Mozambique
Municipal Development in Mozambique
Lessons from the First Decade
(In Two Volumes) Volume I: Synthesis Report
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(Exchange Rate Effective June 1, 2009)
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1 US Dollar = 27.1 Mozambique Metical

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# Acronyms

<table>
<thead>
<tr>
<th>Acronyms</th>
<th>English</th>
<th>Portuguese</th>
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<tr>
<td>ADA</td>
<td>Austrian Development Agency</td>
<td>Agência Austríaca de Desenvolvimento</td>
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<td>AIAS</td>
<td>Water and Sanitation Investment Agency</td>
<td>Administração de Infra-estruturas de Abastecimento de Água e Saneamento</td>
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<td>ANAMM</td>
<td>National Association of Municipalities of Mozambique</td>
<td>Associação Nacional dos Municípios de Moçambique</td>
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<td>CPAS</td>
<td>Provincial Water and Sanitation Boards</td>
<td>Conselho Provincial de Água e Saneamento</td>
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<td>DANIDA</td>
<td>Danish Agency for International Development</td>
<td>Agência Dinamarquesa de Desenvolvimento Internacional</td>
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<td>DNA</td>
<td>National Water Directorate</td>
<td>Direcção Nacional de Águas</td>
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<td>DUAT</td>
<td>Right to Use and Employ Land</td>
<td>Direito de Uso e Aproveitamento da Terra</td>
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<td>EDM</td>
<td>Electricity of Mozambique</td>
<td>Electricidade de Moçambique E.P</td>
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<td>GTZ</td>
<td>German Technical Cooperation</td>
<td>Cooperação Técnica Alemã</td>
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<td>IFAPA</td>
<td>Training Institute for Public and Municipal Administration</td>
<td>Instituto de Formação em Administração Pública e Autárquica</td>
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<tr>
<td>IGF</td>
<td>Internal Audit Office</td>
<td>Inspeção Geral de Finanças</td>
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<td>ISWMP</td>
<td>Integrated Solid Waste Management Plans</td>
<td>Plano de Gestão Integrada de Resíduos Sólidos Urbanos</td>
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<td>MAE</td>
<td>Ministry for State Administration</td>
<td>Ministério da Administração Estatal</td>
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<td>MF</td>
<td>Ministry of Finance</td>
<td>Ministério das Finanças</td>
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<td>MFP</td>
<td>Ministry of Public Sector</td>
<td>Ministério da Função Pública</td>
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<td>MICOA</td>
<td>Ministry for Coordination of Environmental Affairs</td>
<td>Ministério para a Coordenação da Ação Ambiental</td>
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<td>MOPH</td>
<td>Ministry of Public Works and Housing</td>
<td>Ministério das Obras Públicas e Habitação</td>
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<td>MPD</td>
<td>Ministry of Planning and Development</td>
<td>Ministerio do Plano e Desenvolvimento</td>
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<td>PPP</td>
<td>Public Private Partnership</td>
<td>Parcerias Público Privadas</td>
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<td>SDC</td>
<td>Swiss Agency for Development and Cooperation</td>
<td>Agência Suíça para o Desenvolvimento e Cooperação</td>
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<td>SIFAP</td>
<td>System of Training in Public Administration</td>
<td>Sistema de Formação em Administração Pública</td>
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<td>SISTAFE</td>
<td>System for State Finance Administration</td>
<td>Sistema de Administração Financeira do Estado</td>
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<td>SWM</td>
<td>Solid Waste Management</td>
<td>Gestão de Resíduos Sólidos</td>
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<td>TA</td>
<td>Administrative Tribunal (National Audit Office)</td>
<td>Tribunal Administrativo</td>
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<td>UTRESP</td>
<td>Public Sector Reform Unit</td>
<td>Unidade Técnica Da Reforma do Sector Público</td>
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Overview
Municipalities in Mozambique were established by law in 1997 and elected in 1998 for the first time, only a few years after the peace agreement. Most inherited archaic and dysfunctional remnants of colonial and central government systems and infrastructure, and as such limited progress was achieved in transforming them into functioning local governments during the first mandate (1998-2002). During the second mandate (2003-2008), however, significant improvements were seen as municipalities began to grasp the nettles of local governance and some service delivery challenges. By the end of their first decade most municipalities have reorganized themselves to some extent and a number have undertaken initiatives that are beginning to bear fruit. There remains a long way to go, however, before municipalities will be robust enough to deliver quality local services to meet growing demand. There is a danger that the pace of municipal technical and financial capacity development will be overtaken by the growing municipal population and by transfers of additional mandates. Both central government and the Association of Municipalities (ANAMM) need to support municipalities to perform their potentially significant role in improving living conditions, stimulating growth and cementing meaningful democracy in Mozambique.

This report summarizes the main findings of a broader study coordinated by the World Bank and ANAMM, working with a Committee made up of ANAMM, the Ministry of State Administration (MAE) and the various funding partners: The Austrian Development Agency (ADA), the Danish Development Agency (DANIDA), the German Technical Cooperation (GTZ), the Swiss Development Cooperation (SDC), UN-HABITAT and the World Bank. University College London’s Development Planning Unit was brought in to assist in the overall planning and coordination of the work. Given the number of agencies involved and the process of engaging and validating findings with the mayors themselves, neither the study nor any particular section can be said to represent the views of all or any of the agencies involved.

1. An introduction to municipal development in Mozambique

Municipalities are growing in number and in size. According to the United Nations, Mozambique has one of the largest urban populations in East Africa at 36%, and it is expected to grow to 60% by 2030. Urban growth (3.03%) and municipal growth (2.84%) are both faster than national and rural growth according to census data. Furthermore the growth numbers belie substantial variability, with 7 municipalities growing at over 10%, a further 5 growing at between 5-10%. Only 3 are growing at less than 0.5%. It is worth noting that the highest growth rates are concentrated in the smallest municipalities (see Figure 1). Municipalities are also growing in number, from 33 in 1997 to 43 in 2008. In the absence of proper urban planning, the rapid pace of growth in certain municipalities will result in the expansion of informal settlements. Small municipalities may require special attention as their explosive population growth may challenge their capacity to deliver services.
Municipal responsibilities are increasing and the country is undergoing an asymmetrical process of decentralization. Municipal mandates are increasing from providers of local services such as parks, roads, public safety, public lighting, municipal policing, and solid waste, amongst others, to more complex social services including aspects of education and health—as mandated by Decree 33/2006. The increase in demand for services is not, however, being accompanied by an expansion of employment, formal economic activity and revenue. Close to 70% of the GDP in Mozambique is produced by the industry and services sectors, mostly located in urban areas but urban poverty remains high and from 1996/1997 to 2002/2003 (the period to which most recent data exist) did not fall as fast as rural poverty. There is also substantial variation of growth and poverty within municipal boundaries and between the urban, peri-urban and rural areas.

Municipalities have a role to play in reducing poverty and stimulating investment. Urban poverty reduction relates, amongst other things, to access to land, services, jobs and food. Municipalities play the key role in regularization of land tenure, improvement in tenure security and formalization of largely corrupt land markets, all of which are recognized internationally as fundamental to channeling investment and savings to establish assets among the poor. However, there is still a long way to go before municipalities can perform these functions satisfactorily. Urban and peri-urban agriculture initiatives for food security and job creation can be supported by effective urban planning and land use rights, as well as targeted support services. Municipalities
can contribute to a more conducive environment for investment and employment creation through a range of instruments including investments in critical physical infrastructure (e.g. urban roads), reduction in red tape (e.g. business licenses) and the provision of public services through public private partnerships.

**Municipalities are important for consolidating democracy.** Municipalities are the only elected local governments in Mozambique and as such their credibility with citizens is fundamental to the consolidation and institutionalization of good governance and democracy in the country. Municipalities have a role to play both by undertaking and deepening engagement in the formal governance processes, and by empowering the poor to voice and access opportunities through enhancing their participation in planning and budgetary activities.

**Municipal development has progressed in the last ten years.** The municipalities created in 1998 inherited an extremely weak organizational structure and infrastructure that had generally not been maintained or upgraded since the colonial era. Similarly, they inherited a very limited municipal tax base with no or outdated property registers and generally no culture of tax payment. Despite this disadvantaged starting point, a number of municipalities have managed to overcome some of their organizational challenges and have achieved positive improvements in service delivery. There is nevertheless a major backlog in all areas of service delivery combined with a rapid increasing demand for services from the growing urban population. The pressure for improving services, including those not strictly within the mandate of municipalities, is felt acutely by mayors and their executive councils, as municipalities are administratively responsible for most urban territory in Mozambique. “Urban” and “municipal” are not synonymous in Mozambique, and municipal boundaries often include a mix of dense urban areas, peri-urban areas and rural space. This places additional challenges on municipal management teams as priority services and models of service delivery will vary significantly across these various spaces. There have, however, been some notable efforts and successes in the first ten years (see Box 1).

**Box 1. Some Examples of Municipal Good Practices in the first 10 years**

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<th>Improvements in Revenue Enhancement and Financial Management</th>
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<td>Beira has instituted a simplified financial management system. It has also improved collection of revenue from markets, as has Montepuez. Maputo City has increased its own revenues by 55% in 2 years. At least 20 municipalities have participated in training programs supported by the National Audit Institutions (TA and IGF) and development partners on financial management and reporting, including preparation of municipal annual financial statements.</td>
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<th>Participatory Planning, Budgeting and Citizen Oversight</th>
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<td>Dondo, Maputo and Montepuez have had some positive experiences of participatory budgeting and planning, with support from external partners. There are also some initiatives under way in Maputo, Nacala, Gurue, Chimoio and Vilankulos to improve transparency and combat corruption. In Montepuez and Dondo, community radio has been used for civic education and to publicize municipal activities. Most of these are still too recent to be considered fully institutionalized. Maputo City is currently undertaking its third annual Citizen Report Card conducted by independent researchers and has launched its participatory budgeting program.</td>
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<th>Organizational Restructuring</th>
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This is an area where many municipalities have made some progress, particularly in improving the organizational structure of the municipality. Maputo City contracted consultants to restructure the organization (including workflows, procedures and profiles) and has linked its remuneration strategy to improvements in own-revenue generation.

