

Africa Mini-grid Programme in Djibouti Stakeholder Engagement Plan

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Acronyms and Abbreviations

| | |
|------|---|
| AMP | Africa Mini-grid Programme |
| EPC | Engineering, Procurement and Construction |
| ESCO | Energy Service Company |
| ESMF | Environmental and Social Management Framework |
| GRM | Grievance Redress Mechanism |
| KM | Knowledge Management |
| M&E | Monitoring and Evaluation |
| MERN | Ministry of Energy and Natural Resources |
| MUET | Ministry of Urban Planning, Environment and Tourism |
| PPG | Project Preparation Grant |
| QA | Quality Assurance |
| SEP | Stakeholder Engagement Plan |
| SES | Social and Environmental Safeguards |

Stakeholder Engagement Plan

1 Introduction

The purpose of developing a Stakeholder Engagement Plan (SEP) for the Africa Mini-grid Programme (AMP) national project in Djibouti (hereinafter referred to as the 'AMP in Djibouti' or 'the project') is to support the identification of key stakeholders and undertake the consultations required throughout the project cycle, i.e. project design during the Project Preparation Grant (PPG) stage, and project implementation during its 4 years' duration. The development and implementation of the SEP is also part of the UNDP Social and Environmental Safeguards (SES) requirements. Hence, the presented SEP will be reviewed and updated during the course of the social and environmental assessment processes required for the development of the project's Environmental and Social Management Framework (ESMF).

1.1 Project description

The main objective of the AMP in Djibouti is to 'support access to clean energy by increasing the financial viability, and promoting scaled-up commercial investment, in low-carbon mini-grids in Djibouti, with a focus on cost-reduction levers and innovative business models'. The development challenge which the project aims to address is the need to increase the profitability of the solar based mini-grid systems to encourage private sector engagement, while maintaining the end-user tariff in a range that is presently paid by communities residing in social housing complexes and peri-urban areas for grid-connected electricity. The incremental reasoning underlying the project is that the implementation of de-risking (policy and financial) instruments will reduce, eliminate or transfer the risks faced by private investors in mini-grids in Djibouti, hence, reduce the running costs and allow for profitable operation at a reduced tariff. In parallel, the project will also use levers to support the private sector to self-organize and become an active partner in the development of the mini-grid sector in the coming years, and promote regional collaboration through continuous interaction with the AMP Regional Project.

These goals are achieved through supporting the Government with: (1) Performing techno-economic analyses to assess the market needs and suitability of different business models for Djibouti, while supporting the institutional capacity of the public sector, the technical capacity of engineers and technicians, and the quality assurance capacity of public organizations responsible for quality standards; (2) implementing two pilot solar PV-batteries mini-grid projects to showcase the proposed model, integrating ice production - as a model for productive use, and the installation of stand-alone solar street lighting - as a complementary measure to enhance public safety, as well as establishing and capacitating mini-grid industry associations to strengthen private operators and developers and encourage their participation in the mini-grid market and national dialogues; (3) design appropriate financing mechanisms and building the capacity of small investors and domestic financial institutions to participate in the mini-grid market; and (4) running an effective M&E, QA and KM systems to oversee and guide project implementation.

1.2 Project location

Activities under the AMP in Djibouti will be implemented on the national level. However, the project involves an investment component to be used for the following activities in Yoboki and Khor-Angar:

- Two solar PV-battery mini-grids installed and commissioned in Yoboki and Khor-Angar,
- Ice Production Facility is established, with connection to the mini-grid in Khor-Angar, and
- Stand-alone solar PV lighting poles are installed in Yoboki and Khor-Angar.

Yoboki is a village located in the South-Western part of Djibouti, about 50 km from the town of Dikhil. With a population of about 2,000 persons, residing in about 250 households. Khor-Angar is a fishing village located in the north of the country, and is much smaller in size than the village of Yoboki. Khor-Angar is inhabited by nearly 50 households for about 250 people. More details on both locations will be provided during the site assessments to be conducted during Year 1 of the AMP in Djibouti project implementation.

