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ENGLISH SUMMARY

ProSAVANA

# Civil Society Report 2013

Findings and Recommendations

April 10, 2014

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Peter Steudtner / panphotos.org (Nampula, Mozambique August 2013)

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# FOREWORD

## A Foreword to the English Summary

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This paper is an English summary of the joint civil society report, *ProSAVANA Civil Society Report 2013 - Findings and Recommendations* - published in Japanese on March 31, 2014. The report is a result of a collaborative effort undertaken by Japanese civil society groups which have been committed to the monitoring and advocacy activities around ProSAVANA since November 2012. ProSAVANA is a large scale agricultural development program currently being planned and implemented by the governments of Mozambique, Japan and Brazil. The report primarily reports on the findings of a joint field research conducted in July - August 2013, but is also supplemented by observations and analysis, based on primary sources in Japanese, Portuguese and English, as well as secondary sources from academic publications.

Preceding the final version of this report, a provisional draft of the report was published in Japanese on January 15, 2014 seeking comments from interested and involved stakeholders. The report generated significant interest from a wide audience, and has logged 16,000 downloads in two months.<sup>1</sup> The report has been distributed to and read by not only civil society, researchers, students and journalists, but also relevant individuals in the Japanese Ministry of Foreign Affairs (MOFA), the Japan International Cooperation Agency (JICA), and the Japanese Parliament. The report has contributed to the discussions on ProSAVANA as well as to related issues of land-grabbing, private agricultural investment, food sovereignty, family farming, PPPs (public private partnerships) and ODA within Japan. The final version incorporates comments and feedback from a wide audience on the provisional draft and is supplemented by a comprehensive Annex compiling past media coverage, statements and publications concerning ProSAVANA.

JICA responded to the report by acknowledging appreciation for the efforts made by those involved in the creation of the report and expressed that it “takes very seriously the findings of

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<sup>1</sup> Provisional Draft (Japanese) [http://www.arsvi.com/i/ProSAVANA\\_findings\\_cso\\_tentative.pdf](http://www.arsvi.com/i/ProSAVANA_findings_cso_tentative.pdf)

the report, and acknowledges that there is much to learn from the report, especially from Chapter 4. We would like to boldly revisit the current Concept Note as is.”<sup>2</sup> JICA also summarized 7 points of takeaway from its internal discussions and reflections on the report.

- 1) The purpose of ProSAVANA is to serve the interests of the majority small scale farmers, in an inclusive and sustainable manner.
- 2) The importance of investing in family farming is noted, and increasing the productivity as well as diversity, as a result of the choice of small scale farmers themselves, will be key.
- 3) At the same time, there are farmers who have shown a continued interest in accessing options leading to increased income. We hope to provide them with a reasonable option within the program, which would at the same time contribute to the development of the local community.
- 4) There is a strong recognition for the importance and necessity to understand customary land practices. The question is how we will be able to protect the land rights of the smallscale farmers. This goes beyond the question of whether DUAT (land use) registration is necessary or not.
- 5) The challenges and responsibilities faced by the Mozambican government is enormous, and without adequate social and environmental considerations, there could be grave consequences for small scale farmers in the development process. JICA will make this understanding clear to other parties and provide support and input as necessary.
- 6) All of the measures above need to take into consideration and reflect the voices of farmers themselves.
- 7) A comprehensive development program, taking into account social and environmental considerations, is necessary.

JICA also noted that the takeaways are the result of internal discussions within JICA, and that the views were those of JICA’s alone and not necessarily representative of the other partners in the Trilateral Cooperation. However, JICA did commit to sharing contents of the report widely amongst staff and consultants involved in ProSAVANA and that core learnings and takeaways from the report were translated and shared with its Mozambican and Brazilian counterparts.

We recognize a significant change in JICA’s acknowledgement of the concerns raised by local communities and civil society. We welcome JICA’s statement and commend their commitment to fundamentally revisiting the structure of the program. We hope to see this duly reflected in the upcoming revised Concept Note and Draft Master Plan under ProSAVANA-PD and other related programs under ProSAVANA-PEM (formally ProSAVANA-PE).

