

UCLG COUNTRY PROFILES

Republic of Mozambique

(República de Moçambique)



Capital: Maputo

Inhabitants: 21.397.000 (2007)

Area: 801.590 km²

1. Introduction



Mozambique, officially the Republic of Mozambique, is a country in south-eastern Africa bordering to the Indian Ocean in the east, Tanzania in the north, Malawi and Zambia in the northwest, Zimbabwe in the west and Swaziland and South Africa in the southwest. It is a member of the Community of Portuguese Language Countries and the Commonwealth of

Nations. With an area of 801 590 km, Mozambique is peopled of 19 790 millions inhabits. The following table is indicated the general consideration about Mozambique.

Mozambique has a multi-tier system of local government: province, district, administrative post, and locality, but the autonomy of such sub national structures was constrained by excessive centralisation of decision-making until the amendment of the 1990 Constitution (by Law n°. 9/96) which established the Local Power (*o poder local*), under the principle of implementing decentralisation. The principle of Local Power and the commitment to decentralisation is highlighted in the 2005 new Constitution.

Table 1: General Indicators

Human Development	Human Development Index	0,354	
	Total GDP (millions \$US)	23 696	
	GDP/per capita (units of \$ US)	1247	
	Annual Growth	7,8	
	Life Expectancy	41,9	
	Literacy (%)	Men	62,3
		Women	31,4
	Access Internet/1000 inh.)	2,77	
	Communalized Population		
	Average Communal area		
Urban Population		35,6	
Political system	Presidential		
Regime	Unitarian		



Decentralisation has been the consequence of a long civil war. The establishment of the new politics at local level has permitted a large participation of all factions enrolling in the conflict in the administration of the country.

2. Territorial structure

All of Mozambique outside the capital is organized into 10 provinces, subdivided into 112 districts, 12 municipalities, and 894 localities; the capital city of Maputo is considered an eleventh province. Each provincial government is presided over by a governor, who is the representative of the president of the republic and is responsible to FRELIMO and the national government for his activities. Each province also has a provincial assembly, which legislates on matters exclusively bearing on that province. District, municipal, and local assemblies were established in 1977; local elections were held in that year and in 1986. Some 20,230 deputies for 894 local assemblies were elected by adult suffrage at age 18 from candidates chosen by local units of FRELIMO or, in their absence, by other local groups. Deputies of the provincial, district, and municipal assemblies were elected by the local bodies.

3. Institutions and local Democracy

Mozambique is a multi-party democracy under the 1990 constitution. Then local elections are plural. In the aftermath of the 1998 local elections, the government resolved to make more accommodations to the opposition's procedural concerns for the second round of multiparty national elections in 1999. Working through the National Assembly, the electoral law was rewritten and passed by consensus in December 1998. Financed largely by international donors, a very successful voter registration was conducted from July to September 1999, providing voter registration cards to 85% of the potential electorate (more than 7 million voter. The second local elections, involving 33 municipalities with some 2.4 million registered voters, took place in November 2003. This was the first time that FRELIMO, RENAMO-UE, and independent parties competed without significant boycotts. The 24% turnout was well above the 15% turnout in the first municipal elections. FRELIMO won 28 mayoral positions and the majority in 29 municipal assemblies, while RENAMO won 5 mayoral positions and the majority in 4 municipal assemblies. The voting was conducted in an orderly fashion without violent incidents. However, the period immediately after the elections was marked by

Table 2: Administrative and territorial organization

Territorial Division						
Name.	No.	Local Govt.	Constituency	Delib. Organ	Executive Organ	Decent Organ / Supervision
Province	10	No	Yes			
District	128	No	Yes			
Administrat. post	394	No	Yes			
Locality	1042	No	Yes	Municipal Assembly		
Urban Municip.	33	Yes	No		Municipal Council/ President of MC	



objections about voter and candidate registration and vote tabulation, as well as calls for greater transparency. The democratic system is uniform across the municipalities. There is universal adult suffrage at age 18 since the Independence Day, 25 June 1975.

Since the 90's, Mozambique has held two municipal elections: the first in 1998 when Frelimo (the ruling party) won all 33 municipalities electing.

