Narratives of Change from Field Level Leadership in SASB – Beira, Mozambique
A qualitative assessment

March 2023

Abstract

This report presents the finding of a qualitative assessment of the Field-Level Leadership, a capacity building programme developed by the Centre of Excellence for Change and the World Bank, that was implemented in support of the staff of the Beira Sanitation Autonomous Service in Mozambique. SASB is a public municipal authority which develops, manages, and maintains sanitation and drainage infrastructure in the city. The report collects anecdotes that emerged from some interviews that were conducted with SASB staff as well as with the population with the purpose to identify the main changes that were generated through the FLL. It comes in combination with a video which visually presents the main findings of this assessment.

The Field Level Leadership Approach

Some of the hardest challenges of development are in areas where the outcome does not depend on law, policies and development programs. It depends on the behaviour of the person at the cutting edge of public services. The effects of development policies and private or public investment can be limited if people working in public institutions which are supposed to provide public goods and services do not properly do their job.

Indeed, improving public service delivery is an important pillar of many development programs, whether financed by governments or international development agencies. Their success depends in large part on how well these interventions are executed by individuals across the ranks of the implementing organizations. Working of the motivation, determination, cooperation and good relation with the public of civil servants is crucial to maximize the development impact of policies and development programs.

The Field-Level Leadership (FLL) responds to this need. FLL is an operational approach that works on intrinsic motivation and values of public sector staff, which is currently being piloted in a few countries by the World Bank for supporting organizational culture change in public agencies. Instead of focusing on the top-management or senior leaders, this approach, aims to develop broad-based decentralized leadership that engages the entire institution.

The core elements of this approach were developed by a group of public servants in the Government of Tamil Nadu in Southern India, where people in government departments started...
finding champions amongst the ranks of the agencies\(^3\). It is based on the premise that champions may be in the minority but are not rare. They exist at all levels of the organizational hierarchy and can be systematically identified. Indeed, their potential can be reliably tapped for positive change within the institution. With an impact on the public services the institution provides.

It initially consisted of some trainings for public servants for several public agencies. Step by step, a more standardized model has been developed by the Centre of Excellence for Change (Chennai), in collaboration with the Water Global Practice of the World Bank. The FLL was then officially launched in April 2019 and implemented in a few countries with “the objectives of: (a) organizing structured implementation pilots and comprehensive evaluations in partnership with selected water agencies; and (b) raising visibility and awareness on the potential of this approach in World Bank operations as well as the broader international development community\(^4\).”

FLL trainings cover all the staff of a public organisation that means that everyone, from the top to the bottom of the hierarchy participate, attend residential workshops covering from 25 to 30 people at a time who stay together and work together in the same place for three to four days. Workshops are conducted by some of the staff of the organisation, who first is capacitated with FLL training methods. Therefore, trainings are conducted in the local language by people who knows in deep the work that the organisation does, its dynamics and challenges. People stay together, get to know each other better, and learn from games and teaching which take place. All this serves to identify and strengthen leaders who can apply lessons learnt at work, inspire other colleagues, change some work dynamics and, finally, improve the services that the organisation provides.

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\(^3\) The World Bank, Field Level Leadership. Interim Information Paper.

\(^4\) Ibid.
FLL in Beira, Mozambique

FLL was implemented in Beira, a city on the Indian Ocean in Central Mozambique, between 2021 and 2022. It was implemented by the Beira Sanitation Autonomous Service (SASB – *Serviço Autónomo de Saneamento da Beira*) with the assistance from the Government of the Netherlands and the World Bank, and managed by VNG International.

SASB is an autonomous entity under the authority of the Municipality of Beira (*Conselho Municipal da Beira*, CMB), which develops, manages, and maintains sanitation and drainage infrastructure in the city. It is a fast-expanding city, with a growing population of about 600,000 people. It is a city which is vulnerable to climate change, highly exposed to sea-level rise, coastal erosion, extreme weather events such as cyclones, and seasonal flooding.

Multilateral and bilateral donors are supporting infrastructure development in areas such as drainage, sanitation, coastal protection and waste management, among others. The Municipality of Beira, and SASB in particular, have a central role in operation and maintenance of sanitation and drainage infrastructure.

FLL took place in this context, with the purpose of encouraging people on the field level of the organisation to combine forces and improve the performance of the organisation, as well as the service delivery towards citizens.

The programme took place in various steps. First, a group of SASB and CMB staff was identified to attend a training of trainers. Trainers from the Centre of Excellence for Change of Chennai and from the Addis Ababa Water and Sewerage Authority came to Beira to train local staff on FLL methods. Later on, SASB and CMB trainers adapted the FLL methods to the local context. Later on, the about 200 people working for SASB were divided in group of about 25 places and attended a series of 4 days-long training.

