

**The Investor Roadmap of Tanzania  
Phase II: The Process Improvement  
And Capacity Building Workshop  
for the Division of Survey and  
Mapping**

**Final Report**

**U.S. Agency for International Development**

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## **1 0 BACKGROUND OF THE WORKSHOP**

This workshop focusing on the Survey and Mapping Division was held on August 4, 5 and 6, 1998 in Dar Es Salaam. The dual focus of the workshop was to focus on 1) the survey and mapping process as performed by SMD, its counterpart functions in local authorities, and Licensed Surveyors, and 2) the relationship of SMD with internal customers in the Ministry of Lands and Human Settlements Development, Licensed Surveyors (in their customer role), and external customers and Investors.

The workshop resulted from several months of discussions with the various divisions of the Ministry of Lands and Human Settlements Development. An earlier planning session with all of these parties resulted in the following overall purpose: "In the context of the Investor Roadmap, to design an effective, efficient land delivery system that addresses the requirements of Investors."

It was suggested that due to the large scope of this purpose and the resources and time required to undertake a workshop dealing with such a large scope and also because of the requirements of attending to the budgetary process of Tanzania simultaneously occurring in Dodoma, that a portion of this scope be undertaken as a first effort. It was, therefore, determined that the first step in dealing with this larger scope be a Process Improvement and Capacity Building Workshop undertaken with the Survey and Mapping Division. However, because of the mindfulness that the Survey and Mapping Division exists in an ongoing relationship with the other divisions of the Ministry, it was decided that a focus on the customer and provider relationships with these other divisions was needed as an important part of the workshop.

The Purpose of the Survey and Mapping Workshop as finally developed was

To reduce the time needed to deliver land to Investors by eliminating delays and problems in the survey and mapping process and by increasing the Survey and Mapping Division's technical and organizational capacity to serve its customers.

The participants at this workshop included staff from the Survey and Mapping Division, from the Commissioner of Lands, from the Registrar of Titles and from Human Settlements Development - all from the Ministry of Lands and Human Settlements Development. It also included staff from relevant surveying functions from the Dar Es Salaam City Commission as well as representatives from some districts. It included Licensed Surveyors and representatives from counterpart organizations focused on local government reform as well as from survey and mapping disciplines at local universities. Finally, it included representatives from the Investor community, including the Tanzania Investment Centre.

## **2 0 THE INVESTOR ROADMAP**

This workshop occurred in the context of the Investor Roadmap. The Investor Roadmap is a multiyear effort in Tanzania designed to focus on the needs of the Investor as a critical means of facilitating the movement to a well-functioning market-based economy and developing that economy. The original Roadmap Study issued in July of 1997 highlighted the thirteen processes necessary for an Investor – whether Tanzanian or foreign, to build and maintain a business in Tanzania. These processes can be categorized into the four groupings of employment, locating a business, reporting to government, and operating a business. Among these processes is the Land Allocation and Delivery process. In the process of conducting this initial Investor Roadmap study and the follow-up activities, a number of troublesome processes were identified. Among these processes was the Land Allocation Process. The other troublesome processes identified were Imports Clearance, Business/Trade License Issuance, Expatriate Permits, Investor Immigration Permits, and Building Permit and Planning Consent Approvals.

The work with the Division of Survey and Mapping and the Ministry of Lands and Human Settlements Development is an effort by all the parties concerned to improve the Land Allocation and Delivery process from the perspective of the Investor.

The original Investor Roadmap in Tanzania was undertaken by The Services Group from Washington, D C , USA that has the expertise of conducting roadmap studies and follow-up activities around the world. Subsequent roadmap efforts in Tanzania were undertaken by The Services Group and Porter-Novelli from Washington, D C and by The Economic and Social Research Foundation (ESRF) from Dar Es Salaam. ESRF has conducted an additional Benchmarking Study as part of the Roadmap effort that looks at utility, building and business license functions across five cities and towns in Tanzania. The Services Group and ESRF collaborated in conducting a Process Improvement and Capacity Building Workshop in Mwanza covering the Building Permit and Planning Consent Process.

This current workshop covering the Survey and Mapping Division was conducted by consultants from The Services Group, The Economic and Social Research Foundation and the Civil Service Department.

### **3 0 THE NATURE OF THE PROCESS IMPROVEMENT AND CAPACITY BUILDING WORKSHOP**

The workshop is called a "Process Improvement And Capacity Building Workshop" because of its dual focus on both process improvement and capacity building. The philosophy of this workshop is that process improvement occurs as a result of an individual workshop as well as from ongoing process analysis and implementation efforts. In order to secure these longer term objectives and, in fact to ensure a successful outcome of the initial workshop, itself, capacity building needs to be part of the effort.

The capacity building in this case refers to developing in individuals, working task groups, cross-functional groups and larger organizational groups the tools, approaches and attitudes of process improvement, effective team action, participatory and collaborative actions, and the awareness, skills and behaviors necessary to maintain an ongoing focus on the customer.

This workshop relied on utilizing the full potential of individuals as contributors in order to achieve its outcomes. It relied on all the individuals at the workshop as the experts in their related areas of endeavor and as the holders of important knowledge, data, experience and ideas. The purpose of the workshop was to enable the individuals at the workshop to contribute at the highest level possible in order to respond to critical challenges facing the Survey and Mapping Division, the entire Ministry of Lands and Human Settlements Development and, in fact, the nation of Tanzania. The workshop provided the design, facilitation, approaches and tools to enable the processing and full utilization of all of these different points of expertise and perspective.

Several important aspects of the workshop deserve to be highlighted. One is that the customers of the target organization were a full part of the workshop and the effort to improve the target work process. This is reflected in the detailed efforts undertaken to select customers, in the use of most of the first day of the workshop for identifying customer requirements and hearing them in a very direct and straightforward manner, and in the utilization of customer perspectives in all of the work of identifying process improvement recommendations.

Another important aspect of the workshop was the development of a future vision for SMD. Along with an Investor Roadmap needs to come the awareness of the destination in the future to which the roadmap leads. An Organizational Vision (or, in this case an organization and Investor vision) for meeting Investor needs in the future provides this. The Vision provides the destination whereas the improved Roadmap provides the way to get to the vision on a consistent and effective basis.

In the case of this workshop, the vision was developed for SMD in 2003. The vision was the result of a question asked of the participants, which was "What would the SMD organization be like and how would it be operating if it was flawlessly meeting customer requirements?" A Vision by its nature is intended to be an evolving and living creation rather than something set in concrete and placed in a frame or on a shelf. Of significance at this workshop was both the vision itself, as well as the conversations that developing the vision evoked. One of those conversations which deals with the entire issue of devolution to the private sector will undoubtedly be continued into the future.

Another important aspect of this workshop is its high level of participation and collaboration. In a society that is attempting to build and maintain democratic practices of governance, the skills, practices and behaviors of participation are critical. In a nation or an organization that is endeavoring to be competitive in the global, high-tech marketplace made up of both competing companies and countries, the responsiveness to the environment that results from participatory approaches is also critical. Only by devolving the authority, skills and responsibility to the people closest to the customer can an organizational entity that exists in a dynamic marketplace hope to survive and prosper.

The workshop was designed, developed and delivered as a collaborative enterprise. The design of the workshop and its planning logistics were the result of a collaborative effort among consultant and Survey and Mapping and other Ministry of Lands personnel.

## **4 0 OVERALL MODEL FOR THE WORKSHOP**

The overall model for this Process Improvement and Capacity Building Workshop has three phases to it. The first involves collaboratively developing the Purpose of the workshop and the design with representatives from the organization who will be the subject of the workshop. This phase also involves doing all of the planning for the workshop. The second phase involves delivering the workshop, itself. The third phase involves the follow-up to the workshop. In Investor Roadmap terms, the planning for and delivery of the workshop is Phase II. The follow-up to the workshop is Phase III.

### **4 1 Preparation**

In the Preparation stage, the consultant meets with identified stakeholders of the organization. This may include people outside the formal boundaries of the organization in cases where these people are critical stakeholders to the successful implementation of the results of the workshop. This group essentially charters the future workshop by indicating their willingness to move forward to carry out the workshop and make use of its results.

This chartering group or a subset of it then becomes the working Event Planning Team that proceeds to design, plan for and carry out the workshop.