The executive body is bicephalous. The municipal assembly has to make at least five ordinary sessions. The executive is working with some agents. However, there is a lack of qualified local government agents. In Mozambique central government retains a major role in local development and management through its continuing functional responsibilities, and through its legal powers over the operation of local authorities. In fact, all municipal councils remain heavily dependent upon central government for resources of legal authority, finance and personnel. Having embarked on a centralisation of administration or the so-called unified personnel system in a situation of shortage of qualified human resources, it is quite understandable that the central government apparatus monopolised the technical, policy, and managerial expertise, with the result that it had more capacity than the local authorities the provincial and districts had in turn more capacity than the municipalities.

The average level of education of the vast majority of personnel working in the municipal councils is little more than primary education, with a few having nearly completed secondary education. Maputo City, Matola, Beira and Nampula are the few cases of a municipal council having a few employees with university degrees but the majority of these people are employed in sectors such as education

and health, which do not directly contribute to municipal management in the general sense. Under the ongoing policies of decentralisation, municipal authorities were granted powers to contract staff. However, insufficient funds have unable them to exercise these powers. As a result, municipal management tends to lag behind because municipal councils are generally staffed by individuals with few formal and technical qualifications. The traditional authorities are playing a part of role as institution.

What is the role of traditional authorities?

The new land law requires that the government (probably next year) bring in a new law which will have to deal with "traditional authorities" and land.

The very terms are debated, because "tradition" and "custom" have changed radically in this century under the influence of both colonialism and Frelimo. It is clear that in many rural parts of the country, communities do have people they consider to be "traditional leaders" and to whom they defer for certain kinds of advice and decisions. The titles these leaders go by, and their precise status in society, varies very widely across Mozambique. And it is equally clear that in cities, among young people, and in some rural areas such leaders have no authority.

Similarly, so-called customary law, even if rapidly changing to reflect modern society, is still accepted in many rural areas, and the decisions of traditional leaders are important in settling local disputes. They play a key role particularly with respect to inheritance and land allocation in many rural areas. Similarly, so-called customary law, even if rapidly changing to reflect modern society, is still accepted in many rural areas, and the decisions of traditional leaders are important in settling local disputes. They play a key role particularly



with respect to inheritance and land allocation in many rural areas.

There is a lack of qualified local government agents. The government manages itself to solve the problem. However, the government used to retain for itself the qualified agents. In Mozambique, the central government retains a major role in local development and management through its continuing functional responsibilities, and through its legal powers over the operation of local authorities.

4. The relations between central government and local government

The central government is doing a regulator local government control.

In 2004, all 33 municipalities decided to create the National Association of Municipalities in Mozambique (ANAM), to serve as an instrument to intermediate with the central government, as well as to serve as a pressure mechanism for the improvement of legislation and functioning of municipalities. The general objectives of ANAM are:

- To promote cooperation and solidarity among all municipalities, defend their rights, and dignify and represent the Local Power;
- To develop actions of information about municipal issues, and contribute to training and professionalisation of municipal staff;
- To promote exchange of experiences and information about best practices from one municipality to another;
- To prepare studies and projects about many relevant issues for municipal development;
- To create and maintain technical consulting services to support municipality members.

ANAM has been promoting actions of technical assistance to all municipal municipalities as well as helping municipalities in their internal organisation and functioning, and contracting capacity in service delivery and mobilisation of local resources.

ANAM structure comprises:

- The Congress, chaired by the president of municipal council of Nampula, with the president of municipal assembly of Chimoio and the president of the municipal council of Beira, being the 1st and 2nd vice-presidents, respectively. The president of the municipal council of Xai-Xai, is the 1st secretary, and the president of the municipal assembly of Pemba, the 2nd secretary.;
- The Executive Body, chaired by the president of the municipal council of Maputo City, and have the president of the municipal council of Matola, as 1st Vice-President; the president of the municipal council of Lichinga as 2nd Vice-President; and the president of municipal of Vilanculos, as the 3rd Vice-President;
- The General Secretariat, chaired by Mr Francisco Mabjaia.

5. Local finances

The intergovernmental transfer is a bit effective. The product of certain taxes is divided between the central government and local government. But sometimes, the central government control and lower the local government generated revenue effort. With the implementation of deconcentration and decentralisation, all local authorities are supposed to have their own budget with differences in terms of financial management and autonomy. The deconcentrated local authorities (the state local government) have no financial autonomy.