After months, FLL evaluation days where organized for each group and at the moment of writing of this report another FLL evaluation day is organized for each group.

The final step of this approach is to monitor the impact of the FLL in SASB. This paper is part of this exercise. It provides a qualitative assessment of the effects of FLL and describes some changes that took place after the training. In order to do so, 28 face-to-face interviews with SASB and CMB staff, including both trainers and trainees, were conducted in January 2023 to gather
some evidence as well as to have a narrative of the changes generated with the training. Moreover, five interviews with the population were also conducted to gather their point of view. This report presents some anecdotes that emerged from the interviews. It comes in combination with a video which presents the main findings.
FLL: experience and anecdotes from SASB’s staff

Lucas Cussara José Chemuluje
Driver, Operation and Maintenance department

As driver as SASB, Lucas Cussara currently works in the operation and maintenance of sanitation infrastructure. In everyday life, he drives tractors and other heavy vehicles used for emptying and cleaning the sewer network and septic tanks.

“My experience with FLL has been good, the training was a worthwhile experience. What I learnt generated a change in my behaviour. Before, we had a different way of acting with civilians. It sometimes happened that they were angry with us. In response we were angry with them. We even argued with civilians. FLL showed us that you cannot solve a problem with another problem. Now we try to explain the population what we do and the challenges we have. We manage to mediate certain situations and carry the work forward without conflict. We try to understand them and find solutions.

I can say that I changed a lot after the training. In the past, when I saw a colleague doing mistakes I thought it was not my problem. Our communication was not the best. Nowadays, if I see a colleague in trouble I try to help. The work of my colleague is also my work. I understood that the important thing is that work activities must move forward.”
Mr Mungoremba is also a driver in the operation and maintenance of sanitation infrastructure, and he mainly works to emptying and cleaning the sewer network and septic tanks around Beira.

“My work requires a lot of patience and willpower. Each day is different, sometimes things works well, other not. Certain days we encounter problems, other days we don’t, especially because we work with people. Everyone has its own way of thinking and acting. This does not always coincide with that of other people. This can create complications.

The training brought several moments of reflection on the way I relate to my colleagues. I am more motivated and happier because our communication has improved a lot. The team work as well. Each individual cannot know everything, it depends from others. Now, there is motivation to help each other, even out of our daily duties. For instance, in the past I only worked as a driver. Now, I am available to help others out of my duties who directly work in emptying and cleaning the sewer network and septic tanks.
Moreover, there is more respect among colleagues and tensions have reduced”.

Maria Madeira dos Santos  
*Cleaning assistant, Operation and Maintenance department*

Within the operation and maintenance team, she supports the operations of the cleaning of drainage system. One of her tasks is of entering and cleaning drainage boxes underground, after the intervention with mechanical pumps. She removes garbage and other material that cannot be aspirated with the pump and obstructs the normal flow of water in the drainage system.

“My work is a difficult one as I have to enter into sewer boxes. We often have to face the population who argues with us complaining we don’t work well. In the past, when we met this situation, I felt we will not overcome these problems. With the FLL, I learned we have to give our best to satisfy the population, to do what they want. I have to be the first to do this within my team, even when people complain roughly. Today I face these issues with lightness and do what has to be done with zeal. The training awakened in me a sense of responsibility and teamwork.
Before I only worked for the salary, but thanks to the FLL I feel proud to be a public servant and work for the population and the improvement of the sanitation of the city.

Moreover, what touched me was to work together with colleagues. In the past we didn’t work in collaboration. Now we collaborate and our interaction with our superiors changed for the better. We listen to the ideas of our superiors, and they listen to ours.”

Sara João Massacaje
Cleaning assistant, Operation and Maintenance department

As cleaning assistance, she also supports then operations of the cleaning of drainage system, by entering and cleaning drainage boxes underground.

“The training tough me how to work with my colleagues, as well as with citizens. Before, when people complained with us, we didn’t have the patience to listen to their concern. We argued. Now we manage to talk to them, we listen to them, and work until we solve the problem. We go into the field, we listen to the population, and we do our cleaning. It happens that people thank us. Moreover, we talk to people to make them understand that it is important to well maintain infrastructure and maintaining hygiene.
I work for having a salary but now I am also aware that my work can save the population, it reduces the risk of diseases and I contribute to keep my city clean and healthy.”

Aida Amade
Cleaning assistant, Operation and Maintenance department

“My main work is to clean drainage boxes underground. It motivates me to know that my work has an impact on the community. The FLL was like a light that made us realize that we were living in the dark. This training should continue. For instance, the dragon game taught me the need for unity among colleagues.”

