

# **Report of the mid-term review of the VNG International DEALS projects**

## **Manila and Beira.**

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## Abbreviations

ABB-BP	Alyansa ng mga Baybaying Bayan ng Bulacan at Pampanga
BLAS	Beira Land Administration System Project
DEALS	Governance of Inclusive Green Growth in Cities
DET	Dutch Expert Team
HCC	Human Cities Coalition
LAIS	Land Administration Information System
LCP	League of the Cities of the Philippines
LGU	Local Government Units
MANATUTI	Malabon, Navotas, Tullahan and Tinajeros
MBSDMP	Manila Bay Sustainable Development Master Plan
MP	Master Plan
NEB	National Executive Board
SDG	Sustainable Development Goal
ToC	Theory of Change
VNG International	International Department of the Association of Dutch Municipalities

## 1. Introduction

World-wide, urban areas comprise more than half the global population and urbanisation is accelerating. Urban local governments play a role in mitigating congestion, pollution, inequalities and escalating poverty. Urban development is the subject of one of the Sustainable Development Goals (SDG 11).

To support local governments in selected urban areas the International Cooperation Agency of the Association of Dutch Municipalities (VNG International) has initiated the DEALS programme, with the support of the Dutch Ministry of Foreign Affairs. The programme covers 6 cities: Kumasi (Ghana), Sèmè-Podji (Benin), Pathein (Myanmar), Pereira (Colombia), Beira (Mozambique) and Manila (Philippines). The overall objective of the DEALS programme is to improve the quality of life of poor urban residents. This objective will be achieved by strengthening urban government in the field of inclusiveness, safety, resilience and sustainability. The DEALS programme started in 2017 and will terminate in 2022.

The projects in Manila and Beira are specific because VNG International activities are an integral part of a larger Master Plan exercise supported by the Dutch Government, the Manila Bay Sustainable Development Master Plan and the Beira Master Plan respectively.

This report presents the findings of the mid-term review of the Manila and Beira projects. Key issues to be addressed are:

- The continued relevance and validity of project design.
- The execution of planned activities.
- The achievement of the expected results.
- The role of the project in the Master Plan process

Where possible and relevant recommendations are made for activities for the remaining project period. The Terms of Reference of the review are presented in annex 1.

The mid-term review is executed in September – October 2020 by dr. Bert van de Putte. It is based on review of the available documentation and interviews with different groups of stakeholders. Interviews in Beira were done by mr. Paolo Ghisu. The list of persons interviewed is presented in annex 2. Annex 3 comprises the consolidated report of the interviews in Beira.

## 2. The Manila project

### 2.1 Background

The DEALS Manila project started in 2017. Initially conceived in the context of the Human Cities Coalition (HCC) the project aimed to (i) generate more revenue for Local Government Units (LGU) and (ii) organisational capacity development including procurement. In March 2018 a mission by a procurement expert recommended to focus activities on contributing to the Manila Bay Sustainable Development Master Plan (MBSDPP), develop a “framework for social inclusion” to be included in the MBSDMP and partner with local NGO’s. In August 2018 a revised inception report was prepared that reoriented the Manila project to support the formulation of the MBSDMP. The focus of this review is on the VNG International contribution to the MBSDMP. The Manila project terminates in August 2022.

Preparation of the MBSDMP started in January 2018 with the appointment by NEDA of a Local Consulting Firm (LCF) and Dutch Expert Team (DET). The inception report was submitted in April 2018. The approach described in the MBSDMP inception report allows for detailed analysis of the roles of stakeholders, including Local Government Units (LGU), and their participation in the master planning process through regular workshops and other activities. The MBSDMP final Master Plan report was to be submitted in May 2019 and the Final Action Plan and Investment report in July 2020. An intermediate version of the Master Plan report was prepared in January 2020 and the Action Plan and Investment Report in August 2020. Final versions of the reports are under preparation at the time of the review.

VNG International is one of 6 Matching Partners for the Dutch Expert Team (DET). Matching Partners are organisations that execute activities with financial support from the Dutch government that are also relevant for the MBSDMP. The Matching Partners remain fully autonomous in their operations, strategies and financial management. There is no centralised guidance or coordination of the contributions of Matching Partners by the DET.

Each matching partner has concluded an agreement with the DET where their expected contributions are specified. The VNG International matching partner agreement was signed in September 2018. The contribution of VNG International is to strengthen Local Government Units and assist coastal municipalities to operate effectively in the MBSDMP process. Box 1 presents key elements of the matching partner agreement.

#### **Box 1: Summary of the Matching Partner agreement VNG International – Deltares**

The matching partner agreement was concluded in September 2018. Key points are:

- The VNG Manila DEALS project is *“useful and relevant for the Main Project<sup>1</sup> ... and therefore should be integrated as a contribution to the Main Project, to avoid double expenditure”*.
- The activities that VNG International will contribute are *“Assist the strengthening and the set-up of municipality associations along Manila Bay, in particular assist and strengthen ABB-BP”*.
- The availability of the staff is expected to be *“1 week preparation mission: August 2018. Follow-up missions according feedback week schedule and in between activities”*.
- The value of the in kind contribution of VNG International is €185,000.

<sup>1</sup> i.e. the MBSDMP.

For the VNG International activities an inception report was prepared in 2018, with a final version in August 2018,

## 2.2 Objectives and Theory of Change

The problem statement in the Theory of Change (ToC)<sup>2</sup> is that *“weak LGU’s don’t have the capacity to:*

1. *Influence the work of infrastructure financiers or implementers or to be a partner in infrastructure project implementation, which includes the lack to address the needs of the urban poor or to reduce inequality,*
2. *To engage the urban poor when financing infrastructure”.*

The objective of the VNG International contribution is *“To be a constructive matching partner of DELTARES, within the Dutch Expert Team, contributing to the formulation of the MBSDMP, by adding to the socio-economic objectives, the institutional development for effective formulation and implementation of the plan.”*

The (simplified) theory of change of the Manila project is as follows.

**Table 1: Summary Theory of Change Manila project**

Theory of Change VNG International DEALS Manila	
Impact	Reduced negative impact of public infrastructure development and enhanced living conditions for informal settlement families living in Manila
Outcomes	To be a constructive matching partner of DELTARES, within the Dutch Expert Team, contributing to the formulation of the Sustainable Development Master Plan for Manila Bay, by adding to the socio-economic objectives, the institutional development for effective formulation and implementation of the plan.
Output	Increased institutional development of inter-municipal and intergovernmental cooperation initiatives in Manila Bay, for effectively representing the LGU’s interests and for the execution of projects aimed at the construction of infrastructure and actions aimed at preserving the natural conditions of Manila Bay
Interventions	<ul style="list-style-type: none"> <li>• TA through VNG International expert missions influencing the individual LGU level, IGC level and enabling environment.</li> <li>• Participation in local meetings and TA through the League of Cities of the Philippines on all levels of intervention</li> </ul>
Preconditions	<ul style="list-style-type: none"> <li>• In Manila Bay there is sufficiently stable political, security and social environment for the DEALS programme.</li> <li>• In the LCP and Manila Bay LGU’s we found the political willingness for Intergovernmental convergence (IGC).</li> <li>• Strong cooperation with national government agencies (NEDA)</li> <li>• DEALS interventions will be aligned and completely embedded in the activities of the Dutch Expert Team under the leadership of DELTARES. Continuation of DELTARES and the functioning of DET are preconditions for DEALS activities</li> </ul>

Source: based on Adjusted inception report DEALS, Updated Action Plan for Manila (August 2018)

Expected deliverables mentioned in the inception report are:

- 4 annual VNG expert missions
- Feedback weeks and trainings

<sup>2</sup> Adjusted inception report DEALS, Updated Action Plan for Manila (August 2018)

- Atlas
- Situational analysis report
- Strategy building (MP) report

To implement the project VNG International cooperates with the League of the Cities of the Philippines (LCP). Contacts between LCP and VNG International existed prior to the project, mainly through contacts in international events and occasional visits.

### **Box 2: The League of the Cities of the Philippines**

The League of the Cities of the Philippines (LCP) established in 1987 has 146 members (cities). The secretariat is based in Quezon City. LCP is committed to bringing urban local governance at the forefront of the country's development strategies. As the mandated organisation of the Philippine cities, the LCP believes effective change in the national consciousness starts with the primary visions of the local government units. The primary purpose of LCP is "ventilating, articulating and crystallising issues affecting city government administration". Since its creation LCP has constantly steered the direction of national and local policy discourse toward greater local governance.

Source: based on LCP website

The Manila project presented an opportunity to intensify the cooperation between VNG International and LCP. Annual agreements are signed between VNG International and LCP starting in October 2018. The inception report includes a concept note to define the cooperation between VNG and LCP. Actions and expected results are summarised in box 3.

### **Box 3: Actions and expected results cooperation VNG International - LCP**

#### **Actions:**

- Establish channels of communication between the technical team in charge of the formulation of the MBSDMP and the leagues of cities, municipalities and provinces.
- Promote the active participation of these organisations in the discussions and technical meetings aimed at the formulation of the MBSDMP.
- Establish linkages between inter-municipal cooperation initiatives and the LCP to voice their specific interests in the formulation of the MBSDMP, being at the same time advisor for institutional development support if necessary
- Compile experiences and obtain lessons from the process

#### **Expected results:**

- Local governments are recognised as key players in the design and execution of the MBSDMP
- Inter-municipal cooperation is effective for voicing interests and or the execution of projects aimed at preserving the natural conditions of Manila Bay.
- Vertical cooperation between municipalities, cities, provinces, regions and national government is effective for the design of the MBSDMP.

### ***Project budget***

The budget for the VNG International Manila project is € 349,744. In October 2020 approximately €190,000 was spend, with approx. €160,000 available for the period until August 2022.

## **2.3 Findings**

### **2.3.1 Project design and context**

The project intends to make two main contributions. The first is strengthening the role of LGU in the Master Plan formulation process. In the MBSDMP inception report an active role of LGU is mentioned, and the Manila project intends to contribute by establishing communication channels

between the MBSDMP consultant team, national level agencies and LGU. The cooperation with LCP is in line with the recommendation of the March 2018 mission report. The cooperation with LCP is clearly focused on strengthening the role of LGU in the Master plan formulation process.

The other main aim of the project is institutional development and organisational capacity development. In the matching agreement this is further specified as to concern the ABB-BP. In the inception report several initiatives of LGU to organise themselves are mentioned (ABB-BP, MANATUTI). The inception report includes a list of possible institutional and organisational strengthening suggested by these associations.

Overall, the preconditions mentioned in the ToC (stability of the political and societal environment, the willingness for intergovernmental convergence, cooperation with national level agencies and the continuity of the role of Deltares) are considered to remain valid.

### 2.3.2 Project activities

The involvement of VNG International was through five short term visits, altogether approx. 30-35 man days in the Philippines. In addition it lobbied strongly for the participation of a LGU representative in the study visit to the Netherlands organised by the DET and to the International Water Week in Amsterdam. Since August 2018 the following activities have taken place.

**Table 2: Summary of VNG International Activities**

Date	Activity
August 2018	<b>Mission by Irene Oostveen en Alfonso García</b> <b>Purpose:</b> connect to the MasterPlan & to contribute to inter-municipal cooperation in Manila May Philippines. Finalisation of updated inception report.
November 2018	<b>Mission by Mr. Maarten Beks.</b> <b>Purpose:</b> To represent VNG at the LCP Board meeting and the International River summit with the aim to advise Cities on how to best lobby for their interests in the formulation of the MBSDMP and to contribute to inter-LGU cooperation in Manila Bay
January 2019	<b>Mission by Mrs. Irene Oostveen.</b> <b>Purpose:</b> assist in the LCP board meeting, which resulted in awareness of LCP Board members on the Master Plan and potential for inter-municipal cooperation.
May 2019	<b>Learning Visit to the Netherlands organised by Deltares.</b> Participants included the LCP Secretary General and Mayor of the City of Balanga. <b>Purpose:</b> to expose concerned government personnel to good practices, models, and experiences of the sustainable development of coastal areas.
July 2019	<b>Mission by Mr. Maarten Beks and Vice Mayor Ap Reinders.</b> <b>Purpose:</b> To represent VNG at the General Assembly of newly elected City Mayors and first executive Board meeting of the League of Cities, support and accompany Alderman Ap Reinders, and facilitate part of the technical workshop in inter-municipal waste management with the aim to advise Cities on how to best lobby for their interests in the formulation of the Manila Bay Sustainable Development Master Plan (MBSDMP) and to contribute to inter-LGU cooperation in Manila May Philippines (workshop organized at the request of NEDA).
November 2019	<b>Visit to Amsterdam International Water week</b> A city Mayor and municipal Vice-Mayor visited the Amsterdam International Water Week, visit organised by the Netherlands Water Partnership (NWP). <b>Purpose:</b> focus on drinking water issues and follow-up on solid waste management studies done by PUM experts.
December 2019	<b>Mission by Mrs. Irene Oostveen.</b> <b>Purpose:</b> Management support mission.

Source: Progress reports and mission reports

As part of the successive cooperation agreements with VNG, LCP has executed a number of activities. Table 3 presents a summary of these activities.

