



Involving Local Authorities In the programming process of EU Cooperation In Mozambique

LOCAL AUTHORITIES ROADMAP FOR THE 2021-2027 CYCLE OF EU COOPERATION November 2020



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LIST of ABBREVIATIONS AND ACRONYMS

ANAMM	National Association of Local Government of Mozambique
CIRESP	Inter-ministerial Commission for Public Sector Reforms
CSO	Civil Society Organization
DDR	Disarmament, Demobilization and Reintegration
END	National Development Strategy
EU	European Union
Frelimo	Liberation Front of Mozambique
GoM	Government of Mozambique
INE	National Institute of Statistics
LAs	Local Authorities
MAEFP	Ministry of State Administration and Public Service
MEF	Ministry of Economy and Finance
MPs	Members of Parliament
NAO	National Authorizing Office
NPD	National Program of Decentralisation
PDUL	Urban and Local Development Project
PEND	Decentralisation Policy and Strategy
PROL	Local Government Reform Program
PSRP	Public Sector Reform Programme
Renamo	National Resistance of Mozambique
SDG	Sustainable Development Goal
SGA	Municipal Management System
SOE	State Owned Enterprises
UCLGA	United Cities and Local Governments of Africa

EXECUTIVE SUMMARY

Decentralisation in Mozambique has been at the centre of controversy ever since the introduction of a multi-party political system in 1990. In 1992 the government launched the Local Government Reform Programme, known as Programa de Reforma dos Órgãos Locais - PROL.¹ In 1994 the parliament approved through the Law 3/94, of 13 September, the Law of municipal districts, which emphasised the municipalisation of the whole country's districts. This approach was then abandoned after the first multiparty elections were held in 1994. A Constitutional amendment approved by the Law 9/96 of 22 November, replaced the Law 3/94, and introduced a model of cohabitation of power between devolution and deconcentration, and a new arrangement for the decentralised local authorities (municipalities) was set to rely on the principle of gradualism (Ames et al, 2010; do Rosário, 2015, MAP Consultoria 2017). The dualism of devolution and deconcentration has continued to overshadow full decentralization in Mozambique. The country currently has 53 municipalities carrying out limited functions as deconcentrated ministries continue to render services at the local level. However, the decentralization reform process is a consequence of a negotiation to end political violence (Weimer, 2020) in exchange of a set-up of an institutional arrangement, which allow for potential power sharing between the centre and the local. This roadmap, therefore, expresses the political intentions agreed on to end the political violence that afflicted the country for many years.

The roadmap is prepared with the framework of the EU country programming for the 2021-2027 period under its new Neighbourhood Development and International Cooperation Instrument (NDICI). It is envisaged that under this programme the initiatives proposed to strengthen decentralisation would be supported. This, premised on the potential of decentralisation to improve governance by conferring developmental decisions at the level closest to the citizens themselves as well as the potential of the territorial approach to local development to better mobilise local resources for the benefit of the local citizens.

PART 1

This Part presents the current levels of local authorities' involvement in development and cooperation policy. In order to improve, it is first important to know where we are, thus, the first step towards enhancing local authorities is to assess the status quo on the policy level and to identify where improvement is needed. Part 1 briefly presents a summary of the findings of a study conducted by the UCLG Africa on the policy environment for local government and decentralisation and assesses the potential for improvements that could lead to better development outcomes of territories led by and with the participation of local citizens.

PART 2

This part looks at what can be done on the side of the policymakers at national and EU levels to create an enabling environment for enhancing ANAMM's participation in the definition and implementation of national development and cooperation policy, highlighting what added value this participation brings into the efficiency and impact of the aforementioned development and cooperation policy in the country. It addresses at the same time the priority goals of EU cooperation and identifies appropriate mechanisms for LAs to access funding to improve their delivery capacity. The current constraining factors that hinder local authorities' delivery of their mandates is reviewed in order to identify appropriate solutions.

¹ PROL - Programa de Reforma dos Órgãos Locais

PART 3

This Part focuses on what can be done to foster local government and the national association's participation in the enhancement of local development and in the cooperation policy – from addressing possible structural issues to planning advocacy activities.

Mozambique is at the threshold of launching a decentralisation programme driven by the political agreement reached between the ruling party Frelimo party and the then leader of Renamo the late Afonso Dhlakama. The spirit of the agreement envisages sharing of power between central government and lower spheres of governments. Decentralisation on the basis of the African Charter on the Values and Principles of Decentralisation, Local Governance and Local Development, and permitting a territorial approach to local development (TALD) offers a rational basis upon which the agreement could be implemented. The localisation of sector ministries functions is an imperative that must be achieved if there is to be any meaningful decentralisation. In order to quell the main opposition to decentralisation, the allegation of lack of capacity, it is proposed that decentralisation be accompanied by capacity building, not only of personnel but the institutional strengthening of local governance. In Part 3, the details of each key component required to strengthen decentralisation and local governance is considered and recommendations on the actions to be taken posited.

INTRODUCTION

Why improve LAs involvement in development and cooperation policy? Rationale of the Roadmap.

This roadmap is prepared within the framework of the United Cities and Local Governments, Africa (UCLG Africa) support to the decentralization efforts of African governments seeking to improve development outcomes through the empowerment of their citizens at the local level. The UCLG Africa is undertaking a programme of support targeting national associations of local authorities (NALAs), the main political representative and voice of sub-national governments in most African countries. The support is within the framework of the European Union (EU) new programming facility. The European Commission has concluded a new financing instrument, the Neighbourhood Development and International Cooperation Instrument (NDICI) that will guide its next programming of the next 6 years (2021 to 2027). The EU programming exercise is meant to identify strategic and priority areas and sectors for interventions to be financed by the EU cooperation within the framework of a political dialogue to be launched with the central governments, the local authorities and other development actors of (civil society , private sector ...) The NDICI shifts the main focus and “center of gravity” of the future EU cooperation to the geographic dimension in order to improve the coherence and efficiency of EU cooperation. Thus, a package of the EU funding will be earmarked for sub-Saharan Africa. In the framework of the geographical focus of future EU cooperation, EU delegations established in all African countries will have the main role and responsibility in the programming of the EU cooperation at national level with the partner country.

This roadmap focuses on Mozambique.

Mozambique became independent in 1975 from Portuguese colonialism. The official language is Portuguese. The country is located in the southern region of Africa, with a population of about 29.5 million, 52% of the population are women, and about 45% of the total population is under 15 years (INE, Censo da População 2017).² The country occupies an area of 799.380 km² and a coastal line of about 2.800 km along the Indian Ocean.³

Decentralisation in Mozambique is based on a parliamentary law 3/93, with intent to create local authorities in all districts of the country. Mozambique is divided into 11 provinces, 161 districts, 408 administrative posts, 1,132 localities, and 53 local authorities (also known as municipalities). The system of government is presidential. The president is entitled to significant power. For many years an important political debate has been the issue regarding the massive power in the hand of the president which potentially undermines the functionality of the democratic system of governance. Progress towards decentralization in Mozambique has been slow and hampered by over-centralisation of public finance that translates into moribund local authorities without adequate means to execute the mandates conferred on them by the law. Furthermore, the

² <http://www.ine.gov.mz/iv-rgph-2017/mocambique/censo-2017-brochura-dos-resultados-definitivos-do-iv-rgph-nacional.pdf/view>.

³ The information is drawn from an earlier study undertaken by the UCLG Africa: Integration of Local Authorities of Mozambique in the European Cooperation Programming Process 2021-2027: A Compendium of Key Reference and Documents, Study by Padil Salimo.

decentralization system is complicated as a result of fragmentation of the various laws impinging on governance and the provision of services to the citizens.

This roadmap proposes areas of improvement to strengthen decentralization. A fundamental shift from parceled out fragmented responsibilities to a more holistic decentralization premised on the principle of subsidiarity is proposed. This approach proposes the devolution of responsibilities to the local level to the extent that such service can be provided at that level. Thus, local governments should be recognized as state actors in their own right exercising full planning authority and implementing their own development programmes. The proposal also envisages the localization of global agendas such as the Sustainable Development Goals (SDGs), the Climate Green Agenda, Africa Agenda 2063, and others. Localisation will also drive the economic agenda through the mobilization of local resources across all stakeholders - public, private, civil society and communities.

In order to coordinate their voice and strengthen their representation, local authorities in Mozambique created in 2004 the National Association of Local Government of Mozambique (ANAMM) as the representative of the whole municipalities. The general objectives for its creation include promoting cooperation and solidarity among local authorities, dignifying and representing local government, and advocating the interests and rights of its members before the government, development partners, and others. The UCLG Africa study reviewed the status of the ANAMM and identified areas of improvement required to enable the association to undertake its roles. This roadmap will propose strategies to achieve the required capacity development.

Finally, the roadmap proposes a formal and stable relationship between local authorities represented by their national association, ANAMM and the European Union through a Framework Partnership Agreement. This will provide for a better organized support for the strengthening of decentralization in Mozambique and enhancing the development outcomes of local territories.

PART 1

ASSESSING LOCAL AUTHORITIES INVOLVEMENT IN DEVELOPMENT AND COOPERATION POLICY

This part describes the reasons why the inclusion of LAs in the processes of developing and implementing development and cooperation policy should be promoted. In this part, it is important to note that not only is LAs involvement in development and cooperation is desirable, it is also necessary and even crucial. One of the key benefits of a strong involvement of LAs is that it can bring first-hand data and locally-grounded knowledge that can allow decision-makers at national level to define development and cooperation policies that take better account of local contexts. It also enhances the participation of local civil society through the organization of participatory multi-stakeholders consultations in the definition of local policies and explore multiple and innovative ways giving policy makers different options for action.

1.1 Main conclusions resulting from the Compendium

The path towards decentralized governance in Mozambique has followed a trajectory defined by party political interests polarized between one seeking cohesion of the State through greater centralization while the other demanding greater regional and local autonomy. Following the multiparty election of 1994, the willingness for decentralised governance started to be challenged by resistance. The hesitation in adopting a national policy and strategy for decentralization has just been one of the signals of resistance. Since the early 2000s under the public sector reform program, several attempts for the approval of a decentralisation policy and strategy failed. A comprehensive and objective policy framework on decentralisation was part of the agenda of the reform but for more than a decade, the government argued that the Constitution provides enough provisions on decentralisation, and therefore, a national policy and strategy were considered unnecessary.

This perception changed during the second term of President Guebuza, 2010 – 2014. A policy and strategy proposal for decentralisation drafted in 2008 and 2009 under the public sector reform program was resumed, publicly debated, and finally approved in 2012, becoming the country's first decentralisation policy and strategy (PEND acronym in Portuguese).⁴ The PEND covers different dimensions of decentralisation, and provides guidelines on the way forward toward reforms, but yet it seems to have been conservative as it doesn't consolidate the fiscal dimension which is fundamental for building strong decentralised tiers of government. Apart from local governance, the PEND provides a clear road map on the consolidation of local authorities. Thus, it defines three components to focus the intervention, which includes, (i) to extend local authorities to new territorial units; (ii) to promote the transfer of functions from the state to local authorities; and (iii) to promote the consolidation of local authorities' capacities.

The Constitution of Mozambique established the foundational pillars of decentralisation. The recent Constitutional review, approved under the Law 1/2018, of 12 June, is a result of the landmark agreement made between the two main political leaders aiming to

⁴ Decentralisation Policy and Strategy (- Política e Estratégia Nacional de Descentralização - PEND), approved under the Resolution No. 40/2012, of 20 December.

broaden decentralisation as a pre-condition for peace building. These reforms represented a profound change in the configuration of the state. The reforms of decentralisation introduced under the Constitutional review, comprise three different territorial levels, including provincial and district decentralized governance bodies (these two layers of government have traditionally been the extension of the central government at the local level), and the local authorities.

