

Stakeholder Engagement, ProSAVANA Master Plan

Final Report for the Japan International Cooperation Agency (JICA)



MAJOL
CONSULTORIA & SERVIÇOS

Draft 1 of March, 2016

Final Report, Stakeholder Engagement for the ProSAVANA Programme

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Executive Summary

Between the months of November 2015 and February 2016, the Japan International Cooperation Agency (JICA), contracted *MAJOL Consultores e Serviços* to develop a Stakeholder Engagement Plan for the ProSAVANA Master Planning Process, and in particular to develop a Civil Society Dialogue Platform to overcome some of the ongoing conflicts and missed communications regarding the development of this plan. Over the four months, the consultancy yielded success with the signing of an agreement on 19 February, 2016, between the ProSAVANA team (including government of Mozambique and JICA representatives) and the newly-created Civil Society Mechanism for dialogue on ProSAVANA.

The main challenge was designing an interactive process that would help all parties understand the concerns of the other. These concerns, all of which had to be addressed during the course of the consultancy, included: all of which had to be addressed during the course of the consultancy

- poor communication and the lack of effective dialogue mechanisms between ProSAVANA and civil society;
- valid civil society fears about impacts of the program;
- valid government-side fears about civil society's relationships with international NGOs and the possibility of their being co-opted;
- the extreme diversity of civil society positions and the fact that civil society is inherently diverse, which made it difficult for ProSAVANA to know who to negotiate with.

Key elements of success included the use of a third-party mediator (MAJOL), as well as the willingness to listen, learn, and be flexible, exhibited by all parties, including the ProSAVANA team as well as the main civil society actors.

Key recommendations going forwards include:

1. The ProSAVANA program should invest in a professionally designed and implemented Stakeholder Engagement Plan. This is due to the large and very diverse number of stakeholders involved, including: the actual population of the ProSAVANA districts; specific interest groups within these populations, such as women, emerging SME's, vulnerable families, etc.; buyers and other participants in the private sector; suppliers of financial services; other development agencies; investors and line ministries from other

sectors such as the mining sector, which may be in potential conflict (or synergy); Ministries and agencies responsible for support services such as electricity, water supply, roads, bridges, etc.;

2. MAJOL suggests that all government and JICA officials who will be working in or promoting or managing the ProSAVANA program be supported with communications training on how to deal positively with other stakeholders;
3. MAJOL believes that the Civil Society Mechanism will need the following kinds of support going forward:
 - a. assistance in planning the detailed work program to finalize the ProSAVANA Master Plan.
 - b. assistance in designing and implementing the public consultations that are planned;
 - c. assistance in drafting civil society inputs to the Master Plan (the consultancy previously mentioned);
 - d. assistance in bringing UNAC and other holdout NGOs and organizations into the dialogue process;
 - e. assistance and advice during the negotiation process with the ProSAVANA team;
 - f. assistance in designing civil society engagement in ProSAVANA implementation and monitoring on into the future;
 - g. defining the role of civil society and/or parliamentarians in the grievance procedure and ombudsman process (as proposed in this document);
 - h. and others.
4. National and provincial parliamentarians, if engaged properly to support community consultations and dialogue, could add real value to the ProSAVANA program;
5. There are several particular challenges that need to be overcome to the final design of the ProSAVANA Master Plan:
 - a. The development of a Land Access Policy, which commits any and all donors and investors to the ProSAVANA programme to adhere to world best practice standards;
 - b. The development of a grievance mechanism and perhaps even an ombudsman to handle complaints and alert ProSAVANA of irregularities in land processes (or any other grievances). Involvement of parliamentarians and civil society organizations and oversight of land transactions may also be of great benefit;
 - c. The issue of development models is perhaps more problematic even than the land issues. More specifically, civil society is concerned that ProSAVANA clearly describes and characterizes the interface between the small rural farming family and the rest of the agricultural sector. There are both good and bad examples in Mozambique and worldwide here, although MAJOL does not believe that a definitive model exists. Some research and development will be necessary during the life of the programme, coupled with a strong institutional learning process.

- d. The role of Civil Society in implementation and monitoring of the ProSAVANA program needs to be more clearly defined;
 - e. To improve project coherence as well as the internal logic, a log frame and a Theory of Change should be elaborated.
 - f. A Social and Environmental Management Plan that identifies potential negative ProSAVANA impacts, and outlines methods for their mitigation, must be developed;
 - g. The ProSAVANA Master Plan must address the issue of climate change and the resultant variabilities and risks associated.
6. MAJOL suggests that local consultant support to the JICA Master Plan drafting team might be appropriate, this being support beyond that which is already provided by MASA. MASA has given a lot of input so far and brought the project to where it is now; however, civil society, private sector, and other perspectives must now be included, and it behooves JICA to look for experienced human local resources that can bring fresh perspectives on the issues listed above.

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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
ProSAVAN A	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

Notes and Acknowledgements:

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1.0 INTRODUCTION

The Agricultural Development Master Plan for the Nacala Corridor is being formulated through the study of nineteen districts 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 Province:	The districts of Monapo, Meconta, Muecate, Mogovolas, Rapale (Nampula), Murrupula, Mecuburi, Ribaue, Lalaua and Malema.
Niassa Province:	The districts of Chimbonila (Lichinga), N'Gauma, Mandimba, Cuamba, Sanga, Majune and Mecanheles.
Zambezia Province:	The districts of Gurue and Alto Molocue.

