society and National Gov't Stakeholders		4 Nov.								
	Arrange meetings with national CSO's		4 Nov.								
	Make Survey Instruments		4 Nov.								
	Make Prosavana Zero Draft Summaries		4 Nov.	After discussions with ProSAVANA project staff, campaign branding was cut back. This also removed the necessity to prepare further summaries of the Master Plan Zero.							
	Individual consultations with civil society (Maputo)										
	A similar set of interviews with relevant government departments						Rescheduled in place of 3rd week in provinces (line 19).				
	Write Inception Report										
	Submission of the inception report including the tools and formats.			13 Nov.							
ToR for Advisory Committee	Draft ToR			13 Nov.							

[illegible]

APPENDIX 2 - DRAFT LISTS OF STAKEHOLDERS

The table is added as a separate Excel spreadsheet file attached to this document.

STAKEHOLDER SURVEY

1. What is the name of your organisation?

2. Does your organisation operate on a national or provincial level? (More than one answer possible)

- ☐ National
- ☐ Provincial (in Nacala corridor: Nampula, Niassa, Zambezia provinces)
- ☐ Provincial (not in Nacala corridor)

3. As a stakeholder organisation, who do you consider to be your constituents? (More than one answer possible)

- ☐ Rural poor (whether farming or not)
- ☐ Farmers
- ☐ Rural women
- ☐ Youth
- ☐ People with disabilities
- ☐ Other (please specify)

4. What mechanisms do you have in place to keep in touch with them in order to represent their interests?

- ☐ Advisory board of appointed members
- ☐ Advisory board of elected members
- ☐ Strategic community consultations
- ☐ Annual general meeting
- ☐ Extension visits or meetings

Other (please specify)

5. Does your organisation have a formal strategy for rural development? (Could we have a copy?)

- ☐ Yes
- ☐ Yes, not given
- ☐ No

6. What do you consider the best way(s) to advance farmers' interests and address rural poverty, translated into priority institutional strategies? Please rank your answers in order of importance.

Influencing social grant systems

Influencing environmental laws and policies

Influencing land laws and policies

Improve and strengthen security of access to land

Provide market access to small producers

Improve farming and land management methods

Advocate gender equality

Advocate inclusivity for youth and people living with disabilities

Other (please specify)

Other (please specify)

7. How did your organisation become involved with ProSAVANA?

- ☐ Constituents raised issue(s) related to the programme
- ☐ Our project(s) are affected by ProSAVANA (please elaborate below)
- ☐ Our project(s) could be affected (please elaborate below)
- ☐ We learned about ProSAVANA through the media
- ☐ We heard about it through our professional network
- ☐ We were invited to a consultation
- ☐ Other (please specify)

8. Are you in possession of the ProSAVANA planning document?

- ☐ Yes
- ☐ Yes, but not read

- ☐ No longer interested
- ☐ No

9. Which version is this (date)?

10. What other documentation regarding ProSAVANA do you have or have access to?

11. What do you see as potentially beneficial aspects of ProSAVANA?

1.

2.

3.

4.

5.

12. Please indicate to what extent you are satisfied with the above aspects. (5 = very satisfied, 1 = barely satisfied)

	1	2	3	4	5
1.	<input type="radio"/> 1.1	<input type="radio"/> 1.2	<input type="radio"/> 1.3	<input type="radio"/> 1.4	<input type="radio"/> 1.5
2.	<input type="radio"/> 2.1	<input type="radio"/> 2.2	<input type="radio"/> 2.3	<input type="radio"/> 2.4	<input type="radio"/> 2.5
3.	<input type="radio"/> 3.1	<input type="radio"/> 3.2	<input type="radio"/> 3.3	<input type="radio"/> 3.4	<input type="radio"/> 3.5
4.	<input type="radio"/> 4.1	<input type="radio"/> 4.2	<input type="radio"/> 4.3	<input type="radio"/> 4.4	<input type="radio"/> 4.5
5.	<input type="radio"/> 5.1	<input type="radio"/> 5.2	<input type="radio"/> 5.3	<input type="radio"/> 5.4	<input type="radio"/> 5.5

13. What do you see as potentially negative aspects of ProSAVANA?

1.