The Constitution review introduced the following elements for decentralised government:

- a) Subsidiarity: the principles of exclusive functions (political, administrative, financial) and autonomy for provincial, district and local authorities (Legislative, executive and an elected senior representative of the government in each tier);
- b) The election of the members of the assemblies in all three tiers of sub-national governments with responsibility for approving and monitoring subnational government plans and budgets;
- c) The indirect election of the head representative of the province, district, and local authority, i.e. the provincial Governor, district Administrator, and the Mayor, selected as the figure heading the electoral list of the political party (or groups of citizens / electoral coalitions) that won most seats in the respective territorial level. Before these decentralisation reforms, these positions were formally nominated by the President (nominating the Governors), Ministry of State Administration (District Administrator) and the Mayor came out of direct election;
- d) The power of the respective Assembly to institute procedures for the dismissal of the senior representative, following legal precepts and involving the Constitutional Council. These powers are also vested in the President in the case of Provincial Governor and the District Administrator;
- e) The power of Central Government to define, through legislation the decentralized functions of the provincial and district governments;
- f) The nomination, by the President, of Provincial Secretaries of State with the function of guaranteeing and supervising the execution of sovereign, exclusive functions and services of the State at the subnational level. ⁵ Central Government (the Council of Ministers) has powers of administrative tutelage over the functions of provincial, district, and local authorities' governments.
- g) A provision for other, non-state forms of public administration bodies, based on citizen participation.

A systematic devolution of specific functions is fixed to focus on the new decentralized governance bodies, including province and district. The local authorities (municipalities), which represent the first form of decentralised governance in Mozambique, although it is covered by the new reforms, its mandate, functions, and governance structure remained

⁵ These include i) territorial administration and its organization, ii) defence and police, iii) border control, iv) central bank functions (emitting currency), v) foreign policy and diplomacy, vi) natural, land and maritime resources in the exclusive maritime management zone of the continental shelf, and viii) tributary functions and taxation, these being defined as functions of the State and at the provincial level the Secretary of State. The reality currently is that the state representatives at the local bodies have been assigned more power and functions those falling only on sovereignty issues but also developmental sectors, which created some fracture in the society due to the emerging understanding that the effort for decentralisation was undermined by the emergence of powerful representatives of the state.

untouched. Currently, the municipalities remain the unique decentralised government body with the most stable institutional arrangements.

However, it must be acknowledged that decentralisation without creating capacity and allocate resources necessary to implement activities and provide services remains a panacea for failure. On the other hand, the transfer of resources and functions is perceived as loss of power often prompting resistance.

Mozambique has three types of sub-national governments:

Provincial decentralized government: Some functions have been allocated to the representative of the State at the Provincial level, thus effectively diminishing the powers and resources allocation to this sub-national level.

District government: Under the current reform programme of decentralization, the district level of government will only be implemented from 2024/2025, with direct election of the main organs of the district government.

Local Authorities: The local authorities in Mozambique are composed of two types. The first type comprises of municipalities, and the second are villages. The municipalities correspond to the territorial circumscriptions of cities and towns, while the local authorities of villages correspond to the territorial circumscription of settlement – normally is the headquarters of the administrative post.

1.2 Main findings from the analytical report

The analytical report⁶ on political economy sought to explore the extent to which the central government embraced the conceptualisation of territorial development, the level of commitment of central government in recognizing the role of local authorities in the territorialisation of the national development agenda, and the opportunities and constraints created by the decentralisation system for the empowerment of local authorities as developmental actors. The following summarises the main findings of the report.

Decentralisation Policy

The architecture of decentralisation in Mozambique is defined by the revision of the Constitution that was introduced through Law 1/2018, which approved a new configuration of the state and the local government restructuring. The new structure includes provinces, districts, and municipalities. With these reforms was created a space for a deeper transformation of the state although yet constrained as a result of strong re-centralisation of resource control via representatives of the state at the provincial level. A major challenge is the parallel administration introduced by the presence of both an elected sub-national government at provincial and district level while maintaining a deconcentrated central government machinery at those levels. The new model of decentralised governments is still undergoing realignments and changes after intense debate and contestations. The decentralisation model was a result of protracted

⁶ UCLG Africa (2020) *Mozambique: Analytical Report on Decentralisation*, Report Prepared for the UCLG Africa by Padil Salimo

negotiations between central government and the main opposition party previously engaged in violent uprising driven by contestation of the governance system.

Except for the district government, planned for 2024/25, both the provincial and local authorities level hold some level of administrative, financial and patrimonial autonomy. The local authorities, which represent the first form of decentralised governance in Mozambique, although it is covered by the new reforms, its mandate, functions, and governance structure remained untouched. Currently, the local authority is the unique decentralised government body with the most stable institutional and legal arrangements.

In 2012 the government of Mozambique (GoM) approved the National Decentralisation Policy and Strategy (PEND – acronym in Portuguese).⁷ The PEND covers different dimensions of decentralisation, and provides guidelines on the way forward toward reforms, but yet it seems to have been conservative, on the one hand, because it approaches the fiscal reforms hesitantly despite the fact that this is fundamental for building strong and effective decentralised tiers of government; and on the other hand, the PEND did not foresee the decentralisation beyond the municipality dimension, such as the provincial and district decentralised governments that are emerging with the new reforms of decentralisation implemented under the Constitutional review approved by the Law 1/2018, of June 12, which is a result of the landmark agreement made between the President of the Republic of Mozambique, Filipe Nyusi, and the (then) Renamo's opposition leader Afonso Dhlakama in September of 2017.

Two main constraining factors on decentralization stand out – first, the fragmentation of the decentralization architecture among various legal instruments creates an unstable legislative and regulatory framework; and secondly, the failure to provide capacity and allocate commensurate resources to the respective levels of governance to undertake their mandates remains a challenge. The transfer of functions and resources is perceived as loss of power prompting resistance to decentralized, thus, creating the existing contradiction whose outcome is a blockage of transfers of resources and functions that diminished or break the power and access of resources by the central government. The parallel operations of, on the one hand, an elected provincial and local government machinery, and on the other, deconcentrated government machinery carrying out some functions alongside creates conflicts that require proper alignment.

Territorialisation/Localisation of Development

The development planning approach in Mozambique is informed by a set of programs, policies and strategies. The first and most common document is the Five-Year Government Plan – Programa Quinquenal do Governo (PQG), which is a program approved by the government with the indicative intentions of what the elected government plans to achieve during the five-year period of the party that won the election. All sectoral ministries and local governments have to align their yearly plans to the PQG that during the five-year government term. In addition to the PQG several other sectoral policies and strategic documents are also taken into consideration in the planning process. In 2014 the government of Mozambique approved the National Strategy for Development (END 2015-2035) as the main strategic plan for the country's development

⁷ Decentralisation Policy and Strategy (- Política e Estratégia Nacional de Descentralização - PEND), approved under the Resolution No. 40/2012, of 20 December.

planning agenda. Therefore, the sectoral and all local governments development plans have to be developed in line with the END. However, this has not been the case. In general, the sectoral ministries' plans are elaborated in line with the PQG. Even-though, the evidence shows a weak alignment of the sectoral and local governments plans to national policies and strategies. The lack of alignment of plans with national and sectoral policies and strategies is also a common fact. Provincial and district governments, as well as local authorities have the tradition of adopting long-term strategic plans of their specific territory, however, it is also normal practice that these strategic tools are forgotten over the years. This complicated practice represents an important constraint to the effort toward territorialisation, and the problem is mostly related to leadership, as well as cultural and technical fragilities than a matter of lack of interest or commitment.

The Ministry of Economics and Finance (MEF) has started reviewing the END, in response to potential challenges emerging with the new reforms of decentralisation. This provides an opportunity to engage all stakeholders - other ministries, local governments, local authorities, as well as the civil society organisation and private sector participation to ensure that the decentralisation reforms are aligned to the National Strategy for Development. The political momentum brought by the introduction of the decentralisation reforms, the wider perception about the potential of decentralisation reforms as a key mechanism for peace, and the increasing interest among donors to support the government effort to decentralisation represent an important opportunity to strengthen the role of local governments in general, and local authorities in particular and their ability to transform themselves into developmental actors capable of promoting local development, and to create the capacity for territorialisation of national agenda plans and the national specific sectoral policies and its implementation.

The National Association of Local Authorities

The National Association of Local Governments of Mozambique (ANAMM) is the sole representative of local authorities in the country. Its general objectives for its creation include promoting cooperation and solidarity among local authorities, dignifying and representing local government, and advocating the interests and rights of its members before the government, development partners, and others stakeholders. The corporate governance of the association is made by structure composed by the following bodies:⁸

- The Congress;
- The National Council;
- The Supervisory Board;
- The Management Board

The Congress is the highest representative body with deliberative power. The National Council is the organ with deliberative power between sessions of the Congress. The Supervisory Board is the body with the mandate of supervising the activities of ANAMM. The Management Board is the executive body, which ensures the effective functioning of the association, which is supported also by an internal audit body. The Secretary-General, who holds both the management and executive role, ensures the functions of the Management Board on a daily basis. This executive board is currently composed of three sectors, namely (i) Advocacy and Knowledge Management; (ii) Municipal Strengthening

⁸ Estatutos da Associação Nacional dos Municípios de Moçambique – ANAMM.

and Research; and (iii) Administration and Finance. Recently two new areas were approved, namely Technical Assistance, and People Management.⁹

The association is widely and strongly recognised as the sole representative and interlocutor of the municipalities in the dialogue with the government and other partners of development. ANAMM has a privileged relationship with the government of Mozambique and with the various Ministries overseeing different sectors with services and projects implemented within the boundaries of municipal territories. As the key partner of the government, the association is a key vehicle of dialogue over local authorities' common agenda of development.

The study¹⁰, however identified some key challenges.

- Despite the association being widely and strongly recognised as the sole representative and interlocutor of the municipalities in the dialogue with the government and other partners of development the association lacks a clear legal existence. As the key partner of the government, the association is a key vehicle of dialogue over local authorities' common agenda of development.
- The association is challenged by the lack of staff with the skills and knowledge required to fulfil its mandate and providing support to its memberships. Currently, the secretariat is composed of 12 officials the majority of whom are university graduates, however, with very limited coverage of the disciplines required to provide members with the requisite support. The study recommends that the association requires massive capacity building and resources.

Territorialisation of National Policies and Global Programmes

The government of Mozambique (GoM) approved in 2014, the National Development Strategy for the period of 2015- 2035. The main objective of the END is the improvement of the living conditions of the population through a structural transformation of the economy, and the expansion and diversification of national production (República de Moçambique, 2014). The national development strategy claims an integrated social and economic development based on a structural transformation toward a competitive and diversified economy. However, instead of the END being the guiding beacon for the economic and social developmental planning in all tiers of the government including local authorities this strategic document has not yet been taken seriously as an instrument of the government's developmental planning and budgeting.

In Mozambique there's no clear evidence of an existing experience of territorial approach to local development under implementation. In general, the country lacks a policy and strategy that would serve as the guiding instrument of a developmental agenda for an integrated country's development planning. Despite the existing National Strategy of Development 2015-2035 the document is not used as an instrument to inform a coordinated and integrated national agenda for development. And the challenge seems to be more of a technical and cultural nature than the lack of commitment by the government

⁹ ANAMM (2020). Strategic actions for the institutional strengthening of ANAMM and municipalities (2021-2024).