**Table 3: Summary of LCP activities under cooperation agreement with VNG International**

Date	Activity	Description
Various dates	Technical Committee meeting MBSDMP	The project team attended series of Manila Bay Sustainable Development Master Plan (MBSDMP) workshop. League's efforts are geared towards the strengthening LGU presence and participation in the MBSDMP. In the Technical Committee Meetings inputs of the League to the draft Master Plan are articulated.
November 21-24, 2018	Participation in 65 <sup>th</sup> NEB and 4 <sup>th</sup> international River Summit	The VNG Senior board Advisor, Mr. Maarten Beks and DELTARES representative Mr. Jan Jaap Brinkman participated in the LCP's 65 <sup>th</sup> National Executive Board (NEB) Meeting on November 21, 2018 at Bai Hotel Cebu, Mandaue City. Mr. Brinkman presented to the Board the role of Cities in the Manila Bay Sustainable Development Master Plan (MBSDMP). LCP Co-organized the 4th International River Summit (IRS), in Cebu City with the theme, "Raising awareness, commitment, and resources for the rivers".
Various dates	Coalition building VNG-LCP and LGU partners	LCP engaged in various networking and meetings with government agencies to expand LGUs participation in the master planning process. (Department of the Interior and Local Government, Union of Local Authorities of the Philippines, League of Provinces, and League of Municipalities of the Philippines).
21 July 2019	68 <sup>th</sup> National Executive Board (NEB) Meeting	68 <sup>th</sup> National Executive Board Meeting. Mr. Maarten Beks and Vice-Mayor Apolonius Reinders from City of Haarlemmermeer, presented the importance of Interlocal Cooperation in delivering basic services.
22 July 2019	Workshop: Improving Solid Waste	LCP organized a one-day workshop on improving solid waste management through inter-local cooperation held at Astoria Plaza, Pasig City. Representatives from the cities from NCR, Region 3, and Region 4A participated in the workshop.
Various dates	Government Agency meetings with VNG-LCP partners	The Manila visit of Ms. Irene Oostveen was organized to strengthen the LCP Board's support in the LCP-VNG partnership. During the LCP's 66 <sup>th</sup> National Executive Board Meeting in Cauayan City, Ms. Oostveen shared VNG's experience on interlocal cooperation. During the visit, series of meetings was conducted with the Executive Directors of the League of Municipalities and League of Provinces to introduce the project objectives.
20 June 2019	Participation in 67 <sup>th</sup> NEB	During the 67 <sup>th</sup> National Executive Board meeting, Ms Elisea Gozun, Policy Specialist for the Manila Bay Plan Sustainable Development Master Plan presented to the Board the updates on joint project of the National Economic Development Authority (NEDA) and the Dutch government. Ms. Gozun discussed as highlight the identified specific roles local governments have to perform within the Master Plan.

Source: LCP Secretariat

Because of the longer term contacts between VNG International and LCP a level of knowledge of each other's positions and capabilities existed, as well as a level of trust in the integrity of both partners that facilitated cooperation.

LCP is an organisation with a relatively small secretariat. Its strength is in representing the interests of its members (city organisations), and more generally those of Local Government Units, at other (predominantly national) levels of government. Its focus is on politics, policy and legislation more than on direct technical or organisational support to city organisations. The mandate and mode of operation of LCP contributed to the focus on the process of representing LGU in the master planning effort. This included participation in Technical Committee meetings and, occasionally, commenting on draft texts for the Master Plan. The Master Plan team has also presented its work in LCP Board

meetings. These regular mutual contacts promoted involvement of LGU in the master planning exercise.

### 2.3.3 Results

The emphasis of VNG International / LCP interventions was on the role of LGU in the process of Master Plan formulation. Results are:

- Of the deliverables mentioned in the inception report, the envisaged short term inputs have been largely realised in 2019. In 2020 the covid-19 pandemic has stopped visits from VNG experts to the Philippines, but discussions on the follow-up of project interventions took place during the World Urban Forum where both VNG and LCP were present. Through LCP the envisaged feedback weeks and trainings were executed to a limited extent.
- The envisaged documents (Atlas, Situational Analysis and Strategy building report) are reported to be included as integral parts of the Master Plan documents. These were prepared by the Master Plan consultant team.
- The participation of a city Mayor in the study trip organised by Deltares is recognised to be the result of strong lobbying by VNG International and LCP. Initially the study trip was intended for national level staff, mainly from NEDA. Participation of a Mayor in this study enhanced the awareness among national level staff about the importance of the role of LGU in the Master Plan process. It was suggested that after this study trip contact between NEDA and LGU was more frequent and easier. After this experience the visit of a Mayor and Vice-Mayor to the International Water Week in Amsterdam (requested by the Dutch Ministry of Infrastructure and Water Governance) was more readily accepted.
- Participation of stakeholders, including LGU, in the Master Planning process has been intensive. Both Deltares and other experts contributing to the Master Plan formulation process considered the active participation of a large number of stakeholders, notably including LGU, a considerable strength of the Master Plan process. VNG International and LCP are recognised to have been instrumental in promoting and strengthening the participation of LGU in this process. This participation took place regularly in Technical Committee meetings and occasionally through presentations of key elements of the Master Plan in LCP meetings and other events. DET reported that VNG International and LCP rarely commented on drafts of documents prepared by the MBSDMP consultant team. LCP respondents indicated that at some points concrete results of VNG International / LCP involvement reflecting interests of LGU are included in the Action Plan and Investment Report<sup>3</sup>.
- VNG / LCP did not make a significant direct contribution to the Master Plan. DET stated that VNG International / LCP had the opportunity to make more concrete contributions to texts in the Master Plan if they had wished to do so. Other matching partners have made such concrete contributions to the Master Plan<sup>4</sup>. Examples given by Deltares of possible contributions that could have been accommodated in the Master Plan were related to the implementation arrangements of the subsequent phases of the Master Plan, a guideline how to involve associations of cities / municipalities in investment plan formulation and implementation and how to strengthen the capacities of municipal organisations.

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<sup>3</sup> Updated version August 2020. Reference was made specifically to paragraphs on pages 42, 88 and 63.

<sup>4</sup> Examples mentioned are Wetlands International, CordAid, Red Cross and Care.

- The Matching Agreement focused the work of VNG International / LCP on the support of municipal organisations along Manila Bay, with specific reference to ABB-BP. No results related to this association of cities have been reported.

## 2.4 Conclusions

All parties involved in the Master Plan process appreciate the role VNG International and LCP have played. Communication between parties was easy, direct and effective. There was mutual respect between parties involved, both for their respective positions and mandates as well as their technical and organisational capabilities. LCP strongly appreciated the demand driven nature of the VNG International approach. It facilitated the exploitation of the strengths of each partner. The DET appreciated the involvement of VNG International and LCP to enhance involvement of LGU and the open an direct work relations with VNG International and LCP.

The mode of operation of VNG International, with limited short-term inputs and mainly through LCP presented some advantages and challenges. The existing relationship between VNG International and LCP made that both could operate effectively from the start. Through LCP, VNG International and the MBSDMP consultant team obtained important insights in the political dimensions of their work, something that is important in the politicised environment in the Philippines. LCP could also be considered as the organisation where the short term inputs of VNG International could “land”, i.e. providing a framework for the contributions of short term experts and give follow-up to their recommendations.

The mandate and organisational capacity of LCP and the fact that the VNG International contribution materialised through a limited number of short term visits made that the contribution to the Master Plan in the domain of institutional and organisation capacity strengthening was limited. At a certain moment it was considered that solid waste management should be emphasised (an important responsibility of cities and municipalities). Further interventions focusing on solid waste management are envisaged for the remainder of the project period.

The implementation arrangements that are currently envisaged for the MBSDMP include a commission that will coordinate the subsequent phases of the master plan. It is, as yet, not clear if and how local governments will be represented in this commission. Respondents suggested that it will mainly comprise representatives of national level agencies. Earlier and stronger participation of VNG International / LCP in conceptualising and formulating implementation arrangements with an effective representation of local governments could have secured a stronger position of LGU in the future coordination and guidance of plan implementation.

The assessment of the key questions of the review is as follows.

### 1. Are the expected results relevant for the intended beneficiaries?

The intended direct beneficiaries of the VNG International DEALS project are the LGU in the Manila Bay region. The activities of the project promoted the active participation of LGU in the master plan formulation process, in order to have their interests represented in the master plan formulation process. The relevance of this result is recognised from the start of the master plan formulation process, and is further strengthened during the process, and also recognised by national level organisations, notably NEDA.

## **2. Is the Theory of Change underlying the programme components still valid?**

Overall the theory of change underlying the project is still considered valid. The preconditions formulated in the ToC remain valid.

The planned activities by VNG International, limited inputs through short term expert missions, are adequate to achieve the process advocacy objectives. Meaningful change of the institutional structures or significant strengthening of the organisational capacity of the cities and municipalities involved usually requires a more prolonged presence of change management expertise. The modus operandi of the project is therefore less suitable to address the problem of organisational capacity (mentioned in the project problem statement) and drafting implementation arrangements to secure an effective role of LGU in subsequent phases of the Master Plan process.

## **3. Are activities executed as planned and have these activities realised the expected output (and possibly outcome)?**

The expected VNG short term missions have been mostly realised. The atlas, situational analysis and strategy building report are included in the Master Plan, but have been realised by the MBSDMP consultant team. The expected output has been realised as far as the representation of LGU interests in the Master Plan formulation process is concerned. The representation of LGU interests has materialised in the form of participation in the MBSDMP formulation process. (Technical Committee meetings and other events). Apart from some paragraphs suggested by LCP it is not possible to pinpoint specific phrases in the Master Plan documents that reflect the effects of LGU participation.

## **4. Is there a realistic perspective for sustainability of programme component results?**

The VNG International / LCP project has raised awareness among LGU in the regions concerned about their possible role in the Master Plan formulation and later implementation process. It has also raised the awareness among national level agencies of the important role that LGU may play in these processes. This creates a basis for a meaningful role in the remaining phases of the Master Plan process, but this role and the position of LGU in these remaining phases still have to be elaborated.

A key constraint for sustainability, the limited organisational capacity of LGU to play this role effectively has not been significantly addressed through the interventions of VNG International / LCP.

## **5. The role of the Manila project in the MBSDMP process**

LCP initially considered that its role in the MBSDMP would be primarily during implementation of the Master Plan. It was an important contribution of VNG International to emphasise that LGU also had a role to play during the formulation of the Master Plan, and that the MBSDMP consultant team was open to such a contribution. Whereas in the Philippines most major planning exercises are dominated by national level agencies, active participation of LGU (together with other stakeholders) in the Master Plan formulation process was achieved, and with this it became an innovative one for the Philippines. The active LGU participation in the Master Plan formulation process will also contribute to their acceptance of the Master Plan and their role in implementation of proposed activities.

The focus on participation of LGU in the MP formulation process was not complemented by significant concrete contributions to the Master Plan document itself. The fact that no tangible contributions were made to the Master Plan document (for example regarding the institutional arrangements for implementation or capacity strengthening of LGU) is considered a missed opportunity.

The Master Plan process is to a large extent a resources management exercise with a predominantly technical perspective. A stronger VNG International / LCP contribution, for example by a somewhat longer presence of an expert in organisational capacity strengthening and institutional design, focused on the role of LGU, could have resulted in a better balance between resources management issues and LGU organisational / institutional considerations.

## **2.5 Recommendations**

A Master Plan evolves continuously and is often subject to change, also after its formal approval. Therefore opportunities continue to exist to contribute to the plan in one form or another. For the remaining period of the project it is suggested to explore possibilities to:

- Provide a clear input on the implementation arrangements for the overall management of Master Plan implementation in order to secure an effective role of LGU in the subsequent phases of the Master Plan process.
- It was reported that most LGU have no, or very limited, capabilities in the domain of environmental management. Targeted actions aimed at organisational capacity strengthening in the domain of environmental management of LGU involved in Master Plan implementation would respond to a clear need that is relevant to strengthen their role in the subsequent master plan process. If considered relevant this could be focused on a specific policy priority of LGU, for example solid waste management.

### 3. The Beira project

#### 3.1 Background

The Beira Master Plan (BMP) was completed in 2013 by a consortium of consultant companies. The overall goal of the BMP is to make a significant contribution to a safe, prosperous and beautiful Beira. To realize this overall goal, Beira essentially faces three challenges:

- To utilize the great economic potential of the city and its hinterland.
- To improve the currently poor living conditions of a large part of its inhabitants.
- To adapt to climate change and sustainably coexist with its natural environment.

Capacity strengthening was considered one of the essential preconditions in the BMP. This included the establishment of the Land Development Company with the aim to raise revenues for Beira Municipality (CMB). Part of the additional revenues would be used to maintain improved infrastructures for drainage and coastal protection. This required the strengthening of the cadastre organisation and review and strengthening of work processes of CMB making use of the cadastral information. This constituted the basis for a project by VNG International and Kadaster International.

The Beira project includes a joint VNG International and Kadaster International project (BLAS) and a VNG International (DEALS) component (which allocates part of the budget for Kadaster International). The BLAS project emphasises the development of an appropriate (fit-for-purpose) land administration information system with attention for the incorporation of this system in the regular work processes of the Beira municipal organisation. The DEALS component focuses on the utilisation of the land administration information system for strengthening the municipal tax base. The BLAS project started with an analysis of the Beira municipal organisation in January 2016, resulting in a project proposal in December 2016 prepared by VNG International and Kadaster International together with Beira municipality. On this basis an inception phase was started and the inception report was finalised in September 2017. The inception report for the DEALS component was submitted in March 2019. The BLAS and DEALS components are complementary.

#### 3.2 Objectives and theory of change

Both the BLAS and the DEALS project components are based on the same theory of change, which is summarised in table 4.

The BLAS project includes six focus areas<sup>5</sup>:

1. Technical Interventions & IT: technical activities (by Kadaster International to improve the cadastre and land information system.
2. Information technology: new IT solution required for the technical interventions.
3. Strategy and Policy: to adjust strategy / policy where needed.
4. Organisation & Process: adaptation of internal processes and procedures to make land registration and administration relevant for other departments in CMB

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<sup>5</sup> Beira Land Administration System Capacity Development Project, December 2016

5. Planning & Control: monitoring of new staff and organisational changes.
6. People & Culture: attention for human resources and organisational culture.