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 technical team that consisted of experts in various fields from the

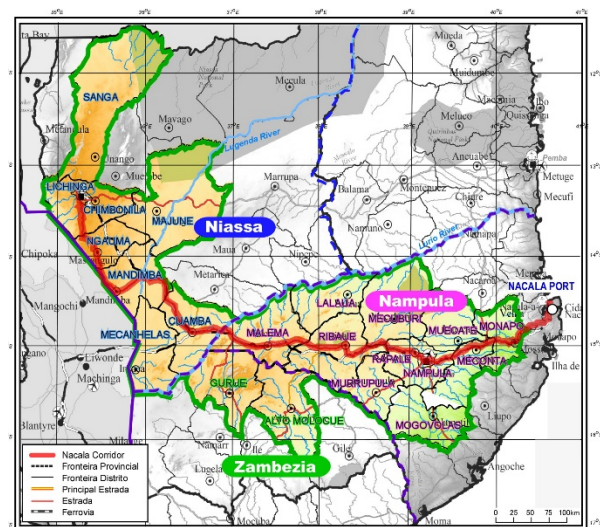


Figure 1. ProSAVANA Districts

¹ 2011 National Statistic Institute (INE) Population Census estimate

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. Identification of legitimate farmer and community representatives is also a concern.

1.1 PROSAVANA STAKEHOLDER ENGAGEMENT

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 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 the creation of "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 a 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 ensure 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.

Deliverables of the consultancy were as follows:

1. Inception Report and Workplan
2. ToR and Functioning of the Dialogue Platform (Draft Proposal)
3. Stakeholder Engagement Report
4. Stakeholder Engagement Platform, Established and Functioning

5. RoadMap of the Consultation Process
6. Final Report documenting the Process, with lessons learned and recommendations for next steps and future interventions.

All deliverables were delivered on time or ahead of time, with the exception of the Stakeholder Engagement Report, which was delivered approximately two weeks late, as the interviews required took more time than expected. This report represents the 6th and final deliverable.

It is not the purpose of this report to summarise the information contained in the previous reports. Rather, this report is to analyse the process, its successes and failures, and extract lessons learned, all to create recommendations for the ProSAVANA programme and process going forwards.

2.0 HISTORY AND PROCESS

The MAJOL approach from the beginning, even as from the time of the Inception Report, followed the principles of both sociological investigation as well as Stakeholder Engagement (for an introduction to Stakeholder Engagement, please see Annex 1, Introduction to Stakeholder Engagement for JICA, a presentation made by the MAJOL team to JICA in February 2016, as a part of this consultancy).

2.1 *THE DECISION TO ACCEPT THE CONTRACT*

The first thing to say is that MAJOL consultant team members have good contacts throughout not only civil society, but also in the rural areas and among farmers in the north of the country, having worked there for many years. We knew that there was both fear of the ProSAVANA process and the approach, as well as a desire for development to occur, among the target population. It was clear that this fear was related to communications, as well as to the various ways that government has been using the legal framework about lands. Specifically how government had used expropriation clauses as well as shortcuts to the land authorization process in the past. Although people wanted help, they did fear that their land would be taken away from them. So, prior to signing the contract, the MAJOL team discussed whether it could, in good conscience, take this contract. In the end, MAJOL decided to accept the contract, knowing that we would work long hours and receive much criticism. In the end, we all felt that this would be a good thing to do for the country. As we all know, the North is very underdeveloped.

The next issue that MAJOL discussed before signing the contract was the issue of the three months contract duration. During the negotiations it became clear that JICA had for many years neglected the stakeholder engagement process, not giving it enough attention and seriously under-funding it. It was also clear that there was no systematic approach to stakeholder engagement. Some of the early documents that we sent to JICA reflected our belief that what is really needed for ProSAVANA is a long-term stakeholder planning and engagement process. We suggested a number of documents and a longer-term approach. In the end, when the tender came out for only three months, we were concerned that it might not be possible to do anything of lasting impact during those three months. However, MAJOL decided to advance, hoping that within three months, the three governments aligned with ProSAVANA would learn enough about Stakeholder Engagement to see the value in adopting a long term and properly funded approach. This is why, for example, MAJOL suggested that a presentation to JICA about Stakeholder Engagement would be an important activity, even though it was not a deliverable in the contract.

The next issue that MAJOL had to discuss was the issue of reputational risk to ourselves. MAJOL did not want to be seen as sellouts, as people who were accepting money to adopt positions that would be against the interests of the rural population of the Nacala corridor. MAJOL decided that the approach to handle this would be strict honesty and openness with all parties involved. MAJOL decided that would faithfully represent civil society concerns to government and ProSAVANA partners, and would also faithfully represent ProSAVANA and government positions to civil society. The most important point however, was that MAJOL would also always present their own personal views and opinions to all parties involved. In that way MAJOL could be sure that were not selling out to anyone for anything.

This decision resulted in some very difficult conversations and misunderstandings between MAJOL and the ProSAVANA team, and, in some cases, between MAJOL and civil society. In the end however, we firmly believe that this was the secret of our success, as everyone knew exactly where we stood at all times. In this way, even though people did not always agree with us, We, MAJOL, think they came to trust our team. This openness also created opportunities for us to both learn from and educate all project partners, for the betterment of all concerned. This openness also opened the door for us to help identify ways to overcome some of the most problematic issues in ProSAVANA, such as the lack of adequate legal safeguards for poor farmers land rights, within the current Mozambican legal framework.