¹⁰ UCLG Africa (2020) [Mozambique: Analytical Report on Decentralisation](#), Report by Padil Salimo

to embark into territorialisation policy agenda. There is, thus, potential and opportunity to introduce a Territorial Approach to Local Development (TALD)

On the localisation of global agendas, the local authorities, under the leadership and championing of ANAMM have started to align Sustainable Development Goals (SDGs) to the process of planning and budgeting by integrating the SDGs. ANAMM has directly been working with the local authorities to ensure that the process of planning and budgeting is conducted in a way that the key SDG's are integrated in and the reporting of activities also addresses how the issues are progressing. The government through the leadership of the Ministry of Economics and Finance is also taking this effort seriously. A preliminary report on the SDG's implementation report was published in 2018,¹¹ and in 2020 the government published the Voluntary National Review report of the Agenda 2030 for Sustainable Development a process that received a strong support of the President of the Republic of Mozambique.¹² The report confirms the integration of SDGs in the national policies including the Five Year Government Program, which allow that the sectoral and local government programs is also enlightened to embrace the same perspective of localization of the SGDs.

Main Highlights of Priorities for EU Cooperation 2021-2027

In order to transforming local authorities to become development actors it is fundamental to empower and strengthen their capacities and that of citizens to ensure that the latter can demand transparency and accountability and that the local authorities have the means and incentives to respond to citizen demands for effective, transparent and accountable governance, adequate quality of service provision, and equitable allocation of resources. Thus, assistance to local authorities should aim at enhancing their capacities and means to execute their institutional mandate as defined by law and consequently to exercise their power of initiative as full-fledged policymakers. This is likely to empower the LAs capacity and leadership, and boost local development through increased democratic participation, active citizenship, the participation of women and youth in the policy decision, and multi-level accountability mechanism. Therefore, learning from the current challenges underpinning the LAs capacities to provide efficient and timely quality services, and promote accountable governance, the study proposes the following provisional four priority areas for the potential programme support and interventions.

(i) Capacity building and strengthening of LAs

- Strengthening institutional capacity to fulfill mandates
- Needs assessment and training of public servants for improved management capacity and quality of service
- Capacity building for territorial planning and land management
- Consolidated data and systems for improved tax collection
- Environmental and
- Leadership training

¹¹ Ministério da Economia e Finanças (2018). Relatório inicial sobre Objectivos de Desenvolvimento Sustentável em Moçambique. 21 de Setembro de 2018.

¹² Republic of Mzambique (2020). Voluntary National Review of Agenda 2030 for Sustainable Development.

- (ii) Enhancing transparency and accountability mechanisms
 - Acquisition, installation and capacity development for the implementation of the new municipal management system (SGA)
 - Consolidation of vertical and horizontal accountability mechanisms
 - Participatory budget improvement
 - Strengthening participatory citizens' engagement in the local development
- (iii) Technical capacity strengthening to ANAMM
 - Resource allocation for capacity development improvement
 - Development of training for skills development and consolidation
 - Capacity training for lobbying and advocacy
- (iv) Coordination, lobbying and policy dialogue improvement
 - Negotiation skills and resource mobilization
 - Acquisition of equipment for improved coordination
 - Consolidate mechanisms for policy dialogue

1.3 Main ideas deriving from the first consultations of National government and EU delegation on the analytical report (if any) (1 or 2 pages)

Although there had not been direct consultations with the Government of Mozambique on the EU Programming Process, ANAMM maintains a good working relationship with the national government. The Association is often invited to participate in working groups of ministries in order to represent and provide inputs on behalf of local governments.

Recently, the Ministry of State Administration and Public Service held, in coordination with ANAMM the 11th National meeting of municipalities, under the motto "For the participatory, integrated and inclusive municipal development". The general objective of the meeting, was to discuss about the main challenges in municipal management and to propose solutions for its improvement, with a focus on meeting the needs of citizens.

At this meeting, which was attended by the President of the Republic, the municipalities presented their challenges in the following areas: decentralization, financial management, tax transfers, infrastructure, Environmental Sustainability, urban planning, solid waste management, water, sanitation, climate change, impacts of COVID-19.

Recommendations were proposed in order to solve the problems presented by the municipalities.

With regard consultations with the EU, high level consultations were underway between the EU Delegation and the Government of Mozambique in which the key priorities of the cooperation would be defined. The national association was not part of these high-level consultations. The national association had a meeting with the EU Delegation during which they were briefed on the programming priorities for the 2021 to 2027 period. The ANAMM also shared with the EU Delegation the documents prepared for the UCLG Africa

Webinar on promoting collaboration between the local governments represented by their national association and the EU Delegation. The EU Delegation presented two intervention proposals for the new cooperation cycle 2021-2027, namely E-Youth and the Green Deal, which include several actions.

E-Youth - This initiative assumes that, according to statistics, in the African continent, youth represents more than half of the continent's population and active labor force, however, the majority of these young people are lagging behind the various formal opportunities for participation such as education, professional training, formal work or access to these rights.

Municipalities, within their means, create conditions to leverage initiatives for the youth. The E-Youth program could be an opportunity for young people in the 53 municipalities in the country.

Green Climate Deal - The issue of environmental preservation, in addition to being one of the topics on the national agenda, is also a matter for the management of municipal territories. The threats brought about by climate change phenomena have forced municipalities to adopt measures to reduce its impacts.

For ANAMM, the Green Deal is an important initiative that will drive sustainable development in towns and cities, thus, contributing to the implementation of SDG 13 as well as better management of water resources.

The ANAMM was also going to present the document prepared for the South African Local Government Association (SALGA) collaboration as the document included the major areas of support required for local governments and the association in Mozambique. The ANAMM had also initiated engagement with all local governments in Mozambique to propose priority areas of support under the EU programming process. The combination of the priority areas drawn from the local authorities and the document already prepared for the SALGA collaboration would be the basis upon which the roadmap would be developed.

1.4 Conclusion:

Conditions to fulfill for an enhanced involvement of LAs in development and cooperation policy in Mozambique: opportunities to build on and threats to address.

The political economy of decentralization in Mozambique is grounded in a complex structure of incentives that constrain the path of its implementation. The recent progresses on decentralisation have prompted a profound change on the political organization of the state, and a deep reconfiguration of local governments. However, as in the past the process of decentralisation has been marked by contentious issues related to weak transference of functions and competences from the central government to the decentralized bodies of governments. The sector ministries represent the main bottleneck, although they are not alone in this effort that constrains the efficiency of decentralised reforms of governance. The need for continued control of resource and power is at the heart of the whole problem of limited role and functions assigned to local decentralised governments. This reality imposes significant challenges also to the local authorities, as they suffer from the same issues constraining the process of implementation of the newly established provincial decentralised governments. Despite the positive effort in pushing for progress on the reforms of decentralisation, formally

established by the Constitution, even-though centralized mechanisms were put in place as a consequence of fear of losing power and control over resources, therefore undermining to some extent the quality of the whole reform agenda of decentralisation and the ability of transforming local authorities as key players of local development. In effect, these dynamics represent the nature of politics underpinning the past and current reforms of decentralisation in Mozambique, which need to be addressed in the implementation of a specific supporting programme to the decentralisation.

The centralized culture of governance and clientelistic politics play a role in the quality of decentralised local governance and local authorities. The fear of losing control of resources and power is an important constraining factor for an effective implementation of the reforms of decentralization, territorialisation, and local development agenda. However, despite the existing challenges there is room to exploit opportunities to strengthen decentralisation and build local authorities to be key actors of local development. Among the decentralized local governments, currently, the local authorities are the unique body with the most stable institutional and legal frameworks. This provides opportunities for mobilization of support to the implementation of decentralised agenda with the potential to push for local development and/or territorial development. As part of the increasing autonomous bodies of government its more likely that the central government will avoid having various fragmented approaches and interventions toward development, thus it may be expected that an effort to put in place an agenda of national development and mechanism for coordinated and integrated planning of development will be of a significant value and mutually beneficial to both local and national governments.

The national association, ANAMM, is an important organ in the decentralisation process and in the strengthening of local authorities. The study indicated key areas for its strengthening. The national association will lead the local authorities as their 'voice' in their negotiations with central government and other stakeholders. It will champion reforms for the adoption of the territorial approach to local development (TALD); the localisation of functions previous centralised in sector ministries; the localisation of global agendas, such as the SDGs; fiscal decentralisation; and the strengthening of the capacities of local authorities to better shoulder the new responsibilities conferred upon them.

PART 2

ENHANCING LOCAL AUTHORITIES PARTICIPATION IN DEVELOPMENT AND COOPERATION POLICY: ACTIONS EXPECTED FROM DECISION-MAKERS AT NATIONAL GOVERNMENT LEVEL AND AT EU DELEGATION LEVEL

(Actions by decision-makers at national and EU delegation levels to enhance LAs participation in development and cooperation policy)

The focus of Part 2 will be on the question of how LAs can be involved to reach the development and cooperation policy goals. This should depart of course from the reminder of the mandates of LAs as defined by the decentralization laws in the country, and the enabling environment created by law for LAs interventions and actions, identifying gaps between what is prescribed and what is implemented, as well as areas of improvements for enhanced LAs participation. This should also address the mandatory inclusion of LAs through their representative national association in dialogue platforms with national government representatives, inter-ministerial bodies, multidisciplinary working groups, and other development partners, including EU delegation.

2.1 Recognizing the Local Authorities and the National Association of Local Authorities as Public/State Actor: Which formalization?

Local governments in Mozambique were established to carry out governance functions at the local level with a mandate conferred by the Constitution. They provide public services at the local level. While this confers state actor status on them, the full import is severely constrained by the existence of parallel organs representing the state at sub-national levels. The fragmentation created by these parallel structures means that local governments are not able to assume responsibility for all public services at the local level as understood in the context of the principle of subsidiarity. Within the context of EU programming, it must be noted that the EU, for the first time, in its 2013 EU Communication on “Empowering local authorities in partner countries for enhanced governance and more effective development outcomes” recognized local authorities as state actors.

Decentralisation in Mozambique is emerging from a protracted confrontation between the ruling party, FRELIMO and a long-standing adversary RENAMO, the latter arguing for greater devolution as a means to enhance a people driven local development approach. The political settlement reached after a lengthy violent confrontation is largely based on the need to recognize the need for devolution of powers and responsibilities. While, clearly, the past governance framework favoured centralization, following these negotiations there is scope for greater decentralization that favours re-distribution of power from the centre to the periphery, in particular the strengthening of governance institutions at the local and regional levels.

The current reforms represent a deep change in the political organization of the state, which has been personally driven by the President Nyusi, but that was not supported in

full by important factions within the ruling party¹³. The adoption and implementation of the process of reforms of decentralisation created fear of loss of control of resource and power. The same fear is at the heart of the challenges local authorities are facing with regard to transfer of functions and the resistance to increase resource allocation.

For effectiveness and to realise local potential for development, the expectations for local authorities as state actors is that they become responsible for local development to the extent that the principle of subsidiarity allows. It advocates for devolving responsibility to the lowest level endeavouring as far as possible to manage affairs as closely to the citizen as possible and to depart from this principle only for reasons of absolute necessity.¹⁴ The African Union has also proposed a Charter on the Values and Principles of Decentralisation, Local Governance and Local Development as a guide to nation states in their decentralization effort. These benchmarks provide African governments with a pragmatic tool for ensuring a governance system that responds to the concerns of its citizenry and recognises the right of citizens to choose their own development priorities and organise for their realisation. The benchmarks presume the localization of sector ministries activities to the local authorities guided by the principle of subsidiarity. The top down approaches adopted by some African central governments fail to recognize the potential of local authorities to mobilize local resources, including from the private sector. In this regard, the territorial approach to local development has distinct opportunities for contributing to national economic growth and social cohesion in that it leverages the potentialities of the territory and overcomes the limitations inherent in top-down approaches and spatially blinded policies. The remnant governmental ideology of parallel administrations at provincial and district levels post the negotiated settlement with the opposition party tends to pose challenges for effective decentralization and is likely to perpetuate setbacks, derailments and stagnation into the future. The pronouncements by the ministry of economics and finance making clear that the discourse of decentralisation should be left out of any debate on fiscal decentralisation¹⁵, represents an important obstacle to the consolidation of decentralisation and the strengthening of local governments.