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<sup>2</sup> as mentioned by JICA at the 8th NGO-MOFA/JICA Meeting held in Tokyo on March 12, 2014

However it is important to note that, as of May 20, 2014, the current status and procedures under the program do not necessarily reflect this promised change. One particular concern is that the extensions projects under ProSAVANA-PEM have gone ahead despite the delay in the Master Plan drafting process. Additionally, safeguards measures against “land-grabbing” as currently proposed are still very weak, with mention of the Principles for Responsible Agricultural Investment rather than specific measures and guidelines such as The Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security.

At the same time, we would also like to draw attention to, and emphasize that ProSAVANA is, despite separate, an integral component of the Nacala Corridor development (The Project for Nacala Corridor Economic Development Strategies in the Republic of Mozambique (PEDEC)), which is a bilateral cooperation ODA project between Japan and Mozambique. It is PEDEC which lays out the grand picture of integrated infrastructure development and lays out the direction of facilitating private investment. Therefore it is crucial that certain concerns, such as those raised around land, be addressed not only in ProSAVANA but through PEDEC as well. Furthermore, in the past year, the most contested components of ProSAVANA seem to have been carved out of the technical scope of the program, but remain very much alive and integral to the scheme. The most obvious example of this is the Nacala Fund, a fund intended to be the financing vehicle for large private investment projects in the Nacala Corridor, managed by Vigna Projectos strongly linked to the Getulio Vargas Foundation (FGV) which was part of the consultants team responsible for drafting the Master Plan.

Finally, it should be noted that the English summary is not a comprehensive summary of the report, but has focused on sections perceived to be relevant to a wider English audience. The English Summary gave priority to Chapter 3, which discuss the findings of the field mission in regards to the on the ground progress and implementation of the ProSAVANA program, and Chapter 5, which documents the dialogue process between Mozambican farmers groups and civil society in regards to ProSAVANA, as well as its implication in light of the JICA Guidelines on Environmental and Social Considerations. Chapter 2 has been largely omitted due to the fact that there are reasonable numbers of research and publications on general cases of land-grabbing in Mozambique found in English. The details in Chapter 4 is Mozambique specific and intended for those involved in the design and delivery of ProSAVANA. We are happy to respond to individual inquiries if need be.

The authors and Japanese civil society groups thank the Mozambican farmers, their organizations and other civil society organizations for their cooperation in the planning and

execution of the field research, as well as for the insight and input from a wide range of individuals from both inside and outside of Mozambique. The Japanese civil society groups commit to a continued monitoring and advocacy of ProSAVANA based on the voices of Mozambican farmers and civil society. It is our hope that this English Summary and our commitment to evidence based research on ProSAVANA will contribute to the design of a agricultural development program for and by the small scale farmers, as well as to a wider debate around PPPs, private investments and corridor development initiatives in Africa.

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# SUMMARY

## ProSAVANA Civil Society Report 2013

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The joint field mission, which substantial sections of this report is based on, was conducted between July 23 to August 18, 2013 in Maputo and in the three relevant provinces of ProSAVANA: 4 districts in Nampula Province, 3 districts in Niassa Province, and 1 district in Zambesia province. 5 individuals participated from Japanese civil society and academia, whom are either credited as co-authors or contributors to this report.

### PURPOSE OF THE JOINT FIELD MISSION

Five questions were identified as the purpose of the joint field mission.

1. To obtain a general grasp and understanding of current societal and cultural dynamics in Mozambique
2. To make a general observation on the presence of agricultural private investments and its social and environmental impacts on local communities, including land related conflicts and incidence of land grabs (Chapter 2)
3. To see actual progress on the ground in regards to ProSAVANA (Chapter 3)
4. To observe the livelihood and agricultural practices of local farmers, and understanding this in the context of the historical agricultural policy of Mozambique (Chapter 4)
5. To better understand the perspectives and opinions of the Mozambican farmers and civil society including social and political aspects of influence (Chapter 5)

### BACKGROUND AND CONTEXT TO THE REPORT

ProSAVANA (ProSAVANA-JBM / Triangular Cooperation for Agricultural Development of the Tropical Savannah in Mozambique) is a large scale agricultural development program in the Nacala Corridor of Northern Mozambique. Signed and agreed upon by the three governments in 2009, ProSAVANA is a trilateral cooperation program involving Mozambique, Japan (JICA) and Brazil (Brazilian Cooperation Agency (ABC)).

