

PROSAVANA MASTER PLAN, STAKEHOLDER MAPPING

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Japan International Cooperation Agency

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Executive Summary

ProSAVANA would like to develop a Stakeholder Engagement Plan that will help the central level coordination in assessing the social environment in which it operates, this being the Nacala Corridor composed of 19 Districts (with new administrative divisions making it 21) in Northern Mozambique. To this end, *Majol Consultoria & Serviços* was contracted to prepare a stakeholder map of relevant civil society or institutions and government departments in this geography. Thirty-seven institutions and two opinion leaders were interviewed between November and December, 2015, and asked for their opinions on the ProSAVANA programme design process, the current ProSAVANA Master Plan, and the willingness to dialogue with ProSAVANA in order to improve the Master Plan in the future.

Of all stakeholders contacted, only four were completely opposed to any dialogue with ProSAVANA whatsoever. All the others expressed various degrees of concern with the current state of ProSAVANA plans, but a willingness to dialogue with ProSAVANA in order to improve the program and the Master Plan. Key concerns included a history of poor communication between ProSAVANA development team and civil society organizations and farmers, land tenure and environmental safeguards, the vagueness of some of the plans and strategies as currently written, the lack of a clear role and financing for NGOs and CSO's going forward, agricultural finance questions, questions about the development models used, and others.

Key recommendations based on stakeholder mapping results include:

- It is probably realistic to expect that a dialogue platform can be established, particularly given new civil society openness to dialogue. This openness is based at least in part upon the changes introduced to the ProSAVANA program by the Zero Draft Master Plan.
- There do seem to be differences between civil society expectations of a complete and open dialogue, starting over from the very beginning, and JICA expectations of consultations leading fairly quickly to a second round of public consultations, before April, 2016. JICA would do well to begin to consider what its position might be should the roadmap proposed by civil society differ substantially from JICA expectations.

- Process is important as well as product and CSO's and NGOs must feel that they are essential elements of the planning process, and that their input is valued and considered.
- ProSAVANA proponents must be prepared to go beyond Mozambican law and what is currently written in the draft ProSAVANA Master Plan, to create broadly accepted and publicly monitored safeguards for family sector land and resource access.

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1.0 ABBREVIATURA

| | |
|----------------|---|
| ABC | Brazilian Cooperating Agency |
| AfDB | African Development Bank |
| AIDS | Acquired Immune Deficiency Syndrome |
| AIFM | Integrated Assessment of Forests in Mozambique |
| AMODER | Association of Mozambique for Rural Development |
| ANE | National Agency for Roads |
| CARE | Cooperative for Assistance and Relief Everywhere |
| CEPAGRI | Agriculture Promotion Center |
| CLUSA | Cooperative League of the USA |
| CPI | Investment Promotion Centre |
| CSO | Civil Society Organization |
| CTA | The Confederation of Economic Associations of Mozambique |
| DFID | Department for International Development, United Kingdom |
| DNA | National Directorate of Water |
| DNTF | National Directorate of Land and Forestry |
| DPA | Provincial Directorate of Agriculture |
| DPASA | Provincial Directorate of Agriculture and Food Security |
| DPCA | Provincial Directorate for the Coordination of Environmental Action |
| DPIC | Provincial Directorate of Industry and Commerce |
| DPOPH | National Directorate of Land Planning and Management |
| DPTC | Provincial Directorate of Transport and Communications |
| DUAT | Land Use Rights |
| EIA | Environmental Impact Assessment |
| FAO | Food and Agriculture Organization |
| FDA | Fund for Agriculture Development |
| FDD | Fund for District Development |
| FIPAG | Water Supply Investment and Assets Fund |
| GOM | Government of Mozambique |
| IIAM | Agriculture Research Institute of Mozambique |
| INCAJU | Institute for Promotion of Cashew Nuts |
| INE | National Statistics Institute |
| INGC | National Institute of Disaster Management |
| ITC | Community Land Initiative |
| JICA | Japan International Cooperation Agency |