The last issue that we discussed before signing the contract was the number of days allocated to each of us for the work. The number of days on offer was, quite frankly, ridiculously low; as it turned out, each person on our team worked more than three times the number of days allocated as per the contract. MAJOL says this not to complain. In the end we decided to accept the contract and knowing that we would all work many days beyond those allocated. The reason we did this was once again, our love for our country and a desire to improve the lives of

the poor people of the North. Many times we have discussed among ourselves that this is one of the great advantages of being a consultant, when you see good work that needs to be done, you don't always have to get paid for it but can do some pro bono. We certainly regard the work we did for JICA over the past four months as mostly pro bono, although a minor part was paid for.

MAJOL would like to be clear that we are not saying this to complain; we took the decision to act as we did and we are very happy that we were able to move ProSAVANA forward. We are not asking for more payment for our work nor are we expecting praise or thanks; we did exactly what we wanted to do. The only reason to mention this is that we do not want to give the ProSAVANA partners an unrealistic idea about the real costs of an effective Stakeholder Engagement Program. If JICA was paying full market price for the work we did, the bill would have been at least three times as much, and this should be taken into account in JICA budgeting and planning going forwards.

In the end, we are extremely happy at the way everything turned out, and hope that the ProSAVANA process will move forward and will help millions of people in northern Mozambique.

2.2 THE WORK

The intention of this section is not to rehash all the work that was done, but simply to comment on the MAJOL strategy and how it played out over time.

The contract was started with a literature review, which gave insights into the origins of the ProSAVANA consultancy conflict. It became very clear that the origins of the ProSAVANA conflict date to the very beginning of the process and the way it was communicated to civil society. There can be no doubt that **poor communication and the lack of effective dialogue mechanisms** contributed greatly to the conflict.

However, behind the poor communication, there were **genuine civil society fears**, which we as MAJOL felt were valid. Many of these are summed up in the *No to ProSAVANA Campaign's* Manifesto of December 15, 2015. There were also **valid government-side fears** about national civil society being co-opted by their international counterparts. These became even stronger after the release of the Zero Draft ProSAVANA Master Plan in March 2015 which was largely ignored by civil society, despite the fact that it did show that ProSAVANA was listening and starting to engage. In fact this Zero Draft Master Plan, though it was not accepted widely (or even read) by civil society, was an important step taken to create an enabling environment for later negotiation. We think it is fair to say that if JICA had never published the Zero Draft in March, no one would have been willing to talk in December. Evidence for this was the public presentation by Dr. Joao Mosca in Maputo in December 2015 wherein he also acknowledged that

this Zero Draft demonstrated a change of approach. Still, without a structured Stakeholder Engagement process in place, the ProSAVANA partners were unable to engage civil society during most of 2015.

A third contributing factor was that civil society itself was divided about ProSAVANA. The majority of farmers wanted some help, but were afraid of land expropriation and speculation; some civil society organizations (these generally being the more well-known and more introspective ones) were organized into a **No to Land Grabbing Campaign**; and other CSO's solidified their positions into a project-specific **No to ProSAVANA** campaign.

We therefore knew that we would have to work on at least three fronts. The first would be improving communication, the second would be helping all stakeholders to understand the real fears and concerns of the other side; and lastly, the third challenge would be to bring civil society together and create a structure which could dialogue with ProSAVANA. Strategies for each are reviewed below.

2.2.1 Improving Communication

All stakeholders contacted shared a common ground of frustration. This included the Government of Mozambique, JICA, and all civil society stakeholders contacted. The team quickly learned that the first objective in any interview with anyone was simply to let that person speak. This could sometimes be a 2 to 3 hour process as frustrations were unloaded. We also learned that positions adopted in the first interview with any individual stakeholder tended to change and become more reasonable over time as the negotiations in dialogue advanced. An excellent example of this occurred between the three stakeholder meetings undertaken. At first the general position was that civil society was not interested in reviewing any documents, and that the ProSAVANA Master plan would have to be redrafted from the beginning. During the second and most of the third meeting the civil society position was that some good ideas could be extracted from the existing ProSAVANA Master plan, but that after that it should be 'put away in a drawer- *colocado na gaveta*'. The final position was that the document would be used as a starting point, with issues, knowledge gaps and strategy gaps identified, and that these would be then filled in by civil society working hand-in-hand with the three governmental partners. It was also interesting to find fixed positioning occurring within JICA and the government of Mozambique. An example of this is related to timelines, where the in the earliest conversations we were told that the April deadline must be complied with. However, as the process advanced and trust was gained, an eventual compromise deadline was accepted.

