

Political Economy of Decentralisation in Mozambique

Dynamics, Outcomes, Challenges

Bernhard Weimer and João Carrilho



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Acronyms

3CP	Cities and Climate Change Programme (see: PCMC)
ADE	<i>Apoio Directo à Escola</i> (Direct School Subsidy)
AICE	Access to Information and Citizens' Engagement
AIDS	Acquired Immune Deficiency Syndrome
AM	<i>Assembleia Municipal</i> (Municipal Assembly)
ANAMM	<i>Associação Nacional de Municípios Moçambicanos</i> (National Association of Mozambican Municipalities)
AP	<i>Assembleia Provincial</i> (Provincial Assembly)
AR	<i>Assembleia da República</i> (National Parliament)
ATM	<i>Autoridade Tributária de Moçambique</i> (Mozambican Tax Authority)
BRICS	Brazil, Russia, India, China and South Africa
CB	Concessional Borrowing
CC	<i>Conselho Constitucional</i> (Constitutional Council)
CDG	<i>Conta de Gerência</i> (Municipal Annual Account)
CE	<i>Conselho da Escola</i> (School Council)
CEDSIF	<i>Centro de Desenvolvimento de Sistemas de Informação de Finanças</i> (Development Centre of Financial Information Systems)
CEP	<i>Conselho Empresarial Provincial</i> (Provincial Enterprise Council)
CFM	<i>Caminhos de Ferro de Moçambique</i> (Mozambican Railways and Ports)
CGE	<i>Conta Geral do Estado</i> (Annual State Accounts)
CIP	<i>Centro de Integridade Pública</i> (Centre for Public Integrity)
CM	<i>Conselho Municipal</i> (Municipal Council)
CNE	<i>Comissão Nacional de Eleições</i> (National Electoral Commission)
CSO	Civil Society Organisation
CSP	<i>Cuidados de Saúde Primários</i> (Primary Health Care Centres)
CSS	<i>Cuidados de Saúde Secundários</i> (Secondary Health Care Centres)
CTA	<i>Confederação das Associações Económicas de Moçambique</i> (National Confederation of Mozambican Business Associations)
DANIDA	Danish International Development Agency
DATA	<i>Departamento de Administração Territorial e Autarquia</i> (Department of Territorial and Municipal Administration)
DNAL	<i>Direcção Nacional de Administração Local</i> (National Directorate of Local Administration)
DNDA	<i>Direcção Nacional de Desenvolvimento Autárquico</i> (National Directorate of Municipal Development)
DNPO	<i>Direcção Nacional do Plano e Orçamento</i> (National Directorate of Planning and Budget)
DNT	<i>Direcção Nacional do Tesouro</i> (National Treasury Directorate)
DNTF	<i>Direcção Nacional de Terras e Florestas</i> (National Directorate of Land and Forests)

DPOPHRH	<i>Direcção Provincial de Obras Publicas, Habitação e Recursos Hídricos</i> (Provincial Directorate for Public Works, Housing and Water Resources and Water Affairs)
DPPF	<i>Direcção Provincial de Plano e Finanças</i> (Provincial Directorate for Planning and Finance)
DPS	<i>Direcção Provincial de Saúde</i> (Provincial Health Directorate)
DUAT	<i>Direito de Uso e Aproveitamento da Terra</i> (Land Use Title Deed)
EDM	<i>Electricidade de Moçambique</i> (Mozambican electricity utility)
EMATUM	<i>Empresa Moçambicana de Atum</i> (Mozambican Tuna Fishing Enterprise)
EMOCHM	<i>Equipa Militar de Observadores Internacionais da Cessação das Hostilidades Militares</i> (Military Team of International Observers of the Cessation of Hostilities)
ENH	<i>Empresa Nacional de Hidrocarbonetos</i> (National Hydrocarbon Company)
ENHILS	ENH Integrated Logistics Service
FCA	<i>Fundo de Compensação Autárquico</i> (Municipal Equilibration Fund)
FDD	<i>Fundo de Desenvolvimento Distrital</i> (District Development Fund)
FDI	Foreign Direct Investment
FE	<i>Fundo de Estradas</i> (Road Fund)
FIIA	<i>Fundo de Investimento de Iniciativa Autarquica</i> (Municipal Investment Fund)
FIPAG	<i>Fundo de Investimento e Património de Abastecimento de Água</i> (Water Supplies Investment and Asset Holding Company)
FOCADE	<i>Fórum da Sociedade Civil em Cabo Delgado</i> (Cabo Delgado Civil Society Forum)
Frelimo	<i>Frente da Libertação de Moçambique</i> (Mozambique Liberation Front)
GDM	<i>Grupo de Dívida Moçambicana</i> (Mozambican Debt Group)
GDP	Gross Domestic Product
GIZ	<i>Gesellschaft für Internationale Zusammenarbeit</i> (German Agency for International Cooperation)
GPA	General Peace Agreement (Rome 1992)
GPG	General Purpose Grant
HIV	Human Immunodeficiency Virus
IASISA	<i>Imposto Autárquico de Sisa</i> (Municipal Property Transaction Tax)
IAV	<i>Imposto Autárquico de Veículos</i> (Municipal Vehicle Tax)
IDP	International Development Partner
IESE	<i>Instituto de Estudos Sociais e Económicos</i> (Institute for Social and Economic Studies)
IGF	<i>Inspecção-geral das Finanças</i> (General Financial Inspectorate)
IMF	International Monetary Fund
INE	<i>Instituto Nacional de Estatística</i> (National Statistics Institute)
IPRA	<i>Imposto Predial Autárquico</i> (Municipal Property Tax)

