



Field Level Leadership (FLL) programme in Beira Municipality

VNG International

In partnership with Beira Municipality and the World Bank



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1. Context

Beira is Mozambique's fourth-largest city, with approximately 530,000 inhabitants. Mozambique is a relatively poor country, with around three-fifths of its 30 million people living below the USD 1.90/day poverty line. It is among the African countries most vulnerable to climate change. Today the port in Beira is Mozambique's second-largest, behind only the capital Maputo, and it handles international trade for Zimbabwe, Malawi, Zambia, Botswana and DRC. Like elsewhere in Mozambique, the Beira municipality is a decentralized body, established on a 'devolution' model. The Mayor and municipal assembly are elected every five years. Nearly all municipal service provision to the citizens (land rights, building licenses, all manner of taxes, sewage, drainage, coastal protection, but not water supply) takes place through centralized municipal service departments.

1.1. Problem Analysis

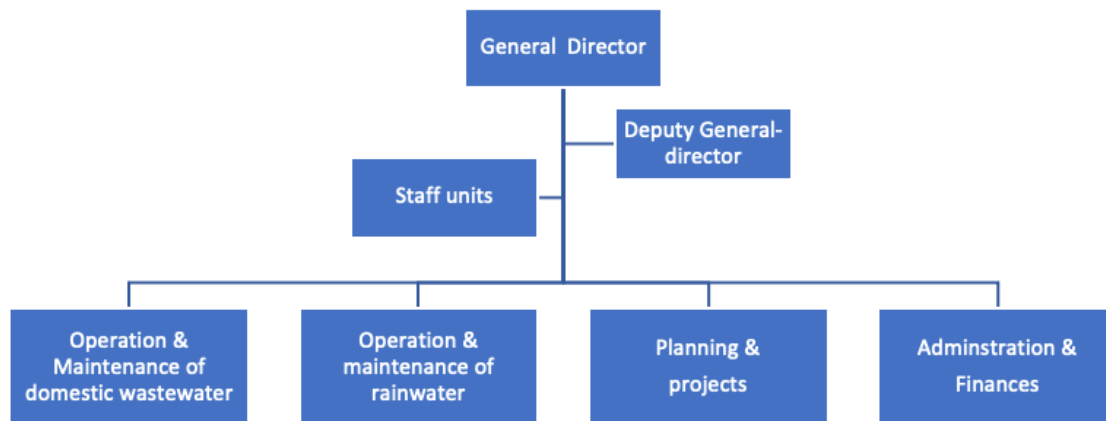
Much of the city of Beira, including the centre, is built on the low-lying alluvium of the Pungue river, and is prone to flooding due to rainfall and sea incursion. Many urban poor have no alternative than to settle in low-lying, flood-prone areas. The informal settlements in peri-urban, low-lying areas lead to poorly structured neighbourhoods with lacking sanitation and drainage facilities, energy and water supply and a neighbourhood design with proper roads to facilitate waste collection.

While the water supply and electricity services are in the hands of a national parastatal agency, the municipality is responsible for roads, drainage and sewage networks, and coastal protection. However, the municipality has insufficient budget even to operate and maintain the existing and decaying infrastructure (much of which dates from the pre-independence era).

The Beira Autonomous Sanitation Unit (SASB) has at present a total of about 200 staff and is responsible for provision of urban drainage and sanitation services in the area under the jurisdiction of Beira municipality, which has the highest concentration of population in the central region of Mozambique. SASB is a unit of the Beira Municipality endowed with administrative and financial autonomy. Issues underlying the poor performance of municipal services in Mozambique are complex and multidimensional. However, there is growing recognition that practical measures are necessary on top of managerial changes.

This is where the Field Level-Leadership (FLL) programme came into place. This human-centred approach looks further and focuses on what individuals can contribute to a larger organisation like SASB, what their added value is and how their behaviour can be influenced positively. The approach brings people together to join forces and focus on the positive changes that are possible internally and how this impacts the service delivery of citizens of the municipality of Beira.