**Table 4: Theory of Change Beira project**

Theory of Change BLAS and DEALS Beira project	
Impact	<ul style="list-style-type: none"> <li>• The economic potential of Beira is utilised</li> <li>• The living conditions and the quality of life of the citizens of Beira have improved</li> <li>• Flood proof residential and industrial areas have been realised</li> </ul>
Outcomes	To support the city of Beira to successfully implement various projects of the Beira Master Plan.
Output	<ul style="list-style-type: none"> <li>• The city of Beira has a fit-for-purpose land administration system.</li> <li>• Own-source revenue collection of the city of Beira is improved.</li> </ul>
Interventions	<ul style="list-style-type: none"> <li>• Technical interventions &amp; IT</li> <li>• Strategy and Policy</li> <li>• Organisation &amp; Process</li> <li>• Planning &amp; Control</li> <li>• People &amp; Culture</li> </ul>
Preconditions / assumptions	<ul style="list-style-type: none"> <li>• No explicit preconditions formulated. From the original project document and the inception report the following preconditions / assumptions can be derived:                             <ul style="list-style-type: none"> <li>○ The role of the Mayor of Beira is considered crucial for the project.</li> <li>○ A positive attitude of relevant staff of CMB</li> </ul> </li> </ul>

Source: Project document Beira Land Administration System Capacity Development Project, December 2016

The execution of these interventions of the BLAS project is scheduled in four substantive phases (a fifth phase includes project management activities). Activities in these four phases are defined in the same document and adapted and further elaborated in the September 2017 inception report.

The DEALS project is complementary to the BLAS project. It is based on the rationale that CMB needs support to exploit the full potential of the land administration information system for the purpose of revenue collection. The project includes five modules<sup>6</sup>:

1. Analysis & Strategy: conducting a detailed analysis of the tax system, develop a long term strategy with CMB and deciding on an appropriate IT system.
2. Organisation, Process and Procedures: this includes redesigning internal processes and procedures, legislation, and strengthening financial management of CMB
3. IT Solution implementation: implement the « Taxman » application and training, assistance and support
4. Citizen Communication & Engagement: focused on communication, providing appropriate services to the tax payer and ensuring political commitment.
5. Sustainability: ensuring ownership and leadership within CMB, and defining a strategy for the sustainable increase of revenues and services.

### **Budget**

The total budget for the Beira project (BLAS plus DEALS) is €1,551,428.

<sup>6</sup> Climate Resilient urban development in Beira through improved land administration and finance management, Inception Report December 2019.

### **3.3 Findings**

#### **3.3.1 Project design an context**

The Beira project was designed as follow/up of the Beira Master Plan that was prepared by a consortium of consultants. Strengthening land administration and the establishment of a Land Development Company was an element in the Master Plan and the expected increased revenue it could generate played an important role in the considerations concerning the sustainability of future investments. This requires improvement of the municipal land administration information system as a first step.

The core of the project is the reorganisation of the cadastre and the establishment of the land administration information system. This is accompanied by reorganisation of related work processes and procedures with emphasis on the municipal tax administration system, and attention for human resources to allow relevant CMB departments to exploit the potential of the improved land administration system. Project interventions include trainings, reorganisation of departments, inter-municipal exchange visits, material support (equipment) together with a series of short term inputs on specific technical issues combined with the presence of long term expert input focused on organisational change. The long term expert also “manages” the short term inputs and assures follow-up on their recommendations.

One of the implicit preconditions of the Beira project was that the Mayor would retain his position. His re-election in October 2019 fulfilled this precondition. The continued support from the Mayor has been, and still is, important for the successful implementation of the project. It contributes to the sense of ownership for the project of CMB middle- and top level management and the motivation of the staff working in the cadastre and tax departments of CMB.

The cyclone Idai of March 2019 hampered project implementation, and delayed progress for approximately 3-4 months.

#### **3.3.2 Project activities**

The project is implemented by Kadaster International and VNG International. Kadaster International implements its contribution through short term consultancies by cadastre technicians. Since the start of the project Kadaster International has executed more than a dozen of short term missions. Most of these missions were executed by the same technical expert. This has permitted the development of good working relationships between the expert and cadastre and programming staff of CMB. These consultancies include development and transfer of system architecture, analysis of available systems and databases, selection and support with the purchase of necessary IT equipment, training and system documentation.

The VNG International contribution includes assignment of a long term resident expert and work on the organizational aspects of land administration in the CMB. This includes:

- Analysis and strengthening of organizational structures and work processes in the cadastre unit itself

- Analysis and strengthening of organizational and operational relationships between the cadastre unit and other relevant units and departments in CMB, notably the tax department.
- Training of CMB leadership and staff (technical training and leadership development).
- Development of policies and strategies relevant for the proper operation and linkages of the cadastral and tax systems (remuneration, communication, financial management).
- Support CMB compensation procedures for machambeiras in selected pilot areas, including restoration of livelihoods through the Young Africa programme.

In addition to the posting of a long term expert, the contribution of VNG International included short term missions and regular visits by the VNG International project manager.

For specific activities teams of national consultants were contracted:

- A team of national consultants was contracted for the recordation process of the two pilot areas. This team included expertise on conflict mediation and resettlement procedures.
- Execution the taxation component is contracted to a team of national tax experts.

### **3.3.3 Results**

On the basis of available progress reports and complemented by interviews an overview is prepared of the results of the BLAS and DEALS projects in Beira as per October 2020 (annex 4). This can be summarised as follows:

- The land administration information system is operational. Staff has been trained and digitalisation of the cadastre archive and construction information is almost completed.
- Field verification of information remains limited, due to logistical limitations.
- The cadastre organisation itself was upgraded and adequate equipment is now available. The cadastre archive has been reorganised. Access to information has been greatly improved. Where previously it took minimum 1-2 days to get access to information (and in practice usually 1-2 weeks) it now takes less than 15 minutes.
- CMB leadership shows a high level of ownership of the improved capacity of the cadastre organisation.
- Livelihood restoration through the Young Africa programme for machambeiras in selected pilot areas.
- The linkage with the tax system is not yet in place. Work processes have been reviewed and improvements are under implementation. The LAIS and the linkage with the tax system are expected to be operational at the end of the project (April 2021).
- Land tax revenues have increased from approx. 60M Metical in 2019 to 79.7M Metical until October 2020. This is allegedly due to the work of a commission to reassess buildings, stimulated by the DEALS component of the project. This commission uses data provided by the cadastre.
- The pilot resettlement of machambeiras is successfully completed and evaluation of the pilot is almost finished.
- The perspective for continued adequate funding of cadastre operations and maintenance of the human resources capacity, equipment and infrastructure remains uncertain.

- Linking the LAIS to strengthen urban land use planning is mentioned in the original project document, but not fully pursued in the present project. This presents a potential that could be further exploited.

Overall the project appears to be on track to complete the planned activities and realise the expected outputs by the planned termination of the BLAS project (April 2021).

Some challenges remain. Field checking of cadastre and licence information is hampered by lack of adequate transport facilities. This makes that staff depends on transport from concerned parties, creating an inherent relationship of dependence. This is expected to be solved to some extent with the purchase of two vehicles by the project. Conditions to ensure the sustainability of the land administration information system are not yet in place. Funding for the continued operation of the land administration information system will come from the municipal treasury, and thus it will have to compete with other priorities of the municipality. Direct funding of the operation and maintenance of the land administration information system from the revenues that it generates is recommended in the strategy study, but has not been formalised.

### **3.4 Conclusions**

The project benefits from good working relationships with CMB. An open and transparent approach and achievement of concrete results have created a sense of ownership from CMB leadership and CMB staff concerned.

The Beira project is a clearly demarcated and focused implementation project. It has benefitted from a balanced mix of project resources, including provision of necessary equipment, regular inputs of short term expertise on specific technical issues and the presence of the long term residential expert for organisational strengthening. The presence of a long term expert contributes to the continuity of project interventions, provides a framework for short term technical inputs, and strengthens follow-up of technical interventions into adaptations of organisational processes. It also allows to establish a relationship of trust that facilitates project implementation. Considerable attention is given to communication with relevant stakeholders, specifically the machambeiras in the assigned pilot areas and tax payers.

The overall DEALS programme intends to specifically achieve pro-poor effects. The revenue generated for CMB derives from property taxes and construction licences. These are mostly paid by property owners who can usually not be classified as poor. Any pro-poor effect depends on the policy priorities of municipality. The project does not directly influence these priorities.

This results in the following assessments of the key questions of the review.

#### **1. Are the expected results relevant for the intended beneficiaries?**

The Beira project responds to a clear need of CMB as identified in the BMP. Strengthening land administration and equipping the relevant departments with the necessary skills and equipment is the core of the project. Based on this tangible improvement is the strengthening of organisational procedures and processes that make use of the information provided by the system, notably the tax system.

Reorganisation of the cadastre and establishment of a digital land administration information system improves the effectiveness and efficiency of an important municipal service. This is a relevant achievement in itself. The direct relevance of the project output is reinforced by the fact that working with an effective and up-to-date system enhances staff motivation, contributes to improve the collection of municipal taxes, improving the financial capacity to operate and maintain important municipal services.

New infrastructures to improve the urban drainage system and coastal protection are envisaged (supported by the World Bank and the Netherlands). Adequate funding for operation and maintenance of these infrastructures is a key consideration for approval of these projects and increased municipal revenues are expected to be available for this purpose. This suggests that earmarking of at least a part of the additional revenues from the land administration information system for operation and maintenance of the system itself and for urban infrastructures is required.

In the project document the contribution of a fit-for-purpose land administration information system was described as contributing to security of ownership, taxation and land use planning. The present project focuses on security of ownership and taxation. Strengthening the linkages between the land administration information system and urban land use planning is a relevant potential benefit that merits to be further explored.

## **2. Is the Theory of Change underlying the programme components still valid?**

The mix of project resources (equipment, short term technical inputs and a long-term input for organisational change) is considered appropriate to implement the project.

The implicit preconditions for the project, the re-election of the Mayor in October 2019 and the necessary ownership of the project by municipal staff are fulfilled.

- The Mayor plays an important role in moving forward project implementation and his positive perception of the project motivates staff working on the project.
- Respondents stress that the project is created specifically for CMB and to a considerable extent by CMB staff, resulting in a sense of ownership. The system is considered to be robust and relevant staff states that if any adaptations are required they will be able to do so.

The Theory of Change remains valid. The (unexpected) occurrence of cyclone Idai in March 2019 has delayed project execution, but has not affected the internal logic of the ToC nor has it affected the importance attached to the project by CMB leadership, possibly it has achieved the opposite.

## **3. Are activities executed as planned and have these activities realised the expected output (and possibly outcome)?**

The cyclone in March 2019 has damaged some of the infrastructures and hardware provided by the project and delayed activities. Although with some delays, envisaged project activities are mostly executed or will be executed before the termination of the project.

The expected results are expected to be achieved by project termination.

#### **4. Is there a realistic perspective for sustainability of programme component results?**

This type of project has an inherent threat for the sustainability of its achievements. The project is a temporary concentration of resources, skills and attention that aims to achieve a defined result. Once the project terminates this concentration of resources, skills and attentions reverts to a “normal” (and usually considerably lower) level such as pre-existed in the organisation.

Key challenges to the sustainability of the land administration information system in CMB are:

- Human resources: among CMB staff the pool of skills required for the operation of the system is limited. Staff with skills to work with, operate and eventually adjust a digital system is in high demand. Despite the fact that the system is considered robust and relatively simple, departure of few key staff (specifically computer programmers) may threaten continued operation of the system.
- Funding: the funds that the system will generate are likely to be channelled to the general CMB treasury. Funds necessary for operation and maintenance of the land administration information system must then compete with other municipal policy priorities such as education, health care and infrastructure, which often have a higher political profile. Adequate funding for land administration is therefore not guaranteed.
- The livelihood restoration of the marchambeiras was a successful pilot activity of the Beira project. Scaling up of such pilot activities of projects is often problematic, it will require attention from CMB leadership as well as organisational capacity and resources that may not be present at the level deployed during the pilot phase.

The sense of ownership shown by CMB leadership and management is real and likely to continue after project termination. This presents a great opportunity to promote sustainability of project achievements, if a well considered exit strategy can be put in place.

#### **5. The role of the Beira project in the BMP**

In Beira the Master Plan was completed when VNG International started its activities. In partnership with Kadaster International a project was developed that delivered a tangible asset for CMB. The linkage with the BMP is that increased revenues of CMB are expected strengthen CMB to provide the necessary services to its citizens, and more specifically to contribute to the capacity of CMB to maintain infrastructures that are constructed under the BMP. This fulfils one of the conditions of funding agencies to allocate funds for infrastructure improvements in Beira. The timing of this benefit, however, does not match with the actual requirement. The Beira project will start to generate extra revenue for CMB now, and increasingly in the coming years<sup>7</sup>. The infrastructure, however, will be constructed in the next 3-5 years, with significant maintenance costs occurring maybe in 5-7 years. By that time the additional CMB revenues will have found other uses, and re-channelling these additional revenues to fund maintenance of urban infrastructure will be politically difficult.

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<sup>7</sup> The increase of municipal tax revenues is likely to continue, because newly constructed houses start to pay taxes only after 5 years.

### 3.5 Recommendations

The project is creating an asset of considerable potential for CMB. During the remaining period of the project the land administration information system will be completed and related working processes and procedures will be finalised. In addition to these activities the following actions are recommended:

- Exploiting the potential of the land administration information system for urban land use planning. In a rapidly expanding city uncontrolled urban expansion leads to problems for the construction of an adequate urban infrastructure (sewerage, drainage, roads, utilities). Better planning and control of the urban expansion will result in considerable future savings.
- Design a phased exit strategy, making use of the strong feeling of ownership of the project among municipality staff. The abrupt termination of the BLAS project in April 2021 could well result in rapid deterioration of the project achievements, posing a threat to the sustainability of other investments envisaged in the BMP. A phased withdrawal of project support will enhance the perspective for sustainability of the LAIS and effective embedding the working processes and procedures in the CMB organisation. The start of this exit strategy may be included in the VNG International DEALS project that extends into 2022.
- Introduce a system of fees for cadastral services. If these fees remain in the cadastre unit they will contribute to the financial sustainability of the LAIS. This will probably not be sufficient to cover all operation and maintenance costs of the LAIS, therefore these fees must be complemented by a part of the additional tax revenues.
- Channel part of the additional tax revenues to an “Investment Maintenance Fund”, to create the routine that this will be done in the future when funding for maintenance is of BMP infrastructure is required.