The intention of the trilateral partnership is to draw from the experience of Japan and Brazil, namely from a large scale agricultural development program in the cerrado region of Brazil in the 1970s, known as PRODECER.

ProSAVANA will potentially affect an area of more than 10 million hectares of land across 3 provinces, much of it in use by the area's over 4 million inhabitants, who mostly live off the land. Yet the region's farmers and civil society had been largely left out of the planning process. It can be said that the program was initiated with a serious lack of stakeholder consultation and attention to social and environmental concerns.

The first voice from civil society concerning ProSAVANA was raised on October 11, 2012, in a form of a public statement issued by the União Nacional de Camponeses (UNAC). UNAC is the largest farmers organization in Mozambique which has been standing for the rights of farmers for over 26 years; playing an indispensable role in contributing to and influencing Mozambican agricultural and land policies.

The public statement raised due concerns and criticized the program for the lack of transparency and accountability, a disregard for the concerns and rights of farmers, an undermining of social and environmental considerations, and of neglecting imminent concerns around land grabs and land related conflicts.<sup>3</sup>

Responding to this public statement issued by UNAC, a group of Japanese NGOs and concerned researchers brought the statement to the attention of the Japanese government at the NGO-MOFA Meeting in December 2012. It was thereafter agreed that a spin-off of the NGO-MOFA Meeting on ProSAVANA would be held between concerned NGOs and MOFA/JICA starting in January 2013. A total of 8 NGO-MOFA/JICA Meetings on ProSAVANA have been held to date. Japanese NGOs have used these meetings to push for information disclosure around areas of raised concerns, and for advocacy.

It was through the NGO-MOFA/JICA meetings that MOFA/JICA first confirmed that the purpose of ProSAVANA is to support small-scale farmers. However, as the findings in the report suggest, actual developments and projects do not necessarily align itself with this purpose. This is precisely because ProSAVANA never started out as a development project for and by the Mozambican farmers themselves, but manifested out of what Japan and Brazil as donors wanted to see.

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<sup>3</sup> The English translation of the statement can be found on the GRAIN website

<http://www.farmlandgrab.org/post/view/21211-unac-statement-on-the-prosavana-programme>

There has been a lack of marked consistency in the explanations provided by the respective governments on critical aspects of the program including; the role of Brazil, private investment, land concessions, and whether agricultural production was for domestic consumption or for exports. While the Japanese government and JICA boasted of a win-win model of agricultural development to national media, claiming that assisting in agricultural development in Mozambique was going to be a source of soya production for Japan,<sup>4</sup> the Mozambican Minister of Agriculture claimed all soya production would be for domestic consumption as feed for the poultry industry.<sup>5</sup>

Though ProSAVANA has yet to deliver its Master Plan, pilot projects are being implemented on the ground, and private investments are already taking place foreseeing ProSAVANA and the development of the Nacala Corridor. There is also overwhelming evidence of land-grabbing and land related conflicts related to the influx of private investment in Northern Mozambique. Information disclosure around ProSAVANA remain limited. The concerns of local farmers around land is not only understandable but an imminent threat. There is no institutional mechanism in place to address these grievances. The development of the ProSAVANA Master Plan needs to recognize these realities on the ground and address the issues if it seeks to be of any benefit to the local small scale farmers.

## LAND GRABS IN NORTHERN MOZAMBIQUE

Chapter 2 documents cases of land conflicts and possible cases of land-grabbing in Northern Mozambique. ProSAVANA extends over 3 provinces and 19 districts. The field mission was conducted in 4 districts, all of which documented cases of what could be called land-grabs. There were a number of large-scale plantations (soya, eucalyptus, etc) that have begun its operation in the past few years.

Cases were witnessed, where due to these large land concessions, local farmers were confined to limited arable land, resulting in a decrease of both income and food for the farmer and family. In multiple cases, the construction of schools and medical facilities promised to the local community was not delivered by the companies. Job creation which was also promised by the company was also very limited. In many cases, local farmers did not receive any

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<sup>4</sup> Nikkei BP 2013

[http://special.nikkeibp.co.jp/as/201207/africa/vol3/step3\\_p2.html](http://special.nikkeibp.co.jp/as/201207/africa/vol3/step3_p2.html)

<sup>5</sup> Agricultural Minister Pacheco at the People's Triangular Conference in Maputo on August 8, 2013.

compensation for their land. The stories shared by the communities were all strikingly similar to that documented by other initiatives reporting on land conflicts in Mozambique.<sup>6</sup>

## **ON THE GROUND PROGRESS AND IMPLEMENTATION OF PROSAVANA**

There has been a continued ambiguity as to the scope and stage of ProSAVANA due to its lack of transparency. ProSAVANA was initially scheduled to deliver its Master Plan in the summer of 2013. However, due to concerns raised by Mozambican farmers and civil society both in and outside of Mozambique, the governments have initiated a process of dialogue and has amended the initial timeline. The Master Plan is said to be due in the summer of 2014, but a specific month or date has not been announced.