1.1.1. SASB governance structure



SASB is working with international development partners, including World Bank and the Netherlands, on multiple fronts of infrastructure improvement, organizational reform, and broad-based capacity strengthening. Key engagements include:

- a. Cities and Climate Change project, providing primary drainage infrastructure and additional works, equipment and services in part of the city (completed 2020);
- b. Mozambique Urban Sanitation project, providing performance-based grants for municipal sanitation services improvement (2019-2024);
- c. Cyclone Idai & Kenneth Emergency Recovery and Resilience Project, which intends to deliver primary drainage infrastructure and additional works, equipment and services in part of the city, co-financed by World Bank and the Netherlands (2020-2024);
- d. Institutional Capacity Building within SASB, called SASB-Pro, with VNG International (2023-2027);
- e. SASB is also being supported by the Frysian Regional Water Board, under the Dutch-funded Blue Deal program, in the area of technical staff training.

1.1.2. SASB organisational challenges and where we stand now

- The funding of SASB is still inadequate. One of the challenges is to establish a transparent mechanism with FIPAG (Water supply) for the setting of the amount due on the sanitation tax to be transferred to SASB.
 - Post-FLL: This issue has been addressed in the round table with state entities. The organization and follow up of round tables will be intensified through the SASB PRO project from the Dutch Embassy
- Staff turnover is rather high and needs to be reduced by trying to improve salaries to compete with the private sector, ensuring adequate back-up management and continue training both on the-job and external.
 - Post-FLL: Staff shared positive experiences about FLL and how it has impacted their personal experience within the company. Overall, there seems to have been a positive

attitude shift of those participating and an increased awareness of the importance of their work and how this supports the city of Beira and its citizens.

- Human error on operation of systems is common. Operations normality has to be ensured and resources better used by automatising system operations as much as possible.
 - Post-FLL: Though human error is normal, the manner of communication around errors has changed significantly according to the interviews undertaken with FLL participants.
- SASB still lacks equipment to perform its activities what includes adequate vehicles for transport mobility.
 - Post-FLL: This issue will be addressed in the SASB PRO project. Partly equipment can be bought through drainage phase 2 (WB/Invest International) project and partly through improving the revenues of SASB through tax.
- SASB needs more resources for the communication with and sensitization of the general population and in particular kids to impulse behaviour change towards adequate use of sanitation and drainage infrastructures. There is need for the population to understand what the economic and financial impact on incorrect use of the infrastructures can be for the entire population of Beira.
 - Post-FLL: Communication from SASB staff towards the general public has shifted positively, to be more responsive, helpful and patient. Moreover, communication with the public will also be intensified through the SASB PRO project and the envisaged pilots in tertiary drainage.

1.1.3. Technical challenges: were they addressed?

Two important objectives SASB hoped to achieve with the application of the FLL were: improve access to secure sanitation and decrease the amount of waste in the drainage channels. These issues are related to citizen behaviour, sensitizing civilians about the importance of secure sanitation and waste-free drainage channels. Through different behaviour of civil servants SASB hopes to achieve different civilian behaviour going forward.

After the project, we can now say the following: SASB staff is much more aware on how to handle citizens during their work assignments and how to communicate empathically. This has been showcased in the impact assessments.

1.1.4. Drainage

One of the huge challenges SASB faced is the fact that civilians use the drainage system for dumping debris in it, despite the fact that waste collection points in the neighbourhoods do exist. This caused huge congestions in the system, especially when quick transportation of water towards the sea is needed for proper drainage of neighbourhoods. Garbage flooding with the drainage water into the sea also caused a lot of coastal pollution.