During these planning and design meetings, several things take place. One is that each of the people present at the sessions shares their perspective on the organization, where it has been, where it is currently, and where they hope that it will be in the future. From this, the working group identifies its desired outcomes from a future workshop. Having these identified outcomes in mind, the working group then develops its specific Purpose for the workshop. This Purpose is critical because it governs and guides the design and the future delivery of the workshop.

With the Purpose for the workshop clearly in mind, the Event Planning Team then identifies who needs to be participating at the workshop in order to assure fulfillment of this Purpose. They also develop the design for the workshop. They do this by identifying the necessary tasks or elements that will be necessary in order to fulfill the Purpose, the sequencing of these elements and the specific designs to carry out each of the activities. Ideally, this is all done by the Event Planning Team. However, the particular situation will govern whether the consultant develops drafts for the Event Planning Team to work with.

The Event Planning Team working with the consultant also arranges for the logistics of the workshop. A critical part of this is the identification and inviting of participants to attend the workshop. Inviting participants has an important educational function as part of it because the organizers need to motivate potential invitees to attend. Using multiple avenues of invitation, written and personal is also quite helpful. Logistics also involves obtaining the necessary workshop facility and materials.

### **4 2 Delivery of the workshop**

Though the individual activities and specific sequencing will vary from workshop to workshop, there is an overall logic or template that governs a workshop of this nature. This overall logic is as follows:

- Being Clear about the Mandate of the Process The involves clearly setting out the Purpose of the workshop and hearing from chartering authorities in the organization or to whom the organization reports as to the mandate of the process being improved and the organization being impacted. In terms of governmental entities that are the subject of the workshop, this entails setting out what the role and responsibility of the government entity is to citizens, taxpayers, and investors in the economy
- Identifying Impacting Trends and Developments The organization and its process exist in a context. It is important to gain some information about that context and what are the critical trends in that context. In the case of a governmental entity in Tanzania, the context and identified trends would likely include the Civil Service Reform effort, the national economy, devolution to local authorities and private sector development
- Identifying Customer Requirements Before a process can be improved in a constructive direction, it is critical to hear from the customers of the process or the organization as to what they require of the process in terms of products, services, and ongoing relationships. These identified customer requirements then become part of the future blueprint for improving the process. The Investors of the Investor Roadmap are a key customer group here
- Diagnosis of the Current State Developing an improved process entails building on what has worked in the past, eliminating what no longer works, and identifying what needs to be part of the process (or organization) in the future. A diagnostic activity provides data on all of these issues
- Creating a Vision For a process (or organization) to be constructively and effectively improved, it is first necessary to know where that process and organization intends to be going in the future. This Future Vision is based on the data obtained up to this point and becomes a guide for the process improvement work to come
- Setting out the Actual Process Before a process can be improved, it is critical that the participants at the workshop know what that process is currently. Laying out the process in a visual format for the entire group to see results in new realizations as to what that process entails even by people who work within the process. It results in a high level of education of those within and outside the process (including customers of the process). This step includes first setting out the specific activities of the process and then identifying the overall major phases of the process into which these activities fall
- Process Analysis This entails analyzing where the process breaks down, does not add value, falls short of meeting customer requirements, fails to meet important challenges. Each of these inquiries requires a specific and detailed look at the process. Identifying where the process breaks down or fails to meet customer requirements looks at where the process varies from what it is intended to accomplish (variances). Identifying non-value-adding activities looks at what activities do not add value to the desired customer output or mandate of the process. Both variances and non-value adding activities can negatively impact the time it

takes to perform the process, the cost of carrying out the process, and the satisfaction of the customer

- Identifying Causes The critical step to developing recommendations, especially in terms of breakdowns or variances is first identifying what causes the breakdown. Only by being clear about the cause can effective and relevant recommendations be developed.
- Generating Recommendations of Improvements Recommendations for improvements arise out of discussions as to how to eliminate or control the breakdowns which negatively impact the process and how to redesign the process so as to eliminate non-value adding activities.
- Developing Action Plans Developing action plans needs to occur on a system-wide level as the entire organization determines how to carry out each of the specific recommendations. This is ideally done at the workshop. It may be done after the workshop or start at the workshop and be continued after the workshop. This is the beginning of Phase III Roadmap work.
- Making Commitments to Act Developing action plans also needs to occur at the level of the individual departments of the organization as each determines what they can do to implement the recommendations and assure fulfillment of the Vision. These become specific commitments for action and focus on immediate short-term actions. This is ideally done at the workshop, though it may occur as follow-up to the workshop or be started at the workshop and continue after the workshop. This is part of Phase III Roadmap work.

#### **4.3 Follow-up to the Workshop**

This entails Phase III Roadmap work. It consists of ongoing action planning and implementation on a system-wide level and on a department level. It contains the last two elements listed above (Developing Action Plans, Making Commitments to Act) as well as additional elements. Critical elements in the follow-up are:

- Communication of the results of the workshop The results and outputs of the workshop need to be communicated to all organizational members and members of outside stakeholder groups who will be impacted by the future implementation. Sufficient effort needs to be devoted to educating all of these people as to the nature of the workshop outputs, their context and significance.
- Communication of future intent by organizational leaders It is most helpful if the sanctioning authorities of the workshop and the organizational leaders play a role in the communication of the results of the workshop and at the same time set out their intentions as to future implementation actions. These intentions may involve future workshops, meetings, and/or establishment of working implementation groups. The statement of intentions should include a clear and honest statement of the leaders' intent to follow-through with implementation actions.
- Developing Action Plans, and Making Commitments to Act Both of these elements deal with involving people in further developing the recommendations and action.

plans across departmental and organizational boundaries and within their individual departments. These also involve securing the commitments of other people, including organizational and political leaders to follow-through with implementation.

There are a variety of vehicles that can be used to carry out these activities after the workshop. These could include a cross-functional or cross-agency steering committee, technical working teams that further develop and refine all of the recommendations or which work on a specific recommendation, departmental working teams and/or department-wide working meetings.

Whichever vehicle is used, the vehicle should ensure representation and input from all impacted stakeholders. The vehicles, i.e. working groups or meetings, should make use of all of the tools and approaches used as part of the capacity building in the initial workshop.

- Develop metrics and make ongoing assessments Ideally at the workshop or at the planning sessions after the workshop, metrics need to be developed which will enable organization leaders and members to assess whether they are on track with their process improvement efforts. These measures and ongoing assessments will enable ongoing diagnosis as to whether the implementation actions are being effective and whether the approach embodied in the recommendation itself is an effective approach. These include measures such as the time it takes to perform the process, the response time to customer requests, the yields from the process, backlogs within the process, and/or the cost to carry out the process. It would be ideal if these measures could also include indices of customer satisfaction.

## **5 0 THE OUTPUT FROM THE WORKSHOP**

### **5 1 Customer Requirements**

Participants at the workshop divided into groups representing the target organization (SMD and district surveyors) and customer groups. The customer groups were Investors, Licensed Surveyors, and several groups comprised of staff from the Commissioner of Lands, Human Settlements Development and the Registrar of Titles.

Each group came up with its requirements of SMD. There was a report out of these requirements by each of these groups directed to SMD. SMD personnel listened to these requirements as set out in the report outs and then held a discussion among itself, which was heard by all of the other participants. In this discussion, SMD responded to the following questions:

- What did we hear in these report outs?
- What are our reactions?
- What does this ask of us?
- What will we need from our customers in order to meet their requirements?