Table 3. Total Revenues and % of Municipal Income on Total Revenues (in billion MT)

Municipalities	Total Revenues (including central Gov. transfers)						% of Municipal income on Total Revenues					
	2000	2001	2002	2003	2004	2005	2000	2001	2002	2003	2004	2005
Pemba	5.7	6.7	9.9	30.2	21.0	22.2	40	52	66	32	76	72
Montepuez	3.2	3.3	4.5	5.1	7.5	5.6	31	30	44	35	32	45
Mocimboa Praia	2.7	2.4	2.8	3.3	3.7	3.3	33	29	32	21	27	30
Lichinga	2.8	8.1	5.6	7.1	9.7	7.5	46	56	54	35	31	40
Cuamba	4.0	4.8	5.8	5.7	4.1	5.0	45	52	62	44	37	40
Metangula	0.8	0.8	0.5	0.7	0.9	1.1	25	50	20	14	33	36
Nampula	28.5	23.7	34.0	44.4	42.7	44.6	58	46	62	66	64	63
Nacala-Porto	12.8	11.8	19.7	23.4	28.9	24.1	51	46	34	36	47	54
I. Moçambique	3.2	2.7	3.1	3.6	6.0	3.9	47	41	45	36	22	38
Angoche	4.9	4.5	5.0	6.1	10.3	6.1	24	24	26	26	10	18
Monapo	3.0	2.3	3.1	3.9	5.4	5.8	47	30	45	44	43	34
Quelimane	18.7	16.6	16.8	20.6	37.0	34.9	70	62	60	49	65	70
Mocuba	4.8	3.8	4.6	5.8	8.7	7.8	38	37	50	38	60	58
Gurué	2.1	2.3	3.5	3.2	2.8	3.1	38	39	34	38	54	45
Milange	2.7	3.6	2.0	2.7	4.8	5.0	41	56	15	37	42	42
Tete	8.3	8.1	11.2	15.7	18.5	18.1	48	48	61	47	57	59
Moatize	1.3	1.6	1.7	2.7	4.4	3.2	23	25	35	30	34	50
Chimoio	10.4	11.6	13.0	16.3	18.9	15.2	36	41	43	37	38	47
Manica	3.7	3.3	3.6	4.0	4.5	4.3	30	48	47	38	40	47
Catandica	1.1	1.1	3.1	2.2	2.9	2.8	36	36	74	50	55	61
Beira	35.9	36.3	50.9	65.4	77.0	73.4	47	44	56	61	59	63
Dondo	4.5	5.1	6.3	6.7	9.7	7.5	44	51	57	45	57	53
Marromeu	1.2	1.1	1.3	1.5	2.3	3.1	42	36	38	27	48	61
Inhambane	3.9	4.8	6.3	7.1	9.0	8.7	46	56	65	55	60	63
Maxixe	4.8	6.6	6.8	8.4	9.4	8.7	25	41	41	36	36	40
Vilankulo	3.3	4.4	7.2	7.3	6.2	6.8	42	57	72	62	48	59
Xai-Xai	6.9	8.9	9.2	11.1	14.6	11.8	25	40	38	29	26	36
Chókwè	3.5	2.8	4.1	4.7	5.4	5.3	29	21	39	30	46	38
Chibuto	4.3	4.7	5.6	6.2	7.1	6.3	30	34	39	26	31	32
Mandlakazi	1.4	2.2	1.8	2.0	1.9	2.2	43	64	44	40	47	45
Matola	23.5	23.4	26.5	26.8	39.3	41.6	29	26	35	27	33	32
Manhiça	1.7	1.5	2.2	1.9	5.4	6.9	41	33	50	37	69	51
Maputo City	58.2	50.9	141	156	167	164	33	24	54	54	62	62

Source: Data from the Minister of Finance and the Minister of State Administration, 2005



Table 4. Total Expenditures and % of Municipal Income on Total Expenditures (in billion MT)