Despite the fact that ProSAVANA is only in its phase of developing its Master Plan, and thus the program technically has not begun, local communities have attested to its implementation on the ground, namely through the ProSAVANA Development Initiative Fund (PDIF) and the Quick Impact Projects (QIPs). The field mission was aimed at observing on the ground progress and implementation of these two projects.

### **PDIF (ProSAVANA Development Initiative Fund)**

PDIF was launched in September 2012 under the tri-party agreement between the Ministry of Agriculture, JICA and GAPI (half-governmental financial institution to support small-scale industries). The fund is sourced from the Mozambican Ministry of Agriculture's Counterpart Fund formed with the proceeds from the Food Aid ("Kennedy Round") provided by the Japanese Government, in which several million US dollars had been set aside for use in agricultural development. The PDIF has an initial capital of 750,000 USD to finance selected agribusinesses in the Nacala Corridor on a piloting basis. JICA has repeatedly referred to the PDIF as evidence for ProSAVANA being a scheme for supporting small-scale farmers.

In the first round of applications, 5 local companies working with small scale farmers - primarily through contract farming schemes - were granted loans in 2012. Interviews were conducted with 2 of the companies, and a visit to one particular company included a field visit

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<sup>6</sup> Seeds of Discontent <http://www.seedsofdiscontent.net/>

as well as interviews onsite with the farmers themselves. The following facts and concerns were identified as a result of onsite interviews and follow-up desk research.

1. PDIF supports small to medium scale enterprises

PDIF does not directly provide support to small-scale farmers. PDIF funds small and medium size enterprises who work with local farmers through a contract farming scheme. Despite the fact the vast majority of small scale farmers in Mozambique cultivate more or less on average 1 hectre of land, we found that companies seem to be working with farmers working on a larger scale of land. For example, one company primarily worked with farmers owning 5-10 hectares of land, and another worked with a farmer working 50 hectares of land.

2. No guidelines for responsible contract farming practices

It is relatively widely understood that for contract farming schemes to be responsible, and to benefit the small scale farmers, the terms of contract should be well defined and understood by the parties involved. A fair distribution of risk is also necessary.<sup>7</sup> The one case that we observed working with a farmers association of small scale farmers, showed conflict between the company and the farmers as to the terms and condition of the contract. In this particular case, there was disagreement between the company and farmer as to when and how the seeds were to be sowed, a point contested in an attempt to identify the responsibility of a failed harvest. The farmer was in debt as a result of the failed harvest, and the association made the decision to repay the company on behalf of the farmer - from a grant received for different purposes - in fear of compromising the relationship it had with the company.

3. Lack of accountability and possible conflict of interest

Though JICA explained that a public call was made for applications, very few seemed to know of the opportunity, and in some cases it seemed hand picked. GAPI is not only managing the PDIF, but is also on the board of one of the beneficiary companies. This raises serious concerns around the legitimacy and accountability of the screening and application process. A second round of applications were accepted in June 2013, but results and progress have not been made public to date.

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<sup>7</sup> Guiding Principles for Responsible Contract Farming Operations, FAO 2012  
<http://www.fao.org/docrep/016/i2858e/i2858e.pdf>

## Quick Impact Projects (QIPs)

*“Quick Impact Projects are defined as projects that will produce visible impacts/outcomes in the short-term, .....It is expected that QIPs will showcase the potential for agriculture development in the Nacala Corridor, which will attract donors to finance the projects proposed in the Master Plan, and attract local and foreign companies to invest in agriculture and agribusiness projects in the Nacala Corridor.”<sup>8</sup>*

Quick Impact Projects have been a difficult subject to address within the NGO=MOFA/JICA Meetings, as JICA has long dismissed its existence. The overview of these Quick Impact Projects first became known through a report titled “SUPPORT AGRICULTURAL DEVELOPMENT MASTER PLAN IN THE NACALA CORRIDOR IN MOZAMBIQUE (PROSAVANA-PD)” which was at that time referred to as the “leaked master plan” or “Report 2”.<sup>9</sup> Despite evidence of power point presentations identical to the contents of Report 2<sup>10</sup> having been presented at stakeholder meetings, JICA along with the governments of Mozambique and Brazil have continued to deny its status as an official report.