1.3 Potential social and environmental issues

The SESP has identified the following principles and project-level standards as relevant to the project:

- Overarching Principle 1: Leave No One Behind
- Programming Principle 2: Human Rights

- Programming Principle 3: Gender Equality and Women’s Empowerment
- Programming Principle 4: Sustainability and Resilience
- Programming Principle 5: Accountability
- Project-level Standard 1: Biodiversity Conservation and Sustainable Natural Resource Management
- Project-level Standard 2: Climate Change and Disaster Risk
- Project-level Standard 3: Community Health, Safety and Security
- Project-level Standard 4: Cultural Heritage
- Project-level Standard 5: Displacement and Resettlement
- Project-level Standard 6: Indigenous Peoples
- Project-level Standard 7: Labour and Working Conditions
- Project-level Standard 8: Pollution Prevention and Resource Efficiency

Detailed analysis of the above is presented in the project’s SESP and ESMF (Annexes 6 and 10 of the Project Document).

2 National Regulations and International Requirements

At the time of developing this SEP, there were no legally binding policies or explicit regulations in Djibouti identified as pertaining to stakeholder engagement as a legal requirement. Nevertheless, the PPG consultations indicate that almost all government parties in Djibouti conduct specific stakeholders’ consultations and engagement activities as part of their projects. The parties, especially the Ministry of Urban Planning, Environment and Tourism (MUET) and the Ministry of Energy and Natural Resources (MERN), expressed their willingness to become actively involved in the SEP implementation for the AMP in Djibouti and offered to play the lead role in the coordination between stakeholders in the mini-grid sector throughout the project duration.

In addition, the project will adhere to the relevant international obligations on public consultation and disclosure requirements related to the social and environmental assessment process, established by the Guidance Note of the UNDP Social and Environmental Standards (SES) for Stakeholder Engagement. By preparing this SEP, the project also meets the requirements of the GEF’s Environmental and Social Safeguards Policy regarding stakeholder engagement.

3 Stakeholders’ Identification

As part of the PPG development process, the project team identified several groups of stakeholders.

3.1 National parties

- Ministère de l’Urbanisme, de l’Environnement et du Tourisme.
 - La direction de l’environnement
- Ministère de l’Energie chargé des Ressources Naturelles
 - Rural Electrification Department
 - Energy Directorate
 - Djibouti Energy Management Agency (ADME)
 - Electricité de Djibouti (EdD)
- Ministère de l’économie et des Finances chargé de l’Industrie
- Ministère de la femme et de la famille (MFF);
- Ministère des Affaires Sociales et de la Solidarités
 - L’agence Djiboutienne du développement social (ADDS)
- Ministère de logement
 - Agence de Réhabilitation Urbaine et du logement social (ARULOS);
 - La direction de l’Habitat
- Institut National de Développement de la statistique (INSD)
- Les prefectures des Régions concernées
- Procurement Commissary
- Private sector representatives, through the Chamber of Commerce

3.2 Development partners, involved in the AMP in Djibouti as co-financiers

- World Bank (WB) and the International Finance Corporation (IFC)

3.3 Local communities

Local communities of relevance to the project can be categorized into two groups: communities in pilot locations and communities in non-pilot locations. Representatives of each group will be identified and studied as part of the site assessment to be conducted during Year 1 of the AMP in Djibouti project implementation.

3.4 Additional groups to be further defined during implementation

- Direct beneficiaries
 - Academics, educational institutions and vocational training centers
 - Financial institutions and small investors
- Indirect beneficiaries
 - Industry groups (agriculture, fisheries, manufacturing)
 - Non-governmental Organization (NGOs) working on relevant projects and initiatives, such as La Fondation IOG pour le logement
- Other groups of beneficiaries and affected persons
 - Workers unions
 - Women
 - Youth
 - Children
 - Disabled population
 - Human rights activists
 - Land rights activists
 - Minority and vulnerable groups

4 Stakeholder Consultation and Engagement during PPG Development

As part of the PPG development, and in addition to the desk review and data collection exercise, the PPG team of National and International Consultants identified key stakeholders and engaged with them in a series of in-person and online meetings. The purpose of these meetings was to discuss the project objective, the suitability of the proposed strategy to the present needs of Djibouti and its alignment with national plans and ongoing market development. The discussions also aimed to identify the gaps which the AMP can work to fill, especially in relation to private sector engagement in the Operation and Maintenance (O&M) of solar and hybrid mini-grid systems.