The following are the requirements of the different customer groups:

#### The Requirements that the Tanzania Investment Centre and Investors have of SMD

In order of priority, these are:

- 1 Land that is large enough to meet the need
- 2 Suitable location: closeness to market, raw materials sources, accessibility to financial institutions, transportation system, outlet for export, etc
- 3 Land acquisition should be immediate
- 4 Cost involved for survey and mapping preparation of various documents must be openly made known
- 5 Tenure terms of the Title Deed must be long enough to recover the investment

#### Requirements that Licensed Land Surveyors have of SMD

In order of priority, these are:

- 1 Securing of surveying jobs: Surveying business should be done by licensed surveyors only
- 2 TIC and SMD who are normally approached by Investors should formulate a system whereby Investors are introduced to licensed surveyors
- 3 SMD should appreciate that Licensed Surveyors are doing business
  - (a) Records office, which is a big obstacle to smooth operations in SMD, is recommended to change its attitude of working and we recommend immediate computerization of the Records office for incoming jobs
  - (b) Checking procedures of submitted jobs should be streamlined
- 4 Delivery of data and plans should be quickened
- 5 SMD and HSD (Town Planning) should update the T P drawing now in use or accept the situation submitted by the surveyors from the field

## The Requirements that the Human Settlements Division, Lands and Registrar have of SMD

One of the working groups listed these in the following order of priority

- 1 Implementable design drawings
  - Stable drawings (life span of approximately five years)
  - Conformity with planning laws
  - Conformity with the existing situation
- 2 Prioritizing base map requirements

Another of the working groups listed these in the following order of priority

- 1 Updated basemaps be readily availed (Human Settlements )
- 2 Surveys be done according to TP drawings
- 3 Copies of approved survey plans accompanied by data sheets be distributed to divisions (Lands and Human Settlements )
- 4 Deed plans be readily availed (Lands)
- 5 Any change in plot numbering be notified (communicated ) to the other divisions

Another of the working groups listed these in the following order of priority

- 1 Availability of updated topographical maps
- 2 Expedited survey of land
- 3 Approval of survey plans
- 4 A quick production of accurate and unique deed plans and maps
- 5 Services for identification of parcels of land boundaries

NB Assuming that the provisions of the Laws are complied Cap 113, sect 14 and Cap 378 sect 45 – Provide clearance of third party interests

SMD also identified its requirements of others who are providers to or customers of SMD SMD because of its size divided into three groups Each of these groups reported out its requirements of Providers and Customers to SMD These requirements are as follows

Requirements that SMD has of its various customers and providers (Lands, Human Settlements Division, Registrar of Titles, Licensed surveyors, Investors, Tanzania Investment Centre )

One of the working groups, listed these in the following order of priority

- 1 Free land in urban and rural
  - Third party interests extinguished
  - Approved TP drawings
- 2 Fund readily available
- 3 Survey equipment (Modern)
  - GPS
  - Total station
  - Computers and software

- Controls
- Survey data and maps
- 4 Reliable transport, i.e. Four Wheel drive (minimum capacity, six people )
- 5 Well trained personnel
  - Improve time of approving surveys
  - Enough office accommodations

Another of the SMD groups listed these in the following order of priority

- 1 Issuance of survey request should be for land free of third party interest
- 2 TP drawings for new areas should be complete, including all existing approved surveys
- 3 TP drawings for squatter upgrading should be updated and comprehensive
- 4 Approves surveys should be honored
- 5 All requests for deed plan should be complete per survey form 48 (SF 48), including proof of current fees paid

Another of the SMD groups listed these in the following order of priority directed specifically to the Lands Division

- 1 Lands free of third party interests
  - Compensation
  - Un-extinguished titles (sic)
  - Easements
  - Existing surveys
- 2 Implementable design drawings
  - Conformity with planning laws
  - Compatibility with existing ground situation
- 3 Request for survey to be done
- 4 Request for deed plans
  - Based on approved survey plan
  - Appropriate survey fee and deed plan fee collected
- 5 Certification of boundaries

## **5.2 Sads, Mads, and Glads (about the survey and mapping process)**

The participants at the workshop took a diagnostic look at how things are going within the survey and mapping process. They looked at what they are glad about (what has been accomplished and is going well), what they are mad about (what are the ongoing frustrations), and what they are sad about (what have been the missed opportunities). In doing this, participants worked in workgroups that had a maximum mix of different functions and perspectives. Each working group came up with their gladdest glads, maddest mads and saddest sads as the result of prioritization in their individual groups. Then each group called these out and the workshop group as a whole developed the final list of what were the gladdest glads, maddest mads, saddest sads for the entire workshop group.

These are as follows

#### Gladdest Glads

- Computerization in SMD
- Coverage of the whole country at 1:50,000 scale mapping
- Improvements of the record keeping system and checking of survey jobs
- Digital mapping
- Positive results due to computerization
- New technology of data acquisition
- Acquisition of GPS
- Department now known to more people
- Training of staff in modern technology and computerization of survey jobs Capacity building
- Village boundaries survey using GPS
- Use of basemaps
- Willingness to supply of data to customers
- Connected to Internet
- Using conventional methods, SMD is still able to produce maps, plans, etc

#### Maddest Mads

- Inadequate modern equipment
- Poor/lack of communication
- Lack of funds and transportation
- Removal and destruction of survey maps by the public
- Insufficient office space
- Misplacement of deed plans, files, etc
- Use of old and cumbersome methods
- Blames and complaints from customers
- Lack of incentives/
- Allocation of the surveyed land takes more time unnecessarily
- Poor record keeping in other departments in the Ministry of Lands
- Poor office accommodation and tools
- Failure to retrieve data in time
- Backlogs
- Inadequate distribution of control points
- Non-availability of basemaps

#### Saddest Sads

- Lack of funds for third party interests
- Lack of training opportunities for SMD
- Licensed surveyors are not incentivized
- Records of office not supported
- No computerization in regions and districts
- Bureaucracy
- Insufficient transportation
- Decentralization of surveyors

- Decentralization of surveyors
- Low pay
- Poor infrastructure
- Inadequate number of trained personnel on computers
- Surveys not approved in time
- Poor records keeping
- Lack of equipment
- Delay in delivering deed plans
- Implementation of squatter uprooting scheme
- Lack of equipment and training in district and regional levels

### **5 3 The Vision of SMD In The Year 2003**

The participants at the workshop working in their same workgroups that represented a maximum mix of functions and perspectives brainstormed desired elements that they wished to see as part of the SMD organization in 2003. This was in response to the specific question

“What would the SMD organization be like and how would it be operating if it was flawlessly meeting customer requirements?”

Each of the working groups identified what for them were the highest priority and most preferred elements that needed to be part of such a future vision. Each working group then reported out to the larger workshop group. The workshop group as a whole then prioritized and selected what were the most preferred elements for such a future vision.

These elements were given to a working sub-group which working after the end of the formal workshop session put these into a coherent and well-written vision statement. The following day, the sub-group reported back to the entire workshop. The workshop then discussed whether the written statement accurately reflected the intentions of the entire workshop. A very interesting discussion ensued as to the issue of devolution to the private sector. The workshop community was in agreement as to the overall principle embodied in the vision statement, though there were a variety of comments as to how best to reflect this in the wording.

The Vision Statement as presented to and agreed to by the workshop community is

**The Survey and Mapping Division is an institution empowered financially and technically to render high quality land surveying and mapping services to meet customer satisfaction with some functions devolved to the private sector**

The workshop community agreed to continue discussing how best to reflect their agreement on the issue of devolution. Specifically, people agreed to continue thinking about whether the phrasing “some functions” best reflects their intentions as to the timing and extent at which devolution will occur.

### **5 4 The Survey and Mapping Work Flow**

The Survey and Mapping Work Flow was initially developed in several working sessions involving representatives of SMD and the consultant. This workflow described the major

activities in the SMD process in the order of their performance. This workflow also grouped these activities together into the major phases of the survey and mapping process. The workflow covered the survey and mapping process at the national level, i.e. the Ministry of Lands and Human Settlements Development as well as at the municipal level. It included activities performed by private licensed surveyors as well. This workflow was set out at the workshop along an entire wall of the conference hall. It comprised seventeen sheets of flip chart paper.

At the workshop, the individual working groups comprising a mix of functions and perspectives were asked to spend time walking through the survey and mapping workflow in order to identify any inaccuracies, including activities that were omitted, that needed to be placed at a different point in the process or that needed to be added. These working groups, after discussion amongst themselves, reported to the larger group as to what needed to be modified in the overall flow chart and the process flow chart was adjusted accordingly.

The Division of Survey and Mapping is currently preparing a report-size version of the process flow chart displayed at the workshop.

## **5.5 Recommendations**

The Recommendations from the workshop were the result of an approach that first set out the current, actual work process in the form of a work process flow chart. Then variances or breakdowns in the work process were identified along with non-value adding activities. The variances and non-value adding activities were reduced to those which were deemed most key and critical to meeting customer requirements and providing effective, expeditious and high quality service. The likely causes of these variances were identified. These likely causes were worked with in order to identify the most probable causes. Finally, recommendations were developed to eliminate or control the variances and to eliminate non-value adding activities.

In arriving at these recommendations, workshop participants first continued to work in their working groups made up of a maximum mix of functions and perspectives. After the most key and critical variances and non-value adding activities were identified, participants then volunteered to work on a particular variance or non-value adding activity. These new working groups continued until the end of the workshop. At various points during the process, the workshop as a whole was afforded the opportunity to comment on the work of the individual working groups and these comments were then made use of by the various working groups. The workshop ended with a formal report out by each of these volunteer working groups of their variance or non-value adding activity, and causes and recommendations to the Acting Principal Secretary of the Ministry of Lands and Human Settlements Development and the entire workshop community.