2.

3.

4.

5.

14. Please indicate to what extent you are dissatisfied with the above aspects. (5 = very dissatisfied, 1 = slightly dissatisfied)

	1	2	3	4	5
1.	<input type="radio"/> 1.1	<input type="radio"/> 1.2	<input type="radio"/> 1.3	<input type="radio"/> 1.4	<input type="radio"/> 1.5
2.	<input type="radio"/> 2.1	<input type="radio"/> 2.2	<input type="radio"/> 2.3	<input type="radio"/> 2.4	<input type="radio"/> 2.5

	1	2	3	4	5
3.	<input type="radio"/> 3.1	<input type="radio"/> 3.2	<input type="radio"/> 3.3	<input type="radio"/> 3.4	<input type="radio"/> 3.5
4.	<input type="radio"/> 4.1	<input type="radio"/> 4.2	<input type="radio"/> 4.3	<input type="radio"/> 4.4	<input type="radio"/> 4.5
5.	<input type="radio"/> 5.1	<input type="radio"/> 5.2	<input type="radio"/> 5.3	<input type="radio"/> 5.4	<input type="radio"/> 5.5

15. How do you think the beneficial aspects could be enhanced?

16. How do you think the negative aspects could be mitigated?

17. Overall, what is your organisation's position on the current state of the programme?

- ☐ We are opposed to it in total and will actively advocate against its implementation
- ☐ We are opposed to its current form and wish to see it changed significantly
- ☐ We agree to the format, but think some operational changes are needed
- ☐ We would like to see a number of smaller adjustments
- ☐ We think that the programme is fine as it stands

18. In what direction would you like to see the programme developing?

19. Would you be willing to enter into a formal dialogue process with ProSAVANA with the aim of improving the programme to better serve the interests of rural Mozambican families and farmers?

- ☐ Yes
- ☐ No
- ☐ Unsure

20. Would you be willing to help establish an advisory committee for ProSAVANA?

- ☐ Yes
- ☐ No
- ☐ Unsure

21. On a scale from 1 to 5, can you indicate if you are now better informed about the ProSAVANA programme?

- ☐ 1 Not at all better
- ☐ 2
- ☐ 3

- ☐ 4
- ☐ 5 Very much better

22. What is your position now towards the ProSAVANA programme?

- ☐ 1 We are completely opposed to the programme
- ☐ 2
- ☐ 3
- ☐ 4
- ☐ 5 We fully support the programme

GOVERNMENT DEPARTMENT SURVEY

1. What is the name of your Government entity?

2. Does your entity operate on a national or provincial level? (More than one answer possible)

- ☐ National
- ☐ Provincial (in Nacala corridor: Nampula, Niassa, Zambezia provinces)
- ☐ Provincial (not in Nacala corridor)

3. In what way does your entity contribute to rural development?

- ☐ Administrative, regulatory and law enforcement
- ☐ Advisory
- ☐ Provision of services
- ☐ Other (please specify)

4. In the course of its work, does your entity engage structurally with civil society and/or communities?

- ☐ Yes
- ☐ No

5. If the answer to question 4 is yes, in which way is this done?

- ☐ Regular surveys or structured interviews with stakeholders
- ☐ Occasional surveys or structured interviews with stakeholders
- ☐ Information gathered from official internal reports
- ☐ Other (please specify)

6. If the answer to question 4 is no, why?

7. In the course of its work, does your entity engage informally with civil society and/or communities?

- ☐ Yes
☐ No

8. If the answer to question 7 is yes, in which way is this done?

- ☐ Regular informal interviews with stakeholders
☐ Occasional informal interviews with stakeholders
☐ Information gathered from internal informal flow of information
☐ Other (please specify)

9. If the answer to question 7 is no, why?

10. In what way is your entity involved with ProSAVANA?

- ☐ Active participant in programme implementation
☐ Active participant in programme design
☐ Advisory role in implementation
☐ Advisory role in design
☐ We are not involved
☐ Other (please specify)

11. As a Government entity, what do you see as your role in the programme?

12. Are you in possession of the ProSAVANA planning document?

- ☐ Yes
☐ Yes, but not read
☐ No longer interested
☐ No

13. Which version is this (date)?

14. What other documentation regarding ProSAVANA do you have or have access to?

15. What do you see as potentially beneficial aspects of ProSAVANA?

1.