João Coutinho
Cleaning assistant, Operation and Maintenance department

His work as cleaning assistance takes place mainly within SASB facilities, and less on the road.

“I noticed various positive changes both among my colleagues and in myself thanks to the lesson learned with FLL. For instance, the dragon game taught us that a dragon as a head, a body and a tail. This made us to reflect on the unity between the governing body, team leaders and the subordinates in our company.”
Maria do Ceu de Brito  
Secretary, Operations and Maintenance department

As secretary of the operations and maintenance department, she has to deal both with the public as well as with colleagues.

“I learned a lot from the training. Now I am more flexible, faster and I interact better with colleagues and the public. As a secretary it is crucial to maintain good public relations. You have to be polite, especially to people outside the organisation. Before the training I didn't pay much attention to these aspects. I didn't give importance to these work dynamics, especially with the bureaucracy, which to some extent created frustration among the public. Now things are faster and better. The equipment and means we have also improved. We all work to improve SASB.

Yet, salaries remain low and protection equipment should also improve. Moreover, many people do a dangerous job that put their health at risk. Therefore, a subsidy or health plan should be available to them, especially for colleagues who work in the sanitation area.”
Abdul Artur Armando

*Head of sewerage network, Operation and Maintenance department*

As head of sewerage network, he coordinates a team dealing with the cleaning of sewerage. Moreover, he deals with citizens on the ground.

“Since the training I feel I have a new image. I improved a lot. In the past I even fought with some citizens and I was intolerant. I sometimes responded badly and hurt people verbally. Nowadays, when I deal with the public, I attend it properly.

Communication with colleagues also improved, as well as my attitude at work. Before, my colleague’s problem was his own problem. Nowadays, my colleague’s problem is also my problem, the company's problems are the problems of each one of us. We are all part of the same cause. FLL made us speak the same language.

FLL is one of the most beautiful memories I have at work as I had never attended a training before, a training that made me learn and play at the same time.”

Claudio Dinis Gomez

*Head of waste water treatment plant (ETAR), Operation and Maintenance department*  
*FLL trainer*

ETAR is the facility managed by SASB to treat black water. Mr Gomez manages the team and operations at ETAR, and monitors the discharging operation which take place in the wastewater treatment plan.

“FLL was a different training course from any other I have ever seen, with a teaching methodology which was totally new. It was a playing-learning method. Every game had a message which was directly related to our daily life at work.

Messages were related to changes both at individual and collective level within the institution. And all of this influenced our behaviour with the community.
Change is a process, it doesn't happen all of a sudden. Some people are not used to change and have not changed as fast as others. We have to be patient and persistent in transmitting good manners. We have to continue pursuing with the lessons learned from FLL. However, I see big changes at SASB.

In the past we avoided problems. If a road was damaged or flooded we avoided to go there. Now we do not give up. We try to reach areas with difficult access to tackle certain problems. We build infrastructure to drain rain water. We don’t do this for money, we do because people need us.”

**Lars Domingos José Manuel**  
*Head of Drainage Ditch Maintenance*  
*FLL trainer*

The drainage system of Beira was created to minimize the risk of flooding. At the moment, there are 29 floodgates and 6 stations connecting the various canals and allowing water flowing to the Ocean. Mr Domingos coordinates a team composed of civil technicians, electricians and mechanics in charge of operation and maintenance of drainage infrastructure. Their work is key maintain the system fully operational.

“FLL was very important for acquiring new knowledge in various aspects. It had an informal method. The various games gave us examples of how to deal with certain situations at work.

Now everyone is aware of how to work. Each individual knows that he must be the first person to solve a problem. When he doesn’t find a solution, he must discuss with a colleague. If the colleague doesn’t know how to tackle a certain problem, the team must find a collective solution or report to the boss. Everyone is aware of what the follow-up chain is. This is a big improvement which allows things to move ahead more rapidly.

Now, when there is a problem in the field we intervene more quickly and we are faster in tackling it. Before we were waiting for other to intervene. Now we all feel responsible. People are often positively surprised.

In the past water remained up to 15 days after flooding. Now, the situation normalises after four days. We have better infrastructures and equipment. The population causes less problems as waste disposal got better. But our work as a team is also better than in the past.”
Paulo Chea Sacala  
*Responsible for Chiveve floodgates, Drainage ditch system department*

Beira has two main floodgates stations connecting drainage canals to the Ocean. Mr Sacala is the responsible of the Chiveve floodgates station: he coordinates the team and the operation of opening and closing floodgates deepening on the tide and water level in the canals in consequence of rain.