**Municipal – District Coordination**

In Montepuez, weekly meetings are attended by the Mayor and the District Administrator along with key technical staff from both administrations to coordinate activities and share information.

**Urban Upgrading**

Successful pilots have been undertaken in Bairro Josina Machel in Manica City, Bairro Mafariha in Dondo and in Marromeu, building on earlier good practices in Maputo (Maxaquene) and Nacala, but scaling up is now important.

**Solid Waste Management**

Maputo City has successfully introduced primary collection contracts for solid waste consisting of door to door waste collection or at pre-established fixed points in a neighborhood, using carts or tractors. Secondary collection contracts with private operators have been signed recently. The fee for solid waste collection which is billed as a surcharge on the electricity bill, administered by the electricity company (EdM), has been very successful and other cities are following suit. Maputo expects its solid waste management system to be fully sustainable by 2012.

**Public Private Partnerships (PPPs) and alternative models of service delivery**

Municipalities have entered into partnerships with local companies for social projects, including a sugar company in Manhica, coconut oil processing companies in Maxixe, mineral water bottling company in Manica, and a cement company in Dondo. Maputo City has set up a PPP department and has signed 12 contracts totaling over $7 million in investments, and further contracts valued over $50 million are under negotiation.

**Improvement of market infrastructure**

One of the most visible investment efforts by municipalities to date has been in market infrastructure, including in Marromeu, Beira, Manica, Montepuez, Ilha de Mocambique, Dondo and Chokwe among others. Some of these have been more successful than others.

**Environment**

Montepuez has intervened to protect flood-prone areas and prevent erosion of hillsides by planting trees and building a large ditch for channeling runoff water with the direct involvement of the potentially affected communities. Maputo has constructed the new Avenue Sebastiao Mabote to high standards of environmental and social safeguards, by following a rigorous framework for consultation and engagement with affected and beneficiary communities.

**Vulnerable Groups**

In Manica, a municipal social affairs unit has been established and maintains an updated registry of orphans and widows at the neighborhood level, and supports development of small economic initiatives (e.g. poultry farms) for those groups.

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**2. Systemic constraints to municipal development in Mozambique**

Although the demands for service delivery are generally articulated on a sector by sector basis, a sector specific response to these challenges has limitations. Municipalities’ ability to deliver in any sector is strongly influenced by a number of elements that work as a system. The weakness of many of these elements constitutes the underlying constraints that have plagued municipalities since their creation in 1998. A
number of these constraints are discussed below along with recommendations and proposals for how responsibilities for improving them should be allocated among stakeholders. There are also specific sectors (urban land management, water supply, sanitation, and solid waste management) that are discussed separately in the report, partly because of their importance but also because they highlight many of the cross-cutting underlying constraints. The underlying constraints are divided for the purpose of analysis as follows:

- Legal and Policy Framework
- Governance
- Planning
- Finance
- Organizational and Human Resources
- Poverty

2.1 Legal and Policy Framework

The overall legal framework for municipalities is covered in the “Pacote Autárquico” or Municipal Package of Laws enacted in 1997 and reformulated in 2007 and 2008. A number of these laws are still under revision. A further important development is the draft Decentralization Policy and Decentralization Strategy which are expected to be approved in 2009. These documents purport to lay out the broader approach of the Government to Decentralization, and establish the roles and functions of each tier of government.

Challenges

Not all municipal responsibilities are clear under the existing legal framework. Although some steps have been taken to clarify ambiguities in the original “pacote”, there remains a lack of clarity within the legal framework as to the current responsibilities of the municipalities. Municipal mandates that are largely clear include:

- Infrastructure for local traffic (maintenance of access roads and sidewalks);
- Drainage infrastructure;
- Infrastructure for trade of food and household products (wholesale and retail markets, street stalls and street vendors);
- Licensing and regulation of private transportation;
- Infrastructure and services of cemeteries;
- Licensing and regulation of buildings;
- Infrastructure such as parks, gardens and green spaces;
- Policing compliance with municipal by-laws (posturas)

The following functions need more clarity in terms of the roles of the different public institutions:

- Management of urban space and urban land;
- Protection and conservation of the environment;
- Promotion of agriculture and livestock;
- Local services to promote youth, sport and culture;
The basis and methodology for transfer of planned and potential mandates from the State to the municipalities has not been defined. A second category of municipal responsibilities includes those that are in the process of being transferred to the municipalities under Decree 33/06. These potentially include significant responsibilities in the social sectors such as health and primary education, which are highly risky to transfer to municipalities at this stage in their development. This is likely to be a primary focus of municipal policy and reform during the next few years. However, there is not yet a fully elaborated strategy with clear criteria and methodologies for transferring functions from the state to municipalities, including the transfer or establishment of financial, human and material resources required to ensure service viability once undertaken by the municipalities. A third category of municipal responsibilities refers to functions that fall neither within the category of clear existing mandates nor under those that might be transferred under Decree 33/06. These include responsibilities for areas such as disaster prevention and management.

The Policy Framework for Decentralization has not been transparent. Despite “gradualism” being a core principle of municipal reform in Mozambique, there has been little transparency in the process of analysis and discussion leading to the selection of new municipalities. The technical basis for planning the continued expansion of the local government system is not defined in a clear and replicable methodology, which would establish standards and targets for creating additional municipal towns and introducing small rural “autarquias de povoação.” Similarly, the technical basis, the criteria, and the procedures for the shifting of municipal boundaries are not clear. These modifications can refer to the reduction of the size of a municipality (for instance taking away rural areas and devolving them to a district), to the expansion of the municipal limits (absorbing district areas into the municipal boundaries) or to the division of a municipality into two municipalities (emancipação municipal).

Territorial aspects of municipal representation are sub-optimal. The lack of a territorial dimension to the system of representation by which Municipal Assemblies are elected appears to weaken responsiveness and accountability within the municipality. Currently responsiveness and accountability of Municipal Assemblies is limited by municipal electoral legislation that does not permit area-based representation, which means that not all the interests of the municipal territory are represented in the Municipal Assemblies’ deliberations.

Municipalities are under-utilized and underrepresented within National Policy Frameworks. The role of local governments in general, including municipalities, is not yet well understood in Mozambique. Municipalities are only ten years old and retain a legacy of central government culture and functioning, as well as strong political affiliation with national parties. The role of municipalities as agents for local development and for embedding local democracy and accountability is still being formed, and there is still considerable skepticism and debate on the role of municipalities. This is partly for political reasons and partly due to typical concerns of central government over
capacity weaknesses at local level or a fear of losing control over resources and outcomes by central level sector ministries. Another important reason for that is related to the organization of state institutions. To be effective, municipalities must coordinate actions and share experiences with central and provincial authorities. However, the ministries of the central government are more used to dealing with provincial and district level governments, which are politically and structurally closer to the central government. Also, the recent creation of provincial assemblies adds particular challenges as the position of the central government vis-à-vis the provincial governments and municipalities may make the intergovernmental relations more complex.

**Recommendations**

**Municipalities should focus on areas of clear responsibility, and unclear responsibilities need to be addressed.** Central, provincial, and municipal governments should work closely together to agree on the specific responsibilities ("competencias") of each public institution with regard to the mandates that are either unclear or require concurrent responsibility.

**Transfer of additional functions, particularly in the social sectors, should be delayed until the municipalities have established the necessary “readiness criteria”, to be clearly defined and supported by the relevant sector ministries.** The Government needs to develop clear and practical guidelines for involving the key cross-cutting ministries such as Finance (MF), Planning (MPD), State Administration (MAE) and Public Function (MFP); relevant sector ministries (mainly health and education); Local Organs of State (OLEs) (including both provincial governments and in some cases district administrations) and the municipalities themselves to ensure the success of the process of transfer of competencies. This process should be seen as part of the decentralization component of the national public sector reform program, and preparation and support for municipal service delivery should be fully incorporated into the reform strategies and plans being formulated by each ministry and linked to fiscal policies. Technical assistance from the public sector reform unit (i.e. UTRESP) could contribute significantly to the planning and implementation of the transfer of competencies.

**Coherent and consistent methodological guidelines are required to assist the various institutional actors involved in the transfer of competencies.** Both urgent intensive and long-term technical assistance programs targeting provinces, districts and municipalities will be required to ensure the coherence and success of the process. In addition, a timeline for the transfer of functional competencies to municipalities should be defined. A clear program of capacity building and fiscal reforms linked to the broader public sector reform process should be used to provide the basis for strengthening and empowering municipalities to provide services to citizens, who should in turn be able to hold municipal officials accountable.

**The Policy Framework for Decentralization must define gradualism.** Both democratization and decentralization policies in Mozambique are constrained by the concept of gradualism and more particularly by its lack of clarity. The benefits of municipal reform would be broadened and deepened by undertaking a systematic
expansion of decentralized governance over a defined period (e.g. 10-15 years) with clear targets for expanding its geographical scope to include all rural towns and the rural districts which surround them, in order to achieve a minimum viable size. Clearer criteria for towns and povoações to become municipalities should be defined and disseminated, and a transparent process of evaluation of “candidates” for municipalization should be established.