| | |
|------------------|--|
| MASA | Ministry of Agriculture and Food Security |
| MITADER | Ministry of Land, Environment, and Rural Development |
| MOPHRH | Ministry of Public Works, Housing, and Water Resources |
| MPD | Ministry of Planning and Development |
| MT | Meticaïs |
| MTC | Ministry of Transport and Communication |
| NGO | Non-government Organization |
| OECD | Organization for Economic Co-operation and Development |
| OMM | Organization of Mozambican Women |
| PARP | National Action Plan for the Reduction of Absolute Poverty |
| PARPA | Action Program for Reduction of Absolute Poverty |
| PEDSA | Strategic Plan for Agricultural Development |
| PEMA | Strategic Plan of Agricultural Mechanization |
| PROMER | National Program for Agrarian Extension |
| ProSAVANA | Triangular Cooperation Program for Agricultural Development of the African Tropical Savannah |
| SDAE | District Services for Economic Activities |
| SDC | Swiss Development Cooperation |
| SDPI | District Service of Planning and Infrastructure |
| SIDA | Swedish International Development Cooperation Agency |
| SIMA | The Agriculture Market Information System |
| SME | Small and Medium Enterprises |
| SNS | National HealthService |
| SPER | Provincial Agricultural Extension Services |
| SPFFB | Provincial Service of Forest and Wildlife |
| SPGC | Provincial Service of Geography and Cadaster |
| TIA | Agricultural Census |
| UBS | Seed Processing Unit |
| UCASN | Union of Peasants of South Niassa |
| UNAC | National Union of Peasants |
| UNDP | United Nations Development Program |
| UNEP | United Nations Environment Program |
| UPCN | Provincial Union of Farmers for Peasants in Niassa |
| USAID | United States Agency for International Development |
| VAT | Value Add Tax |
| WB | World Bank |
| WFP | World Food Programme |

| | |
|-----|---------------------------|
| WHO | World Health Organization |
|-----|---------------------------|

2.0 INTRODUCTION (BRIEF REVIEW OF CONTEXT)

The Agricultural Development Master Plan for the Nacala Corridor is being formulated through the study of nineteen districts (now 21) in three provinces of the Nacala Corridor Area located in northern Mozambique. The Master Plan aims to improve the livelihood of inhabitants, especially small scale farmers in the Nacala Corridor and to contribute to socio-economic development in the area. This Master Plan is one of the key elements of the ProSAVANA Programme, which is based on a Triangular Agreement between the Governments of Mozambique, Japan, and Brazil.

The Nacala Corridor is located in the northern part of Mozambique. It starts at the Nacala Port at the coast of the Indian Ocean connecting Mozambique to Malawi and Zambia. ProSAVANA Districts include:

Nampula The districts of Monapo, Meconta, Muecate, Mogovolas,
Province: Rapale (Nampula), Murrupula, Mecuburi, Ribaue, Lalaua and Malema.

Niassa The districts of Chimbonila (Lichinga), N'Gauma, Mandimba,
Province: Cuamba, Sanga, Majune and Mecanhelas.

Zambezia The districts of Gurue and Alto Molocue.
Province:

The ProSAVANA Districts have an extent of 107,002 km² and an estimated population of about 4,287,415¹. The Master Plan is formulated to generate a new development model, taking into consideration environmental and socio-economic aspects, aiming at a rural and regional market-oriented agricultural development with a competitive advantage.