Due to COVID-19 pandemic, the PPG International Consultants were not able to perform a field mission to meet with national stakeholders in-person. However, the following consultation meetings and bilateral calls were conducted online during the period from August 2020 to April 2021:

- 1) PPG Inception Workshop, organized by MUET and coordinated by UNDP CO.
- 2) Follow up calls with MUET and MERN, organized and coordinated by the UNDP CO.
- 3) Meeting with private sector actors and representatives of the Chamber of Commerce.
- 4) Field visits by the national team to the proposed pilot locations (Yoboki and Khor-Angar).

In addition, in-person meetings were conducted by the National Gender Consultant, contributing to the development of the project's Gender Analysis and Action Plan (Annex 11).

The dissemination of project information during PPG consultations constituted the presentation of PowerPoint slides to stakeholders, followed by an exchange of additional information by e-mail, as required. Initial comments and feedback from participants in the meetings and workshops were summarized in the PPG Inception Report (issued in September 2020). The comments and recommendations from stakeholders and the UNDP review team shaped the updated project strategy presented in the final submission package to GEFSEC.

5 SEP Development: Strategy for Stakeholder Engagement during Project Implementation

5.1 Purpose and objectives

Unlike grid-connected power plants, the successful operation of mini-grids requires continuous collaboration between operators and end-users. In the design of the pilots under the AMP in Djibouti, it is important to understand the needs and priorities of private sector actors, but also the needs and priorities of the communities in which the mini-grids will be located, to obtain the necessary local support and ensure sustainability and longevity of the intervention.

Furthermore, the enhancement of the commercial viability of solar PV systems depends on the level of flow of information between stakeholder from the private sector and decision makers in the public sector. This flow will guarantee that the decisions made are well-informed and constitute the best use of resources to serve the best interest of the country and beneficiaries. The flow will also guarantee that investors (whether commercial banks or development organizations), as well as private companies engaged in Engineering, Procurement and Construction (EPC) and Energy Service Company (ESCO) contracts, are actively engaged in the development of regulations governing the energy sector aiming to increase energy access rates and elevate the living conditions for populations in poverty.

Hence, this SEP is developed to ensure tripartite engagement of public entities, private sector actors, and representatives of beneficiaries and potentially affected communities in all stages of pilot development and overall project implementation.

5.2 Engagement methods and communication mediums

Notwithstanding the COVID-19 restrictions and social distancing recommendations, different types of engagement mediums are possible inside Djibouti. The following list presents the main engagement mediums to be utilized by the AMP project team during implementation to ensure continuous engagement and active participation of stakeholders:

- 1) In-person meetings:
 - Consultation workshops: These workshops will have a pre-structured agenda which will be designed to present a specific result/report and discuss with stakeholders the best way forward. These workshops will also be an opportunity to gain consensus from stakeholders on a specific action plan prior to proceeding with implementation. Therefore, stakeholder consultation meetings and workshops are included in the project design as part of the main activities to be carried out by the consultants in charge of each output.
 - Interviews and focus group: These will be conducted with different groups of indirect beneficiaries, with special attention to potential ESCOs and NGOs, to overcome their generally low participation capacity in the energy sector and ensure that their input is integrated in the different stages of project implementation. The Project Manager will be responsible for ensuring that these interviews and focus groups have been conducted by the responsible consultants, as appropriate.
 - Community based consultations: These consultations will focus on the pilot locations to identify and discuss stakeholder concern within the community environment, but will also extend to neighboring villages and communities. The SES Officer will be responsible for conducting these consultations on a regular basis and reporting to the Project Manager and M&E Officer per the project's ESMF.
- 2) Written communication:
 - Emails: Email communication is widely used in Djibouti to provide direct access to individuals and representatives of organizations. Emails will be used as the main tool for organizing meetings, i.e. sending invitations to participants, sending the meeting minutes after the meeting, etc.
 - Letters: Being the formal method for communication and conveying messages between public parties, letters will be requested by the project team and provided by the relevant authority, as appropriate.
 - Survey forms: Several activities under the project implementation strategy constitute undertaking a needs assessment or other types of analyses, with some requiring a survey to collect information. The responsibility for the surveys is that of the consultant undertaking the analysis. However, the SES Officer will be responsible for supporting the project consultants with the sampling process and surveying procedure to ensure that the results are as representative and inclusive as possible.
 - Project brochures and manuals to present the results of specific studies and outcomes of certain activities.