The Beira project was designed as part of the BMP. The recommended follow-up of the current project could be designed as an activity under the overall umbrella of the BMP.

## 4. Final remarks

Both in Manila and Beira the VNG projects are linked to Master Plan processes. Master Plan processes include all phases from prior analysis of the overall context and need for intervention, to formulation of the Master Plan documents, dissemination and acceptance of the Plan by stakeholders and finally implementation of concrete activities / projects to realise the Plan's objectives. Such Master Plan processes are usually long term, and may last several decades. After finalisation of the Master Plan document it is the rule rather than the exception that regular adaptations of the plans are made, for example as a consequence of interventions from pressure groups, shifts in policy or technical innovations. Nevertheless, the Master Plans documents are important because they define the overall framework for the remainder of the process.

Participation in such a long term Master plan process presents opportunities and challenges for projects (like the VNG International Manila and Beira projects) that make a specific contribution to these Master Plans. The main opportunity is that it provides a framework for the continuity and sustainability of project achievements, thus leveraging the project contributions. At the same time it also represents a challenge: both conceptually and practically the project design is bound by the overall objectives and framework of the Master Plan..

The contributions of the Manila and Beira projects occur in different phases of the Master Plan processes. In Manila the project was part of the formulation phase. It contributed to strengthen the role of LGU to "steer" the Master Plan formulation process, but a strengthened role of LGU in the Master Plan implementation framework still needs to be designed. In Beira the project created an asset of great importance for CMB and also for the BMP. The expectation is that (part of) the additional revenues will be allocated for maintaining the infrastructures build as part of the BMP. The mechanism to ensure that this will actually happen still must be put in place.

Comparison of the Manila and Beira projects shows that the input-mix of both projects is substantially different. The inception report of the Manila project indicates that the project will cooperate with LCP (an organisation with a comparative strength in representation and advocacy) and provide short term expert inputs. A number of these short term expert inputs are timed to also participate in events, such as Executive Board meetings and the International River Summit. Both the cooperation with LCP and the participation in such events are conducive for advocacy purposes, but less so to prepare well documented analytical contributions. This may explain why the deliverable documents mentioned in the inception report<sup>8</sup> were prepared by the MBSDMP consultant team and a substantive contribution to the implementation arrangements for subsequent phases was not realised.

The Beira project includes a mix of material support, short term expert missions and the presence of a long term expert. The short term expertise focuses on well defined technical tasks. Continuity of the expert allows to become familiar with the organisational environment and the establishment of a relationship of trust. The long term expert is mainly responsible for the management of organisational changes (organisational mandates, work processes and procedures). This is an often

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<sup>8</sup> Atlas, situational analysis and strategy building reports

tedious process that requires continuous and consistent “pressure”. This has proven to be a balanced mix, that has contributed to achieve the project objectives.

## Annex 1: Terms of Reference

### Terms of Reference for Mid-term Review of the DEALS programme – city programmes of Beira and Manila

<b>Proposed position</b>	Mid-term Review Consultant
<b>Activity name, description and number</b>	Mid-term review of the City DEALS programme Beira and Manila (as well as the technical component implemented by Kadaster International for Beira)
<b>Name of expert/organisation</b>	
<b>Background of the DEALS programme and ToC</b>	<p>VNG International, with its headquarters based in The Hague, supports decentralisation processes and facilitates decentralised cooperation. We provide capacity building services to strengthen local governments, their associations, training institutes and decentralisation task forces both in developing countries and countries in transition. We build on existing experience, with high quality services such as benchmarks, tools for tax collection and handbooks. VNG International is the international cooperation agency of the Association of Netherlands Municipalities.</p> <p>The city of Beira has been participating in the DEALS program just after the United Nations agreed on the New Urban Agenda (NUA) and the Sustainable Development Goals (SDGs) to work on the transition to inclusive and sustainable development and with the assumption that in these cities there are special opportunities to make this transition.</p> <p>In the Philippines, work is underway in formulating the Manila Bay Sustainable Development Master Plan (MBSDM). The MBSDM process is led by National Economic Development Authority (NEDA). A Dutch expert team, led by Deltaris, leads the formulation of the master plan. VNG International, through the DEALS programme and in cooperation with its local partner the League of Cities of the Philippines (LCP), supports the formulation and implementation of the master plan as a constructive matching partner for the Dutch technical team <i>by</i> adding to the socio-economic objectives and the institutional development of local governments in the Manila Bay Region.</p> <p>The Beira and Manila components are both part of the VNG International DEALS programme. DEALS spans six city programmes in Africa, Latin-America and Asia. Coherence between all city components is found in overarching outcomes and impact objectives. Each city component is organized by a VNG International programme manager in The Hague and implemented by local staff or a local partner. Each city component works towards its own contextualized goals based on specific needs and with different means. Beira operates on a 5-y €1.4 budget (two financial flows: from the Ministry of Foreign Affairs and RVO) and Manila on a 5-y €350.000 budget. Beira and Manila are the only two programmes within DEALS that aim to influence ongoing large-scale Dutch sponsored master planning initiatives.</p>

	<p>For this transition to inclusive and sustainable development new forms of cooperation are needed between local government, companies, social organizations, knowledge institutions and funding partners. The programme works on ways to improve the performance of the local government in this cooperation. This is necessary because local and urban government is becoming increasingly important and complex. There is a growing need for a collaborative, responsive and flexible municipality. The ultimate goal of the DEALS program is to keep the cities of the future alive and sustainable. Our main focus is on the interests of people earning less than 1.25 US dollars a day. For each city, a program is tailor-made based on local priorities. As part of VNG (Association of Netherlands Municipalities) we have over a hundred years of experience in the field of local governance.</p>
<p><b>Additional background of the Beira City programme and ToC</b></p>	<p>The long term ambition of the programme is to ensure the economic potential of Beira is fully utilised, that the living conditions and quality of life of the citizens of Beira improve and that flood proof residential and industrial areas have been realised.</p> <p>To make this happen the programme focuses on the improvement of the land administration and financial management system with the aim to make the ongoing urban development of Beira more climate-resilient. The municipal capacity to sustainably plan, manage and finance climate resilient urban development is therefore an essential asset which needs to be invested in.</p> <p>The two outcomes foreseen are the following:</p> <ol style="list-style-type: none"> <li>1. Beira has a fit-for-purpose land administration system</li> <li>2. Beira has an improved land and property tax system that is pro-poor</li> </ol> <p>The programme focusses on 6 outputs:</p> <ol style="list-style-type: none"> <li>1.1. The cadastre of CMB is indexed and digitalized</li> <li>1.2. The Land Administration System (LAS) is operational</li> <li>1.3. The new LAS has been institutionalised</li> <li>2.1. The institutional capacity for local revenue collection has improved</li> <li>2.2. CMB has institutionalised results based performance management and monitoring mechanisms for service delivery</li> <li>2.3. Citizens have been better engaged in the local revenue collection, policy formulation and service delivery processes</li> </ol> <p>Complementarily to this, Kadaster International is implementing a technical part in partnership with VNG International on the Land Administration component. Therefore the review will also take this contribution into account as it is an integral part of the approach and <i>de facto</i> the same project. This component is financed by RVO.</p>
<p><b>Aim of this assignment</b></p>	<p>This assignment aims to conduct a <i>mid-term review</i> (MTR) of the Beira and Manila Bay city components within the DEALS programme. The mid-term review should assess the programme’s progress towards achievement of its planned objectives and results. Furthermore, it should provide</p>

	<p>recommendations for improvement or for reorientation of resources towards aspects that are working well and have the potential to work even better or towards aspects that need more attention to improve.</p> <p>Key questions for the MTR are:</p> <ol style="list-style-type: none"> <li>1. Are the expected results relevant for the intended beneficiaries.</li> <li>2. Are the theories of change underlying the design of the programme components still valid.</li> <li>3. Are activities executed as planned and have these activities realised the expected output (and possibly outcome).</li> <li>4. Is there a realistic perspective for sustainability of the component results.</li> </ol>
<p><b>Specific questions for this evaluation</b></p>	<p>This review should give us the opportunity to look forward on the basis of what has been done so far and how it has been done. Therefore the following specific questions should be addressed:</p> <ol style="list-style-type: none"> <li><b>6. Are the expected results relevant for the intended beneficiaries?</b> <ol style="list-style-type: none"> <li>a. Who are the intermediate and ultimate beneficiaries of the programme components.</li> <li>b. What are the expected benefits for these beneficiaries.</li> <li>c. Are the expected benefits still relevant for these beneficiaries.</li> </ol> </li> <li><b>7. Is the Theory of Change underlying the programme components still valid?</b> <ol style="list-style-type: none"> <li>a. What are key assumption on which the component design is based.</li> <li>b. Are these key assumptions still valid and realistic.</li> <li>c. What changes have occurred in the programme component socio-economic and societal context.</li> <li>d. Have the programme components adequately reacted to these contextual changes.</li> <li>e. Was the positioning of the VNG-I input conducive to contribute effectively to the related master planning activity.</li> <li>f. Are the achieved and envisaged outputs necessary and sufficient to realise the expected outcome and impact.</li> </ol> </li> <li><b>8. Are activities executed as planned and have these activities realised the expected output (and possibly outcome)?</b> <ol style="list-style-type: none"> <li>a. What activities have been executed and what outputs (and possibly outcomes) have these activities generated.</li> <li>b. What activities are scheduled to be executed in the remainder of the programme components.</li> <li>c. How was the VNG-I contribution to the MBSDM and LAS organised.</li> <li>d. Were activities executed efficiently.</li> <li>e. How are the VNG-I contributions perceived by national stakeholders.</li> </ol> </li> <li><b>9. Is there a realistic perspective for sustainability of programme component results?</b> <ol style="list-style-type: none"> <li>a. Is there a sense of ownership by the organisational units involved of programme component activities.</li> </ol> </li> </ol>

	<ul style="list-style-type: none"> <li>b. Has the organisational capacity of the directly involved organisational units been sufficiently strengthened: work processes, linkages and coordination with other relevant organisational units.</li> <li>c. Is the level of skills adequate and sufficient to continue component activities.</li> <li>d. Is there a realistic perspective for continued adequate funding of the component activities after termination of the VNG-I support.</li> </ul>
<b>Planning</b>	<p>The MTR should be executed in the period <b>15.08 – 01.12.2020</b>.</p> <p>As a first step a work plan will be prepared outlining the information to be collected to address the specific questions outlined above. Overall the collection of information will include:</p> <p><b>Review of documents.</b></p> <ul style="list-style-type: none"> <li>• Planning documents, progress reports, mission reports and other relevant documents</li> </ul> <p><b>Interviews:</b></p> <ul style="list-style-type: none"> <li>• Programme experts (Deltares, Kadaster International, national consultants).</li> <li>• National stakeholders (LCP, Beira Municipality)</li> <li>• Staff of VNG-I, RVO</li> </ul> <p>Because of restrictions due to the corona virus pandemic most of the interviews in Mozambique will be conducted by a national consultant who will work under the responsibility of the lead review consultant.</p> <p>Selected interviews with staff of Beira Municipality and national consultants in Mozambique and all interviews with NEDA and LCP staff in the Philippines will be conducted via internet.</p>
<b>Outputs / Deliverables</b>	<ul style="list-style-type: none"> <li>• Work plan for the review</li> <li>• Draft and final report of findings including recommendations.</li> </ul>
<b>Reporting requirements</b>	<p>Routing of the reporting occurs according to the following guidelines:</p> <ul style="list-style-type: none"> <li>• The review consultant will work in close collaboration with the field teams and the management teams.</li> <li>• The review consultant will ensure that a proper level of information during and after the activity</li> <li>• The review consultant will report directly to the VNG International Programme Management Team</li> <li>• The budget and financial report should follow the rules and regulations from the Ministry of Foreign Affairs. These are based on actual costs and documentary proof.</li> </ul>
<b>Provisional planning and implementation</b>	<ul style="list-style-type: none"> <li>• The review should be completed before the end of October 2020.</li> </ul>
<b>Minimum</b>	<p>The team should be composed of at least two experts:</p>

<p><b>qualifications</b></p>	<ul style="list-style-type: none"> <li>• A lead consultant with at least a Master’s Degree in a domain relevant to the assignment and a solid background in evaluation, particularly complexity-aware methodologies.</li> <li>• A national consultant for interviews in Mozambique</li> </ul>
<p><b>Budget</b></p>	
<p><b>Place of the evaluation</b></p>	<p>The Hague &amp; Mozambique (Beira &amp; Maputo)</p>
<p><b>Contact details of VNG International project manager</b></p>	<p>Chloé Krantz – VNG International  <a href="mailto:Chloe.krantz@vnl.nl">Chloe.krantz@vnl.nl</a>          +31620654276</p> <p>Jarik Stollenga – VNG International  <a href="mailto:Jarik.Stollenga@VNG.NL">Jarik.Stollenga@VNG.NL</a></p>
<p><b>Resources (background information):</b></p>	<ol style="list-style-type: none"> <li>1. DEALS programme proposal (27 February 2017)</li> <li>2. DEALS Inception report (February 2018)</li> <li>3. DEALS annual plan 2019 (October 2018)</li> <li>4. DEALS annual report 2018 (March 2019) and 2019 (March 2020)</li> <li>5. AKVO/IATI three-monthly updates</li> <li>6. DEALS activity reports</li> <li>7. Beira Land Administration System (BLAS) project proposal to RVO (2018)</li> <li>8. BLAS activity reports</li> <li>9. Qualitative Assessment of the Beira Municipal Organisation (2016)</li> <li>10. Beira Land Administration System (BLAS) project proposal to RVO (VNG International/ Kadaster International ; 2017)</li> <li>11. First Inception report BLAS (VNG International/ Kadaster International ; 2017)</li> <li>12. Kadaster International reports</li> <li>13. Municipal Resilience and Reconstruction Plan Beira (2019)</li> </ol> <p>The review consultant will be given access to <i>Teams</i>, an online platform where documents are shared.</p>