2.

3.

4.

5.

16. Please indicate to what extent you are satisfied with the above aspects. (5 = very satisfied, 1 = barely satisfied)

	1	2	3	4	5
1.	<input type="radio"/> 1.1	<input type="radio"/> 1.2	<input type="radio"/> 1.3	<input type="radio"/> 1.4	<input type="radio"/> 1.5
2.	<input type="radio"/> 2.1	<input type="radio"/> 2.2	<input type="radio"/> 2.3	<input type="radio"/> 2.4	<input type="radio"/> 2.5
3.	<input type="radio"/> 3.1	<input type="radio"/> 3.2	<input type="radio"/> 3.3	<input type="radio"/> 3.4	<input type="radio"/> 3.5
4.	<input type="radio"/> 4.1	<input type="radio"/> 4.2	<input type="radio"/> 4.3	<input type="radio"/> 4.4	<input type="radio"/> 4.5
5.	<input type="radio"/> 5.1	<input type="radio"/> 5.2	<input type="radio"/> 5.3	<input type="radio"/> 5.4	<input type="radio"/> 5.5

17. What do you see as potentially negative aspects of ProSAVANA?

1.

2.

3.

4.

5.

18. Please indicate to what extent you are dissatisfied with the above aspects. (5 = very dissatisfied, 1 = slightly dissatisfied)

	1	2	3	4	5
1.	<input type="radio"/> 1.1	<input type="radio"/> 1.2	<input type="radio"/> 1.3	<input type="radio"/> 1.4	<input type="radio"/> 1.5
2.	<input type="radio"/> 2.1	<input type="radio"/> 2.2	<input type="radio"/> 2.3	<input type="radio"/> 2.4	<input type="radio"/> 2.5
3.	<input type="radio"/> 3.1	<input type="radio"/> 3.2	<input type="radio"/> 3.3	<input type="radio"/> 3.4	<input type="radio"/> 3.5
4.	<input type="radio"/> 4.1	<input type="radio"/> 4.2	<input type="radio"/> 4.3	<input type="radio"/> 4.4	<input type="radio"/> 4.5
5.	<input type="radio"/> 5.1	<input type="radio"/> 5.2	<input type="radio"/> 5.3	<input type="radio"/> 5.4	<input type="radio"/> 5.5

19. How do you think the beneficial aspects could be enhanced?

20. How do you think the negative aspects could be mitigated?

21. Overall, what is your entity's position on the current state of the programme?

- ☐ We have grave doubts about its feasibility
- ☐ We would like to see significant changes
- ☐ We agree to the format, but think some operational changes are needed
- ☐ We would like to see a number of smaller adjustments
- ☐ We think that the programme is fine as it stands

22. In what direction would you like to see the programme developing?

23. In which way could your entity contribute to this development?

24. On a scale from 1 to 5, can you indicate if you are now better informed about the ProSAVANA programme?

- ☐ 1 Not at all better
- ☐ 2
- ☐ 3
- ☐ 4
- ☐ 5 Very much better

25. What is your position now towards the ProSAVANA programme?

- ☐ 1 We are completely opposed to the programme
- ☐ 2
- ☐ 3
- ☐ 4
- ☐ 5 We fully support the programme

APPENDIX 4 - PROVISIONAL STAKEHOLDER MAP

Stakeholder Analysis and Mapping, ProSAVANA

"Stakeholder Analysis" is a term used to describe the identification and characterization of individuals and groups of people that impact on or might be impacted by a planned or proposed project. Identification and characterization imply the following:

- Identification of the characteristics of each group, culturally, socially, economically, as well as with the reference to the project;
- Identification of concerns, opportunities, expectations, and potential conflicts or conflicts of interest between the project and particular groups or between the groups themselves;
- Identify and characterize relationships between the stakeholders that may promote or impede the development of alliances and consensus, or alternatively conflict;
- Identification of key groups and individuals who need to be the subject of targeted engagements as well as important messages and objectives of these engagements;
- Necessary mitigation and associated stakeholders;
- Any other relevant information.