The role of the national association, ANAMM as the interlocutor between local authorities and central government as well as other development actors and development partners earns it state actor status. It represents, local authorities, themselves state actors in their own right. ANAMM is not recognized officially as a state actor, however, it is often consulted by central government and other stakeholders as a representative of local authorities in Mozambique. Local authorities were largely considered an extension of central government. ANAMM was collaborating with the South African Local Government

¹³ See Vines,A. (2019). Prospects for a sustainable elite bargain in Mozambique: Third time lucky? Chatam House: Research Paper, Africa Programme. August 2019. <https://www.chathamhouse.org/sites/default/files/08-05-2019-SustainableMozambique.pdf>.

¹⁴ Report prepared for the Steering Committee on Local and Regional Authorities (CDLR) "Definition and Limits of the Principle of Subsidiarity", Local and regional authorities in Europe, No. 55

¹⁵ Padil Salimo Interview at the Ministry of Economics and Finance with senior officials (July 2020),

Association (SALGA) for assistance in discussions concerning how the ANAMM could gain recognition as a state actor and participate in deliberations at Parliamentary level as well as access government funding.

2.2 Implementing the Local Authorities and the National Association of Local Authorities involvement mechanisms: information, consultation, dialogue, partnership measures

High level consultations under the EU programming processes traditionally involve central government and the EU Delegations, however, over the years, the engagement of other stakeholders – civil society, private sector, has increasingly been recognized as necessary and essential in order to fully respond to the needs of a wider spectrum of development actors. Surprisingly, the involvement of local authorities has been neglected despite the EU having recognized them as state actors in their Communication of 2013. It is essential that local authorities, being the closest level of governance to the citizens, be fully engaged in the EU programming process represented by their national association, the ANAMM.

The EU programming process is intended to identify strategic priority areas and sectors for interventions to be financed by the EU cooperation within the framework of a political dialogue with central governments, local authorities and other development actors such as civil society and private sector. It is essential for the local authorities and their national association to be cognisant of the necessary pre-conditions to effectively participate in the dialogue process. As indicated earlier in this paper, the EU has, following protracted negotiations with global representatives of local governments, agreed to recognise local authorities as state actors leading to the issuance of the 2013 Communication.¹⁶ However, despite this commitment, the effective participation of local authorities in the EU Development Cooperation has been very limited. The EU's new Neighbourhood Development and International Cooperation Instrument (NDICI) under which the EU Country Programming Process for the period 2021 to 2027 is being carried out offers an opportunity to effectively strengthen local authorities' involvement in and benefit from the EU support. It is, thus crucial for local authorities and their national associations to enter into this process with clear goals and objectives in order to derive their deserved recognition and participation in the process. It is the EU Country Delegation that will be responsible for managing the geographic component of the NDICI.

First, local authorities and their national association should take an active role in the programming process. Beyond the recognition by the EU of local authorities as state actors, the Union has also recognised them as key stakeholders in the implementation and localisation of the Sustainable Development Goals (SDG) Agenda 2030.

The following steps are recommended for local authorities to engage in the dialogue process:

Understanding the new EU Programming Environment: The UCLG Africa has conducted an awareness raising seminar involving all national associations in Africa. The information

¹⁶ EU Communication Empowering Local Authorities in Partner Countries for Enhanced Governance and more Effective Development Outcomes, May 2013

shared and the documents disseminated during the seminar were widely circulated to local authorities to inform them of the new environment and prepare them to enter this new phase of the EU programming process.

The EU programming process is guided by its key policy documents. Relevant to the local governments, the national associations should insist on the inclusion in the programming guidelines of the following EU policy documents:

- i. The EU Lisbon Treaty section which recognizes the *principle of subsidiarity and the Union's own Cohesion Policies* -as this would open the door to also promote territorial development in EU external action.
- ii. The *Communication of 2013 on Local Authorities* and related EU commitment to “empower” LRGs as development actors and catalysts of territorial development. This would provide a clear mandate to EUDs to engage strategically with Local and Regional Governments (LRGs).
- iii. *The Agenda 2030* components that stress the need to “localize” the SDGs (as condition for effective implementation) and on the “5 Ps” (People, Planet, Prosperity, Peace and Partnership). This principle strongly supports the localisation of public services and strengthens the case for local authorities as providing the framework for territorial approach to local development.
- iv. *The Paris Agreement and the EU Green Deal*. Considering the central place of climate related issues in future programming, it will be key to ensure a clear link to the role of LRGs.

Furthermore, three guiding principles could also enhance the relevance of local authorities and national associations integration into EU programming (i) the integration of the spatial dimension in programming shifts the focus from vertical ‘silo type’ planning to holistic territorialisation of public policies; (ii) the effective integration of LRGs in the EU programming in line with the 2013 EU Communication; and (iii) the promotion of territorial approaches to local development, a concept already in sync with EU programming policy. By aligning their support requests to these principles, local authorities and national associations enhance the relevance of their support needs to the fundamental approaches preferred by the EU.

Engage Local Authorities: The national association should actively engage their members, provide training and launch a discussion on the strategies and priorities to present to the EU programme negotiating platform. The members will also reflect on the modalities of mainstreaming local authorities in the EU cooperation. In this regard, a seminar should be conducted bringing together local authorities to share information, discuss and produce a position paper on the 2021-2027 EU cooperation.

Engaging National Government: It is essential that the national association engages the national government department responsible for coordinating the programming process with the EU Delegation in order to, inter alia (i) define ways and means to involve local authorities in the definition of priorities aligned to national development policies; (ii) modalities for applying the subsidiarity principle for the implementation of the EU cooperation in the agreed priority areas. Opportunity should be taken to set up a permanent mechanism for engagement to allow local authorities to input the programming process through their national association. The adoption of a place-based approach by the national level aiming at localising public national policies in all sectors of

development including SDGs and other global agendas. The adoption of a Territorial Approach to Local Development (TALD) would strengthen local authorities preparing them to become strong development centres.

Engaging the EU Delegation: The national association takes agreed positions with its membership and central government to the EU Delegation. The presentation of the agreed position paper is crucial input to the programming process. The engagement with the EU should also strengthen the already agreed to EU position on recognising local authorities as state actors in their own right. On the basis of the general mandate for developing their territories normally conferred by legislation on local authorities the national association should advocate for the entrenchment of this position to ensure that local authorities are an integral part of the negotiations process leading to the conclusion of the 2021-2027 programming process. In light of the past weaknesses in realising this goal, the national association should also insist on a roadmap for the strengthening of the local authorities' integration in the definition, implementation and follow up of the country's priorities for inclusion in the 2021-2027 EU cooperation agenda. This roadmap elaborating the implementation of the multi annual cooperation programme would provide for sustainable engagement with the EU and national government. A key component of the resulting EU Cooperation Agenda support for the local authorities and the national association should be a capacity building programme to strengthen their institutional capacity.

2.3 Funding

A pre-requisite for effective decentralisation is the accompaniment of decentralised functions with the requisite means by which the lower governance organ can implement those responsibilities whether through empowerment to raise funds or through grant disbursements by the centre. The matching of devolved functions and the means has remained a key area of concern throughout Africa as often functions are devolved without the commensurate means for execution. Fiscal decentralisation and fiscal empowerment of local governments is traditionally divided into four elements or "pillars": (1) the assignment of responsibilities for expenditure, (2) revenue assignments and local revenue administration, (3) the design and provision of inter-governmental fiscal transfers and (4) local government borrowing and debt. The execution of local authorities' roles that are assigned by law with the power to provide municipal public services are significantly impacted by the regime of financial, administrative, and patrimonial autonomy in the provision of services for its citizen (Cistac, 2012). In Mozambique the main roles conferred by law on local authorities includes the following:

- Elaborate, approve, change and execute plans and budget;
- To have their own revenues and collect any others;
- Order and process budgetary expenses;
- Make public investments;
- Prepare and approve management accounts;
- To manage the municipal heritage.

Local authorities are mostly dependent on fiscal transfer by the central government. There are two main transfers mechanisms to local authorities, the first is the Municipal Compensation Fund (FCA), and the second is the Municipal Initiative Investment Fund (FIIA). The first one is the most important source of resources of the local authorities. The second is not so huge and it is generally allocated to finance investments only. The transfers of resources from the central government to local authorities represent the highest volume of resources of the local authorities, it covers more than 50% of the total resource. The allocation of these resources is made through the intergovernmental fiscal transfer system (IFTS).¹⁷

The local authorities also benefit from other allocations outside the IFTS, in general not directly managed by the local authorities but by the central government-related public enterprises investing in specific projects in the territory of the local authorities, such as ANE, on roads; Public Utility – Electricidade de Moçambique (EDM), on electricity; and Water Supply Investment and Heritage Fund (FIPAG), on water supply (CIP). Other resources include those collected locally through taxes and license fees, but also resources from donations, and specific government allocations for urban development initiatives integrated into the Strategic Program for Reduction of Urban Poverty (PERPU). The table below illustrates the percentage of revenues from different categories of sources.

Table 1. Total revenues of municipalities, by category of revenues, 2009-2015

Category of revenues	2009	2010	2011	2012	2013	2014	2015
Transfers	53.0%	50.4%	55.7%	59.8%	61.4%	55.9%	47.5%
Own revenue	34.8%	34.9%	32.7%	31.9%	31.9%	29.4%	30.1%
Donations	11.9%	13.9%	10.8%	7.8%	6.3%	4.2%	1.8%
Other revenues	0.2%	0.9%	0.8%	0.5%	0.4%	10.5%	20.6%
Total revenues	100%	100%	100%	100%	100%	100%	100%

Source: MAP Consultoria (2017).

The relation between the local authorities and the central government is institutionalized. The central government, through the ministries overseeing the areas of public administration and local governments (The Ministry of State Administration and Public Service – MAEFP), as well as the area of finance (the Ministry of Economics and Finance - MEF), plays the supervisory role over local authorities.

Local authorities seem to possess a general mandate for development and can raise local revenue in terms of the law that could be strongly supported by the adoption of a territorial approach to local development. This would allow flexibility and widen the scope for revenue generation to buttress local revenues. The territorialisation of national development policies and global agendas could further open doors from funding from development partners and the private sector.

The experience in the operationalization of local authorities in Mozambique has been implemented within a context of constrained capacity and weak allocation of resources necessary to implement activities and provide services. The transfers of resources and functions have since been resisted by sector ministries. Resistance against an effective

¹⁷ Law 1/2008, of 16 January. About the local authorities' finances.

decentralisation is huge among ministries whose transference of functions and resources is contested, and the effort to move further on this is constrained by the fear over the loss of resources and power. This may explain the reason why after 14 years¹⁸, since the approval¹⁹ of the Decree 33/2006, which determine the transfer of health and education primary services to local authorities, the implementation has remained stagnated (MAP Consultoria, 2017), with the exception of the case of the municipality of Maputo City. Until 2015 the municipality of Maputo City was managing a total of 104 primary schools and 5.790 public servants, and 26 health centres and a total of 856 public servants.²⁰

ANAMM does not receive any funding from central government. This creates serious sustainability challenges for ANAMM as the association depends largely on member subscriptions and support from development partners. The Association should be recognized as a state actor, being representatives of local governments and be entitled to receive financial support from central government.