**Annex 2: Persons interviewed**

Name	Designation
<b>Manila project</b>	
Mr. J. Stollenga	Project manager Manila DEALS project
Mrs. I. Oostveen	Programme manager DEALS programme, former project manager Manila DEALS project
Mr. J.J. Brinkman	Team leader Deltares Dutch Expert Team
Mrs. V. Hitois	Dy. Director Secretariat League of the Cities of the Philippines
Mr. F. Föllings	PUM expert solid waste management
Mrs. R.D. Genochi	Institutional Development Expert MBSDMP consultant team
<b>Beira project</b>	
Mrs. N. Ward Boot	Project manager VNG International Beira project
Mrs. C. Krantz	Project manager VNG International Beira project
Mr. P. van der Krieken	Expert Kadaster International
Mr. B. Raydon	Project manager Kadaster International Beira project
Mr. P. van Tongeren	Resident expert VNG International in Beira
Interviews in Beira listed in annex 3	

### Annex 3: Report of the interviews for the mid-term review of the project “Governance of Inclusive Green Growth in Cities (DEALS)” - Beira Mozambique

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#### INTRODUCTION

15 interviews (for a total of about 20 people) were conducted in Beira between 8-29 October 2020 as part of the mid-term review of the project “Governance of Inclusive Green Growth in Cities (DEALS)” signed between the Ministry of Foreign Affairs of the Netherlands and VNG International, which is partly implemented in Beira, Mozambique. The interviewees were mainly senior CMB staff or officials involved in the project and were indicated by the Project Manager (PM) as key stakeholders that could have provided valuable inputs for assessing the ongoing activities. In addition to 14 people from the CMB, an interview with the PM and a visit to the archive and offices of the CMB took place. People interviewed and their functions are listed in the table below:

No	Name	Function	Involvement in project
1	Daviz Mbepo Simango	Mayor of Beira	Overall planning
2	Francisco Majoy	Alderman Planning and Finances	Tax component, planning
3	Albano Carige António	Alderman Construction, Infrastructure and Urbanization	Digitalization Archive and digitalization processes.
4	José Manuel Moisés	Alderman Institutional Development and Cooperation	Process of recordation and compensation Machambeiras Maraza
5	José Alberto Mpango	Director of Physical planning & Urbanization	Digitalization Archive and digitalization processes.
6	Julieta Nhamposse	Director of Planning & Finances	Tax Component, planning and execution
7	Alberto João Simango	Director of Construction	Digitalisation and Rehabilitation Construction
8	Eugenia Júlia Bernardo	Computerization/ ICT System Manager	Digitalisation Cadastre and managing the programming of the system (CADDIG = Cadastro Digital)
9	Obedias Muchina (Dinho)	Head of Communication & IT	Communication & Purchase of digitalization equipment + installation of systems/camera's
10	Fernando Bondoro Lucas	Head of the Cadastre	Planning Cadastre part
11	Raul Alberto Beirinho Abu Bacar Gordino	Head of the secretary of Cadastre Cadastre specialist Digitalizer + Forman digi-team	Coordination of the digitalization of the cadastral Archive. Coordination of digitalization and restructuring the physical archive Digitalizer + foreman digi-team
12	Timoteu Fernando Zibute	Human Resources Specialist	Coordination digitalization and contracts for civil servants and students in project who receive subsidy.
13	Raimundo Alberto Simango and Daniel Menesesit	Programmers	Programming the CADDIG system and training digitalization team / taking care of ICT infra structure
14	Rafael José Macuvisse Interview together with Carla	Head of Tax Department	Tax component
15	Peter van Tongeren	Project Manager	

The interviews were organised along five main themes that were suggested by the consultant who is conducting the mid-term review of the project, as well as by the PM:

- Are the expected project results still relevant for the intended beneficiaries?
- Is the theory of change underlying the project design still valid?
- Are activities executed as planned and have these activities realised the expected output (and possibly outcome)?
- Is there a realistic perspective for sustainability of the project results?
- What could be recommended to improve the chances for sustainable project results?

The consultant and the PM also suggested some topics to cover for each of the five themes, but additional questions or issues could be added by the interviewer following the flow of the discussions.

Overall, there is a general consensus that the project has already achieved some remarkable results which are very important for CMB. These achievements have created the necessary conditions for strengthening the land administration system and enhancing fiscal revenues through local taxation. Yet, there are several factors and bottlenecks which limit the full impact of the project, which will be discussed in this report.

All people interviewed at all level agree on the fact that the re-organisation of the cadastre is a milestone which has improved the work environment within the CMB, the service provided to the public, and the overall capacity of CMB in the area of land planning and finance. Before this intervention, the cadastre was completely disorganised and the service provided was very inefficient. The project has contributed to the re-organisation of the archives of the cadastre and constructions, the digitalization and indexing of the documents already available and work processes, the archiving both in physical and in digital of the documentation, the re-organisation and equipment of the offices, the attribution of specific responsibilities within the various departments involved, etc. As a result, the information available is now organised, well maintained and constantly updated and staff work with clearer responsibilities.

As further discussed in the sections below, this has speeded up the processing and improved the service offered by CMB. Moreover, while the capacity in generating local revenues through local taxation has recently improved as demonstrated by the rise of IPRA revenues, the system has created the basis to further scaling-up local resources through taxation. Indeed, the IT system which will allow to connect the information contained within the digital cadastre (CADDIG) and the finance system (SIGEMU) is not fully operative yet. The correct functioning of this system will allow to use the information contained in the archives to generate additional resources from IPRA, monitor the payment discipline at both household and private sector level, and constantly and immediately update the information available among the departments involved. In line with the theory of change of the project, increasing funds is a pre-condition to sustain the results achieved and implement new projects with the Beira Master Plan.

Another crucial point that emerged in the interviews is that the project's outputs and outcomes were designed with the municipality and for the municipality, with the objective to tackle very concrete weaknesses which were identified during the inception phase. Activities were mainly implemented by CMB's staff, with the support of the PM and various local and international consultants. The project has strengthened the technical and organizational capacities of CMB's staff, which have

benefited from specific training and capacity building initiatives. Moreover, the interconnections among various departments within the CMB have been strengthened. Overall, CMB seems to have a good ownership of the processes and systems created, which is crucial to maintain and boost the results achieved.

Yet, numerous challenges still remain, as detailed in the sections below. Some of those can be tackled within the next few months, whereas others reflect the structural weaknesses which characterise CMB and cannot be tackled within the life cycle of this project.

## **THEME 1: Relevance of expected project results for intended beneficiaries**

### ***Functioning archives and improvement of the service provided***

As mentioned by various people interviewed, particularly the Alderman for Construction, Infrastructure and Urbanization and the personnel working in those areas and the cadastre, in the past the archives were completely disorganised. Most of the documents were stored in the general archive, together with other documents, in the basement of CMB's main building, which is subject to water infiltrations. Documents were piled up without a clear ordering and they were subject to deterioration (due to water, humidity and dust, among others). Moreover, CMB staff and external people could easily have access to the archive, contributing to the disorder and the disappearance of documents and processes.

The Alderman and many of the interviewees indicated that this had various consequences including a total inadequacy of the service provided to the population, which in turn had a lack of trust in the institution, and high inefficiency and low motivation of the municipality's staff to conduct its work. All this constituted a disincentive for the population to apply for, or renew, land use and construction licenses, fomenting illegal behaviour (land and building occupation, illegal constructions, tax evasion), as suggested by the Alderman for Institutional Development and Cooperation.

All this implied a lack of knowledge and control of CMB on urban expansion and development, limited capacity in collecting land and property taxes, poor capacity in land and urban planning. Which in turn was a severe limit to implement programmes within the Beira Master Plan.

Everyone agrees that the project is very relevant as it has created those necessary conditions to improve the land administration system (CMB has now a better understanding of the urban development dynamics) and its capacities in generating fiscal resources. The results are already quite tangible, as mentioned by the PM, and senior staff such as the three Aldermen, the Director of Physical planning and Urbanization, the Director of Planning and Finance, the Director of Construction, the staff of the cadastre, as well as other people interviewed:

- Re-organisation and rationalisation of the office and archive rooms, with consequences for the quality of the work environment and the service provided
- Organisation of a physical and digital archive for the cadastre and buildings
- Digitalization and indexing of the existing documentation (about 34000 land processes and 9000 buildings processes)
- Restricted access to the archives reserved only for archivists
- Better interconnection between relevant departments (e.g. cadastre, construction, finance) through meetings and IT platforms (connection between CADDIG and SIGEMU systems)
- Digital mapping of some areas of the city
- Updating the information available in the archives through field monitoring

- Improved offices and IT equipment for the relevant departments

As an example of the progresses made, people from the cadastre explained that in the past it took at least 1 or 2 days to identify a dossier in the archive, but it often took much longer (a few weeks!) to identify the documents. Often documents could not be found or the dossiers were not completed. Nowadays, it takes only 10 minutes (this number has to be verified, but in any case it does not take long to identify a dossier as the PM mentioned) to get a dossier with all documents. Moreover, dossiers are standardized, with the same type of documents available. The digitalisation and indexing has significantly speeded up the localization of the dossiers which are properly archived and numbered. The same effects took also place in the constructions archive, as the Director of constructions told.

The Head of Communication and IT explained that in the past it took at least one month to get a land license. Yet, it often took longer, so long that sometimes people “forgot about their request”, that means they lost hope. Nowadays, it takes only 1 or 2 weeks to get the license (as earlier, this number has to be verified if it is really the case).

[No-one directly mentioned it, but it is quite obvious that in a context where things are highly disorganised, there are more incentives for bribes and other opportunistic behaviour. Whereas in a system which is well functioning there are less opportunities for this kind of behaviour. Indeed, the citizen is less dependent from the willingness of the CMB personnel to find a dossier and get a public service.]

### ***Taxation and finance***

One of the expected results of the project is to contribute to increase CMB’s revenues through local taxation (IPRA). This is both key to maintain the progresses achieved (sustainability) and build-up on the outputs/outcomes generated, but also to increase resources available to strengthen this entire sector (in terms of equipment, capacities and activities conducted), and more generally CMB’s activities in Beira.

Various people interviewed mentioned that the project is contributing towards these objectives. Having a well-functioning cadastre and construction archives, which are regularly maintained and updated, is a pre-condition to generate additional municipal revenues through local taxation. Moreover, the addition in a second phase of a parallel project to link the fiscal department with the cadastre and building departments was crucial to build-up on the progresses made so far, as highlighted several times during the interviews. Yet, as highlighted by the PM, the Alderman and the Director of Planning and Finance, and reiterated by others, it is still too early to assess the impact of the project on the capacity of CMB to generate additional fiscal resources through IPRA. In fact, the fiscal component started in a later phase and has not yet delivered the expected results. In particular, the interconnection between CADDIG and SIGEMU is not operative yet, though it is in an advanced phase. This IT interconnection is expected to be fully operational by the end of this year as mentioned by the ICT System Manager, the programmers, the Director of Planning and Finance as well as the head of the tax department. Once operative, the information available in the cadastre and constructions archives will be immediately available in the tax department.

According to the Alderman of Planning and Finances, we will see the full benefit of the work we have been conducting only in three to five years. At the moment, he said, we only harvested 20 % of the full potential benefits.

Moreover, CMB is currently conducting an intense monitoring on the ground to verify and update information available in the archives, in order to improve tax collection (mainly property tax). In fact, as explained by various actors (for instance the Alderman for Institutional Development and Cooperation, the staff from the cadastre, and the PM), information available in the archives is not up to date and the city is rapidly evolving and expanding. The monitoring is carried on by the *Comissão de Avaliação Autárquica dos Prédios Urbanos* (CAAPU)<sup>9</sup>. This interdepartmental commission, which is foreseen by the legislative decree 60/2001, was established by the Beira Assembly in 2019 and started its work at the beginning of 2020 with the purpose to assess and update information available on urban buildings (according to information provided by the Director of Planning and Finance and the Head of the Tax Department who is also a member of the commission). Information generated is recorded mainly in the tax database and verified with information available in the digital cadastre and construction archive.

The commission, which various people lamented has inadequate resources and equipment (as explained further), has already achieved remarkable results, as highlighted by the Alderman and the Director of Planning and Finances, and the Head of the tax Department and his colleague. In fact, by updating existing information on buildings (e.g. on property, dimensions, functions, etc.), CMB is now able to update its taxation levels (which are often underestimated due to the lack of information available). The results are quite remarkable. As mentioned by the Head of the Tax Department, while in 2019 CMB was able to generate 60,199,689.16 MZN from IPRA (about 700,000 Euro), in the first 9 months of 2020 CMB collected 79,788,688.06 MZN (about 930,000 Euro). Both the Director of Planning and Finance and the Head of the Tax Department said that this increase is quite remarkable as it took place in a year where many enterprises closed or reduced their activities and they are late with payments.

