

**LOCAL AUTHORITIES AND GOOD GOVERNANCE IN MOZAMBIQUE:
PERCEPTIONS OF MUNICIPAL RESIDENTS IN THE CITY OF BEIRA FROM
2003 TO 2016**

**AUTARQUIAS LOCAIS E BOA GOVERNANÇA EM MOÇAMBIQUE: PERCEPÇÕES
DOS MUNICÍPIOS NA CIDADE DA BEIRA NO PERÍODO DE 2003 A 2016**

**AUTORIDADES LOCALES Y BUENA GOBERNANZA EN MOZAMBIQUE:
PERCEPCIONES DE LOS CIUDADANOS EN LA CIUDAD DE BEIRA EN EL
PERÍODO DE 2003 A 2016**



Manuel Ossifo Abuchama MOPIUA¹
e-mail: mopiua@gmail.com

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¹ Alberto Chipande Higher Institute of Science and Technology (ISCTAC), Beira – Mozambique. Lecturer.

ABSTRACT: Over the years, several questions have arisen regarding the real importance of local authorities concerning local development and the way they carry it out. Local authorities are territorial public legal entities with representative bodies that aim to satisfy the interests of their respective populations. The investigation focuses on the Municipality of Beira. Especially about the ability to make decisions in conjunction with local conditions, the aim is to illustrate the functions and skills that it assumes and develops, as well as the role of the service provider, in accessibility, which is why the main objective of this study is to analyze the Importance of Local Authorities in promoting good Governance. In conclusion, the role of the Municipality is to improve key urban infrastructures, including roads, drainage, and sewage systems and (b) improve the quality and coverage of basic urban services, including garbage collection, sanitation, and water supply.

KEYWORDS: Local authorities. Local authorities. Governance.

RESUMO: Ao longo dos anos, são diversas as questões que se levantam quanto à real importância das autarquias relativamente ao desenvolvimento local, e à forma como o desempenham. As autarquias locais são pessoas coletivas públicas territoriais dotadas de órgãos representativos que visam a satisfação dos interesses próprios das populações respetivas. A investigação incide, em particular, no Município da Beira. Especialmente no que concerne à capacidade de tomada de decisões articuladas com as condições locais, visa-se a ilustração das funções e competências que assume e desenvolve, bem como o papel de prestadora de serviços, no que diz respeito às acessibilidades, razão pela que o presente estudo tem como objetivo principal analisar a Importância das Autarquias locais para a promoção de uma boa Governança, Em conclusão, o papel da Autarquia consiste em aprimorar as infraestruturas urbanas fundamentais, abrangendo estradas, sistemas de drenagem e esgoto, bem como (b) aprimorar a qualidade e abrangência dos serviços urbanos essenciais, tais como a coleta de resíduos, saneamento e fornecimento de água.

PALAVRAS-CHAVE: Autarquias. Autarquias Locais. Governança.

RESUMEN: A lo largo de los años, han surgido varias preguntas sobre la importancia real de las autoridades locales en relación con el desarrollo local, y la forma en que lo llevan a cabo. Las autoridades locales son personas jurídicas públicas territoriales con órganos representativos que tienen como objetivo satisfacer los intereses de sus respectivas poblaciones. La investigación se centra, en particular, en el municipio de Beira. Especialmente en lo que respecta a la capacidad de tomar decisiones en relación con las condiciones locales, se pretende ilustrar las funciones y habilidades que asume y desarrolla, así como el papel del prestador de servicios, en materia de accesibilidad, por lo que el principal objetivo de Este estudio tiene como objetivo analizar la importancia de las autoridades locales en la promoción de la buena gobernanza. En conclusión, el papel del Municipio es mejorar las infraestructuras urbanas clave, incluidas las carreteras, los sistemas de drenaje y alcantarillado y (b) mejorar la calidad y cobertura de los servicios urbanos básicos, incluida la recogida de basuras, el saneamiento y el suministro de agua.

PALABRAS CLAVE: Autoridades locales. Autoridades locales. Gobernança.

Introduction

Municipalization is a real challenge that Mozambique is facing. It is truly a new democratic culture – Local Democracy – based, among others, on the participation of citizens in decisions regarding the management of local affairs (CISTAC, 2009). In other words, it is an eminently cultural process whose dynamics and phases depend, firstly, on local capacities to decide what you want, where you want, how you want, and when you want (SILVA, 2012).

In this context, Local Governance is defined as the “formulation and execution of collective action at the local level, encompassing the direct and indirect roles of formal institutions of the local and central government, as well as the functions of informal norms, networks and community organizations and neighborhood associations in the pursuit of collective action, defining the framework of interaction between citizens and the State in decision-making and the provision of public services” (SHAH, p. 1-2, 2006, our translation).