**The territorial aspects of municipal representation should be strengthened.** By combining one half to two-thirds area-based electoral representation with proportional at-large representation for the remaining seats, assembly-community links could be strengthened and made more effective as a basis for improving municipal governance and accountability. In addition, the representatives from the less politically connected and possibly more distant and more rural areas within the municipalities’ boundaries would have more voice and ability to influence decisions. It may also contribute, along with balanced spatial planning, to reducing the poverty gap between consolidated urban centers and municipal/rural areas. This is a long term proposal that would require legislative reform but it would impact significantly on the nature of governance and accountability at a municipal level.

**Municipalities should occupy a more central place in National Policy Frameworks.** Currently there is an absence of any overarching, local development plan guiding action and facilitating multi-stakeholder synergies, other than the electoral manifesto of each party and the PARPA, itself conceived at a different governance scale. The “local level” (including in this notion not simply the municipal representatives and authorities, but the local citizenry and the private sector too) potentially possesses several comparative advantages in identifying, locating and tackling poverty and inequality but the question is how best to utilize the strengths of the actors that interact in that local level. One key to use the local level effectively would be through participatory governance, utilizing tools such as participatory budgeting. These processes would facilitate more representative and active engagement by municipalities in national level discussions on decentralization as well as the broader processes for formulation of national strategies for growth and poverty alleviation, among others.

**2.2 Municipal Governance**

**Over the last ten years municipalities have made progress in the improvement of urban governance, as measured by multiple dimensions of the Global United Nations Governance Index.** However, progress has been made on a very uneven scale. Based on a sample of seven municipalities, the study found that given their limited financial resources, the *effectiveness* of municipalities is relatively good. The *equity* dimension is poor, particularly with respect to gender. The *participation* dimension is fair, in terms of formal (representative) democracy and relatively limited in terms of substantive (participatory) democracy. The *accountability* dimension is generally poor against most of the variables considered in the UN index.

**Challenges**
The **effectiveness** of the Mozambican municipalities is relatively good, if one considers their very limited resources. (i) Despite very limited financial resources (between US $3 to $20 per capita per year) they have been able to deliver some of the services they are responsible for; (ii) municipalities spend a fair portion of their budgets on investments; (iii) a municipal tax culture is slowly emerging, even if the outcomes of these tax collection efforts are still very low in absolute terms; (iv) the number of municipal employees is generally limited and this is particularly the case for technicians and professionals, which underscores the achievements of some of the municipalities; and (v) part of the municipal budget is drained beyond the official mandate of the municipalities, particularly in case of natural hazards and disasters, primarily in coastal areas.

**Both formal and participatory democracy need deepening.** Bridging the gap between municipalities and citizens appears as a central challenge in terms of governance for service delivery. Even if participation is fair, in terms of formal representative democracy it is still limited in terms of political participation. The turnout for municipal elections is low (although it improved significantly in November 2008) partly because the notion of municipal citizenship and the role of municipalities are still new and not always fully understood by voters. In addition, there is a very low representation of women in municipal power structures.

**Various interesting experiences and innovative pilots of participatory planning and budgeting and public forums are taking place.** The vast majority, however, remain practices only of a consultative nature. In general participation is more a formality than a policy to date which also reflects the lack of a policy framework for participation. Moreover the engagement of the Municipal Assemblies’ representatives (legislative power) in promoting or debating issues is in general limited or highly politicized, although it is starting to increase and improve in depth and nature. To enhance participation and communication, some municipalities such as Montepuez have decided to invest in mass communication (e.g. community radio) that is achieving outreach to citizens.

**Civic associations are an asset in terms of local governance.** However, the relations among the diverse civic associations are not very strong and at the same time, the role of traditional powers, even if recognized officially, is still not well defined. Most municipalities have a fairly dense fabric of legalized and non-legalized civil society organizations but most of these organizations are weak, with few resources and they are usually not very active in municipal planning or other municipality related activities.

**The equity dimension of governance is low, particularly in terms of gender despite some isolated progress.** (i) The proportion of women councilors is generally very low, with some rare exceptions; (ii) the number of women in key positions is even lower; and (iii) despite their limited financial capacities, some municipalities provide support to informal business and traders primarily though the improvement of markets, and therefore reinforcing the traditional role of most municipalities as market towns.
**Accountability** is weak in most municipalities and needs to be institutionalized. There have been some notable commitments by mayors and councilors to engage more openly and regularly with citizens in their municipalities. However, these mechanisms have rarely been institutionalized. The *accountability* dimension is poor against most of the variables considered in the Urban Governance Index: (i) the publication by the municipalities of contracts and tenders is not a common practice; (ii) the budgetary reporting methods are relatively straightforward, but the publication of budgets and accounts is limited; (iii) some interesting municipal codes of conduct exist (e.g. *Regimento Interno da Assembleia*), but they are not known by the citizens; (iv) facilities to receive complaints from citizens rarely exist, with some exceptions like Beira and Maputo. While some municipalities have done these things, and others have started participatory planning and budgeting programs, or conducted citizen report cards, this is not yet a widespread phenomenon in Mozambique. This fragmented approach can partly be attributed to the lack of a policy framework for participation and the lack of specific practical guidelines.

**Recommendations**

*Effectiveness* would be improved by strengthening the municipalities’ capacities to **plan and deliver services.** This would require the: (i) creation or strengthening of Municipal Planning Units to ensure appropriate integration of strategic, sector, spatial and operational planning; (ii) training of Councilors to enable the Assemblies to engage on substantive issues with the executive through legislative commissions; and (iii) establishment of a professional career and training system for municipal personnel.

*Participation* in formal and representative democracy could be strengthened **through more effective engagement of civil society.** A municipal participation framework leading gradually to policies on participation should be defined, implemented and widely disseminated. The strengthening of civil society organizations and the promotion of citizens’ involvement in municipal affairs could be achieved through: (i) a large-scale information campaign explaining what is a municipality, as well as its roles and limitations; (ii) measures to increase transparency and accountability; (iii) the creation (or the strengthening in case they already exist) of permanent and formal channels of communication between citizens and municipalities; and (iv) the definition of a national participation framework for municipalities leading to a national participation policy for municipalities. Maputo City’s citizen report cards and various municipalities’ “*presidencia aberta*” forums are good examples of emerging citizen participation mechanisms in Mozambique. There are also a number of international good practice examples that Mozambique can learn from, including those of participatory budgeting in Brazil and participatory planning in India and the Philippines.

*Accountability* at municipal level is a major area in need of improvement in Mozambique, and would bring critical shifts in urban governance. The following measures should be emphasized and good practices shared and scaled up: (i) wide publication and circulation of contracts, tenders, budgets, plans, financial statements, and audit findings; (ii) establishment and dissemination of codes of conducts for politicians and municipal officials; (iii) citizen report cards and charters with citizen rights and
responsibilities; (iv) transparent channels to receive citizens complaints; and (v) systems to control mismanagement and corruption; mainly the strengthening of the National Audit Office (Tribunal Administrativo) as an accountability and control instrument.

2.3 Municipal Planning

**Spatial strategies for urban development are needed to accommodate both the distribution of investments within municipalities and the role of municipalities in broader regional development.** Balancing municipal initiatives between urban centers and their peri-urban areas requires explicit consideration of the spatial distribution of population, public facilities, and private sector economic opportunities so that the benefits of urban development are distributed between the more prosperous core and poverty-dominated peripheral neighborhoods. Because municipalities play important roles in regional economic development, city development strategies need to consider their regional context so that urban centers are able to fulfill their role as growth poles and sources if support for rural development. For example, the development of municipalities in the central and northern regions is intimately linked to the effectiveness of the Beira and Nacala corridors which are the foundations for regional economic development strategies in Mozambique.

The new territorial planning law allocates a leading responsibility for spatial planning to the municipalities. The new law offers opportunities to accelerate the development of Mozambique’s urban space, by channeling investments and increasing the security of tenure and the Right of Use and Access to Land (DUAT). However to fully achieve these benefits municipalities need to invest in preparing three types of planning documents, at different scales and levels of complexity: master or structure plans, partial plans and detailed plans. These urban plans are now a legal requirement and the number of human settlements that will have a local urban plan will increase. The law envisages urban planning as a process of preparation and implementation that requires active leadership and engagement by the municipalities and citizens themselves rather than repeating some past failures where plans were developed by outside agencies and shelved for lack of ownership or local consultation.

Plans require linkages to simple maps and cadastre systems that have been underdeveloped in many municipalities. Urban plans and the cadastres are key instruments for the titling of property, for increased security of tenure and for creating a stable, more transparent and permanent base for municipal land tax revenues. These plans also reduce the scope for corruption that is rife in the context of informal land markets. The other advantage of more developed urban planning systems is the availability of instruments for consultative processes, and for planning discussions with sectors, districts and others on the basis of visual, fact-driven maps. Such systems also provide useful instruments for a more balanced development within a municipality, between rural, peri-urban and consolidated urban centers.

There has been limited integration of spatial with sector and operational planning and budgeting. Municipal planning often tends to be based primarily on the electoral platforms rather on a coherent urban plan and realistic budget projections. Given the
challenge of linking spatial, sector, strategic and annual financing planning, it is not uncommon for municipalities to resort to simplified operational planning where previous budgets and a focus on inputs are drivers of the following year’s budget, or on the basis of negotiations between line units and the financial department.

There is insufficient intergovernmental coordination. There is currently a severe lack of coordination between district and municipal authorities with regards to urban planning, as well as tensions between municipalities and central government and provincial sector departments vis-à-vis responsibilities for planning and execution of service delivery in urban areas.