According to the Director of Planning and Finance, Beira was able to significantly increase IPRA's resources in a year when other municipalities in the country did not have any significant progress. She mentioned that this is mainly the result of the work of CAAPU. She also recognised that Beira was late if compared with other municipalities in Mozambique, which conducted this re-qualification monitoring much earlier. The Director recognized that the project has partially contributed to this achievement as the information generated are now recorded and stored in a well functioning archive and IT system. Yet, the full potential of this activities will be possible only when SIGEMU and CADDIG will be completely interlinked, as also explained by the Alderman of Planning and Finances. In fact, it will be immediately possible for those working in the finance department to have up to date information on license requests, land use, buildings and constructions, and monitor those who have regularised their positions with the tax authorities and those who have not. The concession and renewal of new licences will be possible only after the citizen or the enterprise have paid their duties: the system which will be soon fully operational will allow to exchange information within departments and will facilitate ongoing processes, as explained by the Alderman for Construction,

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<sup>9</sup> 8 members including 2 from the finance department, 1 from the cadastre, 1 from the cabinet for projects study, 2 from construction, 1 from the legal department and 1 from the patrimony.

Infrastructure and Urbanization and the Head of Communication and IT and his colleagues working in the area.

Moreover, the work of the commission is still ongoing and has primarily focused on some areas and the private sector. Therefore, she said, the ongoing work of CAAPU combined with the strengthening of the CADDIG and SIGEMU seems to suggest that CMB will be able to further increase fiscal revenues through IPRA in the years ahead

The Alderman of Planning and Finance and other people working for the finance and tax areas mentioned that the payment discipline at the moment is still quite weak, both at household level and private sector level. CMB has limited capacities in monitoring tax payments and take action against those who do not pay. According to the Alderman for Institutional Development and Cooperation many people free-ride the system as CMB control mechanisms are weak. Moreover, the length to update information on land and construction processes (for example in getting or renewing a licence) constitutes an obstacle for many citizens, and CMB hinders its capacity to collect revenues. Finally, the Alderman said that lack of information on what can be done and cannot be done (for example, some people do not know what they are supposed to do in order to legalize their land and housing situation) is another relevant problem. The strengthening of the SIGEMU and the CADDIG will tackle this issues and will contribute to improving the payment discipline, according to him.

Other interviewees, and particularly the Director of Constructions shared similar views. Activities implemented within the project have strengthened the capacity to collect additional resources through IPRA. Yet, enhancing tax collection is still a major challenge for CMB.

### ***Pro-poor effects***

No-one of the people interviewed suggested direct and tangible effects on poverty reduction. Given the focus and activities of the project, clear effects could probably be measured in a longer-time horizon. This will largely depend from the capacity of CMB of significantly generating additional revenues through local taxes (which larger payments coming mainly from the private sector and property-owners) and where these additional funds will be channelled. The increase of IPRA funds, in a phase where the project has not delivered its full potential, is a first positive sign.

Having a title to land use and housing is still a privilege for a small part of the population in Mozambique, both at urban and rural level. Hence, another pro-poor effect could be achieved if more people from the lower-middle income classes will get a licence for land use and constructions. The reorganisation of the cadastre and the reduction in waiting times for obtaining the licences have created the necessary conditions to facilitate this process. As mentioned by the Alderman for Institutional Development and Cooperation, we hope that more people will get and renew land and constructions licenses by providing better and more transparent services and by disseminating the correct information to the population. We also hope, he said, that this will reduce the cases of illegal occupation of land and construction of houses, which are an obstacle for providing basic services and proper urban infrastructures. To do so, CMB is supposed to increase its monitoring activities in the field and have better technological equipment (e.g. drones, gps, computers, etc.) to constantly monitor the evolution of the city, as mentioned by the Director of Physical Planning and Urbanization and by the Director of Constructions, among others (this issue will be further discussed below).

Finally, various people working for the cadastre and in other areas indicated that the re-organisation and digitalisation that took place within the project have allowed to identify and solve the cases of

double-attribution of land (and will prevent that these cases will happen again in the future), which will avoid possible land conflicts. This guarantees more rights (property and social rights) to the population of the city, including to the lower-middle income classes. The Alderman for Construction, Infrastructure and Urbanization even said that in the past CMB was the cause of land conflicts. Nowadays, thanks to the significant improvements had, CMB acts as a referee or a judge to avoid these type of disputes.

***Motivation and morale of CMB staff***

In general, I observed that the people I interviewed had clear functions within the project and looked competent and able to talk beyond the area of their specific work. It looked to me that they understand the project and are fully aware of the positive effects that it had for CMB (see first section under Theme 1).

There is a general satisfaction that goes beyond the monthly subsidy that people involved in the project receive. As the Human Resource Specialist mentioned, many people have benefited from specific trainings and others told me they have strengthened their skills and capacities and the quality of the work environment has improved (e.g. programmers, cadastre and construction department staff). The Head of the Cadastre was particularly satisfied for the re-organization of the offices. Indeed, this has not only improved the quality of the service provided to the population, but it has created a better work environment. People were working in chaos earlier, whereas now everything is tidy and organised.

Both the programmers and the Head of Communication and IT welcomed the collaboration with an IT specialist who regularly came from the Netherlands and a consultant from Maputo. This collaboration has strengthened their technical competences and the functioning of the system. Yet, due to the travelling restrictions put in place in the last few months, these missions have been interrupted, which has delayed the full functioning of the CADDIG and SIGEMU.

As mentioned by the Head of Communication and IT, CADDIG has constituted a very big challenge for the technician and overall for the CMB. Himself and his colleagues are very proud that they took this challenge and were able to create and strengthened such a system by themselves. A system which has facilitated the work of various departments within CMB, as he explained. Moreover, the IT staff had two specific and useful trainings which were directly organised by the CMB (and not within the project) on Server use and IT security systems. These trainings were quite useful and built on their technical knowledge. The Head hopes that these type of trainings will be organised again in the future as the staff need to be constantly updated on technological innovations in the area.

Furthermore, various people at various level (the alderman, some of the directors and technicians) within the CMB were very positive with the fact that the project has facilitated an interconnection among various departments involved. Both formal and informal meetings take place with the purpose to better implement the activities, understand the needs of the various departments, and jointly solve these needs and tackle the existing problems as various interviewees explained. This type of interaction was completely absent in the past and departments were not communicating properly, with negative effects on the work conducted, the services provided, and the capacity of CMB to manage the processes and generate fiscal resources.

In particular, people working in the cadastre and construction department, as well as the programmers and IT specialists were very positive for the reorganisation of the offices and the

improved equipment that has been provided (e.g. desks, printers, computers, GPS, office material as printing paper and pens). Moreover, some of the material that was damaged or destroyed with the cyclone has been replaced, much faster than in other departments. Despite the improvements had with the project, the needs to do the work effectively are many and the lack of means available is a constant problem for all the departments, as indicated by many people interviewed.

The Director of Construction mentioned that in his department there are seven technicians but only two desks. Moreover, there is a lack of IT equipment (computers, printers, GPS, etc.), office material (paper, pens, etc.) and other equipment for field work (metric tapes, helmets, shoes, reflective vests). If something needs to be purchased or repaired, it can take up to several months. Moreover, his department does not have a car for conducting field visit which are necessary for validating the construction licenses and processes. Therefore, they depend on other departments or, even worse, sometimes they have to ask for a ride directly to the public (which, he mentioned, put his staff in a fragile position as they depend on the person who asked for their service). All this, lowers the motivation of the staff and the overall performance of his department. Similar insights have been provided by other people such as the Director of Physical Planning and Cooperation, the Human Resources Specialist, the cadastre staff, and the Head of the Tax Department.

According to the Head of Communication and IT and others, the project has significantly improved the equipment and resources available and has provided a fast response to replace a part of the material and equipment which has gone with the cyclone. Yet, when the project will finish, the purchasing and repairing of equipment and material will depend on the long and inefficient processes within the CMB (which has a limited budget to deal with all the departments' needs).

## **THEME 2: Is the theory of change underlying the project design still valid?**

### ***Is the system appropriate for the municipality?***

According to the Alderman for Planning and Finance, CMB was completely unprepared to create a cadastre and finance administration system similar to what we have today. Unprepared in terms of capacity, resources, equipment and organization. What has been done through this project is something innovative not only for the city, but for the country. What has been done has created some conditions to better manage Beira in the future.

As the PM highlighted, the project was designed after many years of close collaboration between CMB and the Dutch Government, and on the basis of the experience accumulated for creating the Beira Master Plan (BMP). Moreover, the inception phase that took place allowed the design of a project which is fit-for-purpose to achieve the expected outputs and outcome. The project was designed for and with the CMB, and so were the activities, which were implemented directly by CMB with some external support. What was achieved so far, and particularly the re-organisation and digitalisation of the cadastre and the constructions archive, the strengthening of the SIGEMU, and the ongoing process to link the cadastre with the finance department, are all necessary conditions to support the city of Beira to have a better urban planning and local finance system which is effectively able to generate fiscal resources through local taxation. The two elements (better urban planning and more resources available) are crucial to design and successfully implement projects within the BMP, as explained by the Alderman for Construction, Infrastructure and Urbanization. Similar views were shared by the senior management of CMB as well as other people interviewed at lower level. In

general, all the interventions in the five focus areas of the project were considered appropriate to foster the expected changes.

The technical intervention in the IT system, combined with the re-organisation of the archive, have allowed an indexing and digitalisation of the cadastre and have created the conditions for a better land administration system. Better and immediately accessible data are now available for CMB which has strengthened its capacities both in controlling the territory and in collecting fiscal revenues. All the people interviews at various level seem to suggest these achievements.

The Head of Communication and IT, the ICT System Manager, the two programmers and the cadastre staff all mentioned that the IT system which was created is sufficiently robust and simple. It was designed by them, with some external support, and so far they have always been able to resolve the technical problems that occurred and assist the staff of the various departments in performing their tasks (e.g. digitalization, mapping, data recording, etc.). For instance, sometimes there is a gap between the digitalization and the application: but they are capable to tackle these types of practical problems. Moreover, according to the programmers, the applications created are sufficiently robust and can be strengthened or modified by everyone with good programming skills. .

The Head of Communication and IT also mentioned that a first test to connect the CADDIG and SIGEMU was already conducted and went fairly well. However, the server of the SIGEMU is quite old and its security system has created some obstacles to information exchange. These problems were solved from a technical point of view and new tests are foreseen in the coming weeks. He expects that in a few months CADDIG and SIGEMU will be fully interconnected and the system will be working well. This was confirmed by all the technical staff.

Senior staff (Aldermen and Directors) seems to be adequately involved in the strategic planning and execution of project activities. Periodical meetings allow a constant exchange of information and facilitate the interconnection among departments. While the project steering committee meets only once per year, following the initiative of the PM, issues relevant to the project and the relevant department are often in the agenda of the Municipality Executive Board, which is made up of the Mayor and the 10 Aldermen, as explained by the Alderman for Construction, Infrastructure and Urbanization.

This exchange and communication flow also takes place at lower level. For instance programmers and IT specialists regularly interact with cadastre and staff and people involved in the digitalization of the documents (this was confirmed by both sides). There is also good communication between cadastre and finance, though this takes more place at higher level. This interconnection has facilitated and strengthened the execution of the project, which has evolved over time thanks to a certain flexibility on the part of both the municipality and the project management. In other words, several people have stressed the fact that some activities have been revised because the context or needs have changed. Among them the PM, the Director of Physical Planning and Urbanisation, the Director of Planning and Finance and the ICT System Manager.

For instance, the Human Resource Specialist mentioned that the CMB staff allocated to the project has changed according to the various phases and the workload. For instance, in earlier phases there were 49 people involved, especially because of the human resources needed for the reorganization of the archives and the digitalization. Nowadays, there are only 29 people directly involved. In general, he suggested, lack of staff was never a problem and the allocation in terms of quantity and quality of the staff was never a big constraint.

[NOTE: I can add that this flexibility from the side of the CMB suggests that there is a clear willingness to support project activities. I work with CMB since 2.5 years, and it is quite a challenge to have adequate human resources available to co-implement activities].

### **Gaps in the contributions of the project**

According to the PM, the digitalization of the archives was a huge and time-consuming effort. Having the archive indexed, organised and digitalised is a major achievement which is a pre-requisite to better know the city, collect taxes, improve urban planning and provide a better service to the population. As already said, this was also mentioned by all the interviewees. Yet, the PM questioned whether this activity was completely fit-for-purpose. In fact, the digitalization of the archives was a huge effort, which required a lot of time, human resources and energy that could have been allocated for other activities. Instead of digitalizing all the existing documents, an alternative could have been to digitalize only two type of processes: those who are in the areas which are more likely to generate tax revenues and increase CMB's budget (e.g. Commercial and residential areas of the upper-middle class), and those who are in the areas where there are more double attribution processes (to reduce land conflicts and improve citizens rights). The downside of this approach however would have been that double attribution of land would still be common in areas less important for tax increase and land security in general would have been less good. The time and resources saved by digitalizing only a part (though consistent) of the existing documentation could have been used for conducting field-monitoring visits to verify and complete information available in the archives. Indeed, the reality on the ground is often different from what is recorded in the cadastre and construction archive.

He seemed to suggest that more efforts should have been put on strengthening the monitoring in the field of land administration. This activity, which is currently going on, was delayed by several factors particularly the covid emergency and the lack of means and resources available. As the Director of Physical Planning and Finance mentioned, CMB doesn't have a full control of the constant and rapid evolution of the city. Field monitoring both for land use and constructions is essential for validating and integrating information available in the archives, which in turn will allow better land administration and taxation systems. The recent establishment of CAAPU goes in that direction, but various people interviewed mentioned that the project should strengthen this activity in the coming months. Similar views were expressed by other people, particularly the Director of Constructions, who as explained earlier mentioned about the limitations of his team in conducting monitoring activities which are required for providing construction licenses, as well as the Head of the tax Department.