It turned out to be an excellent idea to have a third party doing the mediation; we do believe that it would have been very difficult for the two sides to talk to each other given the amount of frustration encountered and expressed. As third parties we did not have any emotional

involvement or anger when each party expressed their frustrations with the other. We also were able to say things that the parties involved could not. A perfect example of this was the issue of the name, ProSAVANA. Government and JICA positioning was that the ProSAVANA brand could not be changed. Civil Society's original positioning was that the ProSAVANA brand could not be maintained; stakeholders had invested so much time and effort in protesting ProSAVANA that they could not accept anything less than victory in this campaign. Both sides needed validation that neither was getting from the other. The ProSAVANA team wanted their efforts in adapting ideas and listening to farmers (as shown by the Zero Draft) to be recognized, and were appalled at civil society accusations of infringement of human rights when they were trying so hard to listen and be flexible. The ProSAVANA team needed an acknowledgment of this effort. Civil society on the other hand needed someone to acknowledge that they had also worked hard and fought to bring changes about. Both sides also had public image issues and needed a way to save face.

MAJOL decided that the only way for everyone to save face was to maintain the name ProSAVANA but still acknowledge to civil society that their efforts and their campaigns were fundamental in changing the ProSAVANA approach. It helped very much that the ProSAVANA team reacted so well to the MAJOL explanations of the nature of civil society concerns; both the government as well as the JICA team consistently demonstrated willingness to understand civil society concerns with things like land tenure and development models. Thus was born the famous "CIVIL SOCIETY WON... WHAT DO YOU WANT TO DO WITH YOUR VICTORY?" slide that opened the January 11 and 12th meeting of civil society in Nampula. The wording of this slide was careful and intentional. It acknowledged the fact that civil society had worked hard and ProSAVANA had evolved over the years. But it also was meant to trigger thoughts about the next steps, to provoke a thought process about what civil society really wants from ProSAVANA. And it sidestepped the issue of changing the programme name. In all respects it was very successful as the final results show.

There is one other thing that must be said about the decision to use this slide to open the meeting. Many times during the course of this consultancy MAJOL consciously and knowingly used the principle that "it is often better to ask for forgiveness than permission". We knew that had we shared this particular language with the ProSAVANA team before the meeting, it would have provoked a lot of discussion and maybe bad feelings. So we did not share ahead of time. We must confess that we used this principle many times during this consultancy. By the end however, and, given the evidence of the absolutely wonderful interviews given by both Dr. Sudo and Dr. Limbau, we do think that all parties finished the consultancy really understanding each other's positions. The fact that we all ended up understanding each other bodes very well for the future of the ProSAVANA process.

2.2.2 *Supporting all Stakeholders to Understand the Real Fears and Concerns of Other Parties*

As noted earlier, the MAJOL team had a lot of sympathy with many of the civil society positions, particularly given the way the government has been dealing with land issues in the mining sector for the past several years. We all felt it was very important to spend time educating the ProSAVANA team about civil society positions and also to talk about ways in which these might be accommodated. This is one of the reasons we said so many times that it is important for the ProSAVANA team to be flexible and open to civil society recommendations. It is also why we at times also sided quite openly with civil society on several areas of potential conflict. Another key element of the success of this consultancy was the willingness and openness of the ProSAVANA team to be flexible and understand civil society concerns. Sometimes we did not understand each other right away, but by the end, MAJOL was absolutely delighted with JICA's and the ProSAVANA team's decisions and flexibility. This again is an excellent sign for the future. We were also very pleased at the JICA reaction to the video conference with Japan on Stakeholder Engagement. It would be great if the same presentation could be made to the entire ProSAVANA team, including the government representatives as well as any others such as ABC. This is because one of the weaknesses that still exist in the ProSAVANA programme is a lack of a Stakeholder Engagement Plan, with all of its associated plans and policies. We sincerely hope that ProSAVANA will decide to make a commitment to development of the following instruments:

1. **Full Stakeholder Engagement Plan** (this will build on the partial stakeholder map that we produced as a part of this consultancy);
2. **Communications Plan** based on the engagement strategies outlined in the stakeholder engagement plan;
3. **Land Access Policy**, which commits any and all donors and investors to the ProSAVANA programme to adhere to world best practice standards, such as the IFC 2012 Performance Standards² (at very least this ProSAVANA policy should guarantee rigorous compliance with the letter and the spirit of existing Mozambican land legal framework, as well as a binding promise that expropriation clauses of this legal framework will not be used in the context of ProSAVANA, with the exception of expropriation for the construction of necessary public infrastructure such as roads, bridges, etc.);

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http://www.ifc.org/wps/wcm/connect/topics_ext_content/ifc_external_corporate_site/ifc+sustainability/our+approach/risk+management/performance+standards/environmental+and+social+performance+standards+and+guidance+notes

4. **Grievance Mechanism and Policy**, which is a publicly available policy that should be widely disseminated through the media, so that complaints and potential conflicts can be resolved before they escalate to previous levels;
5. **Gender and Vulnerability Family Policies**, to make sure that women and vulnerable groups have equal access to ProSAVANA programs and benefits; and,
6. If not a full **Social and Environmental Impact Assessment**, at least a **Social and Environmental Management Plan** that identifies potential negative ProSAVANA impacts and outlines methods for their mitigation.

There was also a role for MAJOL to play in helping civil society to understand the ProSAVANA team's concerns. Perhaps the most demanding of these was the need for civil society to create a single instrument that could negotiate with government. Civil society in general is usually very diverse and it was no small thing to bring the various elements of Mozambican civil society together in a framework which nearly all of them could agree to. The MAJOL team was also delighted by the way in which civil society was able to understand and organize itself for this purpose. While the MAJOL team did develop most of the basic structure (and it was very time-consuming to develop the structure and then to "sell" the idea to civil society organizations), the civil society members did come up with several key elements that bode well for the future of the ProSAVANA process.