The success of decentralization in Mozambique hinges largely on the effective definition and implementation of the local government financing regime. The following recommendations are posited for consideration:

1. The territorialisation of development with commensurate localization of public services on the basis of the principle of subsidiarity, a principle of social organization that holds that social and political issues should be dealt with at the most immediate (or local) level that is consistent with their resolution is the basic approach recommended to guide decentralization.;
2. Agreement between central government and local authorities, represented by ANAMM on revenue sharing mechanism to support local authorities in carrying out public services;
3. The adoption of a territorial approach to local development (TALD) giving scope to local authorities to fully exploit the resources potential of their territories.
4. Authorising local authorities to source additional development finance from loans raised from in-country and off-shore sources on conditions agreed with central government

2.4 Conclusion

Building appropriate institutional frameworks and developing appropriate financial mechanisms and tools in engaging LAs of Mozambique in policy and decision-making processes pertaining to national development and cooperation policy:

Learnings from elsewhere in Africa seem to indicate correlation between the effectiveness of decentralization policy implementation and the political will of the leadership. In Mozambique, peace negotiations between the ruling party FRELIMO and the RENAMO hinged on the need for power sharing between central and other sub-national spheres of governance. The consensus reached is a strong impetus for

¹⁸ of the approval of Decree 33/2006 (replaced by Decree 46/2011, of 21 September) progress was significantly poor.

¹⁹ The government approved the Plan for Implementation of the Decentralisation Policy and Strategy (PIPEP 2015 – 2019). Under the PIPEP the government defined the activities to implement and several indicators were established including the number of primary health and education services to be transferred to local authorities until 2019.

²⁰ See <https://www.jornalnoticias.co.mz/index.php/politica/47188-do-estado-para-as-autarquias-transferencia-de-competencias-desperta-expectativa-dos-municipios.html> (accessed on 20 July 2020).

decentralization as the political will expressed at the highest level through the agreement propels its implementation.

However, there are precautions to be heeded and ingredients to mobilize. First, the momentum of the agreement should not be lost as enthusiasm tends to wane with time. Decentralisation offers the citizens the right to determine their own development agenda and has the potential to mobilize their contributions to its success. Secondly, as reported during an earlier study²¹ the reluctance to decentralize is manifest in some sector ministries which cite lack of capacity among local authorities as reason for 'gradualism'. It is essential to ensure that decentralization is accompanied by the transfer of the means (resources) with which to undertake the devolved functions, including personnel, equipment and funds. It is not only the functions that are devolved but the commensurate means. The third element concerns the strengthening of the local authorities through preparing them to assume the higher responsibilities arising from decentralization. ANAMM carries the onerous task of ensuring that local authorities are adequately prepared for decentralization. In this regard, ANAMM itself will require capacitation to ensure that it remains the key interlocutor for local authorities in their relationship with central government and other stakeholders.

With regard participation in the development cooperation programmes, the EU and other development partners already recognize local authorities as state actors with a clear right for engagement in cooperation agendas. However, it must be pointed out that although the EU 2013 Communication set the standard for development cooperation for local authorities, its implementation has not been adequately reciprocated by central government. There is, therefore, need to strengthen the partnership between central government and ANAMM as the representative and interlocutor and to enter negotiations with the EU as partners seeking the same goal, development for their people and country. The collaboration exhibited at ANAMM's Annual General Meeting between central government departments and local authorities is a pillar to build on. The collaboration should go beyond the annual event to the establishment of permanent consultative platforms to deal with decentralization and development issues on a regular basis. This partnership is important, ANAMM as representative of the grassroots local authorities can best articulate the needs of this sphere of governance and enhance the focus of development aid on the real concerns of the citizens that contributes to poverty alleviation and the carrying out of development that ensures that no one is left behind.

Within the framework of the EU Programming Process for the 2021-2027 phase, ANAMM as the representative of local authorities should team up with central government in the negotiations process. To ensure complementarity of development proposals, it is essential that the national association has meetings with the relevant central government departments to articulate and seek support for negotiating positions. This cooperation is essential both for the harmonization of proposals for support as well as presenting a united country position.

²¹ UCLG Africa (2020) [Mozambique: Analytical Report on Decentralisation](#), Report by Padil Salimo

PART 3

ENHANCING LOCAL AUTHORITIES MEANINGFUL INVOLVEMENT IN DEVELOPMENT AND COOPERATION POLICY: ACTIONS EXPECTED FROM THE LOCAL AUTHORITIES AND THE NATIONAL ASSOCIATION

(Actions by LAs to enhance LAs meaningful involvement in development and cooperation policy)

Meaningful LAs involvement requires input and action from both sides: policy- and decision-makers at national level and development partners on the one hand; and LAs and their representative national associations on the other hand. LAs and NALAs should therefore be ready and able to fulfil a proactive and leading role in this process. Different aspects are key when it comes to the development of meaningful LAs involvement.

3.1 Organizing a meaningful and competent voice of Local Authorities: The critical political and institutional role of ANAMM (1 or 2 pages)

Due to the adoption and implementation of decentralization (shift of responsibilities from the national to the subnational and local governments) in most African countries, local authorities become more and more important, and are having a more and more direct impact on the living conditions of people. This requires that the national associations master different knowledge and capacities, in particular the capacity and resources to communicate with national policy makers and other stakeholders, especially the development partners; and to be able to formulate policy messages in a sensible way as well as implementable actions plans. In this Part attention will be put on the key issues identified in the SWOT analysis of the ANAMM and on prioritizing areas of improvement to address.

Towards an Effective Voice of Local Authorities in Mozambique

National associations of local authorities (NALAs) are organisations established to represent the interests of their members and undertake activities as defined by their constitutions. In Africa and elsewhere, NALAs have played a crucial role in steering decentralization policy and the environment of local governments. They have also been instrumental in supporting the growth and effectiveness of their members as well as providing a platform for international cooperation with other world institutions.

ANAMM provides both ‘downstream’ activities, that is, all services that are directed at local governments and communities as well as ‘upstream’ activities that are directed at central government, regional, continental and global institutions. Services provided by national association to its members are usually driven by the incentive to achieve economies of scale, representational effectiveness and the desire to foster mutual learning and the sharing of experiences.

Advanced or mature national associations are expected to provide a wide variety of services. Addressing the needs of members often go beyond the capability of the national

association, demanding the engagement of other partners and strategic alliances. While the ANAMM is clearly recognized by national government, development partners and other stakeholders, the study carried out a review of its status and provided a SWOT analysis indicated in the table below.

S	STRENGTHS	<ul style="list-style-type: none"> • A clear vision toward the consolidation of ANAMM as the effective representative of municipalities • Stable institutional framework of decentralised municipal bodies • The strong recognition of ANAMM as the main representative of the local authorities • Young and graduated human resources with a potential for strong and well-developed skills and knowledge • Existing needs assessment for capacity building and strategic policy documents • Recognition of the association by the majority of its members as the main vehicle for dialogue with the government
W	WEAKNESSES	<ul style="list-style-type: none"> • Weak capacity and skills for negotiation and lobbying and advocacy • Weak technical capacity in providing advisory services to its members • Lack of structured and secure source of financial resources • Lack of infrastructure and equipment to support its mandate and perform its role • Lack of capacity among its members to honour their membership fees • The relative power of the government over ANAMM with potential influence on its independence
O	OPPORTUNITIES	<ul style="list-style-type: none"> • The new impetus on the political agenda of decentralisation • Donor's and other stakeholders interest to partner with ANAMM in the effort for local authorities strengthening • The increase of space of dialogue with the government, which has ordinarily set to take place twice a year, and with an open possibility for extraordinary meetings.
T	THREATS	<ul style="list-style-type: none"> • Lack of financial sustainability • The weak capabilities of mobilizing resources • Existence of islands of memberships with doubts on the role of ANAMM • The potential confusing interpretation over the role of political parties influence within the association • The potential perception among its memberships over a competing role of ANAMM in relation to mobilization of resources

The main challenges identified and other areas requiring strengthening are:

Lobbying and Advocacy

The key *raison d'être* for establishing an association is the belief in the strength of collective action as being more effective than that of individuals operating in isolation of others. Advocacy, thus becomes, the most important role of the national association. Advocacy is about representing the collective views of members in order to influence decisions that affect members by others such as central governments, various national policy platforms, financial institutions, development partners and their platforms, and other significant stakeholders.

ANAMM requires to operationalise effective consultative mechanisms with its membership in order to ensure that it articulates a truly representative voice on behalf of its members.

ANAMM requires strengthening of the skills for negotiation and lobbying and advocacy directed at both the political leadership and technical levels.

Advisory Services to Members

The association is challenged by the lack of staff with the skills and knowledge required to fulfil its mandate and provide support to its memberships. Currently, the secretariat is composed of 12 officials. While the majority (91%) have are graduates of university education, the competence distribution is limited as well as half being new in the organisation with less than three years in office. The association personnel, thus, requires massive capacity building and resources to build its capacity to levels that can effectively support their membership.

Lack of structured and secure source of financial resources

ANAMM is severely adversely affected by lack of financial resources. Its main sources of revenue are membership subscriptions and projects support by development partners. The deficit of capacity will require that the association is organized in such a way that it can be able to mobilize resources through regular contributions from its membership, as well as through partners. In order to break the vicious cycle of a poor revenue base for ANAMM members and their consequent failure to adequately support the association must be addressed fundamentally by strengthening the resource base of the members themselves. Additionally, ANAMM needs to develop capacity in essential areas of demand by members such as to invest in trainings, supported by qualified personnel with skills on policies and legislation on municipal tax system; land and environment; decentralization and management of municipal finances; and local development, since a profound mastery of these issues will mean a better quality of dialogue and advocacy in support of the interests of its membership.

Lack of infrastructure and equipment to support its mandate and perform its role

In the process of reviewing ANAMM's performance requirements in the framework of the new decentralisation dispensation, it will be necessary to also consider the infrastructure and equipment needs to enable the association to render a meaningful service to its membership.

3.2 Capacity Building

The main reason often cited by central governments for curtailing the scope of decentralization is lack of capacity. The national association plays a crucial role in the organization of capacity building programmes of local authorities a key 'downstream' activity of national associations. The ANAMM, therefore, needs capacity development in key areas that enable the association to be more effective as the interlocutor between local authorities and national government as well as with other stakeholders.

Overall Capacity Development to Support Decentralisation Policy

The new reforms of decentralisation are being implemented under the Constitutional review approved by the Law 1/2018, of June 12, a result of the landmark agreement made between the President of the Republic of Mozambique, Filipe Nyusi, and the (then) Renamo's opposition leader Afonso Dhlakama in September of 2017. The agreement broadens the scope of decentralisation and necessitates capacity development at both the local authorities' and ANAMM levels. It is essential to note that decentralisation policy in Mozambique is a result of a negotiated political settlement that espouses devolution of power and authority from the centre to the regional and local levels. The policy is, therefore, closely linked to peace building in the country. The re-organisation necessary to uptake decentralised functions will require the capacity building of various local authorities' political and administrative personnel organised by the national association, ANAMM.

Overall, therefore, the ANAMM requires support to

- Effectively participate in the devolution programme spearheaded by the national government in order to address the political imperatives as agreed;
- Prepare local authorities' political leadership to engage in negotiations to ensure fair positioning of local authorities in the decentralisation framework;
- To prepare local authorities to take up responsibilities assigned to them following the devolution programme;
- To carry out awareness and knowledge sharing campaigns for local authorities on territorial approach to local development
- To prepare local authorities to assume responsibilities under localisation for global development agendas, especially: the Sustainable Development Goals (SDGs); the New Urban Agenda; African Union Agenda 2063; the Addis Ababa Action Agenda; and the Climate Agenda, all of which recognise the key role that local authorities should play in their realisation.