“I am very proud of my work. Without our work, the city can get flooded and the mangroves will not survive. We control the sea-tide and water levels in the canal, especially during the rainy season: we open or close floodgates to prevent flooding or drought in the green areas of the city. I am proud as I contribute to the well-being of the citizens as well the health our company.

The training brought us many changes. The games indicated us how to behave at work. For instance, the game of light and darkness made me think about the wrong attitude that many of us had. In the past, when a colleague was absent no one replace and perform its tasks. Now we realised that we are all responsible of what we do. When there is a problem we should not look for a culprit, but tackle the situation.

Change begins from the single individual and others can follow. In particular, I, as a manager, have to set a good example for others.”
Joaquim Jeremias,
Head of Operations, Department of drainage ditch system

The expansion and proper functioning of the drainage system is key to avoid flooding and make sure water flow to the Ocean. Joaquim Jeremias is in charge of managing operation for cleaning, managing and expanding drainage infrastructure in Beira.

“I like to be directly involved on the ground, and not just coordinating activities and giving tasks to my colleagues. What motivates me the most is the social impact of my work. I care about where I live and I can contribute to solve some problems of my city.

Before the training, our job was more stressful. We worked without a direction. When we went to the field everyone was doing its own things independently, without a framework. When there was a problem we sometimes run away from it. We thought we could not tackle it. Now we are better equipped. Moreover, the FLL brought some change in the institution: it showed us that we should not look at problems as such, but as a mechanism for change and search for solutions as a team.”

Alberto Chico Mosé Mapulango
Heavy machinery driver, Department of drainage ditch system

As heavy machinery driver, Mr Mapulango is in the front line in the opening and maintenance of drainage canals.

“Opening new drainage canals presents many challenges. The terrain is difficult, there are many precarious constructions, access is difficult. But now we are more motivated to find practical solutions at work. I like working to maintain my city clean and for the well-being of the population.

Before the training I had never thought of mobilising people in the community to take care of the place they live. The equipment of SASB improved in recent years, but we only have one caterpillar and we cannot respond at the same time to all the citizens’ needs. Therefore, people’s engagement
is very important. Some people now join forces with hoes and clean or open small ditches to facilitate water flow.

We also changed the way we approach the population. In the past we often talked about fines and penalisation. Now we give more positive messages.

I am a kind man, whereas some colleagues at time were a bit rude. The training opened up people.”

Antonio Venciano Luis Daudo
Mechanic, Department of drainage ditch system

Drainage canals are connected through various stations where floodgates regulate water-flow. This requires a constant maintenance which is conducted by the technical team odd the Drainage ditch department. Antonio Venciano Luis is one of the mechanics of the department.

“After the training I had another moralization. The biggest motivation is the well-being of our city. Keep our city out of floods and clean.

Some of the games we had during FLL marked me a lot. For instance, when we did the rope game I thought it was impossible to find a solution. Then, we
worked collectively to find a solution to the problem. Now we do the same at work. The papers
game thought me that I have to understand my colleagues’ problems so that I can help them.
Even if they work in another areas. For instance, I sometimes work my electrician colleagues,
though that is not my area. At the same time, I get support from them. We work in unity and I
feel I am learning more. Before it was not like that.

I change even in my private life. Now we have a better dialogue at home. If there is a problem,
we try to solve it.

Some of our superiors treat us differently. In the past they gave us instructions and then left.
They wanted to know the results at the end, without caring about the difficulties and problems
we had. Now they care more about us and our work. We even work together. There is more joy
when we meet. These are small things that give us motivation. This is without a doubt an effect
of the training.”
Armando Mussapinga José  
*Electrician, Department of drainage ditch system*

As electrician, Mr Mussapinga is mainly in charge of operation and maintenance of the electric functioning of drainage stations and floodgates.

“What motivates me the most is learning through the practice of my work, but also knowing that through my work I am helping to save people from floods.

The training changed me quite a lot. And I see this change in many of my colleagues. Before we used to work in small group. We were more isolated. Now this spirit has changed. We interact more with colleagues from other areas. There is more collaboration.

I also learned that when I have a problem, I have to talk to my colleagues about it. We must have the spirit of working as a team. I don't just have to do my job, and when I finish I don't look at what others are doing. I learned that I have to look, I have to help one another.

Moreover, I learned that in an organisation there are leaders and subordinates. But they need to coordinate to make sure that things move ahead. We must have the spirit of team-work.