Municipalities	Total Expenditures						% of Municipal income on Total Expenditures					
	2000	2001	2002	2003	2004	2005	2000	2001	2002	2003	2004	2005
Pemba	3.7	6.6	14.3	31.1	21.9	22.4	62	53	45	31	73	71
Montepuez	2.6	3.2	4.1	5.1	8.8	9.9	38	31	49	35	27	25
Mocimboa Praia	2.1	2.4	3.4	3.4	4.0	4.3	43	29	26	21	25	23
Lichinga	2.5	4.7	5.1	6.9	9.0	9.5	52	96	59	36	33	32
Cuamba	3.3	4.1	5.9	5.7	6.5	6.5	55	61	61	44	23	31
Metangula	0.5	0.5	0.6	0.9	1.1	1.1	40	80	17	11	27	36
Nampula	19.0	21.7	36.4	41.2	44.8	46.5	87	51	58	72	61	60
Nacala-Porto	10.8	11.2	17.7	19.7	22.2	22.4	60	48	38	43	62	58
I.Moçambique	2.5	1.7	3.0	3.5	3.9	4.7	60	65	47	37	33	32
Angoche	3.3	4.2	5.0	6.1	6.5	7.0	36	26	26	26	15	16
Monapo	2.0	2.3	3.1	2.8	4.8	4.5	70	30	45	61	48	44
Quelimane	13.3	14.1	17.2	20.5	28.8	29.5	98	73	58	49	84	83
Mocuba	3.8	3.6	4.4	6.0	8.6	9.2	47	39	52	37	60	49
Gurué	1.3	2.1	3.3	3.2	2.4	3.3	62	43	36	38	63	42
Milange	1.7	2.4	2.5	1.2	2.7	3.0	65	83	12	83	74	70
Tete	8.1	8.2	10.4	16.3	19.1	19.3	49	48	65	45	55	55
Moatize	1.3	1.6	1.8	2.7	3.2	3.5	23	25	33	30	47	46
Chimoio	10.1	15.7	13.1	20.4	18.5	18.6	37	30	43	30	39	39
Manica	3.5	3.1	3.5	4.1	4.9	5.2	31	52	49	37	37	38
Catandica	1.1	1.1	3.2	1.9	3.6	3.6	36	36	72	58	44	47
Beira	34.5	36.0	50.8	58.3	77.1	78.3	48	45	56	68	59	59
Dondo	5.4	5.0	6.4	6.5	9.9	8.8	37	52	56	46	56	45
Marrromeu	0.8	0.8	1.3	1.2	2.2	2.3	63	50	38	33	50	83
Inhambane	3.8	3.8	6.1	7.3	8.9	9.9	47	71	67	53	61	56
Maxixe	5.0	5.8	6.9	8.4	7.9	10.0	24	47	41	36	43	35
Vilankulo	3.0	3.9	6.9	7.7	9.9	9.2	47	64	75	58	30	43
Xai-Xai	4.8	8.0	9.5	11.2	12.8	13.6	35	45	37	29	30	32
Chókwè	2.7	1.6	4.1	4.7	6.3	6.8	37	38	39	30	40	29
Chibuto	2.4	4.5	5.5	7.0	7.5	7.4	54	36	40	23	29	27
Mandlakazi	1.3	2.0	1.9	2.0	2.4	2.5	46	70	42	40	38	40
Matola	10.3	12.3	24.8	28.3	39.2	40.1	52	41	38	25	33	33
Manhiça	1.2	1.5	2.2	2.0	4.6	4.7	58	33	50	35	80	74
Maputo City	114.7	89.5	167.5	147.4	178.6	182.2	17	13	45	57	58	56

Source: Data from the Minister of Finance and the Minister of State Administration, 2005

Under Law N°11/97, municipal authorities have powers to raise revenues, to approve and manage budget. The situation has improved under the Law N°8/2003. Local state governments have more powers and

administrative autonomy. They have they own budget and continue to raise a proportion of their own revenue through fees, licenses and service charges.



In general, municipalities are responsible for collecting taxes and user fees, and have the autonomy to set their own user charges and to decide what levies are most important, based on the characteristics of their own local economies.

Poll taxes; land and property taxes; building licenses; service charges (particularly on sewage and refuse collection); license and municipal market fees; charge for municipal services, constitute the principal sources of revenue for municipal authorities in Mozambique.