Moreover, the digitalization of the existing documents did not take place in the historical archive which dates back to colonial time. The main reason is that the historical archive is in very bad conditions and has been damaged throughout the years as it was exposed to dust, water, humidity and the general disorganization of the archives. The reorganisation and digitalization of those information would have required too many resources with limited benefits, as much of the information is not relevant anymore. As the PM mentioned, that is more relevant for an historical research than for our purposes. Therefore, CMB has a lack of knowledge about many of the historical buildings, which are often for residential use. This lack of knowledge and information has both an impact on urban and land administration, as well as on the finances available for the CMB. Still this can be mitigated through the digitalisation of the so called 'Titulo de adjudicaçao' a document provided by the province to the municipality after civilians buy state property (mainly

apartments) In fact, as the activity of CAAPU shows, updating this information would have both an impact on the data available, as well as on the capacity to generate more resources through IPRA, as explained by the Alderman for Institutional Development and Cooperation, the Director of Constructions and others.

In addition to the monitoring and control mechanism, the Director of Physical Planning and Urbanization mentioned that another existing gap is the mapping process of the information available, which is going ahead, but not as fast as needed. The city, he mentioned, evolves more rapidly than what the CMB is capable to map. This is partly due to the lack of human resources, but more importantly, the lack of means and technological equipment available. More investment in IT equipment, software and drones, for instance, would allow CMB to map and control large portions of urban territory and constantly monitor the evolution of Beira. CMB has now a system which would allow to store new data and information (through CADDIG) and collect fiscal revenues (SIGEMU).

The fact that CMB is weak in monitoring and controlling the territory was also emphasized by the Alderman for Institutional Development and Cooperation, who was involved in the process of recordation and compensation in the area on Maraza. While the recordation and compensation of the 330 *machambeiras* (for 50 hectares) went regularly and was finalised, in recent months about 100 hectares were illegally occupied. Therefore, there are now only 400 ha available of the 500ha initially allocated for the construction of new houses and provision of urban services.

Finally, according to the Director of Physical Planning and Urbanization, in order to strengthen the land planning capacities within CMB, it would be necessary to have more urban planners or urban planner engineers, as those who are available now are not enough to effectively and timely implement their work which would allow to have a well-functioning land administration system which is nurtured by the information available.

### ***The effects of cyclone idai and covid***

Cyclone Idai of March 2019 had a negative effect on the implementation of the project, particularly because it destroyed or damaged the physical infrastructure (for instance the building where the IT and programmers staff is still under rehabilitation and the staff was later moved in the main CMB building), and the office and IT equipment available. This took place in a context where resources were already largely inadequate. Yet, differently from other sectors, the project re-created new offices and replaced some of the equipment that has been lost, as explained by the Head of Communication and IT. However, as mentioned by various people interviewed, the internal demand for responding to the needs of the various departments has increased and it can take various months to get things replaced or repaired (another problem is the general inefficiency to respond to these type of needs within CMB). For instance, the Head of Communication and IT told that at the moment there is a need to purchase 20 computers within the department of finance: these computers were old and deteriorated by the cyclone. The technicians repaired them but they need to be replaced as they are not properly functioning. These needs are generalised among the various departments.

The state of emergency and calamity declared by the Mozambican Government in March 2020 and September 2020 to respond to the Pandemic have also had an impact on project implementation, with a slowdown of some of the activities. In particular, the strengthening of the SIGEMU system and its interconnection with CADDIG would probably be in a more advanced phase (or maybe even finalized) in normal circumstances. In particular, the restrictions put in place made it impossible for the consultant(s) from Maputo to travel and work directly with the Finance and ICT Departments, as

mentioned by the ICT System Manager and the Head of the Tax Department. Yet, this activity should be finalised by the end of the year.

Moreover, at a macro-level, the ongoing crisis has had severe effects on the Mozambican economy with many enterprises closed and many people in the formal sector losing their jobs. This has had an effect on generating tax revenues, as explained by those working in the Tax Department and the Director of Planning and Finance.

### ***Way forward***

Despite the gaps, limitations with equipment, and the delay in some of the areas, the project has created the basic conditions to strengthen urban planning. Having digital information and mapping is essential for developing programmes and specific projects at neighbour level within the framework of the BMP, according to the Alderman for Construction, Infrastructure and Urbanization. CMB has now a better understanding of the urban territory: information and data are now organised and digitalize. According to him, CMB needs to strengthen these efforts to consolidate our knowledge and develop a city which can tackle existing challenges and vulnerability (climate change and other shocks, floods, public health, etc.). With this project, Beira is further ahead than other cities in Mozambique and the basic conditions to improve urban land use planning were created.

### **THEME 3: Are activities executed as planned and have these activities realised the expected output and outcome?**

Various answers to this theme can be found in the two sections above and in the following sections, therefore I avoid to repeat them here. There is a general agreement that despite the delays that occurred so far, which are also partly related to external causes, activities are executed as planned and are contributing to the expected outputs and outcomes. This was highlighted by various people, particularly the senior staff. Moreover, the flexibility in the approach (which has contributed to add and modify some of the planned activities) have contributed to implement activities which respond to the planned objectives.

Nevertheless, as already mentioned, there are various limitations which are an obstacle for having a fully operational land administration system (output) and for successfully implementing various projects of the BMP. As the Director of Planning and Finance said, it is not possible to tackle all the existing constraints and needs within the project. Yet, the implementation of this project is contributing to that.

**THEME 4: Is there a realistic perspective for sustainability of the project results?**

***Financial sustainability***

The sustainability of the project is a crucial issue that is often debated by people in the Steering Committee and the Technical Working groups, especially now that the project is coming to an end. This is what the Director of Physical Planning and Urbanisation, who is a key person for the well functioning of the project, told me during the interview. In order to sustain and boost the results achieved so far, I considered three main issues, in accordance with the list of themes which was provided: ownership of the processes by CMB staff at various level, CMB leadership to maintain the system and financial sustainability. The interviews seem to indicate that there are good bases for the results achieved so far to be sustainable. Yet, as the Director of Physical Planning and Finance said, the sustainability remains a big challenge and we have to to our best before the project ends to consolidate what we have created and tackle existing weaknesses.

The crucial factor, according to him, is the financial sustainability of the system that was created. The well functioning of a land administration system and its interconnection with the municipal fiscal system, which the project has created, has the potential to increase revenues for CMB. Yet, if these revenues are not partially re-invested to maintain and strengthen the system, when the project will finish some of the results achieved may not be sustained. According to existing laws and regulations, 40% of the revenues coming from licenses for land uses should remain in the sector, whereas the rest can be invested in other areas<sup>10</sup>. However, this does not take place at the moment since the revenues generated through IPRA goes directly in the CMB's overall budget, and from there it is distributed among the various sectors. The Director said that despite the progress had so far which are contributing to collect more fiscal resources, his department suffers the same basic limitations it always had. In fact, it lacks of basic office equipment such as paper, toners, pens, measuring types, and transport which do not allow to effectively conduct the work. The Director of Construction shared similar concerns. Yet, if their departments do not have adequate resources and material to execute their activities, the overall capacity of CMB to generate additional financial resources through IPRA is weakened. Therefore, CMB should make bold choices to strengthen all those departments that can generate financial resources. This would benefit the entire municipal structure, according to the Director of Physical Planning and Urbanisation.

The Director of Planning and Finance recognized that the project has created the conditions to improve the finances of the municipality: however, the needs are many and no-one can expect to solve all the material problems in a short time. The Head and staff of the Tax Department are quite optimistic, particularly as the Municipality has constantly increased its financial resources through IPRA in recent years. Moreover, they hope that the ongoing monitoring work of CAAPU, combined with the strengthening of CADDIG and SIGEMU will generate further revenues in the future. Similar views were also shared by the ICT System Manager as well as the Alderman for Institutional Development and Cooperation.

Important developments will take place in this area to tackle these issues in the coming months. Indeed, the Alderman for Planning and Finances authorised the opening for a specific account for IPRA revenues. This serves as a matter of transparency to show citizens what the municipality will do

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<sup>10</sup> This are the numbers the Director provided me. Yet, they need to be verified. Other people I interviewed were not able to confirm these numbers and I was not able to find the relevant law.

with the funds raised from the increase in local taxation. But it will also allow to maintain and reinvest a share of these resources with the sectors which contributed to generate them. This is a critical factor to sustain financially the results achieved so far.

Furthermore, the Alderman for Construction, Infrastructure and Urbanisation also explained that CMB will soon introduce a new local tax on the drainage system. This is supposed to generate additional financial resources. The introduction of this new tax can now work because CMB now has the appropriate tools to organize and monitor the payments. This, together with additional resources coming from IPRA, will increase resources available both to support this sector as well as other areas and departments. The city administrators should be extremely good at understanding the needs of the various areas, and planning and distributing resources. But the system has laid a good foundation for this.

### ***Ownership***

At an aggregate level, it seems that there is a full ownership of the system created within CMB, which is a good indicator to sustain the results achieved. The project was implemented to tackle some concrete and structural constraints within CMB and the senior staff was involved in the preparation process, as the PM highlighted. Activities are mainly implemented by CMB staff with the technical support of some local and international consultants, with the overall coordination of the PM. Therefore, when the project will end, everyone seems to suggest that there is sufficient knowledge within the municipality to maintain the system and the working processes created within and among the various departments, which are better structured, equipped and interconnected. This was clearly said by senior staff including the Director of Physical Planning and Urbanization (who is a key person within the project), the Director of Planning and Finances, the Director of Constructions, and the ICT System Manager. The Aldermen also confirmed this view.

In particular, the Director of Physical planning and Urbanization believes that CMB staff is adequately prepared to technically maintain the systems implemented and the processes created. In fact, he said, there is a better communication among departments which will remain when the project will come to an end and the system and processes generated are relatively simple. People involved at various level, including those with a lower education system as some of the staff within the cadastre are fully capable to perform their tasks, and solve any technical problem that may occur. For him, in addition to the financial sustainability challenges, the problem is more related to the capacity of CMB in investing to maintain and increase the existing means and technological equipment. The existing equipment is barely sufficient for the technical staff to carry out their basic functions. With the end of the project, there may be even less investment in new and better-quality material and equipment, and it may take longer to replace existing material that is subject to wear and tear through regular use. Similar views were shared by others, such as the Human Resources Specialist and the Director of Construction. This last one highlighted the fact that if CMB is not capable to rapidly replace a computer or a GPS, or make available a car for field monitoring activities, his department will not be able to perform its task. The consequences of that is that the processes for proving construction permit and licenses will be slowed down, and the services provide will deteriorate. This will reduce the capacity of the CMB to collect IPRA.

The PM mentioned that without a clear leadership, even at operational level, there is a risk to do a step back after the end of the project. He mentioned that he often has to intervene in micro-management issues in order for things to move forward. Without his supervision, some of the results

obtained could be lost. It is therefore necessary to identify a person or better various persons to take responsibility for monitoring the system and the processes created when the project comes to an end. Investment in management development will therefore help to sustain the results of the project. The Human Resources Specialist suggested that the PM should remain for some extra months with the end of the project, so that he could monitor the functioning of the system that was created.

This is an issue that the Municipality Executive Board will deal in the coming months, according to the Alderman for Construction, Infrastructure and Urbanization. The Board, he said, will attribute specific responsibilities and a mechanism to guarantee a better coordination among departments. [I would suggest that for this to happen the PM and other relevant staff will bring this issue into the agenda of the Board well in advance the ending of the project].

### ***Technological sustainability***

In terms of maintaining the IT system which was created, the programmers and the ICT system manager seemed to have everything under control from a technical point of view. They mentioned that they created a system from scratch which does not seem to have major problems. They contributed to modify, adapt and expand it as the needs of the project evolved. Furthermore, until now they have always been able to solve any technical problem when solicited by colleagues who use the programme and applications. They also mentioned that they trained the relevant staff in the cadastre and construction departments to use the IT tools they created. They observed that there is a good level of understanding of the system installed.

The programmers, the ICT system manager and the Head of Communication and IT mentioned that the project has invested in better and more IT equipment. Yet, the technological equipment available is barely sufficient and CMB has limited capacity in investing and renovating the equipment in the future. Moreover, there are only four IT technicians working for CMB and are under great pressure from all departments. [During one of the interviews I conducted at the side of their office, I noticed that various people entered into their office to solve some computer problems - but nothing to do with the IT system created by the project.]

The programmers as well as the cadastre specialists mentioned that the system remains vulnerable to disastrous events such as a fire or a new cyclone. In the event of extreme events the work done so far risks being lost, at least in part, if adequate backup systems are not invested in. At this moment weekly backups are being made from the CADDIG system and the data. One back up is stored within the municipality and one outside.

The cadastre specialists and the Head of the secretary of the cadastre believe that the work conducted so far and the processes created will remain when the project will come to an end, particularly because there is full ownership of the cadastre and construction department teams. Moreover, they believe, the work conducted has created the conditions to collect additional financial revenues through IPRA and a part of these resources will be reinvested to maintain and strengthen the system.

A critical element to maintain the IT system created, according to the Head of communication and IT, is not only to invest and replace in better IT equipment, but also to invest in training and capacity building. There are continuous technological innovation and we need to stay up to date with programming language and programmes. The needs will expand: in the future the databases will be

bigger and will probably need updated technologies. Moreover, we hope we will update the information available in the archives directly from the field, through better IT and communication systems. The IT systems which were created not only shall be maintained, but they should also be updated. Therefore, CMB should also invest in training and capacity building programmes for technical staff. Yet, this remains a challenge.