Thus stakeholder analysis develops project understanding of its own neighbours and interested and affected parties, which is an early step in the development of the stakeholder engagement plan. It also attempts to understand and describe the relationships between stakeholders, and, in doing so allows for the creation of management systems, moments, and methods for engagement. The following sub sections provide a profile of the various stakeholders in the project as well their concerns and relative influence in the project.

Definition of 'Stakeholder'

A stakeholder is a 'person, group or organization that has a direct or indirect stake in a project because it can affect or be affected by the project's activities'. Stakeholders thus vary in terms of degree of interest, influence and control they have over the project. While those stakeholders who have a direct influence on or have direct interests in the project are known as **Primary Stakeholders**, those who have indirect influence or indirect interests are known as **Secondary Stakeholders**.

The following section (Stakeholder Mapping) sets out in tabular form ProSAVANA stakeholders identified, their potential issues with the project, their relationship with the project, their concerns, their expectations, and also attempts to characterize the potential influence of the project. The final column of the chart characterizes each stakeholder by their degree of influence over the project (how much their actions, decisions and opinions can affect the project) and the degree to which they are interested (how much project actions decisions and opinions affect their lives). This characterization works as follows.

A national government for example is a **highly influential stakeholder** with respect to the ProSAVANA project; government agricultural and environmental policies as well as taxation regimes, land and labour laws, and others, will directly affect the project profitability and chance of success. On the other hand, the project most likely has very little impact on the government; the success or failure of the project will have only a small impact on government. So a national government with respect to ProSAVANA project is a **high influence/ low interest** stakeholder. Because the influence is direct, the national government is considered to be a **primary stakeholder**.

Village women in Nampula province, are **low influence but high-interest** stakeholders. Their livelihoods patterns are negatively affected by agricultural occupation of forest and bush, with concomitant loss of for example wild foods. They also have little actual voice in male-dominated community affairs. Because the project affects them directly, village women would be **primary stakeholders** as well.

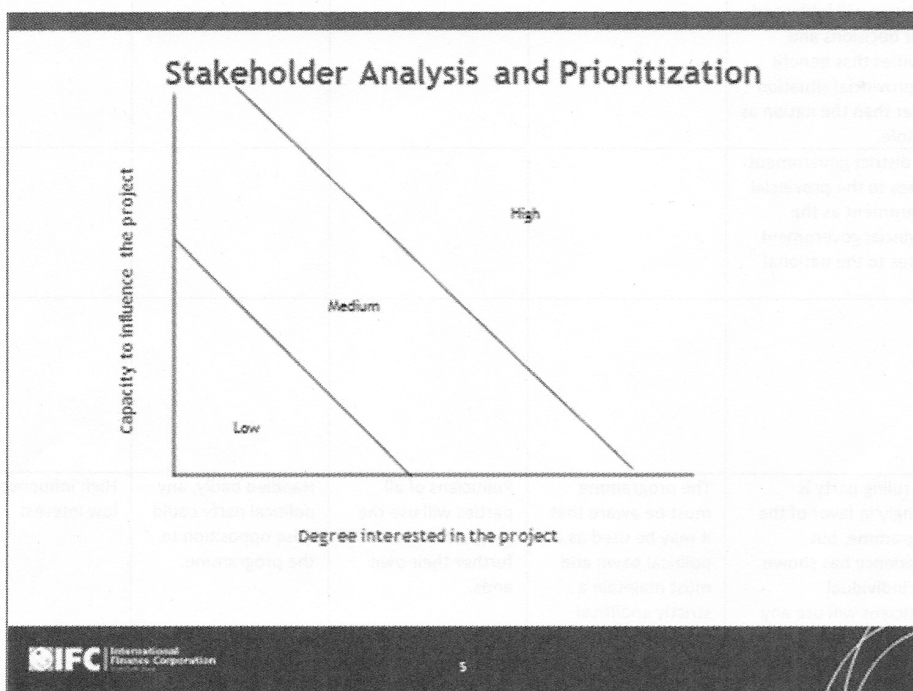
A local environmental NGO, lobbying for protection of land rights for rural people, might be a high influence/ low interest stakeholder. Should ProSAVANA operations impact negatively on these areas, the local NGO