MALGA requires advocacy and organizational capacities as well as professional capacities and skills in the following fields: Leadership capacity; Management capacity; Technical capacity:

Leadership capacity: ANAMM policy and decision-making organs comprise of political representatives drawn from elected politicians from local authorities. The political platforms are expected to engage in the formulation and propagation of an authentic political vision and mission based on the knowledge, expertise and close relationship to members. This is a key role of the leadership that demands capacity development in key areas:

- The setting up and operationalisation of appropriate consultative platforms to engage local governments to harmonise policy positions and ensure that they are representative of the aspirations and needs of members;
- To set up research capacity within ANAMM for the scientific preparation of matters requiring decision to ensure that policies are informed by appropriate information and analysis;
- To establish mechanisms for cooperation with and relation to relevant stakeholders, including national policy-makers CSOs, the private sector, development partners, etc.;
- Capacity for the inspiration and motivation of relevant stakeholders;
- Image building for ANAMM to develop a strong reputation as a reliable and knowledgeable partner.

Management capacity: The realisation of the results that ANAMM seeks will heavily depend on the management capacity. At present, the staff establishment of the association is weak, reflecting the limited implementation of decentralisation in the country. With the impending decentralisation thrust, more responsibilities will be devolved to the local level requiring management capacity development at both local authorities and ANAMM levels. The increase scope of work of ANAMM will necessitate management capacity development mainly focusing on the following:

- support to the ANAMM’s governing structures: ensuring the preparation of issues requiring decision – research, organising meetings, preparation of policy papers, reporting; organising trainings for the leadership and support personnel.
- managing and enhancing ANAMM staff: role preparation will be required to align staff to the requirements for new responsibilities. Knowledge and skills enhancement to improve competences will also be necessary.
- developing standard of operations: In order to ensure consistent and sustainable provision of services ANAMM will need to develop standards of operations for the key services that it offers.

Technical capacity: The efficient execution of tasks required to address the scope of operations of ANAMM demands specific training of staff, especially in the following areas:

- Policy and political frameworks - understanding how the policy system works and how policies are developed;
- Understanding Policy cycles - know the relevant policy cycles on local and national level in order to understand when advocacy activities need to be organized to create impact;
- Strategic partnerships - awareness of the relevant stakeholders in the field and know their role and position; know which stakeholders might support (allies) or oppose (enemies); motivate, inspire and stimulate potential allies to support specific advocacy activities

3.3 Setting the Objectives of the Local Authorities and the National Association of Local Authorities

The realization of development outcomes expected from a governance structure based on the principle of subsidiarity requires a holistic articulation of the key components or elements that constitute the scope of roles or functions and activities that the local authorities and ANAMM would perform. Decentralization has, as its primary purpose, the enhancement of the development outcomes of the local areas in a manner that responds to the needs of the citizens. The objectives outlined below address the general policy framework environment in which local authorities operate to enable them to better carry

out the mandates conferred on them by the law. Secondly, the objectives address the key specific priority areas of strengthening that are envisaged for both the local authorities and the national association, ANAMM.

SP1. Strengthening Decentralisation

SP1.1 *Localisation of Sector Policies and the Principle of Subsidiarity*

The reason often cited for restrained implementation of decentralisation is lack of capacity on the part of local authorities. However, in response to ever increasing calls for proximity by citizens, central ministries have deconcentrated their operations to the local level. With the resources availed them through the fiscus, they have been able to operate at the local level. Increasingly, citizens are voicing their dissatisfaction with deconcentrated services provision as bureaucratic processes for decision making leads to lengthy delays as the machinery refers matters to various levels of authority stemming from central government. Citizens demand that matters concerning their area should be considered and determined at the local level by citizens institutions that respond to the local needs. The principle of subsidiarity has informed other countries or regions in guiding their decentralisation policy formulation and implementation. It advocates for devolving responsibility to the lowest level endeavouring as far as possible to manage affairs as closely to the citizen as possible and to depart from this principle only for reasons of absolute necessity.²² Public services should, thus, be devolved to the closest level to the citizens where they are consumed. This roadmap advocates for the territorialisation of public services as envisaged under the decentralization policies of Mozambique and in the spirit of the peace agreement reached between the main political parties. It is, therefore essential to equip local authorities with the requisite means for the proper and effective localization of public services, especially

- Education services
- Water supplies and management
- Waste management
- Addressing urban inequalities – slum upgrading and provision of services (Leaving no one behind)

It is proposed to:

- 1 To advocate for the adoption of the principle of subsidiarity as a guide to decentralisation policy;
- 2 To process the ratification of the African Union Charter on the Values and Principles of Decentralisation, Local Governance and Local Development through engaging all relevant stakeholders and sharing information and knowledge concerning the Charter.

²² Report prepared for the Steering Committee on Local and Regional Authorities (CDLR) “Definition and Limits of the Principle of Subsidiarity”, Local and regional authorities in Europe, No. 55

- 3 To localise sector public policies and their implementation by local government authorities and undertake capacity development to equip them with the requisite expertise and financial resources to carry out their mandates.
- 4 To enhance citizens participation in the governance process, ensuring the empowerment of disadvantaged groups, especially women, youths and people living with disabilities;

SP1.2 *Territorial Approach to Local Development (TALD)*

While the decentralisation policy places emphasis on the transfer of functions and competences to the local governments to engage in development within the confines of the defined administrative boundary, it must be noted that often the realities of development needs transcends spatial boundaries enacted by law but are a response to the needs of people living within a socially defined environment. Territorial Approach to Local Development (TALD) widens the scope of decentralisation in a manner that responds to the needs of communities with benefits of proximity rather than limited administrative boundaries. It builds on the large menu of internal resources: social, physical, financial, political, institutional and cultural capital, through adapted mechanisms that foster participatory Governance. In fact, TALD represents the missing link between Decentralisation reforms and the Expected Results of Development Policies. TALD facilitates the engagement in partnerships including with the private sector, civil society, development partners and other stakeholders in order to pool resources to address local developmental needs. Territorial approaches to local development spearheaded by LAs can help to unlock the potential of territories and create additional wealth and income. Development-friendly decentralization policies which enhance both the autonomy and accountability of LAs are key to promote place-based dynamics from the bottom-up.

It is proposed to:

- 1 To advocate for the adoption of the policy of TALD and provide LGAs with a general mandate for development that permits them to engage all locally available resources to address peoples' needs without being overly limited to administrative boundaries.
- 2 To impart knowledge and understanding on TALD among governmental cadres at all levels as well as among civil society organisations engaged in local development

SP1.3 *Localisation of Global and African Agendas*

Global institutions such as the United Nations, World Bank, and various other development institutions now recognise the importance of local government as a key development institution. Increasingly, these institutions actively seek to engage local authorities through their representative associations.

And global agendas such as

- United Nations Sustainable Development Goals (SDGs);
- African Union Agenda 2063;
- New Urban Agenda;
- Climate Agenda; and
- the Addis Ababa Action Agenda

among others, all recognise the importance of engaging local governments in international negotiations on development agendas. The local government sphere is now recognised by key development partners as plausible legitimate recipients of development finance. Increasingly, therefore, NALAs are engaged in discourse and planning platforms by international development organs. This requires local government associations to be well prepared for these negotiations in order to take up their rightful place in such engagements. The ANAMM and local authorities will require capacity development to enable them to articulate the policy positions for change and their implementation.

It is proposed to:

To advocate for and equip local authorities with the requisite competences and resources for the localisation of Global and African Development Agendas guided by the principle of subsidiarity, with special reference to:

- The 2030 Agenda on Sustainable Development Goals;
- The Paris Green Climate Agenda;
- The African Union Agenda 2063;
- The New Urban Agenda; and
- the Addis Ababa Action Agenda.

SP1.4 ANAMM Representing Local Authorities State Actors

Following the European Commission (EC) recognition of local authorities as state actors in its 2013 Communication, their participation in EU programmes under that status and the role of ANAMM as interlocutor for local authorities is well recognised by central government as well as other development actors, civil society, NGOs, etc. However, ANAMM does not receive any public funding despite being the representative and voice of state actors.

It is proposed to negotiate for the recognition of ANAMM's role with a view to receive public financing for its operations

SP2. Strengthening the Institutional and Human Resources Capacity for Local Authorities and ANAMM to Deliver

The aim under this Pillar is to enable local authorities and the ANAMM to undertake their roles effectively consequent to the implementation of decentralization policy as specified in the Constitution, Decentralisation Policy and the relevant enactments.

The need to capacitate the humane resources of ANAMM transcends both politicians and appointed officials. With regard the politicians, due to their limited tenure of office, it is necessary to establish a standing facility to ensure the immediate capacitation of newly elected members following elections as well as continuous improvement programmes. Addressing the technical capacity of municipalities is a cornerstone of ANAMM's actions, both directly and indirectly, the latter by mobilising and influencing the activities of the programmes that support municipalities.

Human resources capacity building and development focuses on (1) basic role capacity building that aims at enabling individuals or teams to undertake the technical aspects of their jobs; and (2) continuous improvement capacity development that facilitates growth

and performance enhancement. The major drivers for capacity building will address the following objectives:

Some of the recommendations below are drawn from **Key Priority Areas** drawn from a study²³ on the collaboration between ANAMM and the South African Local Government Association (SALGA)

SP2.1 Strengthening Representativeness, Inclusion and Participation of Members in the Life of ANAMM: Being a membership organization, it is essential for ANAMM to ensure that members have greater ownership of and commitment to the mission of ANAMM; to ensure a political, regional and gender balance in the governing bodies and Specialised Commissions; and to empower women and enhance their participation in the life of ANAMM and the process of local development and decision-making.

At the level of municipalities, there is still a weak capacity for gender-sensitive planning and budgeting, coupled with the low capacity of municipal technicians, to develop projects with a gender focus and the low participation of women in decision-making processes. In pursuance of this goal, the following actions are proposed:

- Training of newly elected political representatives - presidents and members of assemblies, presidents of municipal councils and councilors, in terms of gender-sensitive planning and budgeting;
- To strengthen the Elected Network of Women Mayors,
- To raise the awareness of municipalities to integrate cross-cutting issues (gender and youths) in Municipal Governance, as well as in municipal management instruments;
- Training of municipal technicians in the design of projects with a gender focus.

SP2.2 Structured Dialogue Platforms: Current dialogue between ANAMM and the State was often unstructured and sporadic. There is need to support the development of structured dialogue mechanisms between the State and local authorities, ANAMM being the interlocutor. There should also be structured dialogue platforms with other stakeholders such as civil society, members of parliament and other pertinent organisations. It is proposed to:

- Set up permanent dialogue platforms between ANAMM Governing organs and local authorities
- Set up permanent structured dialogue platforms between ANAMM and Central Government Departments
- Set up regular periodic dialogue platforms between ANAMM and relevant local governance stakeholders such as NGOs, Civil society, development partners

SP2.3 Specialised Commissions: The ANAMM set up specialized commissions which are advisory teams to the National and Executive Council whose role is to seek out strategic solutions to the problems faced by municipalities and ANAMM. The effective functioning of these Commissions requires role preparation for members to prepare them to effectively participate in the relevant thematic disciplines. Furthermore, the technical personnel also require capacitation to better support the Commissions. It is proposed to:

- Set up functional Specialised Commissions with defined terms of reference

²³ ANAMM, Strategic Actions for the Institutional Strengthening of ANAMM and Municipalities (2021-2024), Maputo, Mozambique, 17 July 2020

- Conduct trainings for Specialised Commissions on their role and functional competences

SP2.4 Strengthened Voice of Local Authorities - Lobbying and Advocacy: Within the context of the advocacy and lobbying role of the association, the following are essential:

- Assessing and monitoring the environment for local governments in order to be abreast of issues that require collective action;
- Research capacity to support negotiated positions;
- Protecting the interests of their members and promoting progressive positions on matters affecting governance.
- Building the capacity of the Secretariat and ANAMM leadership to undertake lobbying and advocacy initiatives; and
- Reviewing and aligning the lobbying and advocacy strategy and ANAMM Strategic Plan.