Governance is an instrument for designing a more effective system of authority and regulation within the framework of the global economy, which is the precondition for the survival of democracy in Developing Countries – *Países em vias de Desenvolvimento* (PvDs). She conceives Governance as the reinterpretation of the neoliberal agenda for international institutions to support public-private investment in PvDs (FERNANDES, 2014). Therefore, it is worth asking ourselves whether Local Authorities can decide what, where, how, when, for whom, and why they want it.

This article focuses on *Local Authorities and Good Governance in Mozambique: Perceptions of Residents in the City of Beira – 2003 – 2016*, to analyze the importance of Local Authorities in promoting good Governance; Identify the decentralization reform measures that have contributed at the municipal level to the promotion of good Governance, describe the context (political and administrative) of the emergence of local authorities; know the importance of local authorities in the development of participatory and transparent Governance.

Methodologically, this is a qualitative-quantitative study, and the monographic method is used, through the interview technique (authority technicians from the city of Beira) and a survey that was administered to residents. It should be noted that participants in the present study were duly informed about its objectives and procedures, before agreeing to participate, and the anonymity and confidentiality of their responses were assured. Informed consent was obtained voluntarily and adequately documented (i.e., signing the information consent document in the case of in-person data collection).

The relevance of this study is based on the theoretical and scientific contribution to Governance from an autonomous management perspective given the global challenges of its materialization. The analysis of the period 2003-2016 is fundamental because we met a management that divided residents' opinions on good Governance.

Justification of the theme

This research will be academically favorable, as it will contribute to new works being developed with the proposed theme, favoring the growth and development of the area in question, as this way, a unique perspective of work can be aimed at.

For the organization under study, the research will be favorable, as it seeks to analyze whether its employees feel motivated in their work environment, favoring the activities carried out and making a healthier and more productive environment, always seeking the internal satisfaction of its employees with users.

Thus, the relevance and importance of the study that proposes to lead to another theoretical and scientific contribution on good Governance and accountability expanding and/or deepening the debate and knowledge on this topic.

Problematization

The population of Sofala, especially in the city of Beira, like other provinces and cities, struggles with high social problems at a local level, highlighting the high incidence rates of poverty, food insecurity, illiteracy, the prevalence of HIV-AIDS, malaria, tuberculosis, difficulties in distributing and accessing drinking water, communication routes, health units, low economic productivity, high levels of corruption, and various crimes. This, however, leads us to launch this study to launch proposals for improvements in the aspects mentioned above.

Democratic decentralization presupposes not only the partial, temporary, or definitive displacement of authority from the center of power to the 'lower' levels, but also provides for the provision of decentralized services and, consequently, accountability (political and management *accountability*).

I understand that this is the reason why Mozambique chose administrative decentralization as one of the fundamental principles of State Administration, provided for in Chapter IV "Local State Bodies" of the CR, 2004. Therefore, the question arises: What

importance does the Municipal Council have of Beira in the face of this reality to guarantee good accountability and the quality of municipal Governance and consolidation of democracy?

Main objective

- Analyze the Importance of Local Authorities in promoting good Governance.

Specific objectives

- Identify decentralization reforms at the municipal level, to promote good Governance, such as the Beira Municipal Council.
- Describe the context (political and administrative) of the Beira Municipal Council.
- Explain the importance of Local Authorities in developing participatory and transparent Governance, such as the Beira Municipal Council.
- Propose decentralization reforms at the municipal level, to promote good Governance, such as the Beira Municipal Council.

Research hypothesis

- The culture of decentralized service provision and, consequently, accountability (political and management *accountability*) contributes to participatory and transparent Governance.
- The creation of spaces for permanent and constructive dialogue between the established powers and the community is the foundation for good Governance.
- The guarantee and promotion of channels and mechanisms for good internal communication so that information is well communicated so that leadership is present in the work environment, considering the environment of good Governance in the Beira Municipal Council.

Delimitation of the study

From a spatio-temporal point of view, the research will be carried out in the Province of Sofala, particularly in the city of Beira. The study will cover the mandates of the current mayor,

now deceased, which runs from 2003-2016, whose focus will be to look at his role in promoting good Governance.

Study limitations

The study presents as limitations the scarcity of studies focused on the Mozambican reality, and on the one hand, the limitations are related to the fact that we are analyzing a period whose institutional memory can be considered lost, insofar as the mayor, in his first term he ran as a Renamo candidate, from which he dissociated himself 5 years later because he was preferred as a candidate in favor of Manuel Perreira, a fact that led him to move forward with his independent candidacy.