A huge challenge is to make the population aware that dumping garbage diminishes the functioning of the drainage system, and that in the end negatively affects the population. Through different

initiatives a lot already has been done to sensitize the population in neighbourhoods, but continuous actions to raise awareness are needed. In the SASB PRO project two pilot areas are designated to learn how to improve tertiary drainage and also address the waste dump problem. Part of the solution is to create a lot of awareness about this problem.

1.1.5 Sanitation

At the beginning of the project, less than 37% of the population in the urban region of Beira were served with the sewer network – the majority rely on septic tanks and latrines for disposal of sewage. In some parts of the community citizens did not use these tanks, but instead did their necessities in streams or in the field. This led to infection and illness. Several economic and social benefits can result from improved sanitation services. Reductions in deaths associated with diarrheal disease, as well as economic benefits related to savings from seeking less health care, from reduced losses of productive time due to disease and from a reduction in premature mortality.

Therefore the municipality is raising awareness amongst the population to create and use improved latrines or septic tanks. With small investments and some help from the municipality an increasing number of improved latrines are already in use.

Another issue is the timely collection of the sewage from the improved latrines. With a little cost this can be done, but citizens often relax too much, which causes a lot of risks. Also here the behaviour of citizens, supported by the municipality, is vital.

So looking at the problems in the drainage and sewage area we can conclude that a lot is already done to fight the problems and that civil behaviour is often key. Still the problems are not solved and need continuous attention, action and possible new approaches.

Through the FLL program the municipality wants to stimulate their workers to analyse the situation and come up with new solutions to also influence the civilian behaviour. SASB needs to discover their role in this themselves. The idea is thus not to make an outside analysis but give the public servants – who are dealing with the problems day by day - an incentive to work out their own ideas and come up with solutions that are their own!

After FLL, in the interviews conducted by WB with SASB staff, it has become clear that the majority feels much more involved in meetings and the decision-making process. The meetings have become a lot more interactive and focused on solving problems collaboratively.

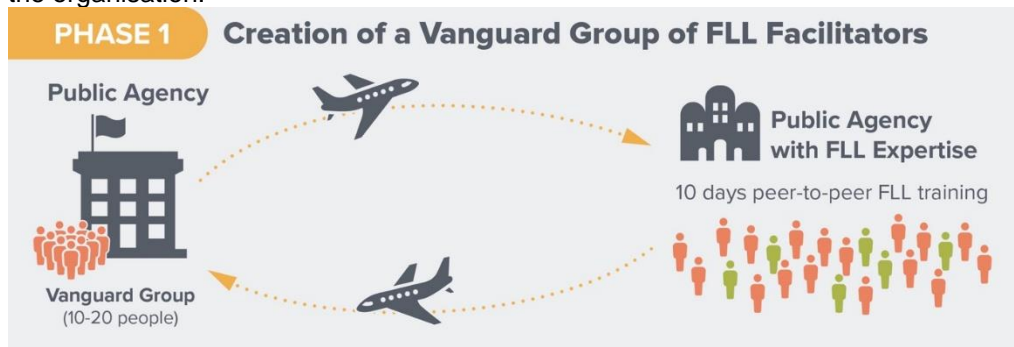
2. Implementation of FLL within SASB

Field-Level Leadership: Field-level Leadership (FLL) is a multi-agent leadership development approach, aimed at creating a broad cadre of change champions at all levels in the public service delivery agencies. In Beira, this approach has again demonstrated positive changes in the attitude and behaviour of SASB, and significantly improved organizational performance. The key elements of the approach are:

- Creating a safe space for open dialog, for the staff across all ranks of the organization where people were asked how they feel about their work. In this sharing, you find others who share your passion and commitment;
- Encouraging the optimistic and entrepreneurial individuals to emerge and self-organize themselves into informal groups;
- Encouraging these informal groups of change leaders to explore process improvements, better community outreach, and taking on self-assigned results targets.