- 3) Online meetings and phone calls: Virtual communication is sometimes preferred since it is quicker and easier compared with email and letters, and a viable alternative to in-person meetings. Online applications and telecommunication tools will be used throughout project implantation to facilitate the work and ensure the project team has easy access to stakeholders, and vice versa.

Although the mode of communication may vary according to task and participants, yet all consultations and engagement activities will be undertaken with the goal of ensuring full participation of relevant stakeholders, whereby all participants will be provided sufficient notice to prepare well and provide input for the project. Moreover, the AMP in Djibouti project will use all possible opportunity, i.e. workshops, meetings, trainings and awareness events, to promote diversity and gender balance. Balanced representation of relevant stakeholders will be ensured by reaching out to both men and women and different groups through appropriate communication means and encouraging their participation, noting the most socially and culturally acceptable language and method of communication for each group of stakeholders.

5.3 Public Disclose of Information (PDI)

Project-affected, marginalized, and disadvantaged stakeholders at the pilot locations will be identified during site selection and assessment, including persons with disabilities and other disadvantaged groups as per the list of stakeholder groups provided above. For each group, the following assessments will be conducted as part of the stakeholder engagement plan, taking into account their involvement in each project component:

- Identify limitations for understanding project information and participating in consultation process (e.g. language differences, lack of transportation, accessibility of venues, disability, etc.)
- Develop measures to support and accommodate engagement, e.g. provide information in accessible formats, choose convenient locations for consultations, ensure venues are accessible, provide transportation to meetings, change time of meetings to accommodate needs, provide facilitation and explain complex issues and terminology, provide support workers for assisting participants with disabilities, provide simultaneous interpretation (including sign language).

On the national level, methods to receive feedback and to ensure ongoing communications with stakeholders (outside of a formal consultation meeting) will be developed as part of the project's knowledge management and dissemination plans (to be developed as part of the implementation of Component 4).

5.4 Diversity, inclusion and gender-balance

The inclusion of women and other relevant groups will be made possible through enhancing opportunities, improving access to resources, making their voice heard and ensure respect for their rights. The process of identification of these groups and their representatives, and engaging them through the various project activities, is achieved using two approaches:

- 1) Conducting context-specific analysis using gender and mini-grid analysis framework and developing participatory action plans at community level at the pilot locations. The analysis shall take in consideration culture appropriate timing and locations for community-level meetings, give deliberate attention to the participation of diverse groups with measures to ensure their ability to share their views, and use language that fits with the participants in each meeting. It will also explore the existing status of the different groups, including their roles, responsibilities, opportunities and vulnerabilities, and work towards the development of community-based solutions at various levels of the mini-grid value chain.
- 2) At every stage of the project implementation the project team will make specific effort to make sure opportunities are created and accessed by women and other vulnerable groups while implementing institutional level capacity building trainings, policy level discussions, access to education and financial opportunities. The project team will also track progresses through routine monitoring and supervision based on a checklist of indicators which are formulated at the inception phase of the project. In addition, the project will communicate the steps for appealing grievance in and subsequent redress mechanisms in case complaints arise from this group. All in all, maximum efforts will be exerted to make communications between beneficiaries which includes women and other relevant groups with the project to be built in spirit of mutual understanding, positive relationship, and partnership for successful implementation of the intervention.

6 SEP Implementation: Resources, Responsibilities and Timeline

6.1 Responsibilities

As part of the management arrangement, the project will hire a SES Officer to oversee the implementation of the ESMF and continuous review and update of associating studies, including the Stakeholder Engagement Plan (SEP) and the Gender Action Plan (GAP). Hence, the SES Officer will be the responsible person for SEP implementation, collaborating with the project's M&E Officer and reporting directly to the Project Manager (PM). Before each activity starts, the SES Officer will have approved the detailed plans ensuring stakeholder engagement and inclusiveness as the projects advances.