could call on public opinion and mount public campaigns against ProSAVANA. Because their survival is not directly at stake, local NGO's can be considered **secondary stakeholders**.

As mentioned stakeholder mapping is a process of examining the relative interest/influence that different individuals and groups have over a project as well as the impact of the project on them. The purpose of stakeholder mapping is to:

- Identify each stakeholder group;
- Study their profile and nature of stakes;
- Understand each groups issues and concerns and expectations;
- Gauge their influence on the project.

On the basis of such understanding the stakeholders are evaluated on two scales of interest/expectations and influence. Stakeholders are thus categorized into high, medium and low influence and similarly evaluated on a low, medium or high scale of interest.



The stakeholders categorized as high influence are those that can have a high control over the project or likely to be heavily impacted by the project. On the other hand stakeholders with low influence are those that have minimal influence on the decision making in the project.

Relevant Stakeholder	Profile and Status	Project Issues	Project Expectations	Potential Influence on Project	Influence and Interest Rating
National government bodies (mostly MASA)	The national government creates the frame conditions for investments in Mozambique. These are manifest at several different levels, ranging from the Constitution at the uppermost level to the specifics of the project and land authorizations on the other. Perhaps also included in the frame conditions might be even verbal				

Relevant Stakeholder	Profile and Status	Project Issues	Project Expectations	Potential Influence on Project	Influence and Interest Rating
	communications and policy statements from national government.				
Provincial government, especially provincial, representations of the agriculture, planning, and environment ministries	Provincial governments in theory are the provincial arms of the national government and thus their influence is closely aligned with that of the national government. In practice, government is not monolithic, and provincial governments of course will lobby and favor decisions and activities that benefit the provincial situation rather than the nation as a whole.				
District government (including sub-levels such as Administrative Posts)	The district government relates to the provincial government as the provincial government relates to the national one.				
Provincial and district business community, including MSME's and producer organizations.					
Political parties	The ruling party is strongly in favor of the programme, but experience has shown that individual politicians will use any project success to further its own political agenda. Because of this, there have been cases where individual politicians of opposition parties have taken positions against certain investments.	The programme must be aware that it may be used as a political pawn and must maintain a strictly apolitical approach. In the rural areas, resistance from the opposition parties can be overcome through fairness as well as opening lines of direct communication.	Politicians of all parties will use the programme to further their own ends.	Handled badly, any political party could raise opposition to the programme.	High influence, low interest.
Local NGOs	There are a number of local NGOs in the three provinces. Some of these focus on land rights, while others have a generalized focus on one or another aspect of community development. It will be necessary to update this stakeholder engagement plan with a specific list of the most important stakeholders and what is needed to engage with them as well.	Specified below for each NGO.	Specified below for each NGO.	Issues here are ones of reputation, with some local NGOs having good connections with media and other outlets. These are opinion leaders and should be treated as such.	Low interest high influence. Please see initial list of names and contacts in Appendix; this needs to be upgraded regularly.
International NGOs and CSO's	International NGOs and civil society at national	Social justice and land focused NGOs	As of October 2014, land social justice	Land and social justice NGOs could	Interest might be medium,

Relevant Stakeholder	Profile and Status	Project Issues	Project Expectations	Potential Influence on Project	Influence and Interest Rating