2.1. The four phases

Phase 1: Curriculum Development and Training of Trainers: A small seed group of agency staff has been selected to become master trainers of the FLL approach. This group has worked closely with FLL experts for a period of up to two weeks, to develop the workshop curriculum and to learn how to facilitate workshops for SASB. The master trainer candidates have been selected from all levels within the organisation, including middle or senior management, as well as relatively younger staff. The involvement of staff in the curriculum development stage ensures that the content of the workshop is tailored to the local institutional social, and cultural context, as well as to the specific challenges of the organisation.



Source: WB paper “Interim Information Paper: Field Level Leadership” (2011), p.7.

Phase 2: The Initial Spark: Implementation of the FLL approach at SASB began with a 3- day workshop, which engaged the participating agency staff in group-work sessions in a residential setting away from their duty stations. The workshop provided a safe space environment for critical self-assessment and reflection. Participants shared their professional aspirations and discussed the reasons that inspired them to work for a public agency. They were presented with the challenges being faced by SASB, and asked to deliberate on whether the current ways of functioning are adequate and appropriate. Participants shared their deeper emotional responses triggered by these

exercises. The last part of the workshop involved the participants committing themselves to self-identified goals and targets over the next 90 days.



Source: WB paper “Interim Information Paper: Field Level Leadership” (2011), p.8.

Phase 3: Experimenting in the Field: The workshops also served as a mechanism for people to find others who share their values and intrinsic motivations. After the workshops, some of the participants started connecting with like-minded colleagues. These staffs set up regular meetings in their workplace, to collectively discuss the challenges and brainstorm on possible solutions, and in general to just support each other. Thus, a small but vibrant movement was born within the ranks of SASB.



Source: WB paper “Interim Information Paper: Field Level Leadership” (2011), p.9.

Phase 4: Bringing Back the Experiential Learning: Each cohort of participants brought back their field-level implementation experience for collective self-reflection, in a follow-up workshop that was organized approximately 3 months after the initial workshop. Participants focused primarily on sharing what they tried to do to achieve the targets they had adopted, the challenges they faced, and their views on what worked and what didn't. There was significant discussion on possible changes in organizational systems and procedures for improving public service delivery.



Source: WB paper “Interim Information Paper: Field Level Leadership” (2011), p.9.

2.2. Changes noticed

Significant change has been noticed, thanks to this methodology¹:

The strength of this approach, and this has proved so in Beira, it that you see a lot of spontaneous positive changes happening in the organisation because of the focus on the collective, on creating an internal network within SASB of staff with the same purpose and the same sense of commitment which means that when a problem arises in the field, they have a strong basis (sense of collective, purpose and commitment) to find solutions which in turn means incremental change at field level. Small changes and improvements that in the end make the public service they deliver better.

Because FLL focused on the values of people and how these values influence their behaviour and therefore encourages people on the field level of the organisation to combine forces and to improve the performance of the organisation. It gave SASB staff a sense of belonging to the organisation which in turn motivates them even more to make the organisation better when they can.

Before, communication within the team was experienced as complicated. After the training, thanks to the methodology and the focus on the human factor in team work, the team members communicate with more empathy, respect and see it as a way to achieve a common objective : the SASB mission. As a matter of fact, before the training the team members in the field didn't get the bigger picture, the “why” behind their day to day work and tasks which makes working less purposeful and sometimes more stressful. After the training, the team members had the feeling that they and their colleagues were working together, in a coordinated way and saw how each independent task and role are in fact interdependent. The training also helped to create a safe space within the team. Before the training, team members saw vulnerability as a weakness and most of the time didn't ask for help. They have now the feeling that asking for help is a way to learn and grow themselves but also a way to push the team even further forward. Helping each other, even it is outside of role's scope of tasks, has become a common principle in the team.

The training helped shaping a collective. It helped each individual team member to have one common motivation: well-being of their city, keep their city clean and free from flooding. They work for the citizens and are proud of it.

¹ Thanks to the qualitative impact assessment carried out by the World Bank, we can identify main changes.