The details of these Report outs and Recommendations are set forth as follows. Each variance or non-value adding activity represents the work output of a particular working group.

## Variance #1

**No field work Survey not commenced or completed due to insufficient funds, unavailability of transport, unavailability of equipment, shortage of boundary materials**

Causes (these may include the above listed causes as well as additional causes)

- Lack of or insufficient funds
- Shortage of equipment or its services
- Shortage of appropriate transport 4 wheel drive with adequate capacity
- Lack of customer participation/involvement
- Lack of sustainable program to make survey markers (beacons)
- Lack of skilled staff due to limited manning levels

## Recommendations

### 1 Private Property Surveys

Devise mechanism for the estimation of the costs of the survey, and the same be paid by the investor prior to field work commencement

### 2 Government Schemes

Cost recovery method be applied by extending the Plot Development Revolving Fund to the district level

### 3 Equipment Availability and Service

- a District Councils should budget for the immediate purchase of survey equipment and transport for field work
- b Private sector be encouraged to establish survey equipment leasing and Service Centres

## Variance #2

**Lack and destruction of survey control points resulting in delay of execution and increased cost of surveys**

## Causes

- 1 Insufficient funds by the government and local authorities, e g survey instruments, proper transportation
- 2 Lack of strategic plan for control densification, e g use of GPS when doing other survey works
- 3 Failure to use existing controls established outside SMD ( or controls not known)
- 4 Low public awareness, e g signing of Beacon Certificates, the importance of control points, non-enforcement of the law against destruction of survey marks
- 5 Third party interests not cleared
- 6 Land use changes and development, e g Mining, construction

Additional causes identified no consultation with other surveying firms, survey regulations are silent on controls established by Engineering Surveyors (Civil Works) non-enforcement of the survey technical regulations on the surveying that all control points to be given to SMD, sub-standard quality control points, lack of description or outdated description, obstruction of controls, time consuming with traditional equipment

### Recommendations

In order to reduce the problem of provision/destruction of survey control points, the following is recommended

- 1 SMD should formulate a strategic plan for control densification to cater for short and long term requirements
- 2 Both the Commissioner for Lands and the Director of Human Settlements Development should adhere to statutory provisions of Land Law prior to launching a survey request (i e Cap 378 – Town and Country Planning Ordinance, Cap 113 – Basic Land Law
- 3 SMD is urged to enhance public awareness through media/meetings and other means (e g public meetings )on the importance of survey points and also to effect legal measures as stipulated in Land Law (Cap 390)
- 4 SMD should monitor and ensure that in case of any changes/development of land use which will result in destruction/obstruction of survey points, the responsible authority/developer should be required to incur costs towards re-establishment of the same at suitable sites

### Variance # 3

**No entry into the land caused by residents (third party interests) which causes delay in execution the field survey**

#### Causes

The causes can be summarized as mishandling of the entire process of land acquisition which is backed by lack of funds, lack of resettlement program, interference by the politicians, lack of education o the people and low compensation rates

#### Detailed causes

- 1 Mishandling of the entire process of acquiring land from occupiers (CL) – compensation and all other legal technicalities, e g notice, education, etc
- 2 Lack of clear resettlement program for the displaced population
- 3 Lack of funds to clear third party interests
- 4 Tendency of land surveyors not issuing/serving notice before execution
- 5 Resistance by the occupiers to vacate land due to attachment to that land, e g ancestral, burial, etc
- 6 Land speculation
- 7 Lack of attachment of value to bare land
- 8 Low compensation rates for crops, trees, etc
- 9 Political interference in the laid down government procedures for acquisition of Land

## Recommendations

### Summary of Recommendations

Deliberate move by the Government to fund the process by effecting resettlement, strict observance of legal and technical requirements in the process, payment of prompt, fair and adequate compensation as well as adherence to laws governing procedures and rules

### Detailed Recommendations

- 1 A deliberate, initial government funding of the land delivery process is recommended. The funds involved be recovered from the would-be investors (occupiers). This way the process will sustain itself.
- 2 Resettlement areas must be identified and prepared before the acquisition process starts.
- 3 Legal technicalities should be strictly adhered to, i.e. Notice of intention to acquire land (public and official), valuation, compensation and resettlement.
- 4 Surveyors should serve notice before entering the land.
- 5 The rates for compensation of crops, trees, etc. should be revised. Revision should be done by the Ministry of Lands and not the Ministry of Agriculture or else the investment method be used.
- 6 There should be continued legal literacy education to make the politicians aware of the supremacy of the Law. This will reduce conflicts between politicians and professionals.

### Variance # 4

**No approval decision resulting in delay of survey instructions, submission of job to SMD and its approval because of absence of statutory authority holder**

### Causes

- 1 Bureaucracy of "one-man job performer" situation must be abolished.
- 2 The Regional Surveyor being not clearly educated on the documents that should accompany the survey job submitted to SMD for approval.
- 3 City Surveyor not being given the mandate to prepare deed plans like other Regional Surveyors.
- 4 Lack of reliable communication means between Regions and SMD. Pilot example was El Nino impact.
- 5 Too many hands handling one survey job in records office in SMD.
- 6 Lack of training to survey examiners.
- 7 Centralized system of approving survey job.

Additional suggested causes: Inefficient record keeping system leading to delayed retrieval of necessary checking information, Lack of facilities to enhance examination.

### Recommendations

- 1 SMD should appoint more statutory authority holders in SMD (and regions) for approving survey jobs.

- 2 SMD should resort in using modern communication means like Internet for communication with the regions The number of people handling the job can be reduced by introducing modern equipment
- 3 Examiners in SMD should be trained in using computers for examining the survey jobs to speed the process

### **Variance # 5**

#### **Conflicts between TP drawings and ground information that have resulted in delaying of issuance of survey instructions and rejection of surveys**

##### **Causes**

###### Lack of

- Up to date base maps
- Communication between SMD and Town Planning Department as well as with local community and

###### Delays in

- Preparation, approval and implementation of TP drawings

Additional causes Position change of physical features, Incomplete and incorrect TP drawings, exception issues where survey instructions are issued before TP drawing, Irregular revisions of TP drawings not communicated with SMD and/or not fitting with main drawing

##### **Recommendations**

- 1 Closer and improved working relationship and communication among agencies in Land as well as with local communities 1 2500 scale and showing existing adjacent surveys
- 2 The processes of preparation, approval and implementation of TP drawings for a particular neighborhood area should be expedited so that all of these are completed within a period of 12 months after clearance of 3<sup>rd</sup> party interests
- 3 TP drawings should be prepared on up to date base maps