One of the important missions of the field research was to visit the QIP sites to identify if and how and much progress on the ground was actually being made. QIPs are divided into public sector projects selected from the list of master plan component projects and carried out through public funding, and into private sector projects to be carried out as private investment by agribusiness companies, identifying on-going or planned private initiatives. The field research sampled both public and private sector QIPs.

As an example of private sector QIPs, farmers association in Niassa was approached by ProSAVANA personnel to apply for the second round of applications for the PDIF. The initiative undertaken by the farmers association was identified as a Quick Impact Project in Report 2. Private sector QIPs presented questions as to the transparency and accountability of the process. Though JICA claims that the PDIF is a Mozambican government run project - separate from ProSAVANA, the project overview on its website precisely states that “a fund,

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<sup>8</sup> SUPPORT AGRICULTURE DEVELOPMENT MASTER PLAN IN THE NACALA CORRIDOR IN MOZAMBIQUE (PROSAVANA-PD)

<sup>9</sup> The report can be downloaded in full from the following website.

<http://www.grain.org/article/entries/4703-leaked-prosavana-master-plan-confirms-worst-fears>

<sup>10</sup> [http://www.mofa.go.jp/mofaj/gaikei/oda/shimin/oda\\_ngo/taiwa/prosavana/pdfs/o3\\_shiryuu\\_o4.pdf](http://www.mofa.go.jp/mofaj/gaikei/oda/shimin/oda_ngo/taiwa/prosavana/pdfs/o3_shiryuu_o4.pdf)

sourced from the proceeds of the Kennedy Round, will conduct projects to promote contract farming, as a pilot project of the Quick Impact Projects.”<sup>11</sup>

There is also the question of the Nacala Corridor Fund,<sup>12</sup> a global investment fund being initiated by FGV Projetos. FGV Projetos is part of the Getulio Vargas Foundation (FGV) - the Brazilian entity assigned by the Brazilian Cooperation Agency to develop the Master Plan for ProSAVANA. With vested interests, how can it be ensured that the contents of the Master Plan presented by FGV serve the interests of the small scale farmers in Mozambique first?

An example of public sector QIPs does not paint a less worrisome picture. Field visits were conducted in Iapala, Ribaué District to verify the status of a QIP project titled “Planning for Land Reserves for Medium and Large Scale Investment.” The project was identified to be in its preparation process in an interview with local farmers as well as government officials. The objective of the project is noted as assisting interested investors and the promoting non-shifting cultivation. Local farmers had been approached and facilitated by ProSAVANA to file registration of their land (DUATs) - in a step towards the delimitation of available land - but were not aware of the entailing implications such as changes in agricultural model, land usage, and ultimately a way of life.

DUAT registration may seem to offer security for farmers. However, if land registration is being promoted as a means to alter the the current agricultural model and land usage, there needs to be thorough discussions and consultation in order to enable any informed decision making by the farmers. Given the reported number of land grabbing and land conflicts in recent years, bold guidelines to protect land tenure and mechanisms to ensure their implementations are indispensable.

## **History and Discussions around Agricultural Development and the role of small-scale farmers in Mozambique**

Any and all agricultural development initiatives including ProSAVANA need to be understood in the historical and global context of agricultural development initiatives. With this in mind,

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<sup>11</sup> JICA 2014

<http://gwwweb.jica.go.jp/km/ProjectView.nsf/VIEWParentSearch/CBD5ADD7676429714925794C0079D830?OpenDocument&pv=VW02040104>

<sup>12</sup> Nacala Corridor Fund

<http://www.oecd.org/forum/issues/NACALA%20CORRIDOR%20FUND-FGV%20Projetos.pdf>

Chapter 4 reviewed the agricultural policies of Mozambique post-colonialism, including biofuel policies which has contributed to an increase on the demand of land. Though the agreement concerning ProSAVANA precedes the G8 New Alliance for Food and Nutrition Security, the two have a marked affinity, both characterized in its design benefiting global agribusiness and their pursuit for the control of land and seeds.