It is proposed to:

- Strengthen the research capacity of ANAMM
- Prepare position papers on matters to support lobbying and advocacy
- Hold consultative meetings with local authorities on common concerns and needs

SP2.5 Financial Sustainability for ANAMM: The overarching need for ANAMM is sustainable financial resourcing that ensures effective response to address the needs of members. ANAMM continues to experience financial unsustainability, which limits its ability to provide services to its members and function normally. There is need to develop innovative means for local authorities and ANAMM to improve their financial resource base. ANAMM's financial reserves, with limited additional revenues, do not allow for full operation, reducing its capacity to meet the demands of its members. According to the Strategic Plan, in order to deal with this situation, ANAMM should

- Draw up a fundraising strategy, including the development of project proposals for fund raising.
- Introduce remunerated services for defined projects in support of local authorities. For the effective implementation of these services, it is essential that ANAMM be equipped with qualified and motivated staff. This involves strengthening the capacities of existing staff on the one hand, and hiring new staff, with a view to filling the technical capacity gap at ANAMM
- ANAMM will provide technical support to municipalities to create and/or strengthen tax regimes and systems: to develop tax cadastres; revenue control systems; integration of cross-sectoral information; and the formalisation of tax enforcement processes and procedures. To achieve this, the project will build the capacity of municipal finance managers and technicians in financial and account management departments, as well as in the creation/strengthening of municipal tax units;
- In order to reinforce the interdepartmental coordination of the various sectors and key sectors at the municipal level, ANAMM will provide technical assistance to the municipalities in the areas of Public Finance and Urban Planning.
- Facilitating the exchange of experience and learning between municipalities, so that municipal managers know the various alternatives available or experiences from other municipalities that can help them take the first steps towards improving municipal management

SP2.6 Visibility and Image Building for ANAMM: There is need to improve communication between the ANAMM and its members as well as the general public. There is need to

develop a communication approach and strategy to strengthen ANAMM's image and institutional prestige. There is need to create a platform for effective communications on key issues - the creation of a communal communication network allowing the visibility of the association, the sensitization of the populations, the analysis of the public opinion, the alert of the mayors on the emerging subjects and providing the information in real time. It also entails the reinforcement of international relations to bolster the image and earn benefits for local governments from partnerships.

It is proposed to:

- Develop a communication approach and strategy, including the use of digital technology
- Create information exchange platforms for sharing pertinent information with members and relevant stakeholders
- Promote and consolidate cooperation and partnerships aimed at seeking governance solutions, resource mobilization (financial and technical) and knowledge sharing for members

SP2.7 Urban Planning and Resilience: To support municipalities in drafting and updating territorial planning instruments, since most do not have urban plans, in particular Master plans; moreover, when these do exist, they often fail to follow all the legal procedures enforceable under law. It is intended to:

- Strengthen local authorities territorial planning

SP2.8 Addressing Urban Inequalities: Population growth in urban areas has often been without the economic support of industrialisation. The consequence of this has been growing poverty and informality with large areas of the city being left out by local authorities in the provision of basic services such as water, sanitation, electricity and roads. It is proposed to support the incorporation of informal settlements into the municipal planning with a view to addressing urban informality through harnessing citizens participation in slum upgrading and basic services schemes. It is proposed to:

- Set up engagement collaboration platforms between local authorities and informal slum dwellers
- Develop slum upgrading schemes for upliftment of informal settlements
- Promote local economic development initiatives targeting poor urban dwellers including women and youths

SP2.9 Climate change awareness and intervention programmes: Mozambique is prone to floods, cyclones, erosion, and saline intrusion. To support municipalities in implementing initiatives to strengthen resilience, as municipalities are vulnerable to risks associated with climate change. It is proposed to:

- Support local authorities' climate change mitigation strategies
- Support local authorities develop low-emission and climate-resilient development projects/ programmes
- Support local authorities develop project proposals to access funding under the Green Climate Scheme

SP2.10 Covid-19 Pandemic: To support municipalities in the fight against Covid-19. Urban centres, having larger population clusters, are most likely to record multiple cases of

Covid-19 infection if no additional and urgent preventive measures are taken. ANAMM will support the development of Covid-19 Municipal Response Action Plan

- support municipalities in developing action plans to combat Covid-19;
- to mobilise resources nationally and internationally to implement such plans.
- to undertake initiatives to support municipalities in the post-COVID-19 era in order to mitigate the effects of the pandemic and prevent future outbreaks

SP2.11 Transparency and Integrity Citizens Engagement: Secrecy creates an environment where there is the potential for the lack of accountability and abuse of power. When citizens are not informed about local authorities' activities it breeds suspicion and scepticism. Digital tools can create an environment of openness, honesty and accountability. The UCLG Africa has created a tool for benchmarking transparency in local government. The digital tool can be widely used by local governments to build trust with citizens through open reporting of key elements that are often susceptible to corrupt practices. ANAMM will champion the implementation of the tool developed by the UCLG Africa. It is proposed to:

- Install the UCLG Africa Transparency Index tool to improve openness and accountability in local governments
- Promote the participation in Transparency and Integrity Award Scheme hosted at Africities Summits

SP2.12 Youths & Women Employment and Local Economic Development: To strengthen the role of local authorities in promoting Local Economic Development (LED) in order to fully participate in and foster economic development for their territories. The mobilisation for LED should be an integral responsibility of the local authority to strengthen the economic base of the community and better contribute to national development. It is proposed that:

- ANAMM will support local authorities develop and train Youths organisations and Women's groups engage in LED projects in order to create jobs, generate employment and provide income to address poverty reduction.

SP2.13 Peer Support for ANAMM: The South African Local Government Association (SALGA) and ANAMM are building collaboration for peer support to address some of the challenges. In this regard, this roadmap recommends the strengthening of this South-South cooperation under which SALGA, a well-developed national association supports ANAMM under a peer-to-peer relationship. SALGA will render support in key areas to enhance ANAMM with the aim to strengthen the capacities of municipalities in the areas described above. SALGA may support ANAMM in the following aspects

- Facilitating the interchange of experiences between Mozambican and South African municipalities in their areas of mutual interest;
- Facilitating internships for municipal technicians in South African municipalities to improve their technical skills;
- Supporting ANAMM in designing and implementing the training plan for municipal staff in key issues pertaining to municipal governance, including, among others, urban planning, urban land management, local economic development, communication and image, municipal finances and gender.
- Supporting municipalities in establishing public-private partnerships with a view to improving the provision of services to citizens.

SP3. Framework Partnership Agreement Between MALGA and EU

In order to effectively collaborate with the EU Delegation, it is proposed to develop Framework Partnership Agreement (FPA) to define and specify modalities for the financial support for the ANAMM to enable it to render appropriate support to the local authorities over the EU programming period 2021 to 2027

3.4 Defining the ANAMM Plan of Action

The proposed actions are outlined in the table below.

Nº	Strategic Priority	Focus Area/ Intervention Logic	Deliverable /Output	Time frame	Responsible Person/Institutions
Preliminary Engagements	Mobilise and lobby for ANAMM to participate in the EU Programming for 2021-2027 period	Build Understanding of new EU Programming Concept & Process	Roadmap towards the strengthening of decentralization and local governance in Mozambique		ANAMM UCLG Africa
		Understanding the new EU Programming Environment	Informed local government and ANAMM leadership		UCLG Africa ANAMM
		Engage Local Authorities	Local authorities' inputs on EU programming		ANAMM
		Engaging Central Government	Meetings with relevant ministries on EU programming		ANAMM
		Engaging EU Delegation	Meetings with representatives of EU Delegation in Mozambique		ANAMM
SP 1.	Mobilise and lobby for full implementation of Decentralisation Policy in Mozambique	Implementation of provisions of the Constitution and Decentralisation laws	Decentralisation policy operationalised		Central Government ANAMM
SP 1.1	Localisation /Territorialisation of Development and Localisation of Sector Ministries public services	Policy directives on localisation of sector ministries functions	– Ministries transfer local functions to local authorities		Central Government
		Ratification of the Charter on Principles and Values of Decentralisation, L	– Instruments of Ratification of the Charter		Central Government ANAMM
		Strengthen Citizens Participation in local governance	– Citizens engagement platforms; Municipal websites featuring citizens engagements		ANAMM Local Authorities

Nº	Strategic Priority	Focus Area/ Intervention Logic	Deliverable /Output	Time frame	Responsible Person/Institutions
SP 1. 2	Territorial Approach to Local Development (TALD)	Negotiation for local development policy to adopt Territorial Approach to Local Development	<ul style="list-style-type: none"> – TALD Policy approval document – Seminars on TALD 		Central Government ANAMM
SP 1. 3	Localisation of Global Agendas	Negotiation for Local authorities' participation in the implementation of global Agendas – SDGs, etc	Government Policy directives on localization of global agendas		Central Government ANAMM
SP 1. 4	ANAMM Representing Local Authorities State Actors	Negotiation with central government on status of ANAMM	Stated Policy position on ANAMM status as representative of State Actors – local authorities		ANAMM Local authorities
SP 2.	Strengthening the Institutional and Human Resources Capacity for Local Authorities and ANAMM to Deliver	Enable local authorities and the ANAMM to undertake their roles effectively consequent to the implementation of decentralization policy as specified in the Constitution, Decentralisation Policy and the relevant enactments	Organisation structures, human resources deployment and role competences meet requirements for post-decentralisation delivery of mandates		Central Government ANAMM
SP 2. 1	Strengthening Representativeness, Inclusion and Participation of Members in the Life of ANAMM	Capacity development	Training courses for newly elected political representatives		ANAMM
			Trainings for Elected Network of Women Mayors,		ANAMM SALGA REFELA

Nº	Strategic Priority	Focus Area/ Intervention Logic	Deliverable /Output	Time frame	Responsible Person/Institutions
			Seminars on Gender-sensitive planning and budgeting at all levels		ANAMM SALGA
			Training Courses for municipal technical officers		ANAMM SALGA
SP 2. 2	Structured Dialogue Platforms:	Permanent dialogue platforms between ANAMM Governing organs and local authorities	Policy position papers		ANAMM Local Authorities
		Permanent structured dialogue platforms between ANAMM and Central Government Departments	Agreements or determinations on negotiated positions		ANAMM Central Government Departments
		Regular periodic dialogue platforms between ANAMM and relevant local governance stakeholders such as NGOs, Civil society, development partners	Reports on issues determinations from consultative meetings		ANAMM Identified Stakeholders
SP 2. 3	Specialised Commissions	Functional training for Specialised Commissions	Seminars for Specialised Commissions		ANAMM SALGA
SP 2. 4	Strengthened Voice of Local Authorities - Lobbying and Advocacy	Strengthen the research capacity of ANAMM	Issue and policy position papers		ANAMM Board
		Consultative Platforms with Local authorities	Position papers on issues		ANAMM Board
			Seminars for ANAMM members Position papers		ANAMM SALGA UCLG Africa
SP 2. 5	Financial Sustainability for ANAMM	Research studies And Trainings	Systems developed		ANAMM SALGA
			Fundraising strategy, including the development of project proposals for fund raising		ANAMM SALGA Consultants