#### **Non-Valuing Adding Activities**

##### **Suggested non-value adding activities**

##### **NVA # 1 Checks by city/regional examiner and by Head Examiner at SMD**

###### Causes

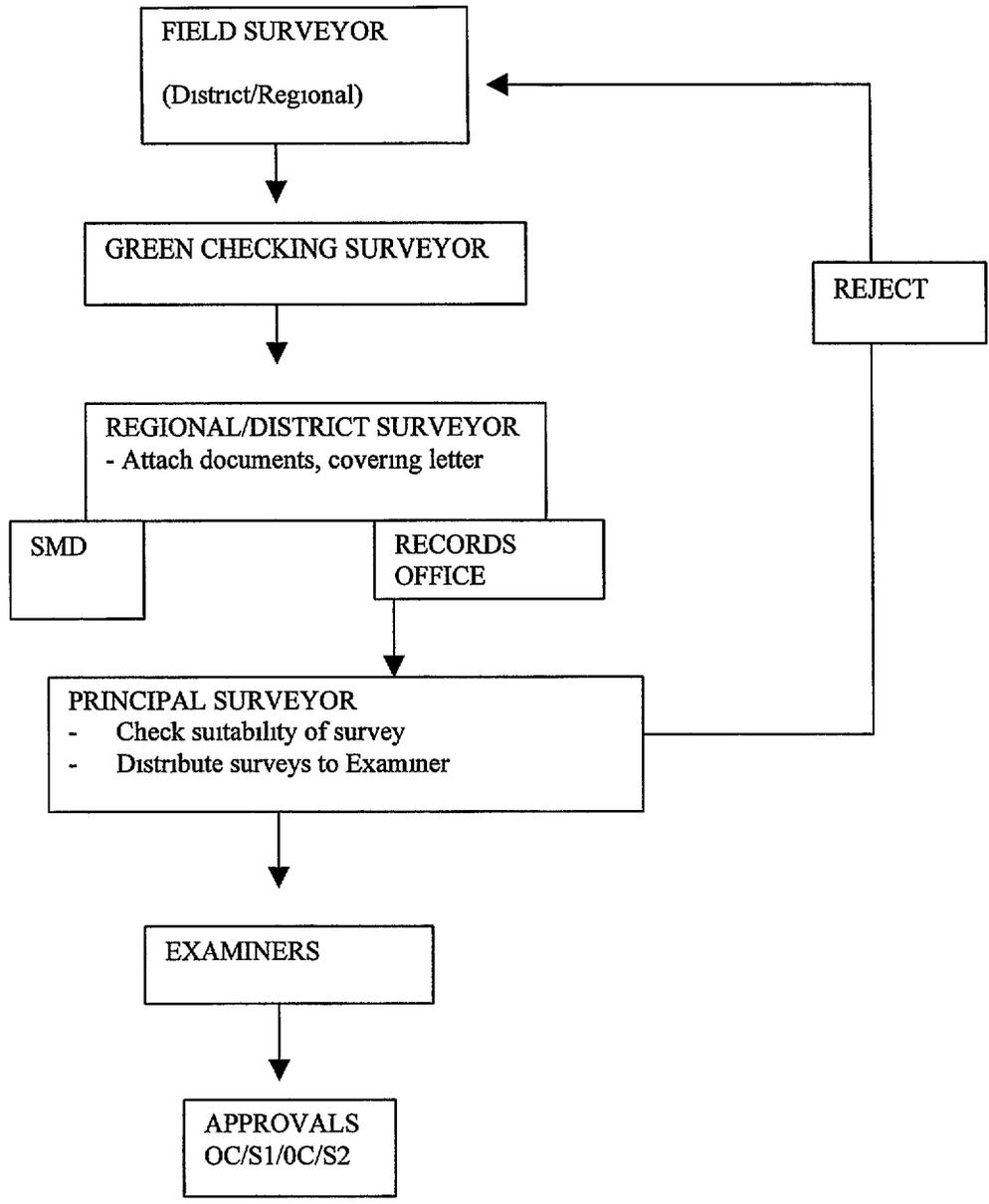
- Lack of qualified personnel
- Lack of trust
- Misconduct regarding ethics
- Lack of modern equipment

## Recommendation

The following flow describes the suggested new process. The results intended from this redesigned process are as follows:

1. Steps are reduced from 10 steps to only 6. These are back and forward steps from RLS/DLS → Checker → RLS/DLS  
At SMD → Zonal Examiner → Examiners to Zonal Examiner  
The new set-up is a straightforward flow.
2. Increase the number of approving officers from one to two to improve the approving process.

A proposed process flow of an improved process that eliminates these non-value adding activities is as follows:



## NVA # 2 Request for deed plan for an individual

### Causes

- Lack of L O number of the Land parcel and information of the occupier

### Recommendation

- If L O Number is indicated on Land Letter of Offer, then deed plan copies can be processed at SMD just against a copy of the offer. This will leave away the bureaucracy of preparing a request for Deed Plans from the Land Office. This will cut time from months to a single day process. The stationary involved will go from three pages to one page.

## NVA # 3 Eliminate some of the checks of contiguous properties at the beginning of the process

### Causes

- Lack of qualified personnel and inaccuracies of drawing
- Lack of trust
- Misconduct regarding ethics

### Details of Recommendations

- Budgeted funds for equipment must be used as planned
- Proper handling of equipment and actions to be taken to whoever is proved to mishandle the same

## 6 0 OVERARCHING ISSUES

Over the course of the three days of the workshop, several issues continually arose and were discussed. From the comments made during these discussions, it appears that these issues are central to the future of SMD and the survey and mapping process, and to significant improvements in the way in which investors are served by the survey and mapping process. Some of these are identified below.

- The extent, pace and future nature of the devolution of power and responsibilities to the private sector. What gets hived off and when? What will be the capacity of the private sector to pick up functions desired to be hived off and when can this happen? What needs to happen in order to build capacity in the private sector to pick up and carry these responsibilities? What would partnership with the private sector look like?
- The extent, pace and future nature of the devolution of power and responsibilities to the districts. How to build capacity in the districts? What will be the devolution plan since different aspects of the centralized functions will be moved out to the districts at different times? How will the districts obtain funding to pick up these functions? How will they go about training and recruiting qualified personnel? How will equipment be allocated and used among the districts so as to cover their needs?
- How to get more and relevant investors involved in the efforts to improve the survey and mapping processes? Comments were repeatedly made by workshop participants about the need to have more investors present in the room. One of the private investors in the room commented about the very high value of the workshop to him. It may be that an investor can be of value without specific knowledge of the survey and mapping process. Expressing their ultimate needs for land allocation and delivery will provide a useful set of requirements for survey and mapping and other land allocation and delivery functions.
- How to improve communication, coordination and cooperation among the various divisions of the Ministry of Lands and Human Settlements Development?
- The amount of time in the survey and mapping process devoted to checks and counter-checks. Repeated comments at the workshop focused on the length of the survey and mapping process devoted to checks and counter-checks. It was pointed out that this was a holdover from the British system. The issue was raised as to whether there is a way of assuring a quality output without resort to this lengthy process of checks and counter-checks.

## 7 0 WORKSHOP EVALUATION

At the end of the three day workshop, participants were asked to evaluate the workshop in terms of what they saw as the most significant outcomes from the workshop, their level of confidence as to future follow through on commitments made at the workshop as well as their general comments or ideas. The following represents a large sampling of their assessment of the workshop. Each bullet represents one comment from one person.

### **What do you see as the most significant outcomes from these three days?**

- I was able to identify and establish the causes of delays in Survey and Mapping processes and then make recommendations to improve the processes ( five similar comments to this )
- Significant outcomes were the determination of variances, causes and recommendations
- Recommendations on variances and its causes will assist the SMD operations to be fast and efficient to the investors and customers
- Problems in SMD have been identified, Recommendations have been given out for eliminating or reducing the said problems
- We have been able to look into the problems delaying offering land survey services to customers, looking into the causes and finally coming out with the recommendations on which better and faster services can be offered to customers
- I have realized six variances and two non-value adding activities in the present SMD process in the analysis from which I could see the causes and recommendations in only three days and in one room. This be a credit to the organizers
- Best summaries of various variances that delays the land delivery process in Tanzania. Together with the summaries of their causes and possible recommendations for the purpose of minimizing them. Also, a summary of non-value adding activities
- We have been able to identify the exact position of SMD execution achievement and also exact levels of amendments to the activities to improve fast delivery of survey work which is some how slow due to many factors which have been also identified
- Because always there have existed problems and complaints from the public, the most significant thing was actually identifying the hindrances to executing the tasks in time, their causes, and latter coming up with what we thought could be done so as to contain the situation
- Have been able to isolate the bottlenecks in the land delivery process and have suggested ways of doing away with them. If these are instituted, service to our customers will be greatly improved
- Noting areas of problems that need changes
- Desire by many actors to streamline Survey and Mapping Processes, especially the process for the issuance of survey instructions and the approval of surveys
- A lot of insights of how the SMD functions has been unveiled to me - fact which will lead to more harmonious work relations with my department in the Ministry of Lands
- Sister departments in the Ministry do now know how a plot can be produced

- Everybody now knows the various variances, their causes and possible remedial measures
- Knowledge about the SMD internal operations
- Understanding by other the role played by a surveyor
- SMD staff has realized in totality the actual snags and are ready to make an immediate correction Other departments are ready to do their part so as to make SMD fulfill its vision
- To see to it that the BUREAUCRATIC and lengthy processing of the survey is eliminated
- The SMD should have long term vision on servicing the customers satisfactorily
- A comprehension of situations translated into issues for which solutions are proposed
- A cohesive working together to a common goal
- We have had open and frank discussions that have led to suitable recommendations
- Open discussions, open ideas from SMD customers, open ideas from SMD, good recommendations on improvement on work process chart/flow for SMD
- For a group as large as we have here, meaningful dialogue could be impossible, but here we are making recommendations on what should be done for SMD to make it the institution that it should be
- Open and free brainstorming dialogue
- People (participants) have been free to divulge everything they know on SMD
- A great exchange of ideas and getting informed on some certain issues Suggested ideas are implementable and basically everything need joint effort
- Exchanging news with fellow officers on capacity building in SMD
- The workshop has been fair to participants since the participants have been free to point out some of bureaucratic activities/stages in the final survey processing and recommendation on how to get rid of it
- Surveyors exchanging views on how to improve service delivery to customers
- It was noted that SMD has a shortage of skilled staff
- Through all discussions we made for three days, the outcome will be good services to customers and also there is a possibility of SMD to acquire modern equipment, instruments for the daily activities
- The workshop has managed to come up with recommendations that will shorten the process of surveying and land delivery service