**THEME 5: What would we have to adjust in the expected results, TOC or whole project structure and/or activities to improve the chances for sustainable project results?**

Almost everyone interviewed indicated that a critical element before the project comes to an end is to enhance investment in technological equipment and means available to facilitate the work of the various units involved. There is an urgent need in particular to strengthen the field monitoring work and to improve the mapping and land planning capacities within the CMB. The strengthening of these areas would be necessary to improve the land administration system (urban spatial planning) and the capacity of the CMB to generate more financial resources through IPRA. This was highlighted particularly by the Director of Physical Planning and Urbanization, the Director of Planning and Finances, the Director of Construction, the Head of the Tax Department, and the Head of Communication and IT

Specific suggestions made:

- More and better computers and GPS are needed to improve land planning and mapping capacities.
- 20 computers in the finance department: 5 at the front desk for payment and invoices, and 15 for the tax and document processes.
- Printing equipment in the various departments involved.
- A new server in the finance department as the existing one is old, not adequate, and was damaged by Idai.
- Plotter printing and scanning, which will allow to print and scan large size maps to improve land planning and mapping capacities.
- Drone(s): for regularly monitoring and mapping the territory.
- Vehicle, particularly for the construction department, which will be facilitated in conducting field monitoring and survey. The department currently does not have a car. Therefore, the technical team often depends from other departments or by the person/enterprise who requested the monitoring intervention.

Lack of vehicles is a generalised problem for conducting field activities. Yet, apparently the project has recently financed the purchasing of two vehicles, one for construction department and one for the cadastre, partly also to be used by the CAAPU field exercise. The two vehicles will be purchased as soon as CMB will pay its share, according to the Director of Planning and Finances.

According to the Alderman for Planning and Finance, in three to five years CMB will be able to harvest the full potential of the project. More funds will be available to tackle some of the material needs of the institution. Meanwhile, it would be important to invest in better and more equipment to strengthen the results so far achieved. In addition to the equipment, is equally important to boost the capacities of the relevant staff involved, and improve the offices, which are often congested and not fully-adequate, especially after Idai severely damaged some of CMB's buildings.

Many of the interviewees also suggested that for the project to improve the chance to generate sustainable results, additional emphasis should be on improving monitoring and control mechanisms for land administration and taxation. These monitoring and control mechanisms are important to

improve the quality and quantity of the data and information available in the archives (which are often incomplete or not up to date) and verify who is still in fiscal debt with CMB, which in turn might increase the capacity for better land planning and tax collection through IPRA. Among people who emphasised this there are the Director of Physical Planning and Urbanization, the Director of Planning and Finances, the Director of Construction, and the Head of the Tax Department and the people working for the cadastre.

While the project has delivered remarkable results in terms of indexing and digitalizing the results and improving the data quality and data accessibility, greater efforts should be made in mapping and land planning in order to effectively contribute to the outputs and outcome. This was particularly stressed by the Director of Physical Planning and Urbanization and the staff working in the cadastre. The mapping has mainly been focused on the information available in three neighbourhoods. This activity should be strengthened and extended to other areas of the city, particularly those that are evolving rapidly (e.g. Inhamizua), so that the municipality can understand and predict new developments and respond quickly. The mapping is instrumental for improving land and spacial planning, but the project has not delivered its full potential, the cadastre specialists said. For this to happen, not only more resources and technological equipment are needed, but specific technical trainings for the relevant staff would also be important. In fact, this is a relatively new area of work and the technical capacities are still weak. This was also emphasised by the Director of Construction, the Human Resources Specialist, and the Alderman for Institutional Development and Cooperation.

According to the Alderman, efforts should also be stepped up to communicate to the population and businesses about improvements in the cadastre and construction system and about their rights and obligations to the municipality. This should be done with the aim of reducing opportunistic behaviour (land occupation, illegal construction and tax avoidance, for instance) and to improve land control and taxation capacities. The Head of Communication and IT mentioned that his department is already sharing this information with the population via radio, newspapers, social network, TV and the CMB website. Yet, these activities need to be strengthened as it takes time to let people understand that the service provided has improved.

The Director of Construction suggested that one area that should be strengthened before the end of the project is to improve the processes for obtaining land use licences and for constructions. The organization and digitalization of the documents in the archive has facilitated and accelerated the time for obtaining and renewing the licences. Yet, the documentation process remains mainly manual, with the digitalization only taking place later on. In order to speed up the process, provide a better and modern service and strengthen the communication among departments, it would be ideal to digitalize the processes for obtaining and renewing the licences (and not merely the documents). The PM shared similar views, identifying the digitalization of the processes as an important priority area for future developments. The Head of the Cadastre, for his part, has also recognised this as an area of possible future development. However, for this to happen, the IT skills of the staff should be strengthened through specific training programmes. Some people have very basic computer skills and are used to working with typewriters. Therefore, the digitalization of the processes would constitute a challenge for them.

The Alderman for Construction, Infrastructure and Urbanization also mentioned that it is important to consolidate the work conducted in Maraza. The first phase of the project, with the compensation of the *machambeiras* and the creation of some basic infrastructure went well. Now, it is important to create a mechanism to attract donors as well as private investments to build new and adequate

housings according to CMB's plan in the area. Moreover, it is important for CMB to only approve those projects and constructions which are consistent with the plans.

### **Insights from the discussion with the Mayor of Beira**

The results of this report were discussed with Daviz Mbepo Simango, the Mayor of Beira. The Mayor confirmed many of the issues that emerged from the interviews had with senior officials and CMB staff. Moreover, he shared some ideas on how he intends to strengthen the system created and how it can contribute on the one hand to generate additional financial resources and on the other hand to develop actions within BMP.

The project, he recognized, has tackled some structural problems which negatively affected the action of CMB in the area of urban planning and its overall financial capacity. Activities implemented have improved the service provided to the public, strengthened the technical and organizational capacities of the institution and the staff, and generated information and knowledge on land use and urban development. This information is now well organised, digitalised, regularly updated and mapped. These are basic conditions both for strengthening urban planning, increasing fiscal revenues, and implementing actions within BMP. This was not possible before. The project, the Mayor said, turned the situation upside down. Now there are the basic conditions to enhance city management and urban development.

To do so, further efforts have to be made to gather data and information on land use and constructions from the ground, update the database, constantly monitor and map the evolution of the city, and guarantee fiscal revenues through IPRA and other local taxes. To maintain and build up on the progresses made, the Mayor said, it is crucial to create a "command team" within CAB which regularly meets to manage the system created. At a lower level, on the one hand it is necessary to consolidate the knowledge and capacity of the staff involved, and on the other hand CMB shall find a way to provide economic incentives for some key people, in order not to disperse the technical knowledge acquired and push the staff to improve the quality of work.

The increase in tax revenues will contribute to support these activities and sustain the progresses made. Indeed, it has created the basis for the CMB to meet its ordinary needs, such as investment in IT and office equipment and the regular maintenance of the office space and some of the city's infrastructures. However, for extraordinary investments in areas such as coastal protection and the drainage (in line with BMP) it is crucial to attract large investors and public and private partners. To do so, CMB needs to develop programmes within the BMP framework. Better and more information are now available, but further efforts for field monitoring and mapping and land planning are crucial in the years ahead.

In addition to IPRA, CMB plans to have additional sources for generating financial revenues. The drainage tax which will be soon introduced will boost funds for strengthening Beira's drainage network. The imminent opening of the Chiveve green area, which is foreseen in the CMB, will generate additional resources (up to 20 Million Meticalis, or about 230.000 Euro) from licences and new economic activities. Coastal protection is not only essential for securing the city, but also to improve the coastline surrounding the city and create a potential for attracting tourism. This will create jobs and will bring additional financial resources to support city development. CMB has now the basic tools to move in that direction. The project has put CMB on the right track, according to the Mayor.

## Annex 4: Summary planned activities and results Beira Project

Planned activities	Results
<b>Inception phase</b>	
<ul style="list-style-type: none"> <li>Detailed plan of action for year 1</li> <li>Establish Steering Committee</li> <li>Setting-up Technical working groups</li> <li>Procurement of required equipment</li> <li>Select 20 staff for indexing and digitalisation and 10 for recordation</li> <li>Design a remuneration policy</li> <li>Review existing LIS applications in Mozambique</li> <li>Investigation of available base (map) material</li> <li>Submit inception report</li> </ul>	<ul style="list-style-type: none"> <li>The action plan for the first year was completed during the inception phase</li> <li>Steering Committee established</li> <li>Technical working groups are established</li> <li>Required equipment has been procured during inception phase</li> <li>7 staff recruited during inception phase for digitalisation plus 4 students</li> <li>Remuneration policy designed</li> <li>The recordation process is outsourced to a team of 8 staff</li> <li>Review of LIS applications usable in Beira</li> <li>Investigation of available base maps initiated during inception phase and finished during the project</li> <li>Inception report completed and submitted to the regie-team.</li> </ul>
<b>Indexing and digitalising cadastre</b>	
<ul style="list-style-type: none"> <li>Indexation of the entire archive</li> <li>Improve skills of CMB on leadership, change management &amp; project management</li> <li>Support CMB management to monitor staff performance</li> <li>Digitalisation of the Beira Municipal Registry</li> <li>Digitalisation of the cadastral maps</li> </ul>	<ul style="list-style-type: none"> <li>Indexing and scanning manuals prepared</li> <li>34000 land titles and 9000 construction files digitised</li> <li>42 maps ( City centre Beira) digitised</li> <li>Continuation of digitalisation of analogue information</li> <li>Deduplication of duplicate licences (LUAT) or title (DUAT) software available</li> <li>Physical cadastral archive reorganised</li> <li>Staff trained in digitalisation recordation and teambuilding</li> <li>Staff monitor designed, training provided</li> <li>Regular meetings about staff statistics.</li> <li>Training leadership and project management for digitalisation coordinators.</li> </ul>
<b>Support development of Land Administration Information System</b>	
<ul style="list-style-type: none"> <li>Conduct baseline analysis of processes involved in land administration</li> <li>Perform the “fit for purpose” recordation</li> <li>Organise a study visit to the Netherlands</li> <li>Design &amp; execute communication strategy to communicate with civilians</li> <li>Improving skills of CMB to improve communication with citizens</li> <li>Review how land administration interacts with cooperating departments</li> <li>Evaluation of lessons learned in pilot areas</li> <li>Redesign the land administration process</li> <li>Improve skills of CMB to implement control mechanisms for land administration procedures</li> <li>Introduction of a sustainable land administration information system</li> <li>Finance a sustainable land administration information system</li> </ul>	<ul style="list-style-type: none"> <li>Existing processes described</li> <li>2 pilot areas of 50 ha recorded, Fit for Purpose procedure described</li> <li>Recordation training done</li> <li>Proper procedures followed including complaints procedure.</li> <li>Compensation procedure machambeiras in pilot area Maraza (50ha) completed; resettlement report for 3 ha approved and received environmental license Communication strategy prepared</li> <li>Final report for provincial committee submitted; 50% of machambeiras follow Young Africa programme; resettlement of 6 residing families in process. Evaluation report of recordation and compensation process Machambeiras under preparation.</li> <li>Review of land admin process</li> <li>Design, development and implementation of the transformation of CADDIG from a digital archive system to a basic LAIS.</li> <li>Implementation of QGIS as an extension of CADDIG for the maintenance of te digital maps related to the administrative part of CADDIG</li> <li>Baseline of tax process</li> <li>Workshop to formulate proposals for better cooperation between departments; start of cross sectoral meetings</li> <li>Study visit organised to Maputo and Matola</li> <li>Support CMB to institutionalise procedures</li> <li>Follow-up of recommendations of study visit: interface CADDIG and SIGEMU established</li> <li>Physical improvement and security in the Cadastre and Construction Department in progress;</li> </ul>
<b>Institutionalisation</b>	
<ul style="list-style-type: none"> <li>Improvement of quality and accessibility of data</li> <li>Review the new land administration process and make improvements</li> <li>Improve skills of all involved CMB staff on using new procedures</li> <li>Update of relevance of existing municipal policies</li> </ul>	<ul style="list-style-type: none"> <li>On the job training</li> <li>First part of QGIS training</li> <li>See DEALS proj Mod 2</li> <li>Proposal to delegate approval of land titles</li> <li>Physical improvements in the Cadastre and Construction Dept.</li> <li>Strengthening internal network connections</li> <li>Preparations digital supported working by topo technicians</li> </ul>

## Report of the Mid-Term Review DEALS Manila & Beira

Project management	
<ul style="list-style-type: none"> <li>• Management of the engagement of experts, including long term expert</li> <li>• Steering committee meeting are organised and follow-up is managed</li> <li>• Technical working group meeting are organised on a regular basis</li> <li>• Develop visibility &amp; communication materials</li> <li>• Update the action plan</li> <li>• Repeat more in-depth political economy analysis</li> <li>• Reporting</li> </ul>	<ul style="list-style-type: none"> <li>• Recordation, team building and capacity building consultants contracted</li> <li>• Steering Committee meetings</li> <li>• Technical working group meetings</li> <li>• Updated political economy analysis in progress</li> <li>• Progress reporting and updated action plans</li> <li>• Contracting of Tax consultants</li> <li>• Project management missions</li> <li>• Updated action plans</li> <li>• Progress reporting</li> </ul>
DEALS project	
<ul style="list-style-type: none"> <li>• Analysis &amp; strategy</li> <li>• Organisation, Processes &amp; Procedures</li> <li>• IT solution implementation</li> <li>• Citizen Communication &amp; Engagement</li> <li>• Sustainability</li> </ul>	<ul style="list-style-type: none"> <li>• Strategy report prepared</li> <li>• Cross-department working group cooperation and working processes</li> <li>• Workshop organised</li> <li>• Training CMB staff</li> <li>• Initial interface CADDIG and SIGEMU accomplished.</li> <li>• SIGEMU improvements. Improvements of SIGEMU initiated</li> <li>• Delay of taxation component;</li> <li>• Training completed</li> <li>• 3 Workshops by tax consultants</li> <li>• Roadmap prepared and approved</li> <li>• Taxation study visit to Maputo</li> </ul>