Nº	Strategic Priority	Focus Area/ Intervention Logic	Deliverable /Output	Time frame	Responsible Person/Institutions
			Remunerated services for defined projects in support of local authorities		ANAMM SALGA Consultants
			Set-up and/or strengthen tax regimes and systems		ANAMM SALGA
			Strengthened capacity of municipal finance managers and technicians in financial and account management departments		ANAMM SALGA UCLG Africa
			Technical assistance to the municipalities in the areas of Public Finance and Urban Planning		ANAMM SALGA UCLG Africa
			Peer exchange of experience and learnings between municipalities for municipal managers		ANAMM SALGA UCLG Africa
SP 2. 6	Visibility and Image Building for ANAMM	Research studies	Communication approach and strategy		ANAMM SALGA
		Website development	Information exchange platforms for sharing pertinent information with members and relevant stakeholders		
		Decentralised cooperation partnering	International partnerships aimed at seeking governance solutions, resource mobilization (financial and technical) and knowledge sharing for members		ANAMM UCLG Africa
SP 2. 7	Urban Planning and Resilience	Strengthening of local authorities territorial planning	Local and master plans		ANAMM SALGA
			Training Seminars for Local Authorities Planners		ANAMM SALGA
SP 2. 8	Addressing Urban Inequalities	Collaboration platforms between local authorities and informal slum dwellers	Incorporation of informal settlements into the municipal planning system		ANAMM UCLG Africa SALGA

Nº	Strategic Priority	Focus Area/ Intervention Logic	Deliverable /Output	Time frame	Responsible Person/Institutions
			Slum upgrading schemes for upliftment of informal settlements		ANAMM UCLG Africa SALGA
		Local economic development initiatives targeting poor urban dwellers including women and youths	Entrepreneurial economic projects		ANAMM SALGA UCLG Africa
SP 2. 9	Climate change awareness and intervention programmes	Climate change mitigation strategies	Low-emission and climate-resilient development projects/ programmes		ANAMM UCLG Africa
		Research studies	Project proposals to access funding under the Green Climate Scheme		ANAMM UCLG Africa
SP 2. 10	Covid-19 Pandemic	Research studies	Covid-19 Municipal Response Action Plans		ANAMM SALGA
		Resources mobilisation nationally and internationally to implement covid-19 action plans.	post-COVID-19 initiatives to mitigate the effects of the pandemic and prevent future outbreaks		ANAMM SALGA
SP 2. 11	Transparency and Integrity Citizens Engagement	Citizens Information Digital Solutions: Transparency Index tool to improve openness and accountability	Digital solutions for Communication with citizens		ANAMM UCLG Africa
			Participation in Transparency and Integrity Award Scheme hosted at Africities Summits		ANAMM UCLG Africa
SP 2. 12	Youths & Women Employment and Local Economic Development	Develop and train Youths organisations and Women's groups engage in LED projects in order to create jobs, generate employment and provide income to address poverty reduction	LED projects		ANAMM SALGA

Nº	Strategic Priority	Focus Area/ Intervention Logic	Deliverable /Output	Time frame	Responsible Person/Institutions
		Trainings on LED management	Training Seminars for local authorities on LED and Employment Creation		ANAMM SALGA
SP 2. 13	Best Practices for adoption by local authorities from Peer Support	Organisational improvement through Peer Action Support	Peer Exchange Sessions		ANAMM SALGA UCLG Africa
		Peer trainings on municipal governance, urban planning, urban land management, local economic development, communication and image building, municipal finances and gender mainstreaming	Internships for municipal technicians in South African municipalities		ANAMM SALGA

INDICATOR FRAMEWORK

Nº	Strategic Priority	Indicator	Activity	Frequency	Responsible Person/ Institution
SP 1	Mobilise and lobby for full implementation of Decentralisation Policy in Mozambique	Ratification of Charter and lodging instruments with African Union	To process the ratification of the African Union Charter on the Values and Principles of Decentralisation, Local Governance and Local Development		Central Government ANAMM
SP 1. 1	Localisation /Territorialisation of Development and Localisation of Sector Ministries public services	# of ministries localising functions	Participate and engage in decentralization platforms with central government		ANAMM
			To enhance citizens participation in the governance process, ensuring the empowerment of disadvantaged groups, especially women, youths and people living with disabilities		
SP 1. 2	Territorial Approach to Local Development (TALD)	Policy statement issued by Government on TALD adoption	Engage in negotiations with national government on TALD adoption		ANAMM
SP 1. 3	Localisation of Global Agendas	Policy statement issued by Central Government on Localisation of Global Agendas	Engage in negotiations with national government on localization of global agendas		Central Government ANAMM
			Prepare position papers on localization of global agendas		ANAMM
SP 1. 4	ANAMM Representing Local Authorities State Actors	Policy statement issued by Central Government on status of ANAMM	Engage in negotiations with national government on status of ANAMM		ANAMM Central Government

INDICATOR FRAMEWORK

Nº	Strategic Priority	Indicator	Activity	Frequency	Responsible Person/ Institution
SP 2	Strengthening the Institutional and Human Resources Capacity for Local Authorities and ANAMM to Deliver	Local authorities and ANAMM Organisation structures, human resources deployment and role competences meet requirements for post-decentralisation delivery of mandates			
SP 2. 1	Strengthening Representativeness, Inclusion and participation of members in the Life of ANAMM	# of meetings held with local authorities' representatives	Convene consultative meetings with local authorities' representatives		ANAMM
SP 2. 2	Structured Dialogue Platforms:	# of meetings held with central government departments on policy/ issues	Convene meetings with central government departments to negotiation positions on policy matters		ANAMM Central Government
		# of trainings/seminars with local authorities leaders and technical officers on citizens engagement methods	To enhance citizens participation in the governance process, ensuring the empowerment of disadvantaged groups, especially women, youths and people living with disabilities		ANAMM
SP 2. 3	Specialised Commissions	# of meetings of Commissions	Convene meetings of specialized Commissions		ANAMM
SP 2. 4	Strengthened Voice of Local Authorities - Lobbying and Advocacy	# of position papers on lobbying/ advocacy	Carry out research studies on policy issues		ANAMM
SP 2. 5	Financial Sustainability for ANAMM	Government policy position on revenue sharing with local authorities	Convene meetings with central government departments to		ANAMM

INDICATOR FRAMEWORK

Nº	Strategic Priority	Indicator	Activity	Frequency	Responsible Person/ Institution
			negotiation positions on financing local authorities		
		# of Project Proposals on fund raising	Research and write project proposals		ANAMM
		List of remunerated projects by ANAMM	Research and document remunerated services		ANAMM
			Marketing of remunerated projects		ANAMM
SP 2. 6	Visibility and Image Building for ANAMM	Research study	Conduct research on communication strategy		ANAMM SALGA
		# of website reports for citizen information	Set up reporting platforms on website		ANAMM UCLG Africa
		# of projects under decentralised cooperation partnerships	Prepare project proposals for partnership with peer organisations		ANAMM UCLG Africa
SP 2. 7	Urban Planning and Resilience	# of training seminars held	Organise and conduct in-service training for municipal planners		ANAMM SALGA
		# of local and master plans prepared	Prepare local and master plans		Municipalities
SP 2. 8	Addressing Urban Inequalities	# of Know Your City projects set up	Organize and implement 'Know Your City' engagement method		Municipalities ANAMM UCLG Africa
		# of meetings held with informal settler representatives	Organise and conduct Know Your City programme approaches in municipalities		Municipalities ANAMM UCLG Africa
SP 2. 9	Climate change awareness and intervention programmes	# of training seminars held	Organise and conduct trainings on Climate Agenda		ANAMM UCLG Africa
		# of project proposals seeking climate financing	Prepare project proposals to development partners		Municipalities ANAMM UCLG Africa

INDICATOR FRAMEWORK

Nº	Strategic Priority	Indicator	Activity	Frequency	Responsible Person/ Institution
SP 2. 10	Covid-19 Pandemic	# of research studies	Conduct researches to build post covid-19 action plans		Municipalities
		# of post covid-19 Action plans	Mobilise municipalities to develop post covid-19 action plans		ANAMM
SP 2. 11	Transparency and Integrity Citizens Engagement	# of municipalities implementing UCLG Transparency Index benchmark	Deploy and mobilise for adoption UCLG Africa Transparency Index benchmark		ANAMM UCLG Africa
		# of municipalities entering UCLG Africa Transparency Index Award Scheme	Mobilise municipalities to enter UCLG Africa Transparency Index Award Scheme		ANAMM UCLG Africa
SP 2. 12	Youths & Women Employment and Local Economic Development	# research studies conducted on LED by municipalities	Conduct studies to establish LED potential in municipal areas		Municipalities ANAMM SALGA
		# of youth groups set up to engage in LED projects	Organize and establish youths LED groups		municipalities
		# of women groups set up to engage in LED projects	Organize and establish women LED groups		Municipalities
		# of training seminars held for youths and women groups	Organise and conduct seminars on LED potential and options for economic exploitation		Municipalities ANAMM SALGA
		# of LED projects established in municipalities	Develop project proposals for LED		Municipalities
		# of LED projects established in municipalities	Organize and establish youth LED groups		Municipalities
SP 2. 13	Peer Support for best practices adoption by local authorities	# of peer to peer relations established	Organise and facilitate peer to peer relationships		Municipalities ANAMM SALGA UCLG Africa

INDICATOR FRAMEWORK

Nº	Strategic Priority	Indicator	Activity	Frequency	Responsible Person/ Institution
		# of peer sessions held	Organise and conduct peer exchange sessions		Municipalities ANAMM SALGA UCLG Africa
		# trainings held under peer partnerships	Organise and conduct trainings		Municipalities ANAMM SALGA UCLG Africa

CONCLUSION

The purpose of this roadmap is to reflect on the current state of sub-national governance in Mozambique and make proposals for strengthening decentralisation with a view to enhancing the contribution of local development led by local authorities to better developmental outcomes for the country. It is premised on the assumption that local authorities are the closest level of governance to the people and that development is all LOCAL. Centralisation of decision-making on local development tends to distort and misrepresent regional and local needs due to the tendency to adopt a 'one-size-fits-all' perspective. Local led development is premised on the real concerns of the territories and has potential to fully mobilise all resources and harness the inputs of all stakeholders, both local, national and global towards better outcomes for the people.

The architecture of decentralisation in Mozambique is defined by the revision of the Constitution that was introduced through Law 1/2018, which approved a new configuration of the state and the local government restructuring. The new structure includes provinces, districts, and municipalities. With these reforms was created a space for a deeper transformation of the state although yet constrained as a result of strong re-centralisation of resource control via representatives of the state at the provincial level.

The roadmap recommends the localization of public services based on the principle of subsidiarity. This approach includes the localization of global agendas, notably, the SDGs, Africa Agenda 2063, the New Urban Agenda, the Addis Ababa Action Agenda, all that already acknowledge and respect the role that local authorities can play in their implementation. This respects the local as the architects of its own development as desired by the local citizens and removes the distortions brought about by centralization. The roadmap further recommends the adoption of a territorial approach to local development (TALD). The approach widens the scope of decentralization and enables better mobilization of resources from stakeholders such as individuals, private sector, civil society, NGOs and others towards developmental outcomes as desired by the citizens. Decentralisation brings profound changes to the architecture of local authorities and demands attention to the need to build the capacity of all local authorities to effectively carry out their mandates.

The National Association of Local Authorities in Mozambique, ANAMM, is the key interlocutor serving to link grassroots local authorities to the national level and horizontally to other country stakeholders as well as to developmental partners. The national association will champion and lead the capacity building effort. In order for ANAMM to execute this role effectively, it requires capacity development. The institutional strengthening of both the local authorities and ANAMM becomes a key component of the proposal for support under the EU country programming phase 2021-2027.

In order, therefore, to operationalize the recommendations of this roadmap, it is proposed to enter into a Framework Partnership Agreement (FPA) or other supporting instrument to enable the proper implementation of the changes envisaged within the decentralization framework and the need to improve sub-national governance overall to enhance developmental outcomes.