



Sida Evaluations Newsletter

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Cadastral support for land reform in Mozambique

Background

Since independence in 1978, the Mozambique Government has faced a challenging task of providing security of tenure in a country characterized by civil war, mass resettlement, urban migration and problems of post-colonial reorganization. Portuguese staff at the *Direcção Nacional de Geografia e Cadastro* (DINAGECA, the colonial and later national surveying, mapping and cadastral agency) left the country in the 1970s. Until 1991, the organization relied heavily on experience from socialist countries.

In 1991, the Swedish consultancy firm Swedesurvey AB was engaged to provide support and services in a long-term programme financed by Sida. The goal of the programme was to strengthen DINAGECA's capacity to carry out cadastral activities and topographic mapping. Based on a Sida study from 1988, the programme focused on technical assistance, equipment, training and the provision of security of land tenure for small family farmers, and a pilot project to develop methodologies for issuing titles. Project funding amounted to MSEK 27 for an initial five-year period (1991-96).

The Evaluation

The purpose of the evaluation was fourfold: (i) to evaluate the efficiency and effectiveness of the programme, specifically the pilot project; (ii) to assess the relevance of the programme objectives to Mozambique's and DINAGECA's needs; (iii) to make recommendations regarding the possible continuation of the programme for a second five-year period; and (iv) to evaluate specific issues related to Sida support, in particular the impact of the programme on the family sector farm holder, and gender issues within the titling programme.

The evaluation was conducted by Clarissa Fourie, Margarita Mejias and team leader Sue Nichols, representing expertise in land surveying and administration and African customary land tenure. Their final report, *Sida Support to Dinageca in Mozambique 1991-1996: An evaluation of Sida support to national surveying and mapping* (Sida Evaluation 97/15), is based on interviews in Sweden and Mozambique in May-July 1996, and a review of relevant documentation.

Findings

With regard to the Swedesurvey programme, the report's findings are mixed, largely due to the fact that the initial proposal and subsequent work plans underestimated the constraints and problems to be faced in Mozambique and in the pilot project in the wake of the civil war. Also, the existing capacity at DINAGECA was more limited than anticipated.

By 1996, it was apparent that the pilot project had not been able to test various land titling methodologies. Since everything was contingent on the completion of the pilot project, many parts of the programme were delayed - making it impossible, among other things, for the evaluation team to determine the economic or social impact of the project on small family farm holders. In the area of human resource development the programme was generally found to be effective.

With regard to DINAGECA's capacity to identify, document and process titles, the authors identify factors that impeded progress. The approach taken by DINAGECA was systematic titling (i.e., region by region for all land parcels) with an emphasis on surveying and mapping procedures. This approach was found to be inadequate. Procedures and guidelines were either lacking or insufficient for the task, and the communication process - by which information on the titling process was disseminated to the community - was also very

Focus on cadastral and mapping capacities

Land reform is a crucial political issue in many countries, especially those with a high concentration of land holdings or those transforming from a state-ownership system or a traditional system of land tenure. It is seen as a necessary condition for avoiding social and political unrest, and for increasing agricultural production and economic growth.

National cadastral and mapping capacities and mechanisms are central elements in any government's machinery for managing land reform, and for public planning and administration generally. They are essential tools in the management of land titling, land distribution and the acquisition and security of land tenure. Sida has assisted capacity building in this area in several parts of the world. This issue presents recent evaluations of Sida supported projects in Mozambique, the Philippines and Estonia.



weak. As a result, applicants did not understand the significance of being a title holder.

Significantly, while DINAGECA gained valuable experience in the pilot project, there was no comprehensive re-evaluation of the project and no redesign for the national cadastral system, as initially proposed.

The authors conclude that DINAGECA's current approach to titling will not be able to protect the rural poor from land acquisition by private investors, nor is it a sustainable approach given the problems and needs in Mozambique and within DINAGECA.

Recommendations

The authors recommend that DINAGECA should re-evaluate the experience gained in previous titling projects and develop a strategy that is flexible, efficient and sustainable, based on individual applications for land rather than by a systematic approach. It should provide protection for all who may be affected by titling changes. This requires better knowledge of complex tenure arrangements, legal implications, and local tenure variations and customs, including gender issues, and the development of an information base at the local level to support local administration and planning.

To this end, DINAGECA should improve its infrastructural resource base, encompassing such things as research on land tenure and related issues; communication facilities for informing staff and the public on the process and its potential benefits and impact; technical and administrative procedures to implement land ownership changes; surveying and mapping capacity; and mechanism for dispute resolution.

To support these activities, the report recommends that Sida continue to fund an expanded programme.