The formulation of the Master Plan started in 2012 and involved a

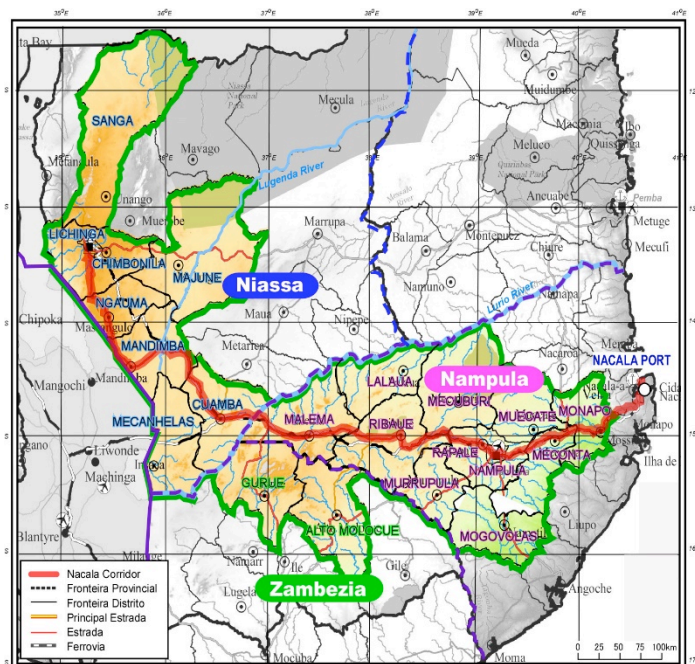


Figure 1. ProSAVANA Districts

¹ 2011 National Statistic Institute (INE) Population Census estimate

technical team that consisted of experts in various fields from the Ministry of Agriculture and Food Security of Mozambique (MASA). It also included the Provincial Directorates for Agriculture and Food Security (DPASAs) of the Provinces of Nampula, Niassa, and Zambezia. Technical Assistance (TA) was provided by the governments of Japan and Brazil. A local company was subcontracted to conduct specific surveys of farmers' organizations and agricultural trade.

The Process to date has included many consultations with a variety of stakeholders, farmers groups, and other interested parties. However, ProSAVANA planners felt the need to strengthen stakeholder engagement, with particular regard to the interaction with communities and farmers' organizations and representatives of farmers. This was in reaction to broad-based negative reactions and campaigns. Identification of legitimate farmer and community representatives is also a concern.

2.1 PROSAVANA STAKEHOLDER ENGAGEMENT

ProSAVANA would like to develop a Stakeholder Engagement Plan that will help the the ProSAVANA coordination team in assessing the social environment in which it operates and in particular to:

- Identify conflicts of interest between stakeholders in order to help manage such relationships during the course of the programme and its projects;
- Identify relationships between stakeholders that may enable "coalitions" of Programme and its project sponsorship, ownership and co-operation;
- Assess the capacity of different stakeholders and stakeholder groups to participate in engagement activities;
- Formulate strategic and flexible engagement strategy built on principles of transparency, coalition and cooperation between the Programme and the stakeholders;
- Assess the appropriate type of participation by different stakeholders at successive stages of the Programme cycle;
- Identify weaknesses and strengths, and opportunities and threats of the programme at present;
- Formulate appropriate policies, tools, and approaches to insure inclusivity with respect to gender, youth, and other vulnerable groups.

To begin this process, *Majol Consultoria & Serviços* was contracted (via a tender process) to develop a stakeholder dialogue platform, and to research and draft a partial stakeholder map, both as first steps towards a ProSAVANA Stakeholder Engagement Plan.

The Stakeholder Map includes Civil Society Organizations (NGO's, NGO Forums and Platforms, Farmers Unions and Associations, and the Business Association – CTA) and some relevant Government Departments. It specifically excludes affected villages, individual

farmers (with the exception of their representative CSO organizations), and private sector stakeholders, as per the agreed Terms of Reference.

2.2 AREAS OF DIRECT AND INDIRECT INFLUENCE

Definition of the ProSAVANA areas of Direct and Indirect Influence was somewhat difficult to do, because the ProSAVANA Study area has only been loosely defined as the 19 above mentioned Districts; areas for direct investment within these districts have not yet been defined. For this reason, the Area of Direct Influence is considered to be the entire ProSAVANA Study area. The Area of Indirect Influence is also considered to be the same area. As ProSAVANA investments are further pinpointed, it will be possible to separate these two areas.