APPENDIX 5 - SUGGESTED TERMS OF REFERENCE OF PROSAVANA ADVISORY COMMITTEE STARTING POINT FOR DISCUSSIONS

Suggestions based on world best practice for a

“Charter of Governance: Key terms and conditions of a Civil Society ‘Working Committee’ for the ProSAVANA Programme, Mozambique”

Background

The Japan International Cooperation Agency (JICA) and the GoM are interested in developing a civil society consultative platform to assist in the elaboration of the ProSAVANA Master Plan. It has been suggested that this platform could consist of a representative NGO Working Committee to participate directly in drafting and revision, as well as the development of a consultative process (the “Second Round” of stakeholder consultations) to allow for input from society at large.

All parties involved acknowledge the need for improved stakeholder communication and dialogue in order to develop a Master Plan that addresses the needs of Mozambicans while addressing the concerns of all stakeholders. The civil society consultative platform is designed to address communication concerns, create a mechanism for civil society to input into the Master Plan development process, and a forum for the resolution of conflicts that may arise during the Master Plan development process.

The form of this platform is a representative CSO Working Committee that will be created by interested civil society institutions, and paired with a mandated ProSAVANA Planning Team (composed of JICA and GOM planners, authorized to design and negotiate on ProSAVANA’s behalf). An early task in the development of a ProSAVANA Civil Society Working Committee is the participative development of a Charter (including Terms of Reference) for this body. This Charter of necessity must be acceptable to JICA, the GoM, and interested Civil Society stakeholders.

What follows are some suggestions based on world best practice that may serve as a starting point for discussion on how this Working Committee may be chartered. It is meant to be indicative, not definitive, and simply a start to the discussion between JICA, GoM, Civil Society, and other interested stakeholders.

Draft Charter Ideas

I. Preamble

This charter defines the terms and conditions that will guide the activities of the Working Committee established to improve stakeholder communication in order to develop a ProSAVANA Master Plan, by creating a functional institutional mechanism for regular dialogue between civil society organizations and the ProSAVANA Mozambique programme. This body is being established with an initial mandate to support ongoing development of the ProSAVANA Master Plan.

The long term vision of the initiative is to create a platform whereby ProSAVANA and civil society organizations and communities can dialogue efficiently and NGO’s are able to provide advice to large scale projects that can impact communities in terms of environment, economic, social & cultural rights, lands and livelihoods. This will also be a platform for different NGO’s to leverage their

strengths, experience and expertise to work collectively with ProSAVANA to maximize local benefits and improve transparency and accountability.

A central role of civil society is to disseminate information, develop and test alternative solutions to the various problems that people living in poverty face and serve as "monitoring agents" for the effective implementation of legislation and other agreements. Thus it is critical that civil society organizations participate in the ProSAVANA project in a well-defined role and capacity.

II. Scope of the Working Committee

The purpose of the Working Committee is to advise ProSAVANA independently, and from the Civil Society perspective, on Master Plan Development including the following areas:

1. Strategy, including models of development and theories of change;
2. Human rights and legal issues, including rights and access to land and resources;
3. Programme Planning, including programme content, coherence, and planning tools (such as logframes);
4. Implementation methodologies and structures;
5. Environmental sustainability and safeguards, including the development of specific, comprehensive, and enforceable Principles for Responsible Investment in Agriculture (RAI) as well as a grievance mechanism and other tools;
6. Social-economic sustainability and safeguards, including the development of specific, comprehensive, and enforceable Principles for Responsible Investment in Agriculture (RAI) as well as a grievance mechanism and other tools;
7. Human development and economic, social and cultural rights;
8. Crosscutting issues including vulnerability and gender equity.

This Scope of Work is divided into two clear phases.

- Phase 1 tasks involve the development of the Master Plan document and securing Civil Society participation, input, and wide stakeholder buy-in.
- Phase 2 involves advising on and monitoring of the implementation of the ProSAVANA Master Plan.