**What level of confidence do you have that we will follow through on the commitments we made [ on a scale of 1 (not a chance) to 10 (definitely) ] and why?**

Out of 31 people responding to this question, almost all rated the level of confidence between 50 to 100 % (30/31 people) Almost half of the people responding rated their level of confidence between 70 to 80% (15/31 people) Almost half rated their level of confidence between 50 to 60% (14/31 people)

The following was a comment at the 100% range

- We don't really have a choice The changes being suggested for SMD are inevitable and you cannot run away from them

The following are representative comments from the 70 to 80% range indicating the reasons behind this level of confidence

- I am optimistic about the whole affair but the limitation of funds and necessary manpower may drag us behind. As long as the funds are available, equipment secured, people motivated, more commitment and honesty, there is no reason why we shouldn't succeed
- Surely the Ministry of Lands will follow the recommendations made as this speeding up of Land delivery process will encourage/attract more investors to Tanzania. Ministry will look ways of getting some funds to carry out the commitments
- Because all the relevant heavy weights (PS, CL, DSM) were there
- Given the reforms which the government has committed itself to undertake, the rest of the relevant changes have to take place
- Because recommendations were made by doers themselves
- The commitments are viable and practical
- If SMD can carefully manage and implement all our recommendations which is possible to do

The following are comments in the 50 to 60% range for why people rated their level of confidence in this range

- SMD staff seem to be conservative and are not ready for change. They always think what they are doing is correct and the best
- Because the line of implementation is too short (2003) regarding the serious economic struggle of our government
- Due to financial constraints, you can't be sure of getting what you want
- Need to strongly make your recommendations because some of the recommendations need go through the present bureaucratic system. Fear of the leaders to be affected in the implementation of these good recommendations
- The experts are quite ready to change for the best. However, if the stakeholders are not ready, we are going to end up in all the recommendations in papers
- The fact that the capacity building of the local governments and private sectors (or licensed surveyors) will develop gradually as the national economy picks up, rigidity of SMD to devolve the responsibilities as refers to the proposed five year SMD vision by the year 2003
- Depends on inputs from other authorities

- Need to make a follow-up
- Leadership afraid of empowerment which certain activities need sharing to somebody else not in the existing work process Resistance to rapid change by subordinate staff when there is a significant change in the work process

#### **Any other comments or ideas?**

- There be deliberate government effort to develop the capacity of licensed surveyors by offering tax exemptions on importation of survey equipment and or subsidizing their initial capital investment
- The survey fees collected at the district land offices should be left there to serve or solve unavailability of funds for purchase of survey equipment
- The signing of cadastral and deed plans should be done by District Surveyors since Licensed Surveyors are few or Regional Surveyors are not Registered Surveyors to eliminate delays and costs
- The SMD should devolve more powers, responsibilities and instruments to the district level
- The private sector, specifically the Licensed Surveyors, need assistance from SMD/Lands Ministry to get modern equipment through Donor agencies or organizations The equipment may be provided on loan basis as the modern equipment is very expensive for a licensed to afford to buy at once The equipment should not be taxed on arrival in the country
- I hope the report will give a full record of the process for the participants to read later
- Report to be distributed to participants
- Refresher course/seminars for the supervisors in the SMD is recommended
- Financial constraints make it imperative to change SMD Otherwise, who else would fill the gap given the fact that it is going to take a long while before finances and training for private sector take over
- Donors have to support SMD for the expected activities to be done basing on modern technology
- My attendance has enabled me to share my thoughts with others who also came here for the same purpose
- There is great need of conducting a similar workshop to other sister departments, namely Land Division (Title Registration and Valuation) and the Human Settlement Department
- This workshop should be carried out for Lands Division as well as Human Settlement Directorate This is because the three departments are interrelated in their activities of Land Delivery process
- Similar workshops for Lands/Land Registry Division and Settlement Development Division should be conducted
- Workshops such as this one should be organized to involve the other departments, i.e Lands, and Directorate of Human Settlements so as to harmonize the work relations which are interdependent
- Other workshops be organized to look through the complimentary land delivery process in the departments of Lands, Human Settlements Division
- There is need to organize three more such workshops, one for Lands Division, one for Human Settlement, and another for all the three Ministry departments

- Workshop has been live, good and with an operation interaction between members and groups Thank you for a well organized workshop Brainstorming gives much which is covered in the mind
- I do appreciate the techniques of this workshop
- The work was highly taxing needing extra duty pay for the energy and extra time we have committed throughout the three days A similar workshop be organized for other departments in the Ministry
- The time of the workshop was too short in comparison to work output
- Such workshops as this one should continue to other ministries
- The workshop has been very good Attendance was encouraging from beginning to end Facilitators and consultants, job well done!
- We hope all participants will get feedback of what transpires after this workshop
- We have to check our capacity and quality of our personnel for major changes, otherwise a gradual approach is suggested
- It is only when land becomes a property of the people when contributions from them will matter If the land will continue to remain a property of the Government, the peoples' attitude to invest on land will remain unchanged and hence the revenue from this sector will remain minimal and hence SMD will continue to net less from its services

#### Comment on the Evaluations

It appears that there was a great appreciation by participants of the work that they were able to accomplish at the workshop This was specifically described as gaining an understanding of how Survey and Mapping approaches its work (through dialogue with others and laying out the survey and mapping operations), and the identification of variances, causes of these variances and then recommendations to improve the process by eliminating the causes of variances and, therefore, delays

Participants appreciated the opportunities provided by the specific workshop methodology for open and frank discussion and sharing their ideas with others in pursuit of the common goal represented by the vision developed at the workshop

Participants saw the recommendations resulting from the workshop as leading to the reduction of the time it takes to perform the survey and mapping function

The participants saw the improvements resulting from these recommendations as being both necessary as well as inevitable The involvement of all of these participants as well as key stakeholders in the workshop was seen as being conducive to future implementation At the same time, there was an awareness of the factors that will play an important role in future implementation These include the health of the national economy and funding on a Ministry and District basis, and the level of capacity at the regions and in the private sector (covering licensed surveyors ) in terms of staffing, recruitment, and equipment Technology and the necessary funds to obtain it was also seen as a factor at the Ministry level The possible conservativeness or rigidity of Ministry officials and specific reluctance to devolve authority and responsibility was also seen as a factor in the success of future implementation It was suggested that the pace of implementation needs to take into consideration the building of private sector and district capacity

Participants acknowledged that they worked hard at the workshop. People wanted to see the report from the workshop and have feedback about follow-up activities as to what happens after the workshop.

A variety of additional ideas and suggestions were made for improving the survey and mapping process.

The participants at the workshop expect that the process started by this workshop will continue. These participants represent staff and senior officials from throughout the Ministry of Lands and Human Settlements Development, licensed surveyors, districts and investors.

Numerous participants, including Division and Ministry leaders, stated that they want similar workshops to be held in other divisions of the Ministry and covering the Ministry as a whole. They recognize that the work of these Divisions is interdependent and see a workshop such as this as a vehicle to harmonize the working relationships among them.

Participants want, expect and hope that the barriers to successful implementation will be overcome. Some of these barriers were recognized as being within their immediate control such as Ministry officials being willing to devolve authority and empower staff and to begin to build capacity at the district level and within the private sector. Other barriers were recognized to require the input of others as in the case of the districts and pulling in any additional stakeholders. Funding was seen as a key factor in terms of recruitment and staffing of capable professionals and making expenditures for equipment and new technology.

Participants in these evaluations were seen as taking their own responsibility for future actions. There continued to be ideas being suggested in these evaluations even after the formal close of the workshop. This, perhaps, indicates that from the perspective of participants the work is already ongoing. Participants were asking, however, that others take on responsibility at the district level, in the private sector and in the national budgetary process. Finally, participants also looked to outside donors to play a constructive role in helping to develop the needed capacity at the Ministry and district levels and in the private sector, especially with regard to building the necessary technological capacity.