6.2 Resources

The fees for the SES Officer is accounted for in the project's budget. Moreover, the project budget for each component allocates an amount for expenditures on training, workshops, conferences, etc. Expenses under this category are expensed to the UNDP-GEF under an independent budget code (75700) and include allocation of funds to ensure proper consultation of stakeholders from the different groups throughout project implementation. Based on the work requirement during implementation, the project may hire a qualified Community Liaison Officer to undertake all or portions of the stakeholder engagement activities. This may include, where necessary, community facilitators/assistants who are able to work in local languages (where relevant, ideally from the same ethnic group/culture).

6.3 Timeline

The timeline for stakeholder consultation on specific project activities will follow the overall work plan for the project. Furthermore, additional consultations will occur as part of conducting the mid-term review and terminal evaluation missions. That said, the SES Officer shall develop a schedule for regular visits and calls with different groups of stakeholders to ensure continuous engagement from project start to end.

Before each activity starts, the SES Officer will have approved the detailed plans ensuring the timeline provides a schedule outlining dates/periodicity and locations where various stakeholder engagement activities, including consultation, disclosure, and partnerships will take place and the date by which such activities will be undertaken to the extent possible.

The following table presents the preliminary SEP developed during PPG development, noting that:

- 1) During Year 1 of project implementation, further assessments will be conducted, providing more details on the project stakeholders and allowing further consultations to take place prior to the on-site installation works. The SES Officer will be responsible for conducting these studies, in collaboration with technical consultants to be responsible for specific activities and studies.
- 2) The assessment of the participation capacity of the various groups of stakeholders influenced the project design and strategy. For example, a new output has been introduced to help establish and capacitate mini-grid industry associations to enhance and promote active participation by the private sector in mini-grid sector planning and development. Similarly, the AMP strategy emphasized the need to include SES assessments in the site selection processes to overcome the low participation capacity by local communities in the baseline.

Table 1. Preliminary SEP for the AMP in Djibouti (to be updated at the time of conducting site assessments, i.e. as part of updating the safeguards for the project)

| # | Stakeholder Group | Role/Relevance | Means of engagement | Interest in the project | Influence on the project | Participation capacity | Perception of problem |
|---|---|---|---|---|--------------------------|------------------------|--|
| 1 | State and local government authorities, i.e. public sector entities | Implementing and project partners | Regular meetings and consultation workshops | The public sector has been involved in project design, and will lead the work during implementation. | High | High | Will require skills, activities and measures new to their usual practice and scope of sectors. |
| 2 | Private sector companies involved in the project's pilots | Project partners and direct beneficiaries | Regular meetings and consultation workshops | Given the proposed model for mini-grid delivery, the private sector is crucial for project success. | High | Moderate | Lack of certainty in the market nationally to de-risk investment |
| 3 | Development partners | Co-financiers | Regular meetings and consultation workshops | The project is designed to build upon ongoing projects and collaborate with development partners to avoid duplication to the extent possible. | Moderate | High | Will require skills, activities and measures new to their usual practice and scope of sectors. |
| 4 | Communities in pilot location | Direct beneficiaries and affected persons | Regular meetings and consultation workshops | End-users of electricity to be generated from the pilot projects. | High | Low | New set of problems for some and opportunities others. |
| 5 | Academics, educational institutions and vocational training centers | Direct beneficiaries | Regular meetings and public events | Recipients of training and future implementers of the academic certification programme. | Moderate | High | To be determined |
| 6 | Financial institutions and small investors | Direct beneficiaries | Regular meetings and public events | Recipients of training and future implementers of innovative financing schemes and incentive mechanisms. | High | High | Lack of certainty in the market nationally to de-risk investment |
| 7 | Private sector companies not involved in the pilot project(s) | Indirect beneficiaries | Public events | Affected by project outcomes and potential beneficiaries of replication. | Moderate | Moderate | To be determined |
| 8 | Industry groups (agriculture, fisheries, manufacturing) | Indirect beneficiaries | Public events | Affected by project outcomes and potential beneficiaries of replication. | Low | Moderate | To be determined |