Another positive development I see is that we have better means and equipment at SASB. This facilitates our work and give motivation. However, this is an area that need o be strengthened. Our work can be dangerous and we need more investment in this area. Moreover, salaries should raise considering the importance and the risk of our work.”
Cremildo Laz João  
*Electrician, Department of drainage ditch system*

“What I like of working at SASB is that we contribute to maintain the city clean so that the population can leave in a healthy environment.

Things at work changed a lot after FLL. Before, if there was something to do out of their specific duties, people run away. Now we work collectively. We support each other, and we learn from each other. We know more from other areas and I feel we are more knowledgeable. I am an electrician, but I feel I gain some knowledge in mechanic and civil construction.

The games we played an impact on me. For instance, the puzzle game taught me that we have to work together to solve a common problem. One month ago, the water in Chiveve canal suddenly rose to a higher level than normal. This caused flooding in the Goto area and people complained. We intervened promptly, with units from various departments. And we quickly solved the problem. Before, there was no such cooperation. I felt proud as we joined our forces to solve a problem.”

Henock Chicumbe  
*Head of Communication and Community Relations Department*  
*FLL Focal Point*

He coordinates the activities of the Communication and Community Relations Department. As such, he manages the team who directly interfaces with the population needs and complains. Mr Chicumbe was also FLL focal point of behalf of SASB and the municipality of Beira

“We are proud that SASB was chosen as a pilot institution for FLL not only within the Municipality of Beira, but at national level.

The ultimate goal of FLL was to strengthen the management of drainage and sanitation infrastructure and provide a better service to our community. FLL has brought many changes within SASB.
The training made us realise many things had been dormant and needed to be urgently awakened to improve the service we deliver. Now we have the mission to put into practice what we learned during the training.

FLL was a mind-opener for many of us. Interactions with colleagues improved. Communication with the public got better. Today staff do care about SASB, and not just about his duties at work. We are more responsible.

This have a direct effect with operations in the field. For, instance, now 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. Indeed, if the employee is not motivated, the work runs very slowly. Therefore, this link between the motivation of employees and a greater attention of the leadership in the opening of drainage canals has created this difference.”

Maria Madalena Francisco Raiva
Officer, Communication and community relations office
FLL trainer

Maria Madalena Francisco deals with administrative issues, but she also directly deals with the public coming to SASB’s headquarter. At times, she supports awareness raising activities in the field.

“The training was different in every aspect and was a unique experience. I taught to my colleagues, but at the same time I learned from them. Now I know them better. Their personal stories, their daily challenges. Some people had an easier live, other a more difficult one. And they carry these issues with them.

It was a very human training. It worked directly on our emotions and we got closer and closer. We care more about our workmates, our family, their life out of work. Now we help each other. I remember that before the FLL, only bosses and coordinators used to intervene in meetings. Today, there is more interaction and everyone has to say something. We receive feedbacks to improve things at work. Communication is better. Changes occur differently in each one of us, but the process is worthwhile and improved work dynamics.”
Waste management is a big concern for the Municipality of Beira. Keeping the city clean is crucial for the proper functioning of drainage and sanitation infrastructure, avoid obstructions of the network, and minimize the risk of flooding and public health threat. As part of the communication and community relations office, Domingas Pedro works to raise awareness among citizens on various issues related to drainage, sanitation and solid waste disposal. Awareness raising campaigns often take place in markets, on the streets, and sometimes door to door.

“In the past we treated people differently, they were less keen in listening and understanding our messages. The training tough me we have to deal with citizens with love and kindness and change the way we communicate to them. More people listen to us and understand the importance of keeping the city clean. There are more waste containers and waste disposal improved. There is less waste in drainage canals.”

Maria José Colaço
Activist, Communication and community relations office

“I like my job: I deal with raising awareness with the population. One of our major concern is to make people understand about the need to well maintain drainage infrastructure and avoid throwing garbage on the streets and canals. The big change I see is that now we listen to people’s concern and we improved the way we communicate. In the past, we didn’t take these things into account, but I realized that they are very important for the service we deliver. I see that despite various problems still exist, citizens are more responsible. It’s less common that they throw garbage on the street and in the canals.

Moreover, communication with colleagues also improved. Sometimes, due to lack of communication, we did not report the problems we had. Things remained unsolved and people used to come to SASB headquarter to complain. They wanted to talk to the director. Now we know how to tackle this situation. People do not need to talk to the director. And we learned to report the problems we cannot resolve ourselves to our superiors.”
Domingos Bota
Head of projects division, Project planning department

As heads of projects in the planning department, Mr Bota assesses and authorises new construction of projects such as septic tanks and other minor infrastructures within SASB (workshops, buildings, etc.).