The other factor was that most people participating in the study ran the risk of a memory lapse, given that the president under evaluation continues to perform his duties, which could induce them to be able to evaluate themselves as closely as possible to their reality temporal. One of the limitations will also be a lack of data, research material, and poor service from the Municipal Council.

Results

The results to be determined will show that the Municipal Councils, despite their apparent desire to be active agents in supporting the economic development and internationalization of companies, still have the necessary conditions to provide this service with the desired efficiency. As in any other research, the present study is not free from limitations and weaknesses and will raise additional questions that are intended to be answered.

Finally, the last weakness that can be pointed out is that some companies, even having participated in activities carried out by local authorities, do not remember or have no record of this occurrence due to the change of management. Regarding future research, and because the objective of this work focused on companies that would have participated in activities organized by Municipal Councils, an interesting and challenging path for future research would be to analyze how Portuguese companies, in general, consider that local authorities could support them in their economic activity and their potential internationalization process.

Target population

According to Carvalho (2014) “the totality of individuals or objects of the phenomenon in which we are interested is called population. The elements that make up the population must present at least one common characteristic”. Still Carvalho (2014) “when the population is too large or it is not desired to deal with all its elements, a sample of its elements is extracted to carry out the analysis”. The present study included a population of 25 people, including 12 CMB employees and 13 people from Civil Society, totaling 100% of the population.

Contextualization of the study location: Municipal Council – Beira

The city of Beira, the capital of the province of Sofala, has had city status since August 20, 1907, and from an administrative point of view, is a municipality with an elected local government. Being the second largest city in Mozambique, it has a population of 431,583 inhabitants spread across 94,804 households.

The city of Beira was originally developed by the *Companhia de Moçambique* in the 19th century and then directly by the Portuguese colonial government between 1942 and 1975, the year in which Mozambique gained its independence. Currently, the city is modernized, although it still maintains some degraded and problematic areas, such as the *Grande Hotel Beira*.

The town was founded by the Portuguese in 1887, in an area known as Aruângua, having supplanted Sofala as the main port in the territory of the current province of Sofala. Originally called Chiveve, the name of a local river, it was renamed to honor the Prince of Beira, Dom Luís Filipe.

The Municipal Council as a State Company was created following the Law of Local Authorities Law 8/62, approximately in the year 1907. Its objective was the establishment and exploitation of the public service of Production, Transport, and Distribution of Plots, among other activities.

One of its first tasks was to bring together all production centers into a single body, to improve the satisfaction of needs for the development of agriculture, industry, services, and domestic consumption, in the difficult conditions of the time.

The organization inherited a heritage made up of equipment of the most diverse origins, models, and types, in a precarious condition, and except for rare approaches, without a supply

of necessary and adequate spare parts. At the same time, professional competence and capacity were limited and the few existing technicians began to abandon the Company.

Analysis and discussion

In the Municipality of Beira, there are different mechanisms for community participation in decision-making processes in municipal Governance: Community Consultation Meetings: The Municipal Council (in the person of the President of the Municipal Council and Councilors) carries out consultations with Municipalities on matters they consider relevant, to include them in the Annual Planning and Budgeting processes.

The process mentioned above uses structures at the neighborhood level to listen to the opinions and needs of residents, and considering the availability and limitations of resources, to outline the most priority actions for the following year. These consultation meetings do not have a specific frequency.

PERPU Advisory Council: the allocation of PERPU funds is through deliberation in an Advisory Council created for this purpose, which includes representatives of Municipal Neighborhoods, Civil Society, and the Municipal Council, and is preceded by a consultation with municipal communities.

However, there is still a vast majority who are not aware of the procedure that must be used to access PERPU and there are still many civil society organizations who are not informed about it. Now, civil society only occupies 2 of the 5 existing civil society vacancies on the PERPU Advisory Council, which are the Human Rights League and FOPROSA.

A good practice in the municipality stands out regarding the management of funds and their transparency within the scope of the implementation of PERPU. The Municipal Council has entered into an agreement with Banco Terra under which, as soon as PERPU funds enter the Municipal Council's account, they are channeled to a designated Banco Terra account on a quarterly basis.

Community Development Centers (CDCs): These are centers located at the level of administrative posts that house the offices of different civil society organizations that operate at the municipal level. The French NGO ESSOR funded the CDCs, and is currently managed by the Municipal Council.