III. Objectives

The Objective of the Working Committee for the first phase is:

1. Design and lead a civil society consultative and planning process that results in:
 - a. a ProSAVANA Master Plan developed with input from all interested parties, that conforms to world best practice environmentally and socially;
 - b. Adequate and agreed social and environmental safeguards and standards;
 - c. Wide stakeholder buy-in for all of the above;
 - d. Government and JICA acceptance as well.

The Objective of the Working Committee for the second phase is:

2. Create an ongoing platform for broad-based civil society input into ProSAVANA operations and implementation that:
 - a. Improves dialogue and feedback mechanisms between ProSAVANA, civil society, and constituent groups and populations;

- b. Provides an appropriate space for ProSAVANA to discuss issues on the ground with stakeholders and facilitate constructive dialogue to find solutions to problems that may arise throughout the programme life;
- c. Exchange ideas on strategy, methodology, and approaches to implementing ProSAVANA;
- d. Provide strategic-level input into scheduled monitoring and evaluation exercises of the ProSAVANA stakeholder engagement policies and plans;
- e. Provide feedback into other monitoring and evaluation processes of ProSAVANA with a view toward improving performance, addressing shortcomings, and learning key lessons.

IV. Tasks of the Working Committee

Phase 1 tasks involve the development of the Master Plan document and securing Civil Society participation, input, and buy-in. Important here are both **product** and **process**. A focused, world class ProSAVANA Master Plan is the **product**, and while it is extremely important to have the highest quality document, it is also important that an inclusive, open, and participatory **process** be followed so that civil society in general support the plan and feel ownership in ProSAVANA. Just, fair, and results oriented negotiation and conflict resolution with Governmental stakeholders and communication with JICA are essential activities to enable this to occur. Skills needed also include the capacity to provide leadership and input into a multi-stakeholder dialogue process. Technical skills in project planning and design are also important.

Outputs of this phase may include:

1. A high quality Master Plan developed with input from all interested parties, that conforms to world best practice environmentally and socially;
2. Planning tools such as logframes;
3. Specific, comprehensive, and enforceable Principles for Responsible Investment in Agriculture (RAI);
4. Specific Commitments to international best practice guidelines such as the IFC 2012 Performance Standards;
5. Clear definition of roles and engagement mechanisms for the Civil Society Working Committee in Phase 2;
6. Wide stakeholder buy-in for all of the above;
7. Any others??

Phase 2 could involve advising on and monitoring of the implementation of the ProSAVANA Master Plan. Specific outputs of this phase would depend on the actual final form of the Master Plan, but could include input into strategy, implementation, adaptive management, stakeholder engagement and conflict resolution.

V. Structure and Functioning of the Working Committee

1. The Working Committee is conceived as a representative entity, composed of and selected from civil society institutions concerned with and interested in the co-creation (with GoM and JICA) of a ProSAVANA Master Plan that has broad-based stakeholder acceptance and support.