ISPC	<i>Imposto Simplificado para Pequenos Contribuintes</i> (Tax on informal economic activity)
JC	<i>Joint Commission</i> (peace negotiations)
KfW	<i>Kreditanstalt für Wiederaufbau</i> (German Development Bank)
LAM	<i>Linhas Aéreas de Moçambique</i> (Mozambican Airlines)
LAO	Limited Access Order
LEBOFA	<i>Lei de Base de Organização e Funcionamento da Administração Pública</i> (Basic Law on the Organisation and Functioning of the Public Administration)
LED	Local Economic Development
LNG	Liquefied Natural Gas
LOLE	<i>Lei dos Órgãos Locais do Estado</i> (Law on Local Units of the Central State Administration)
MAE	<i>Ministério de Administração Estatal</i> (Ministry of State Administration)
MAEFP	<i>Ministério de Administração Estatal e Função Pública</i> (Ministry of State Administration and Public Service)
MAM	Mozambique Asset Management
MCA	Millennium Challenge Account
MDM	<i>Movimento Democrático de Moçambique</i> (Democratic Movement of Mozambique)
MPD	<i>Ministério da Planificação e Desenvolvimento</i> (Ministry of Planning and Development)
MEF	<i>Ministério de Economia e Finanças</i> (Ministry of Economic Affairs and Finance)
MFP	<i>Ministério da Função Pública</i> (Ministry of Public Service)
MICOA	<i>Ministério da Coordenação da Acção Ambiental</i> (Ministry of Environmental Action Coordination)
MISAU	<i>Ministério de Saúde</i> (Ministry of Health)
MITADER	<i>Ministério da Terra, Ambiente e Desenvolvimento Rural</i> (Ministry of Land, Environment and Rural Development)
MOPHRH	<i>Ministério de Obras Públicas, Habitação e Recursos Hídricos</i> (Ministry of Public Works, Housing and Water Resources)
MP	Member of Parliament
MT	Mozambican Metical
NCB	Non-Concessional Borrowing
NGO	Non-Governmental Organisation
NHS	National Health Service
NODAEC	<i>Normas de Organização e Direcção do Aparelho de Estado Central</i> (Norms on Organisation and Leadership of Central State Apparatus)
OAO	Open Access Order
OE	<i>Orçamento do Estado</i> (State Budget)
OECD	Organisation of Economic Cooperation and Development

OIIL	<i>Orçamento de Investimento de Iniciativa Local</i> (Budget for Local Investment Initiatives)
OLE	<i>Órgãos Locais do Estado</i> (Local Units of the Central State Administration)
OSR	Own-Source Revenue
PAI	<i>Presidência Aberta e Inclusiva</i> (Open and Inclusive Presidency)
PAO	<i>Plano Annual de Actividades e Orçamento</i> (Municipal Action Plan and Budget)
PAP	Programme Aid Partners
PARPA	<i>Programa Acelerado da Redução da Pobreza</i> (Poverty Reduction Action Plan)
PCA	Power and Change Analysis
PCD	<i>Portos de Cabo Delgado</i> (Cabo Delgado Ports)
PCMC	<i>Programa de Cidades e Mudanças Climáticas</i> (Cities and Climate Change Programme) (see: 3CP)
PDD	<i>Projecto de Descentralização e Democratização</i> (Decentralisation and Democratisation Project)
PDUT	<i>Plano Distrital de Utilização de Terra</i> (District Land Use Plan)
PEA	Political Economy Analysis
PEDD	<i>Plano Estratégico de Desenvolvimento Distrital</i> (Strategic District Development Plan)
PEND	<i>Política e Estratégia Nacional de Descentralização</i> (National Policy and Strategy of Decentralisation)
PERPU	<i>Programa Estratégico de Redução da Pobreza Urbana</i> (Strategic Urban Poverty Reduction Programme)
PES	<i>Plano Económico e Social</i> (Economic and Social Plan)
PESOD	<i>Plano Económico Social e Orçamento Distrital</i> (District Social-Economic Plan and Budget)
PFM	Public Finance Management
PNPFD	<i>Programa Nacional de Planificação e Finanças Descentralizadas</i> (National Decentralised Planning and Finance) Programme)
PPFD	<i>Programa de Planificação e Finanças Descentralizadas</i> (Programme of Decentralised Planning and Finance)
PRODIA	<i>Programa de Desenvolvimento Integrado para as Autarquias e as Zonas Rurais Circunjacentes</i> (Integrated Development Programme for Municipalities and Surrounding Rural Areas)
PPIAF	Public-Private Infrastructure Advisory Facility
PPOSC	<i>Plataforma Provincial das Organizações da Sociedade Civil</i> (Provincial Platform of Civil Society Organisations)
PPP	Public-Private Partnerships
PRODEM	<i>Programa de Desenvolvimento Municipal</i> (Programme for Municipal Development in northern and central Mozambique)
PS	Permanent Secretary (<i>Secretário Permanente</i>)