The first of these was the decision to create a negotiating team and a technical team, the technical team being responsible for the generation of ideas and analysis, as well as the nitty-gritty details of project planning, with the negotiating team more responsible for inclusion and communication. These are two distinct skill sets, and the idea to separate these responsibilities, with the technical team submitting ideas to the negotiating team, which then communicates and build consensus and negotiates, was really very well thought out.

The second very good idea was presented in the meeting of February 18 and 19th, and was brought forward by the representatives of OMR. This was the notion that the technical team could do analysis and bring forward ideas, but that the actual writing of the necessary sections, the actual documentation and then technical input into the ProSAVANA document, is really a job for a consultancy. The general consensus of the meeting was to agree to this, and this makes great sense. Hiring a consultant to systematize the civil society ideas and make sure they are documented in a way that makes them implementable is perhaps the best way to guarantee excellent inputs into the ProSAVANA Master Plan final draft.

The third decision was to give financial management responsibility for the Civil Society Mechanism to the WWF, via the National Alliance. One of the ongoing key weaknesses of Mozambican civil society is financial management. The decision to give financial management to an international organization with a rigorous accounting system and annually audited

accounts is one that JICA should encourage, support, and perhaps even insist upon should there be a move to change this.

2.2.3 *Dealing with Civil Society Divisions About ProSAVANA*

As noted earlier, civil society was divided in terms of what it wanted with respect to ProSAVANA at the beginning of this consultancy. However, from previous work with civil society, including the EU Civil Society Mapping Study done early in 2015, MAJOL did have the impression that it would be possible to create a broad though not complete consensus about ProSAVANA. The MAJOL team knew from the beginning that there were several civil society organizations that simply would not accept dialogue. We decided to try to build as broad-based a consensus as possible, based on honest dialogue, which consensus would hopefully be wide enough that extremists and diehards would be an isolated minority. After the results of the stakeholder mapping, we were very confident that those diehard institutions did not have broad-based support, and, once isolated, other members of civil society would react negatively to them which would only increase their isolation.

We put this theory to the test during the first day of meetings on January 11. On this day, two technical staff of UNAC dominated the discussion to such an extent that, during lunch time, a number of civil society organizations spoke to MAJOL wondering what we were doing and why we were allowing these two representatives to “defeat” us. We ‘lost’ that morning of discussions on purpose. We wanted everyone to listen carefully to what we had to say, and what the two UNAC representatives had to say, and then choose sides based on the quality of the discussions, ideas, and openness on display by both sides.

This tactic worked well. After lunch, we tightened up the moderation, we made sure that everyone was allowed to speak and not just these two representatives, and by the end of the day there was consensus from nearly everyone, including the UNAC President and Provincial Representatives, to engage ProSAVANA.

After that meeting there were of course accusations and recriminations in the press, which were really nothing more than we expected, but there were also, for the very first time, many people on the side of civil society defending ProSAVANA. Those recriminations also served a purpose, for we found out through our own contacts in civil society that the behavior of these two representatives had been censured within UNAC. We heard from a mutual friend, one of the national opinion leaders of civil society, that the National Coordinator of UNAC had spoken to him specifically mentioning that these two representatives did not represent either the ideas or the approach of UNAC. By the time the February meeting came around, the UNAC National Coordinator wrote an email to the meeting organizers wishing them “bom trabalho”, and lamenting the fact that he was unable to attend. And there was absolutely no reaction in the press against the signing of the agreement between the Civil Society Mechanism and the

ProSAVANA team. The fact that the UNAC president and provincial representatives did not attend the final meeting should not be seen as a setback. Indeed it should be seen as progress, because UNAC was subject to intensive lobbying from a visiting Japanese delegation during the time of this meeting. The fact that there was no UNAC attendance, but also no public reaction to the meeting, shows that the UNAC position is in flux, and this creates an opportunity, with proper engagement, to bring them fully into the negotiation process.

We strongly feel that such outreach should be undertaken by the ProSAVANA team. ProSAVANA should not simply let civil society dialogue with UNAC; there are tensions within civil society that might militate against success of a civil society led effort here.

Even assuming a worst-case scenario, that UNAC cannot come to an agreement on participation or not, and remains outside the dialogue framework, MAJOL made calculations and shared them with the ProSAVANA team showing that at absolute maximum, UNAC represents a mere 2.5% of Mozambican farmers.

We are aware that some elements of Japanese civil society see UNAC as being the largest organization of farmers and thus the de facto representative of Mozambican farmers in the Nacala corridor. The tactic of the Nampula civil society organizations to invite Provincial and National Parliamentarians, (members of the Parliamentary Committee on Agriculture and the Environment) to the February seminar goes some way towards responding to this argument. After all, who is better placed to represent farmers than their own elected representatives? The two biggest political parties both had members in attendance, thus the civil society mechanism cannot be accused of political favoritism. MAJOL strongly recommends that JICA and the ProSAVANA team engage parliamentarians throughout the ProSAVANA process. There are at least two specific roles that parliamentarians should play.