2. In order to establish the Working Committee, Civil Society will need to agree on its own methods for selection of representative members.
3. The various representatives will be chosen by civil society, using its own mechanisms, based on expertise and specific 'niche' areas such as livelihood development, land based consultations, community development projects, monitoring and working on human rights experience and environment sustainability.
4. The selection criteria should also include:
 - a. Ability to share information within its thematic network and bring perspectives from the CSO/NGO network to the Working Committee;
 - b. Institutional existence;
 - c. Demonstration of organizational interest to take part;
 - d. At least 80% (60%???) of members of the Working Committee must be national (as opposed to international) organizations;
 - e. Have regular contact with provinces and districts where ProSAVANA investments are active.
5. Organizations that are receiving funds in the context of ProSAVANA may be a part of the Working Committee, under the following conditions:
 - a. Any organization receiving funds and sitting on the Working Committee must immediately declare its interest to the rest.
 - b. Any organization receiving funds and sitting on the Working Committee must recuse itself from all decision making processes of the Committee that relate to its ProSAVANA-funded activities. In this case the representative of the organization in question will only serve as a resource person during debate and decisions on those activities.
6. For the first selection of Working Committee members, interested Civil Society Organizations will come together in a Constituent Assembly to define their own mechanisms for selection of their representatives to sit on the Working Committee. It should be clear that all interested institutions are invited to participate in the ProSAVANA Master Plan Development Process; the Working Committee is conceived with a coordination function, not one of gate keeping.
7. Members of the Working Committee will serve on a voluntary basis.
8. The Working Committee will elect a chair that will lead the proceedings for a period, which can be renewed once. A vice-chair will also be selected for a period, also renewable once.
9. The Working Committee will convene open meetings of interested CSO's and NGO's as necessary to fulfill its functions.
10. The Working Committee should develop a schedule of its own ordinary meetings as soon as possible and inform members well in advance.
11. A representative who is unable to attend a particular Working Committee meeting may then nominate a candidate (Alternate) for attending. In order to maintain continuity of the working groups, such replacements should be minimized. Alternates may attend with members but in an observer (non-contributing) capacity.
12. The Working Committee will prepare agendas for the meetings and the minutes of the Working Committee meetings will be done for each meeting and will be shared with all members not later than a week after the meeting. Approved minutes to be shared with ProSAVANA no later than 10 working days after the meetings.
13. The Working Committee will inform ProSAVANA when selecting new members and when changing representation.
14. There will be MoU that formalizes the Working Committee (signed by the three parties: the GoM, ProSAVANA, and CSOs).
15. The Working Committee and ProSAVANA planning team will establish a schedule of joint design meetings as soon as possible.

16. Matters will be discussed in a free and transparent manner between all parties.
17. The Working Committee will understand that their advice is not necessarily binding on the mandated ProSAVANA planning team. However, the ProSAVANA team will understand that arbitrary refusal to accept advice will reduce the chances of successful buy-in by Civil Society. Negotiation is the preferred mechanism for conflict resolution.
18. In cases where negotiation does not result in conflict resolution between the Working Committee and the nominated ProSAVANA planning team, all parties (including GoM, JICA, and Civil Society Working Committee member institutions) agree to mediation by an independent institution, for example the *Centro de Arbitragem, Conciliação e Mediação (CACM), Moçambique*. The independent institution shall be agreed by all parties as the first order of joint business.
19. The Working Committee members are independent organizations and therefore can do advocacy and campaign actions on different topics at various levels including on ProSAVANA's thematic area as long as they do not violate the articles stipulated in the present agreement.
20. One output of the Phase 1 Scope of work is clear agreement on Roles of the Working Committee for Phase 2. An MoU will be signed establishing these as well.
21. Civil Society organizations might want observer seat(s) for someone from the ProSAVANA managing team and/or GoM and /or JICA on the Working Committee? Over and above minutes and planning meetings this would allow for better communication.)

VI. Decision-making processes

1. The Working Committee will work to maintain and enhance the participative democratic and shared transparency and clarity in decision-making.
2. Any conflicts or strong difference of opinion within the Working Committee will be put to vote and will need at least 2/3 (??) majority to be carried forward as recommendation. Views of those not in agreement can also be transmitted to ProSAVANA as part of this procedure at the request of the minority.
3. The members are expected to work in a collegial fashion and reach consensus or broadly majority views on issues that the body is raising with or conveying to ProSAVANA.

VII. Dissolution of the Working Committee

The Working Committee will function for an initial period. After this time the Working Committee, CSO's involved, and ProSAVANA will conduct a joint monitoring and evaluation exercise on the Working Committee performance. If success merits, the Committee will be extended for an additional period. At this time any changes to the mandate and or charter can be agreed upon between the parties. This process will continue iteratively for the life of the Project, or until the decision to terminate the Committee is taken.

VIII. Other relevant aspects

All other relevant aspects not covered in the present Charter will be described in an internal operating code (Internal Regulations) to be approved by the Working Committee.

APPENDIX 6 - ANALYSIS OF LAND LAW

The document: '*Land Delimitation & Demarcation: Preparing Communities for Investment*'

is attached to this document.