2.3 SOCIO-ECONOMIC PROFILES OF THE AREAS OF DIRECT AND INDIRECT INFLUENCE

The 19 Districts have been extensively studied during the ProSAVANA Master Plan drafting process and details are available in the Master plan itself. Thus they will not be repeated here and readers are referred to the current Master Plan for further information.

2.4 SUMMARY OF CONSULTATIONS TO DATE

Despite many attempts at consultation, including a round of Public Consultations around the “Zero Draft” Master Plan (dated March, 2015), effective dialogue had not been achieved as of this writing, as evidenced by the existence of two campaigns birthed from the ProSAVANA project. These are:

- The “*Não ao ProSAVANA*” campaign (“No to ProSAVANA”). Members of this campaign have as their objective the total abandonment of ProSAVANA by GoM and Partners. Members include: Acção Académica para o Desenvolvimento das Comunidades rurais (ADECRU); Associação de Apoio e Assistência Jurídica as Comunidades (AAAJC); Justiça Ambiental; União Nacional das Camponeses (UNAC), and others.
- The “Campaign Against Land Grabbing” grew out of the “No to ProSAVANA” campaign, and is directed broadly against all forms of land grabbing. It is not specifically against ProSAVANA, but any engagement with ProSAVANA will depend on the degree to which members are satisfied that land rights of rural people will be safeguarded. To date members are not satisfied with the safeguards as presented in ProSAVANA public documents and communication so far. This campaign is run by Oxfam, and has the support of ActionAid and other developmental NGO’s.

Main concerns about the Zero Draft Master Plan presented by Civil Society have included the following:

1. The concept of ProSAVANA (as amended in the Zero draft) which is to create a new model for agriculture, focused the market and also family sector producers, is good.
2. However, this new model is not clear; the 'how' questions (how will ProSAVANA do this?) are largely unanswered.
3. Plans are ambitious and not clearly explained. This lack of clarity about how ProSAVANA will achieve its objectives makes the programme seem unrealistic.
4. Safeguards proposed for community land and resource rights, family sector farming, and environmental protection, are inadequate. Safeguards are discussed but the language used does not compel compliance with standards suggested.
5. Land rights are particularly problematic given the current level of conflicts with incoming investors; civil society feels that the current legal framework and government guarantees are insufficient and that ProSAVANA must adopt clearer, compulsory, and more stringent standards than those existing in Mozambican Law.
6. There has not been a good information flow throughout the consultation process, with a lack of transparency and sometimes intimidation.
7. There are questions about political will and government capacity to adequately implement family sector safeguards.
8. The document does not discuss social and environmental risks associated with the project. Something like an ESIA (Environmental and Social Impact assessment) is needed.
9. Questions of agricultural finance are not clearly explained. How will small farmers of the family sector access the credit they need (again the 'how' questions)?
10. Where will NGO's and CSO's fit into ProSAVANA? This is not clearly explained. And will there be components for them to implement?
11. The Zero Draft was created without sufficient consultation with stakeholders.

In December, 2015, members of the *Não ao ProSAVANA* campaign presented a critical commentary on the Zero Draft Master Plan (of March 2015), entitled "*Comentários ao Plano Director Versão Draft Zero, Marco de 2015, no Contexto da Campanha Não ao ProSAVANA*". This document was perhaps produced in response to renewed attempts by JICA to dialogue with Civil society. It reprises many of the concerns mentioned above. See Appendix 1.

3.0 STAKEHOLDER ANALYSIS

3.1 INTRODUCTION

"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 engagement for engagement as well as important messages and objectives of these engagements;
- Impact mitigation necessary and stakeholders associated;
- any other relevant information.

Thus, stakeholder analysis develops project understanding of its own neighbors 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 relative to ProSAVANA as well their concerns and relative influence in the project.

3.2 *STAKEHOLDER PROFILE*

A stakeholder is a ‘person, group or organization that has direct or indirect stake in a project because it can affect or be affected by the project’s activities’. Identification and characterization of stakeholders, especially those vulnerable groups or individuals that are not highly visible or well represented, is an important step in any stakeholder engagement process. This characterization works as follows.