Total Revenues are the amount from the municipal incomes (from municipal source of revenues) plus the central government transfers (Municipal Compensation Funds + Local Investment Funds). From Table 2 it is possible to see a slight increase in revenue collection year by year. Regarding the performance of local revenues with may register that except Lichinga, Chimoio, Xai-Xai and Matola, all capital cities and Maputo City are participating in more than 50% in the total revenues, while the 3 towns with better performance are Catandica, Vilankulo and Manhica.

In evaluating the capacity of municipal authorities in Mozambique to respond to rapidly increasing urban service needs, the degree of local control over revenue sources is of primary importance. Meanwhile, more important than that it is a good financial management system with professionally trained and competent personnel to implement accountability and transparency. A reasonable administrative and financial management system is in place in all 33 municipalities. However, difficulties in collecting taxes and municipal revenues are visible, not to mention the constant delays in the government transfers of funds mainly for local investments, which are fixed without any involvement or negotiation of municipalities.

6. Local Functions

Municipalities have a number of statutory functions including the execution of economic, cultural and social programmes, the execution of the municipal development plan and the implementation of budget. They share many responsibilities with other spheres of government. Thus, there is a need for the central government to accelerate the transference of competences and functions from the state to the municipalities, to allow them an increasing intervention and capacity to deal with local development. In Mozambique central government retains a major role in local development and management through its continuing functional responsibilities, and through its legal powers over the operation of local authorities.

For a detailed listing of the division of functions see table 5 (p. VIII)



Table 5: Summary of service provision in different spheres of government in Mozambique

Services	Delivering Authority			
	Central	Provinces	Districts	Municipalities
General Administration				
Police	•			
Municipal police				•
Fire services	•			
Civil protection	•	•	•	
Criminal and Civil justice	•	•	•	
Civil status register	•	•	•	
Statistical office	•			•
Electoral register	•	•	•	
Education				
Pre-school			•	•
Primary		•	•	•
Secondary	•	•		
Vocational and technical	•	•		
Higher education	•			
Adult education	•	•	•	
Social Welfare				
Kindergarden and nursery		•		•
Family welfare services	•	•	•	
Welfare homes	•			
Social security	•	•	•	
Public Health				
Primary care		•	•	•
Hospitals	•	•	•	
Health protection	•			
Housing and Town Planning				
Housing	•	•	•	•
Town planning	•	•	•	•
Regional planning	•	•		
Transport				
Roads	•	•	•	•
Urban roads	•			•
Ports	•	•		
Airport	•			
Environment & Public Sanitation				
Water and sanitation	•	•	•	•
Refuse collection and disposal			•	•
Cemeteries and crematoria			•	•
Slaughter-houses		•	•	•
Environmental protection	•	•		
Consumer protection	•	•		
Culture, Leisure and Sports				
Theatre and concerts	•		•	
Museums and libraries	•	•	•	•
Parks and open spaces		•	•	•
Sports and leisure	•	•	•	•
Religious facilities	•	•	•	
Utilities				
Gas services	•			
Water supply	•	•	•	•
Electricity	•	•	•	
Economic				
Agriculture, forests and fisheries	•	•	•	
Urban agriculture (Green zones)			•	•
Economic protection	•	•	•	•
Trade, Tourism and industry	•	•	•	•
Informal activities			•	•



7. Conclusion

The problems that Mozambique's municipal governments face are often described as lack of resources and poorly defined responsibilities. Reforms during the early years of independence extended the responsibilities of local governments to the entire urban population rather than just the 'cement city', and added new social, economic, and political obligations. Financial resources, however, were not increased, and an exodus of trained personnel coincided with the cessation of local tax efforts and greatly increased centralisation.

The main instrument proposed for achieving this goal was the democratic election of local, town, provincial and national assemblies, which would define and control the tasks of the bureaucracy at their respective levels.

An overall look at the management procedures used by municipal authorities to address urban growth and development problems in Mozambique shows that except for a few positive experiences, they have proved ineffective. They have failed to reach real impact in meeting municipal development objectives, particularly the provision and maintenance of basic infrastructure, the delivery of basic services, and the protection of disadvantaged groups, among other priorities.

Unfortunately, municipal governments struggle to pay wages and are forced to operate on a fire brigade principle - acting where the urgency or the political pressure is strongest. Staffs are usually poorly paid and they often lack motivation.