The chapter also aims to capture the struggles against and at times adaptation of the Mozambican farmers to such top-down policy measures both historically and to date, highlighting the campaign towards the establishment of land law, processes and outcomes of the Poverty Reduction Strategy Papers (PRSP) and the proactive involvement of farmers groups in defining the country's agricultural policy and legal infrastructure.

Furthermore, the chapter moves on to capture the realities of the livelihood of farmers in Northern Mozambique, especially focusing on customs and practices relevant to agriculture and food. The picture presented reveals the wealth and diversity of knowledge, practice and creativity of farmers. A particular focus was given to the important role played by women.

These facts prove that farmers are not mere recipients and beneficiaries - as implied in most of ProSAVANA related official documents to date - but are and should be regarded as rights holders to their way of life and production. This leads to recommendations suggesting ProSAVANA should support the initiatives and decision making of the farmers themselves on a personal, regional and national level. The "National Plan to Support Family Farming" as initiated by UNAC and others are a sound basis to initiate discussions. 2014 is the international year of family farming - evidence that small scale / family farming should be given due recognition and support.

### **Meaningful Participation and the Consultation Process**

The final section of the report documents a comprehensive and detailed record of the consultation process, including a timeline of events since the inception of ProSAVANA in 2009 up to December 2013. It is important to note that it is clear any form of consultation with local communities and civil society only began after concerns were voiced and raised in late 2012. When consultations did begin, the process itself quickly turned into a subject of heated criticism and has led to the cultivation of further mistrust and suspicion.

The most contested issues included the following:

1. ProSAVANA personnel showing up at a dialogue session with a pre-drafted communique

insisting participants to sign

2. public justification of consultation with civil society, despite not addressing the Open Letter and no substantial mention of the concerns raised
3. direct and indirect threats and acts of intimidation, coercion to participation under unilaterally defined conditions
4. attempts at the division of civil society, including the marginalization and omission of certain organizations

Deteriorating governance, widening economic inequality, and the increasingly authoritarian administration have all contributed to human rights violations both on the ground and in the consultation process. Needless to say, different parties have different interests, and for certain parties, initiatives such as the Nacala Fund and the G8 New Alliance for Food and Nutrition Security are of great relevance to ProSAVANA.

Lastly, the chapter analyzes these findings in light of JICA's Guidelines for Environmental and Environmental Considerations.<sup>13</sup> The result suggests a violation of the guidelines, notably regarding its general policy for democratic decision making and respect for human rights and democratic governance, as well as in its principles concerning meaningful stakeholder participation, information disclosure, and the commitment to addressing a wide range of impacts.

## **Conclusions and Recommendations**

In light of the findings and analysis presented in the report, and based on the fact that signatories to the Open Letter continue to ask for formal response from the governments as of January 14, 2014, we would like to present the Joint Japanese Civil Society Statement<sup>14</sup> issued on September 30, 2014 and endorsed by 36 Japanese civil society organizations as the final conclusions and recommendations of the report.

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<sup>13</sup> JICA Guidelines for Environmental and Social Considerations

[http://www.jica.go.jp/english/our\\_work/social\\_environmental/guideline/pdf/guidelineroo326.pdf](http://www.jica.go.jp/english/our_work/social_environmental/guideline/pdf/guidelineroo326.pdf)

<sup>14</sup> See Annex for full statement

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# ANNEX

## Japanese Civil Society Statement on ProSAVANA Call for an Immediate Suspension and Fundamental Review

SEPTEMBER 30, 2013

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We, as like-minded civil society organizations in Japan, call on the Japanese Ministry of Foreign Affairs (MOFA) and the Japan International Cooperation Agency (JICA), for the immediate suspension and fundamental review of the ProSAVANA program.

ProSAVANA is a large-scale agricultural development program in Mozambique, conducted as part of Japan's official development assistance (ODA) and initiated by the governments of Japan, Brazil and Mozambique. This statement is based on the gravity of concerns repeatedly expressed by the farmers and civil society organizations of Mozambique, as well as on the findings of our field research conducted between July and August this year in Mozambique.