Stakeholders vary in terms of degree of **interest (degree to which a project will impact them)** and **influence (control; or degree to which they might influence a project)** with respect to a given project/investment. 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**. Examples follow.

- The national government for example is a **highly influential stakeholder** with respect to the ProSAVANA programme; government forestry, agriculture, and environmental policies as well as taxation regimes, land and labour laws, and others, will directly affect programme viability and feasibility. On the other hand, in principle the programme has a lesser degree of impact on the government; the success or failure of ProSAVANA ought to have only a small impact on government function and reputation. However, the ongoing dialogue and publicity created in the media means that government is more invested in this particular programme than in many other bilateral and multilateral aid programs. Usually, with respect to an aid

program, the government might be a high influence, low interest stakeholder. However, in this case, it is probably more accurate to say that with respect to the ProSAVANA program, government is a **high influence/ medium interest stakeholder**, as there does seem to be some degree of government reputation riding on the successful establishment and implementation of this particular trilateral aid program. Because the influence is direct, the national government is considered to be a **primary stakeholder**.

- Village women in the 19 ProSAVANA Districts are **low influence but high-interest** stakeholders. Their livelihoods patterns (particularly emergency survival strategies, which generally include the consumption of wild foods) may be negatively affected by occupation of forest and bush areas by increased market-oriented agriculture, with concomitant loss of wild foods and future areas for their children to expand into. They also have little actual voice in male-dominated community affairs. On the other hand, if ProSAVANA is crafted with women in mind, increasing their voice in community affairs and guaranteeing them equal access to benefits and services, ProSAVANA might be of very great benefit for them. If land co-titling with women is pursued by ProSAVANA as an objective, this will be an even greater benefit, because, for perhaps the first time in their lives, they will actually have a claim on the land they raise their families' food upon. Because the project affects them directly, village women would be **primary stakeholders** as well.
- A local environmental NGO, lobbying for protection of high biodiversity value forest areas and riparian reserves along rivers, might be a **high influence/ low interest** stakeholder. Should ProSAVANA operations impact negatively on these areas, the local NGO could call upon both public opinion resulting in a loss of reputation for ProSAVANA, JICA, and the Government. Local NGO's are **secondary stakeholders**, as they are impacted indirectly.

The following section (Stakeholder Mapping) sets out in tabular form those 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).