- Parliamentarians should be involved in all aspects of the public consultation, accompanying teams into their constituencies and making sure that there is adequate public dialogue and consultation. This is fully in line with their role as elected representatives of their respective constituencies. When the MAJOL team discussed this with parliamentarians who attended the seminar, all parliamentarians present noted that this was their role and they would be very happy to play it. The involvement of parliamentarians in this manner will provide some buffer towards outside criticisms about inclusiveness and consultation.
- Parliamentarians should also engage their counterparts in Japan, using inter-parliamentary mechanisms to make sure that an accurate view of the ProSAVANA design process is portrayed to the Japanese government and to the Japanese people in general.
- Budgets and work plans should reflect the fact that parliamentarians need to be mobilized for these and perhaps other purposes.

3.0 LESSONS LEARNED AND RECOMMENDATIONS

1. The first lesson learned was the value of a professionally designed and implemented approach to stakeholder engagement. This the MAJOL team started for the ProSAVANA project during the time of this consultancy. This process is far from complete, with only the sector of civil society stakeholders partially mapped, and the engagement process only partially designed (see point 2 below).
2. The stakeholder map prepared for civil society stakeholders provided information that allowed MAJOL to design the early drafts of the civil society mechanism and help civil society to bring itself together to finalize and create the Civil Society Mechanism. This was done with obvious great success. However, the Mechanism has only been designed, it has not yet started work. This Mechanism will need a variety of types of support in order to 1) conclude the design of the ProSAVANA Master Plan and 2) engage with ProSAVANA during the implementation and monitoring of the ProSAVANA Master Plan.
3. MAJOL believes that the civil society mechanism will need the following kinds of support going forward:
 - a. assistance in planning the detailed work program to finalize the ProSAVANA Master Plan.
 - b. assistance in designing and implementing the public consultations that are planned;
 - c. assistance in drafting civil society inputs to the Master Plan (the consultancy previously mentioned);
 - d. assistance in bringing UNAC and other holdout NGOs and organizations into the dialogue process;
 - e. assistance and advice during the negotiation process with the ProSAVANA team;
 - f. assistance in designing civil society engagement in ProSAVANA implementation and monitoring on into the future;
 - g. defining the role of civil society and/or parliamentarians in the grievance procedure and ombudsman process (as proposed in this document);
 - h. and others.
4. There are quite a number of other groups that need to be engaged as well, for example:
 - a. the actual population of the ProSAVANA districts;
 - b. specific interest groups within these populations, such as women, emerging SME's, vulnerable families, etc., with approaches and engagement designed specifically for each
 - c. private sector operators in these districts;
 - d. infrastructure authorities (roads, ports, railways);
 - e. buyers and other participants in the private sector;
 - f. bankers and other potential suppliers of financial services;

- g. other bilateral agencies who may be making synergistic investments or participating in the financing of ProSAVANA programs;
- h. investors and line ministries from other sectors such as the mining sector, which may be in potential conflict;
- i. investors in line ministries from other sectors which may be in potential synergy (upstream suppliers, downstream transformational industries, the transport industry etc.);
- j. Ministries and agencies responsible for support services such as electricity, water supply, infrastructure, etc.;
- k. The various levels of government who will be involved in ProSAVANA. This is a particularly sensitive group, as conflicts have arisen in the past due to communication styles of government officials. Civil society and farmers complain in particular of arrogance and top-down communication styles, issues which are particularly sensitive giving the current land tenure regime in Mozambique, in which all land by law belongs to “the state”. MAJOL suggests that all government officials who will be working or promoting or managing the ProSAVANA program be supported with communications training on how to deal positively with other stakeholders;
- l. As mentioned earlier, parliamentarians are a specific group, with specific tasks, that, if engaged properly, could result in great benefit for the ProSAVANA program. Parliamentarians should also receive training about the program and how to communicate it to their constituents;

This list is in no way comprehensive; a comprehensive list is only possible through a complete Stakeholder Mapping process. Engagement for each stakeholder group can then be planned on the basis of knowledge and deep understanding of their characteristics.

All of these groups will need Stakeholder Mapping and Stakeholder Engagement Planning, designed to make sure that they are correctly brought into the process and wind up in support of ProSAVANA.

- 5. A clear definition of roles for all stakeholders within the overall ProSAVANA program is also important. For example, the role of government must be clearly defined; government is generally not a good private sector player, but is absolutely necessary for creating an enabling environment in which the private sector can thrive. ProSAVANA will need to identify those elements of the enabling environment that need to be addressed in order for program goals to be achieved.
- 6. Stakeholder engagement is particularly important for a program as ambitious as ProSAVANA, which covers a large geography, and requires the cooperation of a great number of stakeholders of various types including private sector, government, civil

society, and the population in general. MAJOL sincerely hopes that the examples given above and the experience of the past months is enough to demonstrate the value of Stakeholder Engagement planning for the program.