Lessons learned

The evaluation yields valuable lessons for similar programmes, most importantly:

- Titling of customary tenure requires special adjudication procedures to accommodate the process to differences between local "traditional" rights.
- Titling of customary tenure requires a comprehensive communication programme. If the programme is not understood, it will not be sustainable.
- Since issuing titles to women breaks with local custom, titles should be given to women only on condition special measures are taken to ensure awareness of implications and recognition by family members and the local community.
- Individual titling does not necessarily lead to increased production or better credit. Other needs, such as availability of transportation to markets or loans for seed and equipment, must also be satisfied.
- Individual titling may not be the best way to protect the interest of the rural poor, as it does not prevent land grabbing by wealthy investors. Faster and cheaper methods, such as group titling and protecting traditional claims, may provide better protection.
- A programme of this type demands a mechanism that ensures continuity, effective management, monitoring and coordination, requiring at least one long-term resident adviser/project manager; short-term consultants can only be of selected technical assistance. ■

Sida Support to Dinageca in Mozambique 1991-1996: An evaluation of Sida support to national surveying and mapping

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Sida Evaluation 97/15

Satellite imagery and computerized cadastral support systems in the Philippines

Background

The concentration of land holdings in the Philippines does not differ much from those in other Asian economies. Even so, land reform is seen as one of the country's most burning political issues, and the implementation of an effective land reform is by many believed to be a necessary condition for avoiding future social and political unrest. To this end, a government land redistribution programme, the Comprehensive Agrarian Reform Program (CARP), was launched in 1988 under the auspices of the Department of Agrarian Reform (DAR). When completed, CARP is expected to benefit three million families, or almost one third of the country's population.

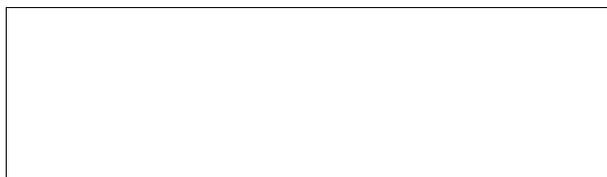
Despite important achievements in the past few years, CARP is well behind schedule. The fact that most funds allocated to the programme go to pay land owners for nationalized lands means that little is left for needed infrastructure. As a result, there is a lack of

accurate data on land ownership and tenurial relations, as well as of surveying capacities.

Sida support to national cadastral and mapping services include two projects of relevance to the implementation of CARP:¹

- The Cadastral Support to Land Reform project was started with BITS support in 1991 to provide systems support for CARP. Total cost of the project up to 1996 was MSEK 17.3.
- The Satellite Mapping for Natural Resources Management project has since 1987 provided satellite

¹ Although not a programme country, the Philippines has with the integration of BITS, the former Swedish credit granting agency, and SwedeCorp into new Sida in July 1995, become a regular recipient of Swedish aid. Since the late 1980s, the country has received a total of over MSEK 600 in Swedish aid grants. Apart from a MSEK 325 grant element of a concessional credit, the bulk of the aid has been in the form of technical assistance. This includes the two projects discussed here.



imagery data to facilitate national efforts at resource management and environmental protection. By 1996 the cost of the project amounted to MSEK 19.4.

The evaluation

The purpose of the evaluation was to assess each project's relevance and efficiency (i) in relation to the overall national sector policy and plans, and (ii) from the perspectives of the Swedish and Philippine partnerships.

The evaluation, conducted by Swedish consultant Karlis Goppers of DEVFIN AB, is based on interviews with Philippine officials and with Sida personnel and consultants during a two-week visit to the Philippines in December 1996. The report, *Mapping for Economic Development- Sida-supported satellite imagery and computerized cadastral support systems in the Philippines* (Sida Evaluation 97/19), analyzes achievements and effects of the two projects at three different levels:

- *at project level:* Have output targets been achieved? Has replication and/or integration with similar systems of other agencies been achieved? How has the contractor performed?
- *at programme level:* What have been the effects of the projects?
- *at national level:* What is the impact on the national level?

For each of the projects a goal hierarchy based on logical framework analysis is constructed. The achieved results are assessed against planned targets and discussed in light of the following aspects: social and economic equality/poverty orientation; economic growth; democratization; independence; environment; gender; and sustainability/relevance.

Less emphasis is laid on the satellite mapping project as little new activity has taken place there since the project was evaluated in 1992.

Findings

Through the Cadastral Support to Land Reform project, DAR has been equipped with a functioning, computerized cadastral support system able to capture, encode, elaborate, process, present and print out data as text and graphic information as well as maps. Planned inputs and activities have been duly implemented, and documentation of the project is complete. Also, the results appear to have been achieved in a cost-effective way.