### BACKGROUND

ProSAVANA will potentially affect 14 million hectares of land in three northern provinces of Mozambique, an area inhabited by more than 4 million people. The area is equivalent to three times of all the farmland in Japan. Farmers represent over 80% of the entire population in Mozambique. Small-scale farmers make up the overwhelming majority (99.99%) of these farmers and work 95% of all cultivated land in Mozambique. However, under ProSAVANA, farmers have not been respected as right-holders nor have their participation in the program been duly ensured. The National Union of Peasants (UNAC), the largest farmers confederation in Mozambique composed of 2,200 farmers organizations, and civil society organizations have repeatedly raised their concerns regarding the possible negative impacts of large-scale agricultural development and investment schemes of ProSAVANA on the livelihoods of the local small-scale farmers.

It is worth highlighting the importance and significance of the Open Letter, which was released ahead of the Fifth Tokyo International Conference on African Development (TICAD

V) on May 28, 2013. 23 organizations representing farmers, religious groups and civil society in Mozambique came together to draft, sign and release this Open Letter addressed to the respective heads of state of Mozambique, Japan and Brazil. The Open Letter, calling for the immediate suspension of ProSAVANA, is unprecedented both in representation and gravity as an objection to aid programs in Mozambique. Mozambican representatives travelled to Japan and successfully hand-delivered the Open Letter to Prime Minister Shinzo Abe on the sidelines of TICAD V this June.

With such developments taking place, Japanese civil society organizations have been engaging with MOFA/JICA on ProSAVANA through the established periodic consultative meetings between Japanese NGOs and MOFA. The importance of consulting local farmers and civil society was recognized in these meetings, and the governments promised to review the program in order to enable the participation of local farmers and civil society.

However, the drafting of the master plan, the preparation of Quick Impact Projects (QIP) (programs where “quick impacts” and visible outcomes are expected), and pilot projects funded by the ProSAVANA Development Initiative Fund (PDIF) continued to be prepared and implemented without review. Information disclosure remained to be limited, and neither transparency nor accountability improved in the process. Consequently, anxiety has increased among local farmers and civil society organizations. In addition, no official response has been made to date on the Open Letter, and though cursory consultation meetings have been held with limited participants, it has only served to deepen the concerns and increase the distrust of the majority of farmers and civil society.

At the same time, incidences of land grabs, by both international and domestic investment and businesses in the Nacala Corridor, are being witnessed at an alarming scale. Pressure on land is increasing, and so are conflicts over land. Local farmers in vulnerable positions have been forced off their land, and pushed into hunger and poverty. Local farmers raising their voices have been reportedly harassed and threatened.

ProSAVANA, as it stands, threatens the livelihood of the local small-scale farmers, and risks the destabilization of Mozambican society. It also raises questions concerning the respectability and legitimacy of Japanese official development assistance. We, as like-minded organizations of Japanese civil society, hereby request the government of Japan to initiate the immediate suspension of, and fundamental review of ProSAVANA.

## REQUESTS

1. We request the Japanese government to immediately reply, in writing, to the Open Letter, submitted by the Mozambican civil society dated 28th of May 2013. This reply should specifically provide a direct response to the immediate suspension of ProSAVANA as requested in the Open Letter.
2. The environmental, political, and social context in Mozambique has deteriorated since the signing of the ProSAVANA agreement in 2009. There have been increased incidents of environmental degradation and of land conflicts arising from land grabbing. Political space to question government policies has steadily decreased. We request that a renewed and independent field research be conducted in the pertinent areas, and that appropriate consultations be held with local farmers and civil society. The fundamental framework of the ProSAVANA should be revisited according to the results.
3. In the consultative meetings held between MOFA/JICA and Japanese civil society groups, the fundamental review of the consultation process with local farmers and civil society was agreed upon. However, not only has the consultation process failed to improve, but the process has increased mistrust toward the program amongst the civil society groups of Nampula and Niassa Provinces, and also among the farmers associations and civil society groups representing the whole of Mozambique. We request that the Japanese government make an effort to accurately understand this situation, and to clarify how and why UNAC and other member organizations of UNAC, which not only legitimately represent the small farmers of Mozambique, but have been extensively involved in the discussion, were excluded from the various discussion arrangements under ProSAVANA.
4. In the fourth and fifth consultative meetings held between Japanese civil society and MOFA/JICA, both of which took place after the delivery of the Open Letter, MOFA/JICA emphasized that ProSAVANA would only be implemented after a thorough consultation process. However, the second round of submissions for the PDIF opened in July, despite an absence of progress in the consultation process, serving only to further deepen local confusion and mistrust. We request that the Japanese government make an assessment of facts, and clarify how and why project implementation proceeded regardless of the promises made.
5. The consultation process with local farmers and civil society should fully uphold the principles of free, prior, and informed consent (FPIC), and must ensure sufficient disclosure of information and accountability. In due consideration of both the scale and gravity of impact