“The training was very practical and the work environment has changed. The FLL served as a link between us: relations among colleagues at various levels improved. I am more focused at work. Things go faster. Yet, changes are not accepted by everyone in the same way. There are colleagues who, even after having gone through the FLL, still need to adapt to this new work dynamic and improve their work.”

António Manuel Mussa
Human Resources officer

As Human Resources Officer, Mr Mussa deals with almost everyone at SASB. In the past he also worked in the field and conducted awareness raising campaigns with the population.

“The Human Resources department is like the heart of a company. The training improved our work as a team. Before, when a colleague was absent, busy, or was not doing its job, I wouldn’t have committed myself in doing its job. Now when they need, I made the effort of helping them.”
I am fine in helping a colleague of another area, such as an accountant. Things go faster, the company is more dynamic.

Moreover, I interact more with colleagues. I am more patient and open. I explain procedures and provide information. Before I was not doing this.

Interaction with bosses even changed, it is better. For instance, in the past I sometimes considered the director general as an obstacle. Now I don’t. I interact with him and ask for advice if I have a doubt. Our relation got more fluid and I realised he is open to explain. Work relations are friendlier."

**Henriqueta da Graça Panemio**  
*Officer, Municipality of Beira, Matacuane neighbourhood*  
*FLL trainer*

As neighbourhood officer, MS Graça Panemio works directly with the public in neighbourhood headquarter. She works at the desk and support people in compiling documents, paying taxes and deal with their complaints.

“Initially, it was difficult to understand the teaching of the FLL. Yet, I have learnt a lot, and so did my colleagues. In the past we had some fights and disputes at work. The training taught us that fighting is not a solution. We need to be patient and to have the capacity to dialogue at all times. I talk less, and I listen more. Both with colleagues and the public. Change take time, but I see that things are improving at work. In the past, I already made some illicit charges to the public in exchange for some services, even though I knew that this was not correct. After the training I left behind everything that was wrong.”

**Graciano da Silva Armando**  
*Official of the municipality of Beira, Mungassa neighbourhood*  
*FLL trainer*

Graciano da Silva Armando is an official of the Municipality of Beira and works in an expansion neighbourhood. Therefore, he has direct and daily contact with the population. Moreover, he was one of FLL trainers.

“Mungassa is an expansion neighbourhood which is located in a low-level terrain. It is an area which easily get flooded when it rains. People complained and often reported the situation on TV.

SASB became very active in the area and it’s rapidly developing new drainage canals to avoid water accumulation and minimize the risk of flooding.”
After FLL my colleagues told me I was different. I improved the way I communicated to them and I was more motivated in solving problems. I realised that in order to change an institution, I firstly have to change and give good examples. Moreover, I was more active in the community: I organised meetings with citizens and explained than when there is a problem they should not wait for the municipality to solve it. They should be more active in taking care of where they leave. After that, some people mobilised to open small canals to facilitate the drainage of rainwater. At the same time, CMB is more active to solve the problems that citizens cannot solve and build new drainage infrastructures. People are happier and grateful with the work we do.”

Salvador Nhama

Station operator

“In the past, there was certain disorganization in the company. There was also a big gap in the way we related to each other. Despite the fact that some things still need to be improved, such as the employees' salary situation, I noticed a great advance in terms of the internal relationship and communication between employees and the institution’s management. Behavioural changes take time, but they are worth it if they are positive.”

Jorge Paulo

Faecal sludge transfer operator and monitor

Jorge Paulo works in a team to check and control the arrival of faecal sludges at the treatment station.

“My work is extremely important for public health. This is the first time I had such a training. It showed me that we are all equal and that we should respect each other. Prior to the training, there was no good communication between superiors and subordinates. The FLL made us live as a family.

In the past, there was more disagreement about who should carry out some tasks at work. This was often due to a lack of patience and training. Moreover, I regret the times I was late on purpose and I also recognize the fact that I used to put my personal issues above my work activities.”
"FLL was a great experience. It was a different type of training. We played a lot, but it also required a lot of analysis from our side. I appreciated that it was for everybody in the institution, and not just for the management. It made us all strive for the good result of our company.

The training awakened in me several questions about who I am within the institution, what my motivation is and above all how I behave when I face with challenging situations and people. Interactions at work improved, yet things must still improve collectively."

"SASB has the very delicate mission to guarantee environmental security of Beira: it manages sanitation and drainage infrastructures. This is a complicated mission which involves a large number of people. Indeed, we needed the FLL to train all our staff, to reactivate our forces, to get in tune with each other and above all to understand how valuable our mission is.

I see some positive results which encourage me to move forward. The work attitude, the collectivism, the friendliness in dealing with citizens has improved. Staff now understands that the work we do is important for the population. Moreover, there is more harmony and coexistence within the workplace. All this have a positive impact on the quality of the services we provide.