7. With respect to the final design of the ProSAVANA Master Plan, there are several particular challenges that need to be overcome. These are outlined in the list below with suggestions on how this might be approached.
 - a. With respect to lands, this is a very large challenge, with two components.
 - i. The first component has been described above, and it is that civil society in general fears that the Land Law and the voluntary principles for agrarian investment outlined in the current ProSAVANA Master plan do not provide sufficient safeguards. A solution has been proposed earlier in this document, being the development of a '**Land Access Policy**', which commits any and all donors and investors within the ProSAVANA programme to adhere to world best practice standards, such as the IFC 2012 Performance Standards³. At the very least this ProSAVANA policy should guarantee rigorous compliance with the letter and the spirit of the existing Mozambican land legal framework, as well as a binding promise that the expropriation clauses of this legal framework will not be used in the context of ProSAVANA, with the exception of expropriation for the construction of necessary public infrastructure such as roads, bridges, etc..
 - ii. The second component is that of land speculation. There has been some evidence that politically and economically powerful individuals are coming into the Nacala corridor with the intention of securing land for themselves so that they may benefit from ProSAVANA. In the current draft of the ProSAVANA Master Plan, the government is postulated as the institution to safeguard the rights of the population, through better application of the existing legal framework. The problem here is that the government is subject to influence from politically and economically powerful individuals and a counterbalancing power is needed. MAJOL suggests that there is a role for civil society here, in overseeing land transactions within the Nacala corridor. There is also the need for a grievance mechanism, as described earlier, and perhaps even an ombudsman to handle complaints and alert ProSAVANA of irregularities

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http://www.ifc.org/wps/wcm/connect/topics_ext_content/ifc_external_corporate_site/ifc+sustainability/our+approach/risk+management/performance+standards/environmental+and+social+performance+standards+and+guidance+notes

in land processes. Involvement of parliamentarians (creating a channel for the registration of grievances that works through Parliament members, at provincial and national level) might add an additional counterbalancing power, in addition to civil society. All of this needs to be thought through carefully, designed, piloted, tweaked, documented, and communicated about, to those who will implement the grievance mechanism and ombudsman, as well as those who will register complaints and irregularities.

- b. The issue of development models is perhaps more problematic even than the land issues. The development model is of primary concern to almost all civil society actors. More specifically, civil society is concerned that ProSAVANA should clearly describe and characterize the interface between the small rural farming family and the rest of the agricultural sector, both government services as well as, and most importantly, agricultural value chains. This is of concern because there are many bad examples throughout the world and in Mozambique. The structure of the cotton value chain, for example, which was developed in such a way that each corporate buyer has sole rights for cotton purchase throughout a specific geography, effectively solved the serious problem of side selling, but at the expense of creating local monopolies, which eventually drove the price of cotton down so low that nearly everyone in Mozambique has abandoned the farming of cotton. Internationally, price manipulations on the part of cocoa buyers have kept the price of cocoa so low that worldwide, farmers have not been motivated to replant cocoa trees. With trees currently in production reaching the end of their productive life, the world price of cocoa in the past couple of years has leapt from about US\$500 per ton to more than \$3000.
 - i. There are also good examples. The Westphalia Fruit Corporation⁴ has developed a worldwide model of avocado and other fruit outgrowing that it is currently bringing into Mozambique in Chimoio. Vanduzi and Mozorganics also have relevant experiences, as do some others. All of these should be brought into the dialogue and design process, and have not been so far; it may be too much to expect of the Civil Society Mechanism that they will be able to successfully engage with these stakeholders. Lurio Green Resources and Portucel are both designing outgrower schemes; the MAJOL team leader has been instrumental in the design of both of these.
 - ii. The central problem here seems to be how to design a fair system that creates a win-win for everyone. Farmers and civil society in general are

⁴ <http://www.westfaliafruit.com/en-za/Pages/default.aspx>

not happy with the contract farming model, as failure to produce means failure to fulfill the contract and this puts farmers' lands at risk. Outgrowing has been problematic in the past due to issues of side selling, which has been called the biggest impediment to agricultural development in all of Mozambique. It is probably true to say that no one solution will fit every situation, and that the ideal one has yet to be designed. Thus ProSAVANA will need to describe a process rather than prescribe a solution for resolving these issues, and eventually come up with a clear interface between the small producer and his/her value chain. MAJOL think it is also important to think and explore the possibility of including crop insurance into farming contracts.

- iii. This implies the development of a conscious institutional learning cycle. This, together with the initial lines of inquiry, will need to be clearly outlined in the ProSAVANA Master Plan.
- c. The issue of agricultural financing is another bugbear. The current land tenure regime of most small producers means that their lands cannot be used to secure loans. And even for those relatively few families who have DUATs and can secure loans, doing so creates the risk of loss of land, which adds additional insecurity into an already food insecure situation. As noted earlier, civil society organizations and farmers have deep concerns about this. ProSAVANA needs to investigate options here; it may be the case that once again a good solution does not exist as of the time of writing the Master Plan, and thus a period of experimentation and testing should be described as well as an institutional learning process as noted above.
- d. The current draft of the Master Plan describes the importance of civil society participation and engagement. However, it is weak on characterizing and creating openings and budgets for this to occur. MAJOL suggests that civil society organizations should be involved not only in the design process (through the Civil Society Mechanism), but also in implementation and monitoring of ProSAVANA. Strategies should be developed, and written into the Master Plan, to allow for society organizations to participate in at least the following ways. It goes without saying that budgeting, specifically appropriate line items, will be necessary as well.
 - i. As implementing subcontractors for agriculture extension services as well as other types of services. This should be established through competitive tendering processes. Competitive vendors and competing institutions create a dynamic towards excellence within the bidding, and this would serve ProSAVANA very well over time. If implementation is based largely on government as the service provider, then this dynamic for excellence is lost.