The focus on the human factor in change management was essential. The team members are now aware that change has first to be at the individual level, when the individual changes positively, the others that come after can change too.

SASB changed significantly. As a matter of fact, today the opening of new drainage canals advances faster in peri-urban areas. It's a symbiosis between the leadership and the motivation of the staff. If staff is not motivated, the work advances slowly. The link between the motivation of team members and a greater attention of the leadership in the opening of drainage canals has made the difference. As a significant change, the leadership of SASB now sees that even if they are not in the field with the team and on top of things and tiny details, the work still advances. Why? Because the team knows what to do, how to do it and why they do it.

2.3. The Added-Value of FLL approach in SASB in numbers

Outside of the team and at the side of citizens, positive changes are also being noticed. The quality of the municipal service has improved. The drainage ditches and bridges built by SASB have reduced problems due to floods. For example, before, the water could remain for 20 days. After the opening of the drainage ditches, after 2 days the water is gone.

While almost all development projects invest in community mobilization, the FLL approach addresses the important gap of how to mobilize and lift the spirits of the frontline public servants, who literally embody the channel for service delivery. It challenges participants to individually and collectively hold themselves to a higher standard and to commit to the desired behaviour, while creating optimism that the desired behaviour is within their reach.

FLL taps into the knowledge and creativity of the field-level staff, and thus encourages ingenious solutions that are appropriate for the specific local contexts. These elements of FLL make it a potentially effective tool for systemic change, and given its implementation

2.4. Applying FLL in the Municipality of Beira

In joint meetings conducted with the World Bank and the Netherlands' teams in the course of 2020, the FLL model was presented to the Mayor of Beira, who expressed strong interest and ownership for implementing this leadership development intervention in the municipal services departments. It was decided to start FLL implementation in Beira with a pilot, and consequently, the FLL approach was presented to and discussed with the Director of Beira Autonomous Sanitation and Drainage Unit (SASB). The SASB Director presented his vision for improving the operational performance and staff motivation in the organization, and it was agreed to implement the FLL approach in SASB to support these goals. Follow-up work-sessions were organized, with the objectives of: (i) discussing the FLL approach in the context of SASB's current challenges; (ii) agreeing a phased modality for implementing FLL in SASB, and selecting the target areas for implementation; and (iii) agreeing the roles and responsibilities of the parties.

While the effectiveness of the FLL approach had been demonstrated in various countries in Asia and Africa in water supply companies and irrigation schemes, the proposed application of this approach

within a municipality, with its multiple areas of service provision, was new. Accordingly, FLL was adapted to the particular context and requirements of Beira, and was first implemented in a pilot phase in SASB. The proposed FLL support was aimed at developing a broad cadre of change leaders in SASB who could lead a positive transformation of the work culture of the agency. Accordingly, the entire operations staff of SASB has been the focus of this support.

2.5. Final results of activities

2.5.1. Results according to the Theory of Change

2.5.1.1. Improve access to secure sanitation

FLL has improved the speed at which SASB staff can handle issues surrounding drainage in the municipality of Beira. The improved communication between teams and within the organisation has resulted in their ability to solve drainage issues and thus improve the quality of sanitation that the people of Beira can access.

2.5.1.2. Decrease the amount of waste in drainage channels

SASB staff that participated in FLL have been able to have more positive discussions with citizens and explain more thoroughly the importance of correct waste management. Interviews with citizens have showcased more awareness on this issue as well. This has been a start for decreasing the amount of waste in drainage channels.

2.5.1.3. Improve citizens' satisfaction

Citizens satisfaction has improved with the help of FLL. Interviews show a larger understanding for SASB from a citizen's perspective, due to better communication between SASB staff and citizens. There has also been direct impact in the quality of new drainage systems, which citizens have noticed and responded to positively. One person mentioned that when their local community floods, the water used to stay there for more than 20 days, whereas now the water disappears after two days.