Recommendations
Spatial planning is key to effective municipal planning. An important first step would be to create or strengthen (where they exist) planning units in the municipalities. Their first task should be the elaboration of local plans that fall under their responsibility. These units could gradually become consolidated planning departments or services in the municipalities where these functions do not yet exist. The process of elaboration of these plans should be participative, and could draw on city consultation processes, participatory local planning processes and definitions of priority action programs as a part of municipal “requalificação” or deconcentration programs.

Develop the basic instruments for effective spatial planning. It is critical to rapidly produce guidelines, rules and simple manuals on how to produce local plans. A simplified version should also be prepared for the citizens, explaining to them how to engage in these activities. Simple cadastres and basic record keeping should be established and should start from strategic areas like reordenamento (expansion areas); requalificação (upgrading areas); potential areas for pro-poor investments; and industrial and productive areas. These cadastres will contribute to an enabling environment for attracting investments from residents, urban farmers, small scale entrepreneurs and other investors.

An institutionalized mechanism is urgently needed to support municipalities in carrying out planning and thereby developing capacity through on-the-job training. Only occasionally have municipalities developed their own plans and this has usually been on a very small scale. There is a need for a national network, agency or department to support municipalities in developing plans and, in the process, develop local capacity to implement and revise plans. Such a mechanism needs to be explored based on the complementary strengths of the various potential contributors such as the Ministry of the Environment (MICOA) and various tertiary institutions.

Integrate spatial, sector and operational planning and budgeting. Municipal planning units can play a very important role in defining a priority action program for the next year. In large municipalities such as Maputo or Beira, it may make sense to have a Strategic Planning team located within or under the mayor’s office, tasked with coordinating the overall planning exercise. In smaller municipalities this would be an incremental process and the urban planning department could lead the process. On the
basis of city consultations, the strategic planning team would assist the mayor in developing a city-wide strategic plan that would need to be operationalized. In smaller municipalities, the plans may grow from bottom up plans into a city-wide plan over time. The planning teams would need to coordinate among sectors within the municipality, between the municipality and other arms of government (district, province, sector ministries) for which spatial planning and mapping would be critical. Obtaining poverty, economic agglomeration, and service delivery data for the municipality and integrating these into GIS-based maps would be very useful for anchoring discussions with the different stakeholders. On the basis of these activities, a priority action program for the next year would be defined and then linked to the annual budgetary exercise. A binding system such as the land use plan implemented in Colombia is a good international practice.

**Intergovernmental coordination can lead to win-win planning processes.** To address the lack of intergovernmental coordination the key ministries and utilities that have an impact at local level, such as the education and health ministries and the water (FIPAG) and electricity (EdM) utilities, should be consulted during the formulation of spatial, sectoral and strategic visions plans in order to define jointly (and jointly with the population) where schools, health centers, and water and electricity expansion, for example, should be located in a spatially balanced way. This would be based on locally articulated priorities that can support achievement of national policies and targets. Therefore local plans and consultation processes are very practical ways to ease potential tensions between local and central government. Local plans can have a strong indicative value for the central government ministries and utilities, indicating and providing resources such as land, for example, where they could build new infrastructure, and ensuring active support from communities for supervision of contractors and monitoring of service delivery. Likewise, the local plan formulation should be compatible with district plans. Coordination meetings between district and municipalities are important to examine possible clashes and find solutions during the formulation process (e.g. in Dondo and Marromeu).

### 2.4 Municipal Finance

**Challenges**

Municipal finances are very limited in terms of their ability to cover the range of services and activities under municipal responsibility. Some municipalities have made significant progress in revenue enhancement and financial management during the last ten years, but overall a lack of resources and weak financial management systems continue to be major limiting factors for them to comply with their mandates. Total municipal budgets in Mozambique are about $12US per capita which is strikingly low, even compared to those of other countries in the region, like for example Tanzania at $23US per capita. Nevertheless, while municipal revenue and expenditure functions are constrained on a number of fronts, there is also considerable room for improvement through both national and municipal efforts.

**Recommendations**
Own-source revenue generation can be improved, especially with regards to property taxes (IPRA) in urban areas. Some municipalities (mostly the small ones and those with a high rural composition) do not have the tax base to benefit from a wide use of taxes, but the large and more urbanized ones do. There are still some legal limitations on the use of IPRA, but municipalities can take better advantage of property taxes by expanding the number of taxable properties (updating the cadastral rolls) and updating the property values. Another important measure will be to revise the tax exemption regime and get rid of unnecessary exemptions that do not contribute to the fairness of the tax system.

Recently, Law 01/08 gave municipalities full control over taxes on property transactions (SISA) and vehicles, both of which were previously shared with the central government. Provided that the central government transfers all the records and systems to administer these taxes, they may become important local revenue instruments in the medium term. The central government could help to boost local revenues by creating new tax instruments in areas of municipal importance like tourism and mining (at least in a number of municipalities). These instruments can be exclusively local or shared with the national government by allowing municipalities to piggyback on the existing national taxes. However, this may only be feasible in the medium to long term.

Non-fiscal revenues can also be significantly increased through improved administration. In the last ten years, progress has been made in the collection of municipal licenses and fees, mostly in the areas of markets and use of public space, and also in sanitation and solid waste fees in the case of some municipalities like Maputo and Beira. Despite this progress, revenue from municipal licenses and fees can also improve significantly. In the case of market fees for example, their importance can increase if the registries of the sellers are completed, and if the collection and control structures are improved. Licenses for the use of public space can also increase revenues by updating the cadastres. Municipal licenses and fees are a potential source of funding, especially in the peri-urban and rural areas that have weak tax bases. However, it is critical to keep in mind that in exchange for such revenues, municipalities are required to provide specific services (as they are not unconditional sources of revenue) and that at best these revenues would probably cover operating costs, leaving the problem of funding capital costs unresolved.

The intergovernmental transfer system could be substantially improved. Transfers currently represent about fifty percent of total municipal revenue, which is a proportion comparable to that observed in other developing countries. However, as a proportion of the total national revenues, municipal transfers (both capital and recurrent) do not account for even one percent and the proportion is therefore high only relative to minimal own revenue collection. In addition, the recent creation of new municipalities will reduce the proportion allocated to each municipality from the same revenue pool which has been capped at 1.5% by law (down from the previous limit of 3%) and in practice remains lower. In view of this, it is recommended that the central government reform the transfer system to increase the size of the revenue pool, according to the overall spending needs of the country and the costs of the specific municipal responsibilities, and to establish a
formula-based allocation of the local investment fund (FIIL) to make it a more predictable and reliable source of capital funding. This will also have a positive impact on municipal planning, as local authorities will have more certainty about their available transfers for the future, and can plan accordingly.

**The government should not transfer new responsibilities to municipalities without transferring corresponding resources.** A major issue of concern is that there is not yet clarity on the financing mechanisms for the newly transferred responsibilities to municipalities in the social sector under Decree 33/06, especially when considering that provision of currently mandated services is far from being met. There is a risk of spreading resources even more thinly or resulting in further spatial inequality between the urban “core” and the fast growing peri-urban and more rural municipal territories. Therefore, if this transfer of additional responsibilities is to be a successful process, the central government must ensure that it is accompanied by the appropriate financial, material and human resources. The financing should take the form of block grants to the dedicated services.

**There is a need to clarify to what extent development assistance is being channeled through municipalities as opposed to being spent within municipal boundaries.** According to some calculations using information provided by OdaMoz, from 2004 to 2007 aid spent in municipalities amounted to several times the total size of the municipal budgets. Aid, however, does not represent a regular source of revenue, as it varies according to the specific investment projects from each donor. In addition, aid does not go to all municipalities and is unpredictable in its frequency and amount. These resources are also mostly earmarked for specific capital investments (and technical assistance), so it is unclear how the associated recurrent costs generated from the aid-financed capital projects are to be covered. This study also found that municipalities would like to be more systematically associated and involved in the formulation and planning of aid funded projects that will affect their residents and their territories. The projects should also take into consideration the various planning documents and priorities identified by the municipalities.

**A major investment is needed to strengthen and improve financial management systems in municipalities.** Financial management systems in municipalities, with some exceptions, are generally weak and fragmented and preclude municipalities from planning, executing and controlling their budgets in an effective and integrated manner. Municipal budgets also tend to be input-driven rather than activity or program-based, compromising the usefulness of the budget as a planning instrument to identify and execute priorities, and to monitor outcomes effectively. In order to improve their overall performance, municipalities should invest in complete yet simple financial management systems that allow them to perform all financial transactions in a standardized, efficient, and controlled manner. The donor community has shown interest in supporting such activities. Any financial management change should be done in accordance with the legislation, notably with the SISTAFE law, and all the financial management systems should be fully compatible with the central government’s e-SISTAFE. Moving to integrated systems (that are by and large computerized) implies a drastic change in the
organization, institutions, culture and operation of municipalities, so authorities must be committed to undergo such radical changes.

2.5 Organization and Human Resources

Challenges
Municipal structures and staffing are often poorly matched to their current governance, management and service provision responsibilities. Many municipalities continue to be organized as they were immediately after their creation. While municipal legislation does provide significant autonomy for municipalities to define their organizational structure (including the revision of departmental responsibilities, workflows and procedures, staffing tables and individual job descriptions) many have not exercised this prerogative.

Existing regulations on human resource management limit the flexibility of municipalities to recruit, fire and compensate staff. There is also a lack of specific professions and career paths for municipal staff. Municipalities are often disadvantaged by high numbers of low-skill workers as well as under-qualified senior staff. Municipalities need to evaluate which services to provide in-house and which need to be contracted in or out. Various municipalities have tested a number of service delivery models during the first ten years but there is still significant scope for further development of these options.