- ii. As participants in monitoring of grievance procedure implementation and of the ombudsman. Specific roles and mechanisms will have to be developed here.
 - iii. Civil society participation in ongoing monitoring and evaluation of the program at various levels should also be developed. The Civil Society Mechanism could be an important structure here.
 - iv. ProSAVANA is a master plan for the development of agriculture in the Nacala corridor and therefore will need funding from a number of different sources. Civil society organizations have their own funding sources and it may be productive to develop ways to engage civil society organizations in the fundraising process.
 - e. The project as written, to MAJOL eyes, reads like a list of activities without an overarching internal logic. MAJOL suggests development of a project logframe as an important step in increasing the internal logic of the project.
 - f. An additional step for increasing the Master Plan internal logic and structure might be the development of a Programme Theory of Change. A discussion of a simple theory of change which may be of interest to ProSAVANA is found in Appendix 2.
 - g. If not a full Social and Environmental Impact Assessment, at least a Social and Environmental Management Plan that identifies potential negative ProSAVANA impacts and outlines methods for their mitigation.
 - h. The ProSAVANA Master Plan must address the issue of climate change and the resultant variabilities and risks associated.
8. MAJOL suggests that local consultant support to the JICA Master Plan drafting team might be appropriate, this being support beyond that which is already provided by MASA. MASA has given a lot of input so far and brought the project to where it is now; however, civil society, private sector, and other perspectives must now be included, and it behooves JICA to look for experienced human local resources that can bring fresh perspectives on the issues listed above.

4.0 APPENDIX 1. INTRODUCTION TO STAKEHOLDER ENGAGEMENT (PPT) FOR JICA

5.0 APPENDIX 2. THEORY OF CHANGE PROPOSAL/EXAMPLE

The following General Theory of Change explains the relationship between land and resource ownership, investments in land, and sustainable land management. It explains how improvements in land tenure, such as those contemplated by the ProSAVANA project, motivate and mobilize people to make productive investments such as conservation agriculture or fruit trees or irrigation systems. And then, when people are getting more benefit from their land and resources, this will then motivate them to manage the more sustainably. As is, it is applicable to the ProSAVANA project, however, to be a complete theory of change, some further work would be needed to tie this overall vision closely to the project logic as outlined in the logframe. As such, this may serve as a starting point for the development of the full theory of change of the ProSAVANA program. At least, it will help program planners to think about the full range of things necessary to actually bring about permanent and long-term improvements in agricultural production systems and livelihoods for people in the Nacala corridor.

The proposed theory of change is perhaps best expressed visually as the “*Fogão Africano*,” the African Stove, the three stones sitting on the ground that African women use to balance a cooking pot over a fire. The *Fogão Africano* represents in visual form the relationship between land tenure, land and resource productivity and use, and land and resource management.

- **Land tenure-** no one is motivated to sustainably manage resources which are not their own. The converse of this is that open access commons are generally not managed, but simply overexploited. In order to create an enabling environment for sustainable use and management, ownership must clearly be defined.
- **Land and resource productivity and use** - a resource that does not provide benefit to its owner is not managed. It is usually abandoned or discarded. Once ownership is defined, an enabling environment is created for sustainable use, rather than resource mining. Sustainable use includes the making of productive investments, such as investing in increased soil fertility, forest health, fruit trees, or dams and irrigation canals. An owned resource, producing valued and recognized benefits, then creates an

enabling environment for...

- **Land and resource management-** Individuals and communities that own resources and are deriving benefit from them will be motivated to manage them in a sustainable way.



The African traditional “stove”, or *Fogão Africano*. One rock represents land and resource tenure, the second represents investment in land and resources and subsequent benefits, and the third represents sustainable management of land and resources. These elements are interrelated and depend upon each other. Remove one rock and the whole thing collapses (and no one gets to eat).

Note that in the absence of any one of these three stones, the whole system does not function, just as a cooking pot falls into the fire when a stone is removed. With respect to agricultural production systems, slash and burn agricultural systems as well as insecure land title can result in an itinerant population that does not make any long-term investments in either land management or in productivity. Fields are used and abandoned when they are used up. Once

clear land title is established however, using either the DUAT mechanism or through community delimitation (both key elements of the government of Mozambique's *Terra Segura* Programme), land tenure is more secure, and people become more confident in making productive investments like conservation agriculture (which can take many years to yield full benefits), fruit trees, or small irrigation systems. As a result of these investments, benefits from the land increase, increasing both the perceived and actual value of the land to the family, which will motivate them to manage ever more sustainably so that benefit flows will continue or increase.

Expressed another way, a field whose fertility has been exhausted is usually abandoned, for it offers no benefits to the family. Only when ownership is clearly defined and benefits are realised will people be motivated to manage resources.

Thus the change of more secure land tenure unlocks the possibility to make productive investments, leading to increased benefits, which both together motivate sustainable management. This creates an upward spiral as increases in benefit and investment lead to increases in perceived value and thus motivate ever more intensive and sustainable management. A failure to clarify resource rights and/or land tenure creates the inverse sort of spiral.

The proposal specific theory of change is shown in the diagramme below. The diagramme outlines how the inputs planned in this proposal lead to the project outputs, which work together to create the outcome. This outcome then contributes to the achievement of the Impact, working together with the support to livelihoods and management provided by the other components. Thus do land tenure, livelihoods benefits and investments, and improved land and resource management come together, exactly in line with the General Theory of Change, the *Fogão Africano*.

(The Master Plan Drafting Team can insert a diagrammatic representation of the logframe here)