PSR	Public Sector Reform
REO	<i>Relatório de Execução do Orçamento</i> (Budget Execution Report)
Renamo	<i>Resistência Nacional de Moçambique</i> (National Resistance Movement)
SCO	Swiss Cooperation Office
SDAE	<i>Serviços Distritais de Actividades Económicas</i> (District Services of Economic Activities)
SDC	Swiss Development Cooperation
SDSMAS	<i>Serviço Distrital de Saúde, Mulher e Acção Social</i> (District Services for Health, Women and Social Welfare)
SDPI	<i>Serviço Distrital de Planificação e Infraestruturas</i> (District Services of Planning and Infrastructure)
SGA	<i>Sistema de Gestão Autárquico</i> (Municipal Financial Management System)
SGACA	Strategic Governance and Corruption Analysis
SGM	<i>Sistema de Gestão Municipal</i> (Municipal Financial Management System) [predecessor of SGA]
SIDA	Swedish International Development Agency
SISTAFE	<i>Sistema de Administração Financeira do Estado</i> (State Financial Administration System)
SME	Small and Medium-sized Enterprises
SMoDD	<i>Sistema de Monitoria de Desenvolvimento Distrital</i> (District Development Monitoring System)
SNTA	Sub-National Technical Assistance
SOE	State-Owned Enterprise
SPGC	<i>Serviços Provinciais de Geografia e Cadastro</i> (Provincial Geographic and Cadastre Services)
TA	<i>Tribunal Administrativo</i> (Administrative Tribunal)
TAE	<i>Taxa por Actividade Económica</i> (Levy on Economic Activity)
TDM	<i>Telecomunicações de Moçambique</i> (<i>Mozambique Telecommunications</i>)
UEM	<i>Universidade Eduardo Mondlane</i> (Eduardo Mondlane University)
UFSA	<i>Unidade Funcional de Supervisão de Aquisições</i> (Functional Unit for Supervision of Procurement)
UGB	<i>Unidade Gestora Beneficiária</i> (Beneficiary Management Unit)
UGE	<i>Unidade Gestora Executiva</i> (Executive Management Unit)
UGEA	<i>Unidade de Gestão Executiva de Aquisições</i> (Procurement Management Unit)
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations International Children's Emergency Fund
USAID	United States Agency for International Development
US	United States of America
US\$	United States dollar
UTRESP	<i>Unidade Técnica da Reforma do Sector Público</i> (Technical Unit for Public Sector Reform)

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Map 1: Municipalities in Mozambique



Source: J Archibald, based on map provided by Ministério da Administração Estatal e Função Pública (MAEFP)

Preface

*Severino Elias Ngoenha**

The book *Political Economy of Decentralisation* in Mozambique arrives at the right moment on the book market and in the hands of the reader. The major political, institutional and socioeconomic challenges that Mozambique and its people presently face represent an appropriate context to retrace the story of decentralisation and its perspectives for the country.

The book approaches the topic in a multidisciplinary and multisectoral manner and considers different viewpoints, including political, institutional and that of public administration, finances and society.

The authors look at the relationship between decentralisation and democratisation, a subject debated in political sciences: Does decentralisation correspond to a more advanced level of democracy? Regarding its life as a democracy, Moçambique is still a young country and the book provides a clear picture of the history of decentralisation from 1992 to today. Its basic argument is that the political class which has been in power since Independence systematically sought to limit or, on occasion, halt decentralisation. Is this thesis acceptable? And is it sustained by the evidence which the book produces?