For instance, the number of complaints I receive from the population for having been poorly attended have significantly reduced. The communication and community relations department is doing a lot to provide information and manage some conflicts. People’s concerned are no longer addressed randomly. When there is a problem, the department informs the responsible team and our response time has reduced. Now, I can stay even one week without hearing any complains from the citizens. This is a good sign."
I’ve seen extraordinary things from my colleagues. I have teams that are opening ditches that surprise me. If I stay 2 or 3 days without going into the field, I find that things have already moved a lot. The same happens in the area of sanitation. People give and give and give a lot at work.

People inform me about how things move ahead. At the end of the day they send me images to inform how they tackled a certain problem. This didn’t happen in the past.

FLL affected each person according to their institutional role. It was good to train directors and manager, who are supposed to give the good examples. But having subordinates was equally important. People are keen to move things ahead. All in all, SASB turned to be more dynamic.”

Testimonies from the population

Resident from Macuti neighbourhood

Macuti is a coastal neighbourhood of Beira, which is constituted of a formal area with better infrastructure, and a fast-expanding area, which largely lays below see level. This area presents many challenges which are typical of many expansion areas of Beira: unplanned urban settlements, inadequate sanitation and drainage infrastructure, densely populated areas with narrow access routes. The area is subject to regular flooding during the rainy season, as witnessed by a woman who resides in the neighbourhood:

“From December to February everything gets flooded here. We stay in water. Food, everything is in the water. This happens every year. We don’t know what to do. We just wait for the rain. Our heart is in our hand”.

Residents from Mungassa neighborhood

Mungassa is a neighbourhood located in the Northern side of Beira, where new settlements are rapidly springing up in a flat, wet area that is prone to flooding during the rainy season. Over the last year SASB is building new drainage infrastructures to let water converge towards a reservoir which is connected to the sea. Some parts are now better off, though flooding is still a concern for many.

Orntesia Xavier Zungusa, a young mother home of four children, told us the following:

“With cyclone Idai our house collapsed. We rebuild it, but with cyclone Eloise it suffered again. Moreover, when it rains we have to leave, stay in the centre, in the school. We do it every year. However, carrying children to live in school all the time is not good. There are many people seeking shelter in school. Yet, school is not a safe place to stay with children. It’s easy to get sick.

The Municipality has just built a drainage canal. We hope that this will protect our area in the future, our house. We plan to rebuild it, and we hope it will not flood during rainy season.”

Larissa Artur, a young woman mother of two children expressed similar concern:

“When it rains, water gets inside the house. Everything gets wet. We suffer. We have to put everything on the table. We cook above the bed. If it rains a lot we have to look for shelter in
school. Water remain for many days and we cannot go back home. We have tough time. There’s nothing we can do.

We hope that the drainage canal that was build will protect us, will protect our house next time it will rain”.

The expansion of drainage infrastructure is already giving some positive results, according to some residents.

According to Manuel João Nhamazi, a young man father of a few children, “before we suffered a lot with floods. We often had to find shelter in schools with children. But these drainage ditches and bridges that were built by the municipality have reduced the problems of Mungassa area”.

According to his neighbour, Fernando Maveto, “In the past we had big problems with water. It reached up to one meter. My whole house was flooded. We had to find shelter elsewhere. We had to leave our house for various days. In those days, we even suffered problem of theft. Water remained up to 20-25 days. But since the construction of the drainage system after 2 days we don’t have water in our backyard. It’s a very important relief.”

By the time of writing this report, Beira was hit by new heavy rains caused by Tropical Cyclone Freddy. Large parts of the city were flooded, including Mungassa. While I could not directly verify the situation on the ground, I was told by SASB and some people living in the area, that the existing drainage infrastructure limited the problems and in various areas water receded faster than usual.

Larissa Artur and her family
Conclusions

Over the last few years, SASB has gone through substantial transformation. International donors such as the World Bank, the European Union, and the Government of the Netherlands are investing millions of dollars in drainage and sanitation infrastructure among others. In the years ahead, SASB will have a central role in operation and maintenance of this infrastructure, which is supposed to make Beira a safer and healthier city. This infrastructure will also contribute to protect the city from climate threats such as coastal erosion, cyclones and heavy rains, which causes seasonal flooding.

As such, international donors, as well as the municipality of Beira have directly invested in SASB’s capacities. Nowadays, SASB has better facilities, more vehicles, equipment and means to conduct its daily operations. FLL took place in this growing favourable environment on the premises that the success of these efforts largely depend on how well these interventions are executed by individuals within the organization.