The project has been less successful in replicating the system to designated DAR regional offices. Lack of hardware, and uncertainties regarding ambition levels in integrating the support system with existing systems at other agencies, means that the system is not yet fully operational. It is clear that the issues of coordination, compatibility and integration must become more important in subsequent stages of the project.

With regard to overall objectives, the project is expected to have a positive impact not only on efforts to promote equity, but also on the management of natural resources and the environment, and the enhancement of democracy. When it comes to promoting economic growth, however, the picture is different. To the extent that land previously used for large-scale, commercial production (such as plantations) is parcelled off to set-

ters for small-scale farming, it may be assumed that the country's economic growth will – at least in the short-term – be hampered.

Also the Satellite Mapping for Natural Resources Management project has been implemented efficiently and according to plan. All output targets have been achieved. It has facilitated the formulation of realistic plans for the country's natural resources management, as well as of legislation and other measures to protect and enhance the environment.

What the project has failed to do is establish a national system inter-linking the geo-information available at different government and other organizations. Little or no coordination has taken place to stem the proliferation of overlapping but incompatible systems.

On balance, the two projects both seem to fulfil most of the criteria posed by Sweden's new aid strategy *vis-à-vis* the Philippines, and seem obvious candidates for continued Swedish financing.

Recommendations

Whether in future projects or in new phases of existing projects, attention should be given to ensuring coordination and avoiding future incompatibilities between different geographic information systems at various agencies. Likewise, projects in the area of computerized geographical systems should cooperate with – or possibly give direct or indirect support to – the existing coordinating mechanisms, in the Philippine case the Inter-Agency Task Force on Geographical Information. To give greater weight to such efforts, coordination issues should be lifted to a higher political level.

Lessons learned

The lessons learned may be summarized in four points:

- While it is quite possible to implement an advanced computerized information system that depends on the availability of many skilled local personnel, it is crucial to allow ample time for the new computerized systems and routines to "sink in" before the functions can become operational on a national level.
- Attention to compatibility issues at the early stages of a project is crucial. Incompatibilities will often not become apparent until after several years, when the systems have grown too big to be easily changed.
- The usefulness of satellite imagery in highlighting the threats to virgin forests illustrates how a relatively small high-tech project can have a major environmental impact when applied judiciously and implemented successfully.
- For land reform programmes to be successful (in the sense that they will benefit the landless poor), the redistribution of lands must be accompanied by large investments in infrastructure and agricultural extension services for the new land-owners. ■

Mapping for Economic Development: Sida-supported satellite imagery and computerized cadastral support systems in the Philippines

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Sida Evaluation 97/19



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Support to the Land Reform Programme in Estonia

Swedish cadastral and mapping support to Estonia is focused on supporting the Government's Land Reform Programme, tasked with the restitution, compensation for and privatization of land in both rural and urban areas. The first major input, starting in 1991, was a satellite mapping project aimed at alleviating the lack of national, medium-scale map coverage. This project was completed in 1996. Other inputs have focused on the cadastral sector, with emphasis on mapping.

The broad objective of the support is to further strengthen the resources and competence of the organizations that are responsible for cadastral and land registration activities in Estonia, by providing aerial photography maps, on-the-job training and other transfers of knowledge and ideas.

The Estonian Government has requested continued support through three projects: a continued technical assistance project, a training in cadastral organization, and a pilot project that would use methods and ideas discussed in the second project.

The main purpose of the evaluation was to make a general assessment of the progress made towards developing a national cadastral organization, and to document the present status of the Land Reform Programme and of the impact of Swedish aid.

As described in the evaluation report, *Cadastral and Mapping Support to the Land Reform Programme in Estonia* (Sida Evaluation 96/24), the main thrust of the Sida aid has been to assist in the development of tools that will facilitate the restitution, re-distribution and privatization of land, the use of land as collateral security for loans, and the development of a sound land market.

A range of disparate factors have contributed to the slowing down of the implementation of the Programme. The main bottlenecks, aside from the general lack of resources and of trained and experienced personnel, are in the cadastral implementation phase. Identifying boundaries can, at the best of times, be time-consuming. In Estonia the problem is accentuated by enormous practical as well as psychological constraints: land-owners want exactly what they had in 1940.

Another factor is the lack of structure in the cadastral organisation, with an unclear division of responsibility between different central organisations and between the county and central levels. The cultures of organization, responsibility and communication reflect the influence of the old political system. Changing this means changing deep-rooted personal attitudes and old-established official routines. This will take time and, not the least, continued international support. ■

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