General Secretariat: This secretariat is the space where citizens can submit complaints and grievances. This secretariat is led by the councilor for Institutional Relations. In relation to

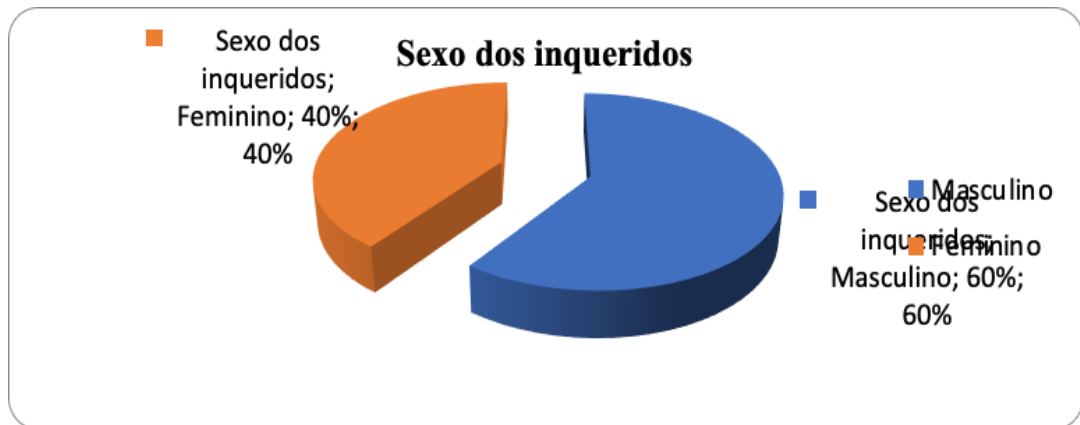
the Municipal Assembly of Beira, there are the following mechanisms for participation in the decision-making process of this institution: the Plenary Sessions of the Municipal Assembly: The sections of the Municipal Assembly are open to the public, although there are space limitations. Despite the opportunity that the Municipal Assembly has given for civil society to participate, its participation is still limited. And monitoring and inspection visits: carried out by the Work Committees, during their inspection activity to verify the level of implementation of programs and projects defined by the municipal executive, as well as listening to citizens about the main problems faced.

In conclusion, we can see that, in the Municipality of Beira, there are few spaces for interaction between citizens and municipal institutions, and these interactions are not regular and in many cases are informal with an informative and consultative nature. Marromeu's participatory practices are not institutionalized as such, which is why they lack sustainability and are also unstable and vulnerable to alternation of political parties.

Regarding the relationship between civil society organizations and the municipal government, there was also an informal and non-regular interaction. For example, there are some partnerships between local civil society organizations and the municipal government to implement local development actions, such as waste management and sanitation, as well as carrying out civic education campaigns.

Thus, it can be said that practices of community participation in decision-making processes are still very far from being institutionalized practices of participatory planning and budgeting, of which the analysis can be seen in the following graphic:

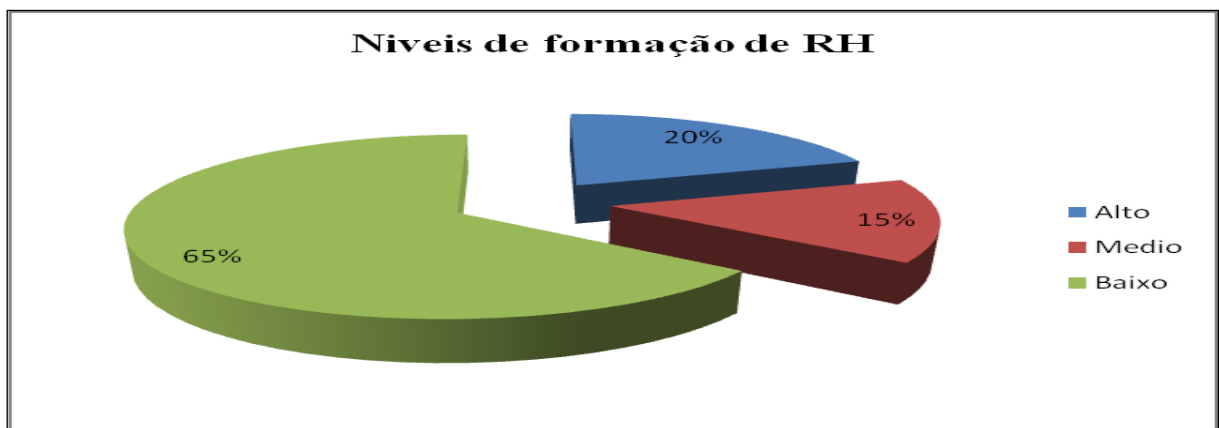
Graphic 1 - Sex of respondents²



Source: Own authorship

The graph above shows us that most respondents are male, with around 60% of respondents corresponding to 14 people and 40% of respondents being female, corresponding to 11 people asked. The criterion used to choose respondents was simply random, where everyone had the same chance or probability of being chosen. The location of the study was the Beira Municipal Council, where we worked with employees, HR technicians, and society in general, trying to understand the situation of the Beira Municipal Council.