As mentioned by Peter Van Tongeren, VNG Country Representative in Mozambique, “FLL specifically is focusing on the human factor. It goes deeper than normal skills training. It really focuses on the values of people and how these values are influencing their behaviour. FLL is encouraging people on the field level of the organisation to combine forces and to improve the performance of the organisation, and also the service delivery towards citizens.”

The qualitative anecdotes and stories presented in this report seem to indicate that the FLL programme played a role in making SASB a more dynamic organisation. All the people that were interviewed were very positive with the experience had. For the majority of the staff, it was the first time it had on-the-job training. For many people, it was the first time they were asked how they feel at work, what their daily challenges and motivation are. It was the first time they could interact with their superior in a non-formal manner. Moreover, it was a very practical training which contributed to make people reflect on their daily-work dynamics.

The narrative presented above indicates some major effects of FLL on staff motivation, interaction and communication with the community, internal communication and collaboration. All this has had a direct effect of the operations that SASB conducts on the ground to tackle some of the challenges that Beira has.

**Staff motivation.** The stories collected indicate that the training contributed to raise the moral of SASB staff, who is more engaged in providing a better service to the community. Many people mentioned that despite the low salary, the difficulties in delivering their work, the risks they face in operations and maintenance, they feel proud of the work they do. FLL made them reflect that despite the challenges they face, their work has a positive impact on the community. It reduces the risk of flooding and the public health threats deriving from living in an unhealthy environment.

Before the training, it was common that people avoided problems and difficult operations. After the training, many people are more engaged in solving existing problems. For instance, in the past, they avoided roads with difficult access. Now they do their best to go and solve a problem.

**Interaction and communication with the community.** It looks that SASB is now closer to the citizens of Beira than it used to be in the past and manages to give concrete responses to tackle
some of the daily challenges that the city faces. Many people indicated that they are more patient when interacting with the population. They communicate better. They spend more time in listening and explaining. It is less likely they respond roughly when a citizen is rude. This happens both with field staff, as well as with white-collars working in the headquarter.

Moreover, the communication and community relations office was strengthened to better interact with the public, collect complaints and grievances, and alert competent departments to intervene and tackle certain situations. It was mentioned that this has reduced the number of complains and the time to intervene and solve specific problems on the ground, such as clogging of the sewer system or septic tanks and flooding.

**Internal communication and collaboration.** Everyone mentioned that this is probably the biggest result had with FLL. There is almost a general consensus in saying that communication and collaboration between colleagues from the same department and from different areas improved.

In the past everyone was focused just on its duty. When a problem occurred and the person could not tackle it, it often remained unsolved for several days or week. Now people help each other: they are more likely join forces to conduct their duties and solve problems. This happen both within a department and among departments.

Moreover, there is better communication and coordination between managers and their subordinated. Daily activities are better planned and people have clearer instructions. As a consequence, people feel more responsible: they are more active in conducting and finalizing their duties in collaboration with colleagues.

Finally, many people have suggested that there is more interaction between the staff. Relationships have become more relaxed, there is more closeness between colleagues regardless of hierarchy. This has made the working environment more stimulating and pleasant.

**Effects on the ground of SASB operations.** All this has had a direct effect of the operations that SASB conducts on the ground to tackle some of the challenges that Beira has. Flooding, in combination with the risk of cyclones, remains a major concern both for local institutions and the population of Beira. Yet, it looks like the dynamism that SASB had in building new drainage infrastructure is minimizing the problem in some parts of the city. As some citizens mentioned, the opening of drainage canals is contributing to let the water flowing faster after heavy rain in some areas of the city. The same happens when the sewerage system becomes clogged: SASB can handle the situation better and faster.

**Existing constraints.** As the Director of SASB mentioned, FLL took place at the right moment, when SASB’s capacities where strengthened thanks to investment in facilities, equipment and means. In the coming years, SASB will have a central role in operation and maintenance of drainage and sanitation infrastructure. The evidence collected seems to suggest that FLL contributed to strengthen the capacities and motivation of the staff of the organisation. Yet, there are many challenges that can hinder the results achieved.

Many people mentioned that salaries are inadequate given the importance of their work and the risk they take in delivering their duties. Indeed, there are multiple health and safety risks when dealing with sewerage and water drainage maintenance. In recent years, investments
were made in protective and safety equipment to minimise risks to health and accidents at work. Yet, the equipment is still not adequate and deteriorates rapidly. Therefore, if more and continuous investment in this area will not take place, the positive results achieved with FLL in terms of staff moral and collaboration could be undermined. SASB top management is aware of this but its capacity in tackling these issues largely depends on the economic sustainability of SASB and its ability to attract new investments.