In general, it is possible to reply affirmatively to both questions. The fact that the government has increased the number of districts, some of which perfectly overlap with the territory of the respective municipalities, is offered as proof to verify the central proposition. Furthermore, in the context of today's political discourse around the future, the government's reservation in increasing the number of municipalities constitutes one of countless demonstrations of how cautious the government's approach to this subject is.

Looking at the subject dealt with in this book from a more philosophical angle, the following question emerges: How can the decentralisation process contribute, in a visible and significant way, to improving the well-being of Mozambique's populations, particularly the least favoured ones? The answer is not a simple one.

* PhD in philosophy; Director of the Doctoral School of Philosophy of the Pedagogical University, Maputo; Rector of the Technical University of Mozambique, Maputo.

The initiative of the “seven million”, implemented by the government under the leadership of President Guebuza, was advocated as a measure to combat rural poverty. Although some results have been achieved, studies have shown that most beneficiaries were hand-picked from among the most prominent members of local elites, and the rate of return on what should have been a loan with favourable conditions has been negligible.

The examples show that the impact of decentralisation is not always positive, implying a profound, systematic and rational political, institutional and economic process which needs to be guided by criteria of transparency and administrative rationality.

The book also reflects the interest and love which the authors have for Moçambique and its people. For the Mozambican co-author, the engineer João Carrilho, this affection is intrinsically linked to his many years of work as a professional in the state apparatus, including in the position of Vice Minister of Agriculture, as well as that of independent expert. His work concentrated on key questions relevant to all Mozambicans and for the development of the country: land use and management, and rural development. In the case of Bernhard Weimer, an academic of German origin, his interest is evidenced in the 25 years that he has lived and worked in Moçambique in positions such as advisor to the Ministry of State Administration, lecturer at the Universidade Eduardo Mondlane (UEM), manager of decentralisation support projects and as an independent consultant.

Not all readers will necessarily always agree with the arguments and conclusions put forward in this book, given their own analyses and convictions. However, even those who disagree with lines of thought offered in this book will acknowledge the enormous effort the authors put into analysing and producing data and evidence, as befits an informed and sober debate on a politically controversial subject. From that point of view, the book merits many readers, from all political persuasions and from all corners of the country.

Maputo, June 2017

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This book is based on a consultancy report with the same title, commissioned by the Swiss Embassy in Maputo in August 2015 and delivered in April 2016. The consultancy was conducted for MAP Consultoria, Maputo, by a team of three consultants: Bernhard Weimer (team leader), João Carrilho (senior consultant), and Liria Quelídio Langa (team assistant). The draft was peer-reviewed by José Jaime Macuane, who was responsible for quality assurance.

Given the study's resonance with stakeholders in decentralisation in Mozambique, ranging from the government via political parties to civil society, academic institutions and development partners, the Swiss Embassy, in collaboration with *Instituto de Estudos Sociais e Económicos* (IESE), decided to have the study reviewed and published in both English and Portuguese. Bernhard Weimer, the main author and then team leader, undertook the final review.

The authors wish to express their profound gratitude to all women and men in Maputo, and the districts and municipalities in Cabo Delgado and Nampula provinces, who contributed to this study, by granting interviews, providing written comments, relevant literature, and who participated in meetings and seminars held during the work. Equally, their gratitude to the members of the Decentralization Working Group, presently headed by SDC, and to selected members of the Health Working Group, with whom, on two sessions (on 18 February 2016) a summary of the consultancy study's findings was shared and who provided the team with valuable comments and additional insights. A special *Thank You* goes to the members of the Joint Commission and group of mediators set up for negotiating a peace agenda, with whom, in a lecture held on 28 September 2016, major findings of the study were shared and discussed.

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A note on sources

The report was written in the spirit of offering a comprehensive analysis not only to the client (SDC), but also to other stakeholders in the Mozambican decentralisation process, notably the government of Mozambique, local governments, organised civil society, and university lecturers and students. Being of an analytical nature, the study uses technical language with which some stakeholders might not be familiar. In line with the practice and ethos of social science analysis, an effort was made to write the report in the spirit of 'doing no harm', even if critical positions are reflected or are taken as conclusions.

All opinions expressed in this report, unless they are quotations, are exclusively attributable to the authors. They do not necessarily reflect the opinions of the institutions involved – the Swiss Embassy, the SDC in Maputo and MAP Consultoria – or of any of their staff. Any errors or misrepresentations of facts are the sole responsibility of the authors.

The report is based on information gathered and verified during interviews. In many cases the interviewees requested that the interviews be informal and confidential and they asked not to be quoted. In all other cases, the sources of information used or the opinions expressed in the study are cited in line with the established rules of social science research. In cases of contradictory information, the team endeavoured to corroborate the information through triangulation, i.e. through verification by another source.

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