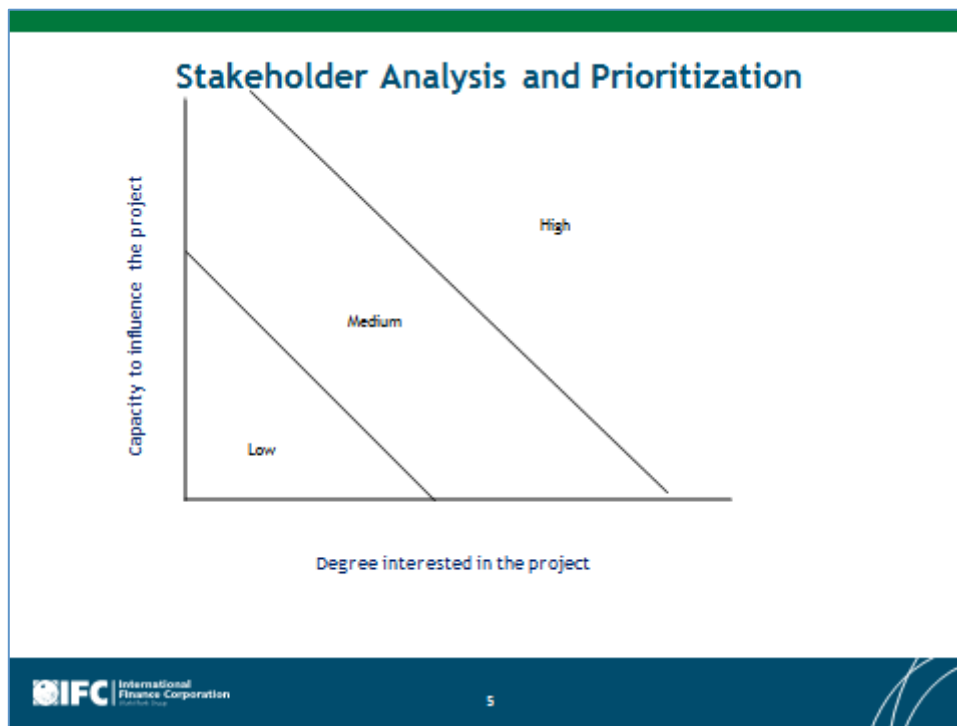
3.3 STAKEHOLDER MAPPING

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 their 'stakes';

- Understand each groups issues, 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 influence, medium influence and low influence and similarly evaluated on a low, medium, high scale of interest.



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

A “Stakeholder Map” is then created, (usually in chart form), summarizing all data collected.

This map is then used in a subsequent step of creating a full “Stakeholder Engagement Plan”. Influence and interest ratings are used to prioritise stakeholders. Information about concerns, issues, and opportunities are used to define engagement strategies for the different groups of stakeholders identified. These priorities and strategies are then developed into the Stakeholder Engagement plan, with (usually) a logframe, action plan, timeline, and budget. A stakeholder engagement plan will also indicate which supplementary documents/policies might be needed (such as a Land Access Policy and Procedure, a Grievance Mechanism, an Ombudsman, a Gender Policy or Affirmative Action Policy—to promote

access to programme benefits and services by vulnerable groups, a Climate Change Policy, or a Communications Plan, for example).²

3.4 MAPPING METHODOLOGY

The first step was the identification of potential stakeholders. This was accomplished through an initial consultation with JICA and government authorities. Following this, civil society stakeholders were contacted, generally through the provincial and national civil society platforms and forums. From these contacts a list of the most important institutions to meet with was drawn up. The Civil Society Mapping Exercise done by the EU recently³ was also useful.

A literature search was also undertaken, looking for all recent and publicly available commentaries on the ProSAVANA process and documents. A thorough review of documents provided by JICA and the Mozambican government was also undertaken.

A survey instrument was developed using the online serving tool, Survey Monkey. Please see Appendix 2 for the instrument and results. The survey instrument was used by Majol team members to guide interviews with CSO stakeholders. The interviewee was not shown in the survey, rather, the questions were used to guide the discussion through the range of topics needed to fill in the stakeholder map. This methodology worked in most cases. However, sometimes the mere mention of ProSAVANA would provoke very lengthy responses from interviewees. In these cases, interviewers would capture the information catch as catch can from the interviewee. Due to the sometimes high degree of emotions associated with these interviews, it was not always possible to fully complete the Survey Monkey instrument, for each interviewee.

Immediately after each interview, Majol interviewers would sit together to map the results of each interview in the Stakeholder Map table (see section 4.0 following).

Interviews were held over November 2 to December 21, 2015. Results were analyzed and summaries produced between December 19, 2015 and January 3, 2016.

² The creation of a full Stakeholder Engagement Plan is not a part of the MAJOL ToR at this time.

³ Mapping Study of Civil Society Organizations in Mozambique (October, 2015). Report prepared by the team of consultants: Ms Bent Topsoe –Jensen (team leader, Ms. Alice Pisco, Mr. Padil Salimo and Mr. João Lameiras, with contribution from Mr. Vasconcelos Muatecalene.

3.5 *LIMITATIONS OF THIS STAKEHOLDER MAP*

The limitations to this document are temporal and informational. This plan is developed based on a snapshot of the programme as of December, 2015, but it is not intended to be a static document. Changes in the context, the socioeconomic situation, and the evolution of the ProSAVANA programme itself will mean that this Stakeholder Map should be updated regularly and iteratively during the life of the ProSavana programme.