Recommendations
Increase the awareness of municipalities of the potential for restructuring their internal organization and for employing various mechanisms to increase capacity. This should include measures such as the reformulation of staffing tables and salaries and staff redeployment, rationalization or recruitment. A number of municipalities have made progress in organizational restructuring, particularly during the second mandate. A few municipalities like Maputo are also reorganized their staffing and salary structures through a full restructuring process and staff strengthening plan, linking recruitment and remuneration to performance and increased own revenue generation by the municipality.

Different models for service delivery could be tested. As part of an organizational restructuring effort, municipalities may consider different models of service delivery depending on the specific characteristics of each municipality. Examples of such models include in-house delivery of services like in most municipalities, the creation of semi-autonomous municipal services and municipal enterprises (e.g. the municipal-owned sanitation company—EMUSA—in Quelimane), concessions to private operators (e.g. Water Supply in Vilankulos) and the establishment of public-private partnerships (e.g. over $7 million in contracts concluded by the PPP unit in Maputo City).

Regulation by the state should be reduced in the area of municipal personnel management and efforts channeled into establishing a certified professional career path for municipal officials. The scope of the prior review by the National Audit Office should also be reduced and the process expedited in order to make recruitment less bureaucratic, whilst still maintaining adequate safeguards against abuse. Municipalities
and state authorities should be more flexible and creative with remuneration packages (both salary and non-salary elements) in order to enable recruitment, placement, and retention of qualified technical and management personnel. This needs to be closely coordinated with revenue enhancement efforts by the municipalities. In Maputo City, for example, there is a link between revenue enhancement and improved staff incentives, increasingly including a performance-based component, as the basis for sustainable improvements to organizational effectiveness.

**Training is universally considered a priority to improve municipal performance and incentivize staff, but must be effectively delivered and evaluated.** Training involves the increase of individual staff knowledge and skills to better match workplace demands, both through on-the-job learning from externally contracted technical assistance personnel and through short-courses and vocational courses. It is recommended that municipalities work closely with ANAMM, the Training Institutes for Public and Municipal Administration (IFAPAs), and other training organizations to further develop their training policies and plans and to maximize collaboration among municipalities in this regard. Training should be closely linked to the municipal career path discussed above and integrated into the public administration training system (SIFAP). Human resources development must increasingly be institutionalized as a permanent feature of municipal operations, so that staff skill improvement is considered not merely a feature of externally financed projects but rather an integral part of municipalities’ annual plans and budgets. HIV/AIDS seriously affects municipal human resources and strategies to integrate prevention, mitigation and treatment into municipal human resource management need to be developed and implemented within the national HIV/AIDS policy framework.

### 2.6 Poverty Alleviation

**Challenges**

**The conditions of the urban poor in Mozambique are complex and varied.** Not only did poverty in urban areas decline more slowly than in rural areas from 1996/1997 to 2002/2003 (the period to which most recent data exist), but the access and quality to urban services is deficient. Moreover, there is a strong local perception in urban areas that despite the country’s positive economic trends, municipalities are not benefiting from national growth and that inequality is increasing. Unemployment is high and, as in many countries, the structure of the Mozambican economy is shifting away from agriculture, and urban and peri-urban informality is increasing. HIV/AIDS is a major scourge that is both fed by, and aggravates, urban poverty.

**Municipalities have relatively limited levers for poverty alleviation.** Mozambique remains a highly centralized country and the national government is in control of most pro-poor redistributive and fiscal instruments. However, municipalities do have an array of functions that have the potential to impact positively, directly or indirectly, on urban poverty. Research undertaken for this study found that tackling poverty should be one of the priorities for municipalities, although their potential is still constrained by a lack of management experience, available resources and by the significant gap between the
challenges of poverty reduction in urban areas and the scale and scope of the instruments they can rely on.

**Recommendations**

Municipalities can embark upon projects, programs and policies that improve access to urban public services which directly affect the material conditions of the population. In terms of service provision, municipalities have played a positive role in improving school facilities, undertaking a number of housing and land use planning activities such as the resettlement of families from areas of risk, unregulated settlements, and areas marked by high density and inadequate living conditions. In addition, municipalities have mandates for improving sanitation, the urban environment, and solid waste management that can, and have, contributed to the reduction of urban poverty. Municipalities are partially responsible for water supply, electric power (critical for security), and road maintenance, all of which have a series of pro-poor components. Finally, municipalities need to work more closely with the National AIDS Council to channel support to those affected with HIV/AIDS in the municipality.

Municipalities can introduce initiatives that contribute to job and income generation, through local economic development. The municipalities’ role in the promotion of local economic development is limited by statute and, above all, by resources. Municipalities have tried to attract new investments, especially of an industrial nature that may generate jobs and income, a few of which indicate that it is possible to enter into such partnerships. There is also an interesting initiative to create “Municipal Companies” which could enable municipalities to operate more effectively in the economic sphere. The research found a number of other ways in which municipalities can influence local economic development, including: promoting and regulating trade activities; and stimulating urban agriculture and various value chain activities across the rural-urban space.

Municipalities can facilitate synergies between rural and urban areas and the way in which they can be improved to diversify income. Flows of goods, people, money and information are central to supporting livelihood and income diversification across the rural-urban spectrum. One very important source of flows is peri-urban and rural farming, which largely consists of the movement of people who farm or market agricultural produce. Other important flows that are supporting urban livelihoods are those of firewood and charcoal (at the expense of environmental degradation) and of urban agriculture. In general the study found that there are serious problems in creating a development strategy that focuses on rural areas without taking the linkages to cities into account.

Municipalities need to proactively engage in the national policy formulation processes. Municipalities need to engage more vocally and meaningfully in national policy processes. Central government also needs to proactively support a more effective inclusion of municipalities as agents of development in its policies and programs, for example by including them more substantively in the PARPAs and 5 Year Plans of the future. Central Government should see municipalities as more significant partners in the
struggle to achieve national goals of poverty alleviation and growth, and assist them so that they can be better equipped to undertake their mandates. ANAMM also has an important role to play in this dialogue and can become an effective player by strengthening its technical capacities.

**Municipalities also hold more intangible levers for improving well-being.** These involve the cultural and political aspects of municipal governance, where the impact would have more to do with political participation, empowerment and promotion of meaningful citizenship among the poor.

### 3. Integrated Service Delivery

For municipalities and the citizens they serve, the most important visible result of improvements in performance will be measured through service delivery. The objective of addressing the underlying constraints is to increase the ability of municipalities to deliver services. For many municipalities, major efforts to improve services in certain sectors have been constrained by focusing on the sector itself when the main constraints to performance have been cross-cutting systemic ones that act as a major drag on service delivery and cannot be dealt with by purely sectoral instruments.

Nevertheless, there are also important sector-specific challenges and opportunities that need to be considered. Dealing with sector issues is clearly an urgent priority for the municipalities and this study therefore includes some specific sectors. Given funding constraints, however, it only covers a few sectors that are of importance to municipalities. These sectors reflect a combination of areas clearly within municipal mandates (e.g. solid waste and sanitation) and those where there are concurrent responsibilities or “grey areas” that still require clarification and negotiation (e.g. water and urban land). There are a number of other important sectors that could not be covered and these would be useful areas of future investigation, such as urban transport and the large social sectors.

#### 3.1 Urban Land Management

**Challenges**

Urban land management and administration is characterized by several challenges. These include: (i) an increasing tendency for informal settlements to occupy environmentally sensitive areas; (ii) declining security of tenure; (iii) increasing informalization of land markets and widespread corruption in land use; and (iv) restrictive legislation that does not reflect the social or spatial reality of informal areas. These are compounded by several historical factors, some of which persist such as a low level of institutional capacity, the scarcity of financial resources, archaic systems of land registries, and a lack of visual records of land allocation in most municipalities.

The process of urban land management regulation has been very slow. It is only recently that the government has passed the new land law that requires the existence of local urban plans. This means the number of human settlements that will be required to have a local urban plan will increase. While a step forward, this adds another burden on
already financially-constrained municipalities since they lack the capacity to carry out planning.

**Recommendations**

**Prioritize low cost mapping and cadastres.** Low-cost mapping and building property cadastres are of the highest priorities for municipalities as the basis for all planning, investment and own revenue collection efforts. There have been attempts at improving and simplifying cadastre systems (Beira, Dondo, Maputo) and recent technology improvements make low-cost “good enough” mapping possible using satellite imagery. A cadastre can improve tenure security and eventually provide a basis for municipal financial sustainability through building a tax-base.

**Scale up upgrading pilots and replicate good practices.** Since the early years of Independence there have been some good examples of pilot projects of urban upgrading that can provide models for improved urban planning (Maxaquene upgrading in Maputo in 1979 and Nacala throughout the 1980s and 1990s). The decentralization process of the last ten years has produced a number of successful pilot projects but they still need to be distilled, recorded and publicised. Lessons need to be synthesised and transformed into training and didactic manuals and guidelines. While innovative pilot and demonstration projects should continue and expand it is time to move beyond pilots and scale-up and replicate good practices. Slum “requalificação” and “reordenamento” of informal settlements and participatory planning need to be recognized as normal planning practice. Legislation and policies should incorporate these practices into urban regulations and municipal bye-laws (*posturas*).

**A multi-sector national government-led strategy for urban upgrading needs to be elaborated, including a technical support structure.** Adequate budget support needs to be mobilised in cooperation between donors and government for a national strategy on urban upgrading. Key actors and decision makers including Mayors and municipal assembly members and their staffs need information and training through exchange visit experiences, short courses, training material, understanding applicable legislation and its implementation, and dispute resolution and mitigation. A technical support structure for physical planning, mapping and legal issues should be developed. One option would be to have such structure at the regional level. A professional roster or pool of qualified national professionals should be established in each region of the country. Intermediate level planning technicians should be trained to support the municipal administrations to manage local cadastres and implement municipal structure plans.