2.5.1.4. Improve worker satisfaction

FLL has improved the satisfaction of SASB employees significantly. The sessions have helped increase an understanding of the importance of the work they do, the impact of their roles and how they are supporting the communities in Beira as a whole. Additionally, the increased communication between the various levels within SASB has supported more involvement overall and even further improved the satisfaction.

2.5.2. Itemized statement of all activities incurred

Activity	Realisation	When	Notes
Activity 1: Setting the parameters	Done	August 2021	
Activity 2: Impact assessment (baseline)	Not done		WB discussed with VWI to do only one qualitative narrative impact assessment.

Activity	Realisation	When	Notes
Activity 3: SASB staff receive FLL training	Done	November 2021	Master training was performed in Mozambique due to instable situation in Ethiopia.
Activity 4: Beta-testing of FLL Curriculum in Beira	Done	February 2022	
Activity 5: Roll-out of FLL SASB 1 st workshop in Beira. Session 1-10.	Done	Feb-May 2022	
Activity 6: Roll-out of FLL SASB 2 nd workshop	Done	July-September 2022	A third evaluation workshop was organized between March - May of 2023 in coordination with VWI as there were enough funds to do so.
Activity 7: Impact Assessment: Survey 2 SASB treatment	Done	January – March 2023	A qualitative narrative assessment was performed by WB (see annex and video).
Activity 10: Impact Assessment – Survey 3 neighbourhood treatment	Not done		WB decided in coordination with VWI to only conduct the narrative impact assessment.
Activity 11: Go / no go decision on the implementation of phase 2	Not done		T.b.d. after reporting, also see chapter 6.

3. Link with the Valuing Water Initiative (VWI)

The link between VWI and FLL is mainly the fact that both are seeking solutions by encouraging systemic change in water related sectors. The change methods of both VWI and FLL are comparable.

The VWI approach goes through four stages:

1. Inception
2. First movers
3. Critical mass
4. Institutionalization

The FLL approach goes through comparable stages:

1. Creation of a Vanguard group of FLL Facilitators – The master training
2. Collective introspection – the roll out of the FLL trainings, in which work values play an important role, closing with plans and intentions for the workplace.
3. Networking and experimentation – working in the field and workplace and experimenting with new behaviour.
4. Sense-making of the new changes and culture – through evaluation days and impact assessment.

In the end FLL seeks to achieve tangible results in drainage and sanitation areas – in case of the SASB project - through behavioural change. Unique for the FLL approach is to create ownership for change on the lowest level in the organization. The behavioural change starts with civil servants and is transmitted towards civilians and other stakeholders. FLL encourages exploration of possibilities, networking and field experiments, learning by doing, and review & monitoring, this fits well into the systemic change approach of VWI. In the FLL trainings there is substantial attention for values that are important for people who are working as civil servant in the water sector. Those values are mostly related to wanting to serve the public in a sufficient way.

As the systematic change approach of FLL and VWI are well alike and serve the same goal, 'behavioural change' in water related sectors, could the FLL change methodology become the – or one of the - VWI change methodologies? Especially where we aim to achieve change within institutions. For instance when it comes to water valuing principles 4 and 5, 'educate to empower' and 'invest and innovate'.

More details can be found in Annex 1 to this report.

4. Future steps

After completion of all the activities, the project partners came together to discuss the WB impact assessment video and to also continue discussions on potential future steps. These steps have been elaborated on in a reflections three-pager, for internal use only. This document has been attached as an annex to the email, but the main conclusion is that the Valuing Water Initiative and FLL work hand-in-hand and have a similar approach to improving service delivery and a human-centred approach.

This conclusion suggests that future use of FLL and collaboration between FLL and VWI is possible in various contexts. Most obvious would be to continue apply FLL in other departments of the municipality of Beira, For further feedback on the future steps, please refer to the internal report in the annex to the email.