## **8 0 Metrics How to measure success?**

The following are questions and requirements that will help in developing metrics covering the survey and mapping process. It will be up to SMD and its partners to determine what will be the most useful metrics.

- What are the most important metrics that will best reflect the performance of the survey and mapping process and/or SMD in the future in a way that is relevant to the needs of customers/investors and the overall goals of the Ministry of Lands and Human Settlements Development? These may include such metrics as a measure of customer/investor satisfaction, measures of the time it takes to perform and have approved a survey, measures of yield, i.e. the number of surveys completed and approved in a given period of time.
- What are the most important metrics that will best reflect improvements in the survey and mapping process and/or SMD? These may include measures covering the reduction of time it takes to complete and have approved a survey, improvements in yield, reduction in backlogs at given points in the survey and mapping process.
- What are useful metrics covering the overall land allocation and delivery process which would be impacted by improvements in the survey and mapping process? These may include such measures as overall time it takes to allocate and/or deliver land, overall yields from the entire process in terms of land actually delivered to customers/investors, customer/investor satisfaction.
- What are important metrics that will reflect how successful is the implementation of the recommendations arising from this workshop? These may include such measures as the time it takes to implement desired changes in reference to implementation goals, improvements in performance as a result of the implementation of desired recommendations, number of steps or the amount of time in the survey and mapping process that have been reduced.
- For most of these measures, it will be necessary to have a baseline of current performance as in the case of measures that assess improvement in performance or ongoing performance. It will be helpful in the case of some measures to have goals (and milestones) of performance as in the case of measures that assess the success of implementation or improvements in the process. These goals should be doable given current resource constraints and also challenging in terms of stretching to achieve beyond what is normally thought attainable.
- A metric is of no value unless it is actually possible to measure what is being focused on and to obtain valid data on that metric. For example, investor/customer satisfaction is an important measure. The key issue is how to measure this. There are different approaches which could be used to deal with this. Among these are developing a short survey along a five point scale that is given to investors to respond to at various points in the process. This

could ask questions like were you provided with necessary forms when you needed them, were you able to conduct all your business with one office, was the survey provided within the timelines and costs quoted you, are you satisfied with the time it took to complete the survey, did the survey meet your business requirements, were your questions responded to, how would you rate the service overall. It could also ask what recommendations for improvement do you have? The results of this survey could be kept over time so as to establish a baseline and data as to how service is improving over time. Future goals could then be set, e.g. increasing the overall score in areas like investor perception of SMD's responsiveness to questions or improving customer satisfaction on the metric of timeliness by reducing the time it takes to complete a survey.

- Data will need to be obtained regarding other important metrics like the actual time it takes to complete and approve a survey and the actual number of surveys completed and approved during a given period of time. This will require setting up a process to obtain accurate information from all of the relevant sources of this information, doing so on an ongoing basis, and compiling the data accurately.
- Goals are very helpful and motivating to have whenever possible. They help to challenge people to think beyond what is normally accepted as the limits of what is achievable, they provide a focus which is highly motivating for performance, they enable diagnosis of what is going well, according to plan and what is not and enable discussions as to how to improve performance. Goals with regard to all of the above metrics could be useful. The setting of goals is timely when the direction of performance, improvement in performance or implementation become clear as well as the objectives desired in pursuing the given direction. For example, it does seem to be clear that a future direction is to reduce the time it takes for the approval of surveys. That is also the objective of future efforts. Goals in this regard could be to reduce the number of approval steps from x to y by z date, to reduce the time it takes for approvals from x to y by z date, or to reduce the time for completing and approving a survey from x to y by z date. This later goal will challenge participants in the process to continue to look for a variety of innovative ways to reduce the time of the survey and mapping process. The virtue of using goals for the overall process rather than smaller segments is that it recognizes the interdependence of the entire process and all of the contributing organizations and catalyzes a higher degree of creativity in looking for overall solutions.

## **9 0 NEXT STEPS**

### **9 1 Overview**

It is well acknowledged that legal, political, historical-cultural factors are all involved in the task of improving the land allocation and delivery process. Attitudes toward the land based on ancestral ties, the laws governing compensation of third party interests, political interference in the process, existing government policies all create barriers to the effective allocation and delivery of land. These and other factors are represented as causes in the output of the workshop. There are recommendations directed at these causes. There are also recommendations directed at daily operational causes.

The recommendations from the workshop cover the spectrum from responding to these day to day operational issues to responding to larger policy and budgetary challenges. Sometimes, one larger recommendation contains both short term and longer term components. There are a variety of next steps that can be undertaken to pursue these recommendations from the workshop.

### **9 2 Larger Scope Issues Outside of The Immediate Control of SMD**

Among the different types of recommendations from the workshop were those which deal with legal, policy, budgetary and technical challenges. These involve such things as changes in government funding of the land delivery process, an increase in district funding of equipment for the survey and mapping process, or movement to Internet communication among survey and mapping components. These recommendations are important because they identify and respond to one or more ultimate causes of current operational difficulties and delays in the survey and mapping process. They are also important because major quantum breakthroughs in the performance of the survey and mapping process may not happen unless and until some progress is made on these issues. It has been repeatedly stated by members of the Ministry of Lands (as well as other Roadmap clients ) that identification of these issues ought to be a part of the process improvement effort.

Having identified some of these challenges, the question is how can they be productively responded to by the participants at the workshop. Given the high level of people at the workshop, which included among participants and speakers the office of the Principal Secretary of the Ministry of Lands and Human Settlements Development and the Principal Secretary of Civil Service Department, there is some potential of responding to these issues. However, there are others in government and among the Donor community who are stakeholders in these issues and whose support is needed to make progress on them. In addition, some challenges such as that of dealing with third party compensation are very complex issues. Other challenges such as the need for new technology seem to be beyond the current financial abilities of the government.

Ultimately, it is left to the ingenuity of the participants at the workshop to determine how to make use of the new awareness gained at the workshop in approaching these challenges. However, there are several overall steps that might be useful here in regard to these longer term challenges. These steps can be broken down into

- Refine the recommendations into more detailed and innovative recommendations
- Identify, develop in detail and pursue the aspects of these larger issues that are short-term in nature
- Build necessary support among stakeholders for these recommendations
- Communicate and discuss

## 1 Refine the Recommendations

One next step is to translate the awareness of these macro issues or causes into specific policy recommendations which outline the specific impact on survey and mapping operations and which outlines specific ways of responding. These need to be in sufficient detail so as to convince others that the approach is well-thought out and doable. One example of this that has already been done at the workshop involves the recommendation that suggested that deliberate, initial government funding of the land delivery process be undertaken. This was translated to a specific approach which was to fund the land delivery process by recovering funds from the future occupiers of the land so as to create a self-funding vehicle.

This recommendation reflects the kind of innovativeness that will be important in dealing with longstanding and difficult obstacles. However, a recommendation such as this needs to be set out in great detail so as to establish that it is workable.

Innovative approaches in general are likely to be most helpful where they break up the larger issue into manageable components or where they approach the issue from a new angle which does not attempt to deal with the most difficult aspects head on.

This refinement can be pursued by a working group that builds in the necessary budgetary, policy and technical expertise as needed.

## 2 Identify, develop in detail and pursue short-term aspects of larger issues

Within many of these larger scope topics, there may be short-term, implementable and doable initiatives. For example, the recommendation to develop Internet communication among survey and mapping actors which will require new technology, expenditures of money and training and which will therefore take a longer period of time to carry out has a variety of possible short term actions within it. One such approach might be a high leverage, pilot project in a given area which utilizes existing equipment, operationalizes the use of the Internet in performing daily business and which demonstrates the value of the Internet to responding to current operational challenges.

It is recommended that for every large scope policy issue that is deemed valuable enough to pursue, that a working group develop detailed short term initiatives that will begin the movement toward achieving the larger policy goals. Some of these specific initiatives have already been identified at the workshop. Action plans to implement these initiatives can then be developed and implementation commenced. It is strongly suggested that initiatives be evaluated in their selection and in their performance in terms of how will they directly impact the time it takes to perform the survey and mapping process and meet the needs of investors/customers.

### 3 Build Stakeholder support

Because of the nature of larger scope recommendations which involve policy, budgetary issues, etc building stakeholder support is important. This might involve two phases. One would be enlisting the support of influential people who can champion the recommendations. This might be an influential Member of Parliament or someone with strong ties to the Donor community. The second phase would be developing the support among all of the relevant stakeholders. Involving people in the development of recommendations might in some cases also be of value.