### 3.2 Water Supply

**Challenges**

There is lack of clarity in some urban areas as to the ‘authority’ for water supply and the specific roles that municipalities can and should play in the current context and in the future. In smaller towns the municipal councils and district governments have to take primary responsibility for running water supply systems and yet they are not defined as the authority under current law, although municipal legislation indicates
shared responsibility for municipalities. The role of the municipalities is not yet fully clear in respect of the proposals for the AIAS (Water and Sanitation Investment Agency) and CPAS (Provincial Water and Sanitation Boards) which will contract operators in urban areas in 3 pilot provinces.

**Recommendations**

**Clarify the role municipalities should play in water supply in the future.** The current view from the water sector is that municipalities must decide if they want to be investors and asset owners, operators, or regulators. Regulation may be the best function of municipal responsibility. Each of these roles, however, has different responsibilities and they cannot be easily combined. This is a large task for the municipalities at this time. Also, it would be important for central level agencies to ensure that the municipalities understand the impacts associated with the newly created AIAS/CPAS that seem like a very promising model and help them to participate in an organized and systematic manner. From a municipal perspective, even if municipal provision is not encouraged, there are important opportunities to clarify the roles of municipalities vis-à-vis operators and the asset holding companies, as municipalities claim that it is not unusual that consumers bring their complaints about water to them. The water complaints of the served citizens must be sent to the Operator and Regulator, as they have the mandates to attend to the complaints. It is important that the water sector engages more actively with the municipalities in governance and planning of water operations in urban areas. An initial concrete step recommended by the Coordinating Forum for Delegated Management *(FCGD)* and endorsed in the current CAPS/AIAS proposals is the establishment of formal written agreements between the asset holding agencies and Local Authorities.

**Clarify the authority for water supply in large cities and the future framework for water regulation.** As a start, districts and municipalities within the provinces will have Board members on the CPAS, and the AIAS will have cooperation agreements with all the municipalities. These should be utilized effectively by the municipalities and the rest of the Boards to build knowledge and capacity in municipalities of the water supply sector and thereby better enable municipalities to define their roles over time. Also, it is important to clarify the future framework for water (and sanitation) regulation, where roles need to be agreed for the regulator (CRA) and the municipalities. CRA is in the process of developing mechanisms for partnership with municipalities in a delegated regulatory framework, whereby municipalities would undertake some regulatory functions, oriented and audited by CRA itself. In order to avoid conflicts of interest, regulatory activities would be under the Municipal Assembly and service provision support under the Municipal Council.

**3.3 Sanitation**

**Challenges**

Technology, awareness and resource limitations are constraining the roll out of on-site sanitation. In terms of technology the most urgent problem, in the absence of significant capital investment in sewered systems, is the roll-out of low cost on-site sanitation options such as improved pit latrines or similar technologies (such as
composting toilets which are available in some places). Various technologies will be needed to suit economic and physical conditions and not all are fully developed. There is also need to ensure that septic tank and pit latrine emptying services are in place, by opening up space for and developing private sector service providers. Hygienic treatment and disposal of waste thus collected is also a major need. However, it should be recognized that this is a complex service that may not have optimal solutions in the short term in a number of municipalities.

In addition to massive unmet capital requirements, sewered systems do not yet have associated financial sustainability strategies to ensure operation and maintenance (O&M), nor are they effectively regulated. Unlike with water supply, the ‘authority’ for the provision of sanitation is clearly the municipality. In the case of O&M of infrastructure associated with sewered systems the current arrangement is that this is the responsibility of the municipality. But currently the systems, notably that in Maputo, are barely functional. In addition, where a sewered system is in place, the O&M of the infrastructure, including sewers, pump stations (where applied) and treatment works, results in substantial costs. In the case of sewered systems and emptying services it is possible for the municipality to engage external parties to run the service on their behalf. The septic tank emptying should also include septic treatment plants, both in the investment costs and in O&M. Approximately $228 million is estimated necessary for capital investments in sanitation (sewered and on-site) to serve an additional 4.3 million people and meet the MDGs by 2015. Around 50% of this would be necessary for Maputo and Beira. Some progress is being made towards this as there are major new commitments of funding being made to sewered sanitation systems with Beira to benefit from EU funding and with MCC to fund sewered sanitation systems for part of Nacala, Pemba, Quelimane, Nampula, Mocuba and Gurue.

Recommendations
A national sanitation program is needed with financial support from central government in order to roll out sanitation delivery to meet slum-upgrading and health MDGs. For on-site sanitation, local governments (municipalities and districts) need to work within a supportive national program to assist households in the implementation of effective solutions. A national program under the Ministry of Public Works (MOPH/DNA) that provides ongoing health and hygiene promotion (with assistance from the Ministry of Health) is a minimal requirement but it should also develop a broader program of financial and technical assistance for sanitation. This might take the form of subsidies for critical inputs such as slabs or pit emptying equipment, or a national sanitation fund which provides for transfers to municipalities for urban sanitation programs. While municipalities are responsible for sanitation delivery they do not have access to necessary resources. With time a transfer could be phased out, perhaps over 10 years, as local sources of revenue are built up. It is important, however, to recognize that investment in sanitation through municipalities has an essential role to play in helping to meet not only the MDGs related to slum-upgrading but those MDGs focused on health outcomes.
Financial sustainability and regulation thereof is the challenge for existing sewered systems. In the case of sewered systems (approximately ten exist or are planned), there is a need to evaluate appropriate revenue instruments to ensure O&M, and it would also be important to investigate how best to integrate water supply and sanitation operations in the coming years under a single operator. Where integration of water and sewerage cannot be possible for technical reasons, a sewerage tariff should be considered to be gradually added to the water bill, respecting all the demand and capacity to pay studies from CRA. It is very important for CRA to take on regulatory responsibility for sewered sanitation systems at least in the medium term. Specifically, CRA should take this responsibility now for the systems under construction, so that the financial schemes could be prepared by the time the systems enter in operation.

3.4 Solid Waste Management (SWM)

Challenges
SWM has been constrained mostly by a lack of technical and administrative capacity in the municipalities. SWM poses both administrative challenges and health issues. The ability of municipalities to effective manage solid waste has been constrained by a lack of competent staff; limited financial and economical sustainability for O&M of SWM equipment; challenges in extending operations to neighborhood level and peri-urban areas; health and environmental risks at disposal sites; weak community participation in maintaining a clean household or workplace; a poor supply response from the private sector in SWM operations; and notably the lack of enforcement of the legal obligations in SWM.

Recommendations
To tackle the SWM challenges, municipalities in Mozambique could prepare Integrated Solid Waste Management Plans (ISWMP). ISWMPs would have the following objectives: (i) to increasingly establish financial and economic sustainability by raising own revenues for SWM operations; (ii) ensure technical sustainability through procurement of appropriate technology and equipment, sound management of the equipment and capacity building of technical staff; (iii) develop a strategy for PPPs and (iv) strengthen community engagement in SWM through campaigns that reinforce citizen responsibilities.

It is recommended that municipalities design and adopt ISWMPs for decision-making, planning, budgeting and monitoring of SWM operations. These plans would include: (i) a financial and economic sustainability strategy by establishing systems to control revenues and expenditures specific to SWM (e.g. revise the solid waste collection fee, increase solid waste collection coverage and apply different coverage schemes for large producers of solid waste); (ii) establish regulations and procedures for supervision of SWM collection and disposal, including quality and efficiency of services; (iii) develop PPPs for collection with small local operators; (iv) invest in monitoring systems and research on the content of solid waste; (v) rehabilitate the dump sites and promote, to the extent this is feasible and affordable, the construction of sanitary landfill facilities; (vi) develop continuous training of staff, specifically technicians, managers,
administrators, supervisors, and operational staff for SWM and adopt mechanisms to recognize and reward workers, especially the solid waste collectors; and (vii) invest in coordinated civic education programs with a view to enhancing the shared responsibility for maintaining clean municipalities.

At a national level there are a number of specific legislative and policy reforms that would establish a more effective framework for municipal SWM. These include harmonization of legislation related to solid waste and environmental management, clarifying principles, concepts, and terminology. The framework should also standardize procedures for the treatment and disposal of various types of solid waste (residential, hazardous industrial, and health-related). Dissemination of this regulatory framework (including national strategies and technical directives) for SWM would be of substantial assistance to municipalities, particularly those still struggling with this service. One vehicle for providing technical support to municipalities would be through the training of trainers in Provincial and District Directorates of MICOA who would be made responsible for supporting the design and implementation of the ISWMP in collaboration with municipalities. Municipalities should also share experiences as there are some cities that are instituting effective solid waste solutions. Maputo City’s contracting out of primary collection, and the establishment of a solid waste fee that is added to electricity bills, are two significant and replicable innovations.

4. Proposed Roles and Responsibilities: A Way Forward

The responsibilities for effective municipal performance do not lie exclusively within the power of municipalities. Without a comprehensive effort by central government, municipalities, ANAMM, organized civil society and the development partners to address the cross-cutting underlying constraints, municipalities will continue to struggle to meet the expectations of their electorates. A number of the recommendations in this report can be directly implemented by mayors, and municipal councils and assemblies. Others require intervention and support from the central government and/or from ANAMM (See Box 2 and Annex 1). Funding and technical support for all recommendations will need to come from a mixture of own revenues, intergovernmental transfers and development assistance agencies.

Improvements in municipal development require the active participation of various stakeholders. The table below sets out the main actors and stakeholders that should take responsibility for the most urgent priorities discussed above. The annex provides a more detailed table. These tables are intended to provide guidelines to the specific stakeholders concerned as to where they may have most impact in the short to medium terms. It is also proposed as a basis for discussion between stakeholders on how best to structure support for municipal development.