the program is foreseen to have on the local communities, it is absolutely crucial to ensure the meaningful participation of local farmers and civil society in the process. We request MOFA/JICA to immediately suspend the program, and engage in dialogue with local farmers and civil society on how to move forward.

6. 2014 is the International Year of Family Farming, where the importance of family farming will be recognized and celebrated internationally. Concurrently in Mozambique, farmers represented by UNAC, together with civil society, are preparing the “National Plan for the Support of Family Farming.” If ProSAVANA purports to support the Mozambican farmers, it would be most appropriate to recognize and provide due support for such initiatives. We request that MOFA/JICA consider and respond to this proposal.

7. ProSAVANA promotes the registration of land titles (DUAT) with the purpose of facilitating investment. However, the premise nor implications of DUAT registration is not yet fully understood by the local farmers, and public debate regarding land policy in Mozambique has only begun. The Mozambique Land Act recognizes the right to land use based on customary tenure without the registration of DUAT. The hasty promotion of DUAT registration risks limiting present and future land rights for farmers. We request that farmers are provided appropriate support enabling them to uphold their rights to their land.

## **SIGNATORY ORGANIZATIONS**

ATTAC Japan

Citizen Group Concerned with the Development of Mozambique

Africa Japan Forum (AJF)

Japan International Volunteer Center (JVC)

Oxfam Japan

## **ENDORISING ORGANIZATIONS (31 ORGANIZATIONS)**

アジア太平洋資料センター(Pacific Asia Resource Center)

アジア農民交流センター(Asian Farmers' Exchange Center/AFEC)

アイヌ民族評議会(APC)

遺伝子組み換え食品いらない!キャンペーン (No! GMO Campaign)

(株)オルター・トレード・ジャパン(Alter Trade Japan)

(特活)アジア・アフリカと共に歩む会(Together with Africa and Asia Association)

(特活)アフリカ地域開発市民の会(Community Action Development Organization)

(特活)「環境・持続社会」研究センター (Japan Center for a Sustainable Environment and Society)

(特活)ハンガー・フリー・ワールド(Hunger Free World)

(特活)関西 NGO 協議会 (Kansai NGO Council)  
(特活)国際協力 NGO センター(Japan NGO Center for International Cooperation)  
(特活)名古屋 NGO センター (Nagoya NGO Center)  
(特活)APLA (Alternative People's Linkage in Asia)  
(特活)NGO 福岡ネットワーク(Fukuoka NGO Network)  
(特活)WE2I ジャパン (WE2I Japan)  
偽百姓~今日もみんなで、おいしくごはん~ (Gihyakusho)  
子どもたちの未来を創る会 (Kodomotachino miraiwo tsukurukai)  
全日本農民組合連合会 (All Japan Federation of Farmers Union)  
認定 NPO 法人 FoE Japan (Friends of the Earth Japan)  
反農薬東京グループ (No Pesticides Tokyo Action Network)  
一般財団法人北海道国際交流センター(Hokkaido International Foundation)  
北海道 NGO ネットワーク協議会 (Hokkaido NGO Network Council)  
北海道アイヌ協会札幌支部 (Hokkaido Ainu Council Sapporo)  
ムラ、マチネット (Mura-Machi Net)  
有限会社メノビレッジ長沼 (Meno Villege Naganuma)  
ComiceAFRICA  
No! to Land Grab, Japan  
NPO 法人 AM ネット (Advocacy and Monitoring Network on Sustainable Development)  
NPO 法人さっぽろ自由学校「遊」(Sapporo Free School YUU)  
ODA 改革ネットワーク (ODA Reform Network)  
TPP を考える市民の会 (Citizens Group Considered about TPP)