### 4 Communicate and Discuss

When dealing with larger policy issues and recommendations, the awareness that results from widespread communication about and discussion of these issues is valuable. This awareness helps move people to a state where they are ready to act. It also will give rise to other ideas and efforts along the way which will also serve to further the overall policy objectives.

### **9.3 Larger Scope Issues Within the Immediate Control of SMD and Its Present and Future Partners**

There were also larger scope issues identified at the workshop which are within the immediate control of the participants at the workshop and their peers throughout the country and with regard to which immediate action can be undertaken. Examples of these issues are those dealing with the devolution of authority to districts and the private sector and the needs of capacity building at these levels. These issues were identified as quite important to the future of SMD and the survey and mapping process.

Though it will be many years before the full fulfillment of these new strategic directions for survey and mapping and the Ministry of Lands occurs, the time for starting to take action was clearly identified as now. The positive impact on service to investors from successful progress on these initiatives was identified as great. Several possible next steps with regard to these issues are as follows:

- Generate ongoing discussions
- Involve the districts and licensed surveyors in significant ways
- Develop necessary partnerships
- Build capacity
- Develop detailed approaches. Develop doable, immediate pilot efforts
- Utilize representative working groups

#### 1 Generate Ongoing Discussions

The discussions on these issues that occurred at the workshop need to be continued into the future and need to involve all of the stakeholders to these issues. The extremely valuable discussion that occurred in the context of the discussion on the Vision as to the extent and pace of devolution was one example of this kind of discussion. SMD as well as the Ministry of Lands are embarking on an effort in how to operationalize the new trends in governmental reform which are occurring on a nation-wide basis. Much needs to be determined in this regard and the determination will not be made by just one person. It

will involve the participation of the districts, licensed surveyors, academics with insight on these issues, investors, representatives from local government reform authorities among others. These discussions will result in widespread awareness of the subsidiary issues and challenges on larger scope issues like devolution. These discussions will in time result in consensus on overarching strategies and in the development of a variety of specific initiatives.

The challenge facing the participants at the workshop is how to play a role in creating these ongoing discussions. One way is to communicate the Vision to all those likely to be involved in the issue and to ask others to participate in the discussion on the extent, pace and necessities involved in devolution. Another way is to begin to take action on specific initiatives and to leave room for others to get involved in the discussions that will occur as a result.

## 2 Involve the districts and licensed surveyors

It was clear from the workshop, that participants recognize the need for bringing the districts into the process of developing and implementing new approaches for carrying out the survey and mapping process. This is because the districts are the key for carrying out many of the future efforts. Similarly, licensed surveyors are also key in carrying out many of these new initiatives. There are a quite a number of districts as well as licensed surveyors. Communication difficulties do not make involving all of these parties easy. However, it seems clear that success in improving the survey and mapping process requires a variety of means for involving, communicating with and gaining the active support of these parties.

## 3 Develop Necessary Partnerships

It is likely clear to the participants of the workshop that future progress regarding the level of service of SMD will need to involve new types of partnerships with a variety of different parties. These parties have been identified at the workshop as licensed surveyors, districts, investors among others. The new types of relationships may be ones in which districts become full partners with SMD in carrying out survey and mapping functions, in which licensed surveyors carry more responsibilities – both technical and financial, in which investors through their up-front financial contributions assure they have more control over the duration, timing and success of their efforts, and in which SMD plays a more facilitative role as a capacity builder and coordinator. These are just some of the potential ways in which these relationships might be constructed that came out of the workshop.

One of the potential topics for the above discussions as well as an outgrowth of these discussions will likely be the nature of these future partnerships. Determining the nature of the partnerships will need to include the roles of each partner, the responsibilities, and authority of each. The capabilities of each to perform immediately and over time is critically important. How to build the capabilities of all of the partners is also critical.

There are many ways to go about developing these partnerships. Convening working groups to refine and carry out the specific recommendations from the workshop and involving potential partners to these recommendations will likely be a very valuable approach. This will likely be conducive to the development of these working partnerships.

Identifying pilot projects involving new partners with the purpose of both carrying out the specific purpose of the project and developing a working partnership might be another useful approach

#### 4 Build Capacity

Building capacity was identified as an absolutely crucial factor in devolution and building partnerships. It is also crucial in utilizing new technology effectively. It would probably be helpful if capacity building were a part of each and every implementation plan for every recommendation from the workshop. The nature of the capacity building can vary from recommendation to recommendation. It would be helpful if SMD became clear on all the different areas for potential capacity building. These could range from technical areas such as carrying out a survey or drafting a plan to budgetary skills that will become more important to the districts in the future to computer and Internet skills to process improvement and meeting skills such as those utilized at the workshop. Each implementation plan with its capacity building component then would have a specific plan for how to build the necessary capacity to carry out the recommendation.

#### 5 Develop Detailed Recommendations and Pilot Projects

Each recommendation needs to be worked out and set out in detail. This ensures that the recommendation is workable. This would ensure that trouble spots are resolved. It also enables effective action planning in determining who and what is needed to carry out the recommendation. It is hard work to move from the general idea to the details of the idea. It takes a variety of inputs, ideas and discussion. However, this is the key to effective implementation.

In looking to move forward on agendas of large scope such as devolution, the first steps will likely be pilot projects that experiment with new approaches and are designed so as to obtain learning for how to carry out the type of project effectively. These learnings will enable implementation on a larger scale to be successful. It is suggested that specific pilot projects be identified. It is suggested that these be ones that are in areas and involve parties such that they have a good likelihood of being successful. It is also suggested that they have high leverage for impacting service to investors. They should be developed with measures that will enable the implementers to assess their success. This will enable implementers to make necessary modifications and learn from their efforts.

#### 6 Utilize Representative Working Groups

A theme throughout all of these suggested next steps is the use of representative working groups to carry out the refinement and implementation of recommendations. These are similar to the max-mix groups utilized at the workshop in that they involve all of the perspectives and stakeholders necessary for the success of the implementation. Because of the importance of districts and licensed surveyors to large scope issues such as devolution, continued representation from these groups is very important.

#### **9 4 Short-term Immediate Initiatives**

The initiatives that will have the most immediate impact on current SMD and Ministry operations in improving the services to investors and customers are those that take the recommendations developed in the workshop and translate them to immediate, operational improvements

There are recommendations from the workshop that in their current form can be implemented within existing budgetary limits and with the authority resident in the Division Directors and the Principal Secretary of the Ministry of Lands and Human Settlements Development. The next step in pursuing these recommendations is as follows

- Utilize working groups to refine recommendations and develop implementation plans

##### 1 Utilize Working Groups to Refine and Add detail to the Recommendations And Develop Implementation Plans

Recommendations can be taken by follow-up working groups and further developed so as to add all of the necessary details. These follow-up groups can then develop action plans that will ensure the implementation of these recommendations. It is recommended that an implementation deadline be set that falls within the current calendar year. It is also recommended that measures be established as part of the implementation plan that will enable implementers to assess the success of the efforts.

There are also more high level recommendations from the workshop that provide the clear goals and strategies for desired future action. Detailed recommendations and implementation plans that enable the accomplishment of these goals should also be developed by the working groups.

It is strongly suggested that each working group that is established follow the model of the workshop and build into its ongoing membership representatives who can convey the perspectives of the districts, licensed surveyors and most importantly investors. It is very easy for members of an organization or process to continue to operate only in the context of older, outdated and archaic assumptions. It is only by bringing in the voice of the customer that organization members will be challenged to move beyond old, outdated ideas and solutions that merely restate the status quo in a different way. Investors need to be identified and made a part of these working groups.

The ideas gained from the workshop regarding appropriate size for effective group operation and the tools utilized for effective group operation can be used as a basis for the operation of these working groups. It is recommended that these working groups have the sanction and support of the Permanent Secretary for Lands and the Division Directors and that they work with the groups to set goals and require ongoing reports from the groups in regard to the accomplishment of these goals.

## **10 0 Conclusion**

This workshop was an intensive effort by a number of people to both develop, to organize, to run, and to complete with the enclosed output as a result. This includes all of the participants who made the time and took the effort to produce these results.

It has been stated that this workshop ought to be just the first of a number of workshops covering the other divisions at the Ministry of Lands and Human Settlements Development as well as the local authorities.

It is hoped that those involved in this first workshop will take up the responsibility to ensure that future workshops do take place and that additional and useful results can be attained from such future workshops.