Given where they started ten years ago, municipalities in Mozambique have made significant progress. Progress in this first decade has laid out the foundation for significant improvements in performance going forward. The challenges municipalities
Improvement in municipal development in the years to come requires attention to the underlying constraints that limit the effectiveness of municipalities.

Improvements in planning and governance, organizational restructuring, human resource strengthening, and enhancements in revenue and expenditure management, are critical areas to focus on while simultaneously trying to deliver tangible service improvements to the citizens. Municipal management is a complex field and requires strong support from national government and citizens. It is critical that all programs of support ensure appropriate emphasis in the cross-cutting areas, whatever their specific sector or technical entry point. With the appropriate support over the next decade and leadership from committed mayors and councils, Mozambique’s municipalities can contribute significantly to the national goals of poverty reduction and growth in both rural and urban areas.

**Box 2. Top 5 Recommendations by Actor**

**Central Government**

- Even that some general building blocks of a decentralization policy are present in the constitution and other existing legislation, a specific decentralization policy and strategy with a 10-15 year plan and define the approach to gradualism should be produced.

- Clarify the legal framework related to municipal responsibilities, particularly the “grey areas” concurrent with sectors and the organs of state (OLEs).

- Develop clear “readiness” criteria for the transfer of additional functions under Decree 33/2006.

- Establish a framework for a municipal civil service and reduce bureaucracy and excessive regulation of municipal personnel management.

- Strengthen the National Audit Office (*Tribunal Administrativo*) to increase the accountability of municipalities.

**Municipalities**

- Publish plans, budgets, accounts, contracts, tenders, codes of conduct and enable information flow to and from citizens e.g. participatory budgeting and complaints mechanisms.

- Establish or strengthen municipal planning units to produce plans that link strategic consultative plans with spatial, sector and annual plans and budgets.
- Produce urban plans that are realistic and easy to implement. Develop cadastres to issue land use rights (DUATs) and expand the number of taxable properties.

- Increase own revenue collection through various (tax and non-tax) instruments and institute simplified integrated financial management systems.

- Undertake overhaul of organizational structure where needed, including procedures and workflow reforms, redeployment, rationalization and recruitment, models of service delivery and revision of departmental responsibilities.

<table>
<thead>
<tr>
<th>ANAMM/ Development Partners</th>
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<tbody>
<tr>
<td>- Strengthen ANAMM’s capacity to engage with central government on legal and policy reforms on behalf of municipalities.</td>
</tr>
<tr>
<td>- Document and disseminate knowledge and good practices in municipal development from within Mozambique and from other countries.</td>
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<tr>
<td>- Coordinate exchange of experience through peer learning mechanisms.</td>
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<tr>
<td>- Offer training programs in areas of common need to municipalities.</td>
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<tr>
<td>- Mobilize support for shared technical assistance for municipalities from central government and partners.</td>
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## Annex 1: Role of actors
### The underlying municipal system

<table>
<thead>
<tr>
<th>1.0 Legal and Policy</th>
<th>Central Government</th>
<th>Municipalities</th>
<th>ANNAM</th>
<th>Development Partners</th>
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</thead>
<tbody>
<tr>
<td>1.1 Clarify municipal responsibilities under present legal framework</td>
<td>- Clarify legal framework relating to municipal responsibilities (grey issues)</td>
<td>- Focus resources on areas where there is a clear mandate for action</td>
<td>- Set up ad hoc commission composed of Mayors (with technical back-up) to negotiate, clarify and finalize this process with national government</td>
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<tr>
<td>1.2 Improve transfer of competencies from the State to municipalities under decree 33/2006</td>
<td>- MF, MAE and MPD to develop criteria for transfers; including technical, financial, and human resources - Make transfer of functions agreements more detailed - Develop methodological guidelines to assist sector ministries and municipalities with this process</td>
<td>- Assess own capacity to undertake competencies and the possible impact of these transfers on them</td>
<td>- Establish a commission to lead this process from the municipal side</td>
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<tr>
<td>1.3 Clarify policy framework for decentralization</td>
<td>- Medium-long term strategy for decentralization, defining approach to gradualism - Criteria for towns to become municipalities should be defined and disseminated - Establish transparent process of evaluation of ‘candidates’</td>
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<td>1.4 Spatial Issues and Territorial Aspects of Municipal</td>
<td>- Modify municipal electoral legislation to combine area-based electoral representation with proportional representation</td>
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<td>Representation</td>
<td>1.5 Increase recognition of urban issues in PARPA and 5 year plans</td>
<td>1.6 Establish legal framework for alternative models of service delivery</td>
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<td></td>
<td>- Include urban issues in future PARPAs and 5 year plans through active participation of municipalities</td>
<td>- Provide norms and legal framework for establishment of semi-autonomous municipal enterprises, concessions to private sector and municipal PPPs, without adding any liability to national and/or provincial governments</td>
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<td></td>
<td>- Participate in PARPA and 5 year plan formulation</td>
<td>- Provide support for development of norms and to come up with a framework</td>
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<td></td>
<td>- Participate in PARPA and 5 year plan formation</td>
<td>- Promote inclusion of urban poverty issues in future PARPAs and 5 year plans</td>
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<tr>
<td>2.0 Governance</td>
<td>2.1 Address low levels of accountability</td>
<td>2.2 Strengthen capacity of key actors</td>
<td>2.3 Support participation and strengthening of relations between municipalities and citizens</td>
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| - Develop frameworks and guidance to support accountability                    | - Publish accounts, budgets, contracts and tenders  
  - Produce and publish municipal codes of conduct  
  - Establish complaints procedure  
  - Improve information flows to citizens and participation in planning and budgeting | - Contribute membership fees to ANAMM  
  - Raise the awareness of municipal officials regarding the potential for more flexible, efficient, and responsive organization and more productive staff performance | - Improve relationship with residents’ associations and civil society organizations  
  - Strengthen relationships with civil society through undertaking city consultations, participatory budgeting, and neighborhood development  
  - Establish regular channels of communication between elected officials and the electorate  
  - Establish a framework for participation and citizen engagement |
| - Publish accounts, budgets, contracts and tenders                             | - Develop guidelines into tools  
  - Disseminate tools                                                             | - Raise members fees for political independence  
  - Develop programs that can be financed by external sources  
  - Run information campaign about mandates and roles                             | - Promote the participation of women  
  - Support campaigns for increased turnout in elections  
  - Undertake an information campaign on the roles and responsibilities of municipalities |
| - Provide support for this process and examples of good practice               | - Strengthen ANAMM to recruit staff to run information, training and communication campaigns and programs  
  - Work with civil society to help build their capacity to engage with municipal issues | - Provide funding to support campaigns for women’s participation  
  - Develop programs which encourage participation, such participatory budgeting |
### 3.0 Planning