| | | | | | | | |
|----|-----------------------------------|--|---------------|--|----------|----------|---|
| 9 | Communities in non-pilot location | Indirect beneficiaries | Public events | Affected by project outcomes and potential beneficiaries of replication. | Low | Low | To be determined |
| 10 | NGOs and civil society groups | Indirect beneficiaries | Public events | Especially the groups working on energy access, climate change, renewable energy development, etc. | Moderate | Moderate | Disadvantaged groups are usually left behind/outside of the project benefits (i.e. women, poor, disable, indigenous...) |
| 11 | Other groups | To be identified as part of the site assessment for the pilot(s) location. | | | | | |

7 Grievance Redress Mechanism (GRM)

The risk assessment conducted as part of developing the SESP for the project indicates that there is a likelihood of reprisals and retaliation against stakeholders. The AMP in Djibouti intends to follow a policy of zero tolerance for such actions and develop possible preventative and response measures specific to the circumstances together with relevant stakeholders. Measures may include respect for confidentiality; adjustments to means and timing of communications, meetings, transportation; use of trusted intermediaries, interpreters, facilitators and other consultants; clear response protocols for notification, reporting, and support for protection strategies.

Furthermore, and as part of the project's compliance with the UNDP SES requirements, the project shall ensure setting up a suitable Grievance Redress Mechanism (GRM). This includes a procedure for stakeholders and affected communities to express their grievances and communicate their concerns and recommendations to the project team, as well as a procedure for the project team to address these grievances by taking the necessary actions, i.e. providing clarifications, opening investigations, or making changes to the project's implementation plan as may be required.

In the area of ensuring open communication on grievances, the project intends to implement the following measures:

- 1) As part of the effort towards establishing a focal point for the mini-grid sector, a hotline will be created for stakeholders to use for questions, recommendations and grievances. The phone/mobile number for the hotline will be displayed on the sign carrying the name of the pilot projects.
- 2) Two boxes will be installed at the pilot project sites. The first will be placed inside and the pilot boundaries while the second will be located outside the project boundaries. These boxes will be checked on a regular basis by the project's M&E officer to check for new comments from stakeholders or affected persons.
- 3) The phone numbers for the project's M&E and SES Officers will be displayed at several central locations around the pilot locations, i.e. community centers at villages receiving electricity from the pilot projects and nearby villages as appropriate.

The responsibility of responding/addressing the grievances received will depend on the nature of the grievance. Nevertheless, the SES Officer will be responsible for following up until actions are taken to close a grievance, including communicating with relevant persons and/or authorities on behalf of the project. Further details on the GRM will be developed during Year 1 of project implementation and prior to starting the work on the pilot projects.

In addition to the developed GRM, stakeholders will be informed of the availability of UNDP's Accountability Mechanism (Stakeholder Response Mechanism, SRM, and Social and Environmental Compliance Unit, SECU) as additional avenues of grievance redress.

8 Monitoring and Reporting

As project information changes, the SEP should be reviewed and modified accordingly to ensure its effectiveness in securing meaningful and effect stakeholder participation. Hence, the SEP presented in this documents will undergo continuous review and development by the project's SES and M&E Officers throughout the project lifetime. Similarly, the scope and focus of the SEP will be modified to reflect the lessons learned from the implementation of SEP in Djibouti, but also in other national projects participating in the Regional AMP. Equally important is the review and update of SEP procedure based on the feedback that would be received form the project team and stakeholders.

The continuous review and update of the SEP will be implemented as part of the implementation of the overall M&E plan for the project (Annex 5), as well as the operationalization of the M&E systems developed under Component 4.

Before this activity starts, the SES Officer will have approved the detailed plans ensuring the following:

- The Monitoring and Reporting involves project stakeholders (including target beneficiaries and project-affected groups) or third-party monitors in the monitoring of project implementation, potential impacts and management/mitigation measures.
- The Monitoring and Reporting describes how and when the results of stakeholder engagement activities will be reported back to project-affected and broader stakeholder groups. Examples include newsletters/bulletins, social and environmental assessment reports; monitoring reports.