<table>
<thead>
<tr>
<th>3.1 Develop a strategic vision</th>
<th>- Provide guidelines on strategic planning</th>
<th>- Municipalities should establish a vision and strategy through a multi-stakeholder process</th>
<th>- Develop and strengthen relationship with multiple stakeholders to come up with a municipal vision</th>
<th>- Provide financial and technical support for these processes - Disseminate good practice examples</th>
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<tr>
<td>3.2 Law on Territorial Planning</td>
<td>- Establish rules and regulations for local planning (MICOA) - Provide toolkits and technical support teams</td>
<td>- Establish planning units within municipalities - Produce local plans (3 types) based on participatory planning exercises and spatial plans - Develop local cadastres - Provide DUATs to people entitled</td>
<td>- Work with MICOA to develop and disseminate manuals for local planning</td>
<td>- Document and distribute good and innovative practices - Ensure that development assistance takes into account local priorities and plans</td>
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<tr>
<td>3.3 Coordinate sector planning with annual financial planning</td>
<td>- Develop framework and guidelines for sector ministries and State Institutions on how to coordinate with municipalities on service delivery planning in urban areas</td>
<td>- Link up sector planning with spatial and financial plans - Integrate needs with priorities addressed at technical levels</td>
<td>- Promote engagement with sector ministries and share good practice examples</td>
<td>- National meeting to consider situation and analyze gaps - Support a coordinated approach to urban agendas</td>
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<td>4.0 Finance</td>
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<tr>
<td><strong>4.1 Better utilization of own-source revenues</strong></td>
<td>- Consider introduction of new tax instruments in areas of municipal importance such as tourism and/or mining</td>
<td>- Expand number of taxable properties and update property values</td>
<td>- Provide further analytical input and lobby national government on tax options for municipalities</td>
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<td>- Assess the option of municipalities to ‘piggy-back’ on existing taxes</td>
<td>- Limit the exemption of property taxes only to those cases in which clear equity cases can be made</td>
<td>- Fund support for analytical work on municipal fiscal reform</td>
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<tr>
<td><strong>4.2 Improve collection of non-fiscal revenues (fees and licenses)</strong></td>
<td>- Update registries of different economic activities</td>
<td>- Improve administration and controls of collection mechanisms</td>
<td>- Support efforts to gather data on transfers</td>
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<td>- Increase licenses for use of public space by updating the public space registries</td>
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<td><strong>4.3 Improve system of inter-governmental transfers</strong></td>
<td>- Reform transfer system, increasing revenue pool and regulating the allocation of the FIIL through the use of a formula</td>
<td>- Conduct analytical work to engage government in dialogue on reforms</td>
<td>- Support efforts to gather data on transfers</td>
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<td></td>
<td>- Clarify financing mechanisms for newly transferred responsibilities and provide appropriate financial, material and human resources for these services</td>
<td>- Support efforts to gather data on transfers</td>
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<td></td>
<td>- Provide block grants to dedicated services</td>
<td>- Aid projects should take into account local planning documents and priority action plans and should involve municipalities in project formulation</td>
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<td>- Provide support through line ministries for social services provided by municipalities</td>
<td>- Increase financial management by</td>
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<tr>
<td><strong>4.4 Channel more development assistance through municipalities</strong></td>
<td>- Involve (consult/inform) municipalities in donor projects in urban areas</td>
<td>- Monitor and disseminate how AID is channeled</td>
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<td>- Coordinate donor efforts</td>
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<td>4.5 Financial Management</td>
<td>- Provide all the necessary conditions to ensure that SISTAFE is properly rolled out to all municipalities.</td>
<td>- Invest in financial systems that allow all transactions to be performed in standardized and efficient manner, follow the SISTAFE regulations - Move from input to program based budgeting</td>
<td>- Provide support for the development of integrated financial systems and subsequent organizational changes required by these systems</td>
<td>municipalities of Aid funded municipal projects - Restructure OdaMoz to provide information on the quantum of grants and number of municipal projects supported by Aid</td>
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<td>5.0 Organizational AND HR</td>
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<td>5.1 Restructure organizations to meet the needs of municipal functions</td>
<td>- Disseminate options for municipal restructuring and associated legal frameworks</td>
<td>- Undertake comprehensive overhaul of organizational structure if needed, and establish: location of responsibility for cross cutting issues; department responsibilities; staffing tables; and job descriptions</td>
<td>- Strengthen workforce by undertaking: redeployment, rationalization and staff recruitment activities</td>
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<td>- Reform systems and redefine procedures and workflows based on increased use of IT</td>
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<td>- Help fund consultants required to support municipal restructuring activities</td>
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<tr>
<td>5.2 Establishment of a strategic training plan</td>
<td>- Provide training through SIFAP</td>
<td>- Based on redefined roles and responsibilities develop a strategic training plan to help staff meet workplace demands</td>
<td>- Support municipalities in developing training plans</td>
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<td>- Integrate on-the-job learning, short-courses and vocational courses into training plans</td>
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<td>- Work with training organizations to develop programs to support municipalities</td>
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<td></td>
<td></td>
<td></td>
<td>- Support training in municipalities</td>
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<tr>
<td>5.3 Develop a technical assistance strategy</td>
<td>- Develop guidelines and criteria to assist municipalities to develop a technical assistance strategy for successfully receiving transferred competencies under Decree 33.</td>
<td>- Develop own criteria for assessing readiness for transfer of competencies, based on gaps identified through organizational review and restructuring</td>
<td>- Engage with government to define type of support needed</td>
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<td></td>
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<td></td>
<td>- Ensure smooth transfer of necessary resources and TA</td>
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<tr>
<td>5.4 Develop career path within municipalities</td>
<td>- Establish national framework for municipal civil service careers, with clear guidelines for professional mobility and career progression</td>
<td>- Link career progression to formal training</td>
<td>- Work with national government on the development of a national framework</td>
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</tbody>
</table>
### 5.5 Increase flexibility of recruitment
- Reduce bureaucracy and national regulation relating to municipal recruitment and personnel management, whilst still maintaining adequate safeguards against abuse

### 5.6 Increase sharing of knowledge and good practice
- Disseminate good practice examples
- Ensure integration of lessons learned into SIFAP
- Disseminate information, good practice examples and knowledge
- Coordinate exchange of experience (peer learning)
- Coordinate between agencies (e.g. avoid duplication of manuals)
- Bring interesting and good practices from other countries

### 6.0 Poverty

#### 6.1 Increase role in poverty reduction and inequality
- Engage in the national policy formulation
- Include urban poverty in future PARPAs and 5 Year Plans

#### 6.2 Contribute to job and income generation
- Explore and scale up existing activities in urban agriculture and agro-processing
- Strengthen value chains, primarily those that are linking up rural-urban synergies
- Support a national plan for urban and peri-urban agriculture
- Modernize existing agricultural value chains through encouraging investments in agro-processing, improving transport links and enhancing markets
- Cut red tape to create an enabling environment for business development
- Link up producers to the urban markets
- Strengthen organizations of urban farmers and foster new ones
- Promote programs to support local entrepreneurs by sharing entrepreneurial skills and build leadership
- Encourage agro-processing enterprises close to urban centers

#### 6.3 Facilitate synergies between urban and rural areas
- Reinforcing and utilizing linkages by developing the appropriate infrastructure

#### 6.4 Increase participation
- Strengthen civil society organizations
- Reinforce and promote participatory planning and budgeting mechanisms to empower citizens
- Promote meaningful citizenship
- Provide support for programs to enhance rural-urban linkages and local entrepreneurship
amongst the poor
## Integrated Service Delivery

<table>
<thead>
<tr>
<th>SERVICE</th>
<th>Central Government</th>
<th>Municipalities</th>
<th>ANNAM</th>
<th>Development Partners</th>
</tr>
</thead>
</table>
| **1. Urban land** | - Produce procedures and manuals for different areas  
- Clarify MICOA’s role in ratification of long-term strategic planning  
- MICOA, work with Universities to develop pool of expertise for *requalificação* and *reordenamento* for existing informal settlements and land-use planning | - Undertake low-cost mapping and develop cadastre system to improve tenure security  
- Use cadastre in conjunction with land-use planning for tenure security and increased municipal tax base  
- Scale up *requalificação* and *reordenamento* and integrate into normal planning practice | - Document and distribute good practice  
- Support training, exchange visits and short courses to build capacity of Mayors and municipal assembly members | - Mobilize support in coordination with Government |
| **2. Water** | - Define the specific role municipalities play in water supply in urban areas, and reflect them in the appropriate regulation  
- Refine responsibilities of the AIAS and CPASs and evaluate their performance over pilot period  
- Increase effectiveness of coordination mechanisms between municipalities, FIPAG, AIAS and pilot CPASs. | - Engage consistently in multi-stakeholder coordination mechanisms  
- Participate consistently in governance structures  
- Build capacity to regulate providers in urban areas | - Invest in physical infrastructure  
- Finance TA to support operating improvements and financing of O&M  
- Establish data gathering mechanisms and undertake analysis to inform policy | |
| **3. Sanitation** | - CRA take on regulatory responsibility for sewered sanitation systems. Responsibility to be taken now for the systems under construction, so that financial schemes could be prepared by the time the systems enter in operation.  
- Support local government efforts by providing a national program under MOPH/DNA to promote health and hygiene | - Disseminate knowledge of technologies down to community level  
- Establish latrine and septic tank emptying arrangements with private sector  
- Evaluate revenue instruments for ensuring O&M  
- Work within national program to assist households in the implementation of effective solutions  
- Establish and operate hygienic sludge | - Disseminate good practices  
- Encourage government and international partners to invest in sanitation infrastructure | - Invest in physical infrastructure  
- Invest in programs for health and hygiene promotion  
- Finance TA to support operating improvements and financing of O&M |
<table>
<thead>
<tr>
<th><strong>4. Solid Waste Management</strong></th>
<th>Establish block grant to local governments and/or targeted subsidy program to support latrine and septic tank investments by households</th>
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<tbody>
<tr>
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<td>Introduce and finance a requirement for all municipalities to make arrangements for the hygienic collection and disposal of latrine and septic tank sludges</td>
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<td>Ensure that the final disposal from the septate is collected from on-site sanitation facilities</td>
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<th><strong>Disposal Facilities</strong></th>
<th>Improve coordination between legal instruments relating to environmental and waste management</th>
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<td>Standardize procedures related to different types of waste (domestic, industrial and hospital)</td>
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<td>Develop and disseminate regulatory framework, strategy and technical guidelines</td>
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<td>Increase enforcement of service delivery</td>
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<td></td>
<td>Increase capacity of provincial MICOA directorates to support municipalities through training of trainers</td>
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<tr>
<th><strong>Solid Waste Management</strong></th>
<th>Prepare integrated solid waste management plans (ISWMP)</th>
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<tr>
<td></td>
<td>Raise own revenues through fees for O&amp;M</td>
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<td></td>
<td>Develop PPPs for solid waste collection</td>
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<td></td>
<td>Procure appropriate technology and build technical and operational capacity of staff to manage it</td>
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<td>Reinforce citizens’ responsibilities through campaigns</td>
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<tr>
<th><strong>TA Support</strong></th>
<th>Disseminate good practices and templates</th>
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<td></td>
<td>Peer Learning</td>
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<tr>
<td></td>
<td>Provide financial and TA support</td>
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</tbody>
</table>
Annex 2: List of consultants

Urbanization: Joel Daniel Muzima (Independent Consultant).

Legal and Institutional: Louis Helling (Public Management and Institutional Development Consultant) and SAL & Caldeira, Advogados e Consultores, Lda.

Urban Governance and Planning: Yves Cabannes (Development Planning Unit-University Colleague London).

Urban Poverty and Rural-Urban Linkages: Julio D Dávila, Eleni Kyrou, Tarson Nuñez and Jason Sumich (Development Planning Unit-University Colleague London) and Métier, Consultoria e Desenvolvimento Lda., Maputo.

Urban Land Management: Paul Robson and Allan Cain (Development Workshop) and José Forjaz and Bruno Vedor (Forjaz Associate Architects).

Water Supply and Sanitation: Ian Palmer (Palmer Development Group) and Mayza Tricamegy (Independent Consultant)

Solid Waste Management: Karin Segala (Instituto Brasileiro de Administração Municipal-Área de Desenvolvimento Urbano e Meio Ambiente) and Izidine Oppressa and Jaime Palalane (Independent Consultants)

Lessons Learned: Jaime Vásconez (Centro Internacional de Gestion Urbana, CIGU-Ecuador) and Abdul Ilal (IPAM).