Graphic 2 - HR training levels at CMB³



Source: Own authorship

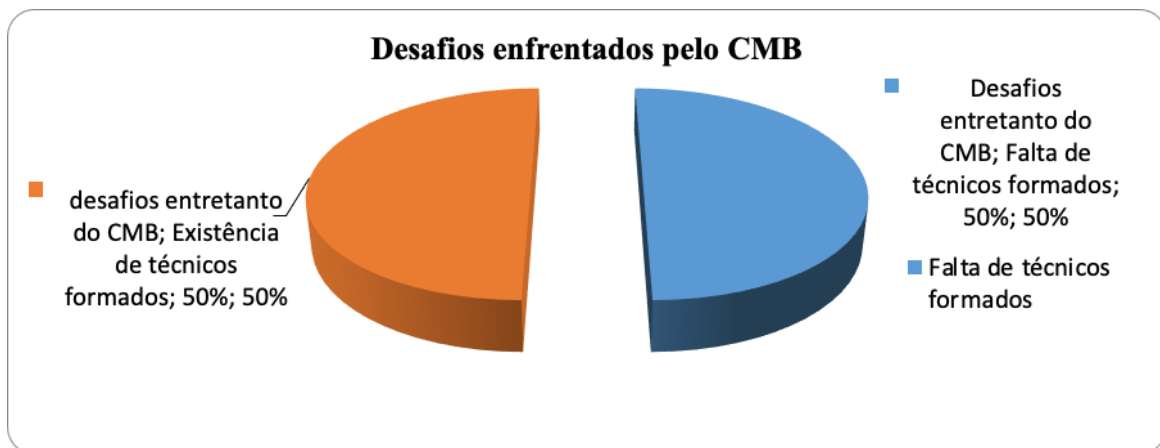
According to respondents, the majority (65%) stated that the levels of specialized human resources are extremely low, also resulting in low levels of effectiveness in carrying out their

² Blue: male; Orange: female.

³ Blue = High; Red = Medium; Green = Low.

functions. There is an immediate need to provide technical assistance and training in areas of (a) budgeting and financial control, (b) internal audit systems, (c) procurement procedures, (d) physical planning, (e) civil engineering, and (f) income collection mechanisms, among others. Some of the training needs for current CMB staff are beginning to be met by the Institute for Public Administration Training (IFAP) in Beira through its on-the-job training programs, but its capacity is currently limited.

Graphic 1 - Challenges faced by the CMB⁴



Source: Own authorship

Of the technicians surveyed, 50% stated that many trained technicians are developing activities in the Municipality of Beira, while another half (50%) stated that one of the major challenges faced by municipalities studied is related to the lack of trained and qualified technicians.

When you want an efficient organization, there must not be only financial resources available but also human resources with adequate training capable of fully responding to the challenges posed, as is the specific case of municipalities. This training deficit concerns academic training and the institutional forum, manifested by the poor control of local legislation. The lack of qualified technicians trained in revenue collection is even more noteworthy.

According to the observation made during the study, CMB workers and employees have low academic and professional training, most of them having a basic level of education.

⁴ Orange: CMB challenges, the existence of trained technicians; Blue: CMB challenges, lack of trained technicians.

In the same vein, to overcome this situation, technicians with medium and higher qualifications were recruited, which in a certain way contributes to improving the quality of work provided by the Municipality, although the financial insufficiency factor is a conditioning factor in the process.

Another factor relates to the human resources of local authorities. “Problems related to employees of retirement age who remain in their jobs also prevail” (...) and the solution to this problem lies in the availability of funds to support the actions to disengage these employees, who are responsible for the decline in the municipality's performance levels.

Graphic 2 - Levels of transparency and accountability



Source: Own authorship

Several indicators, including the transparency and accountability of political institutions, measure the quality of Governance. In Mozambique, levels of transparency and accountability are still far below levels considered acceptable. This scenario is not only experienced at the central government level but also at the municipal level, as confirmed by CMB data.

Regarding access to official information about Beira's municipal activities, 95% of the citizens interviewed revealed that they had never had access to the municipal council's activity plan.

If, on the one hand, 95% of the citizens interviewed do not have access to municipal activity plans, it is not surprising that only 5% of them had access to some other source of information about municipal work, compared to 95% of citizens who stated that they did not have access. In this scenario, women are those who have the least access to information.

Of the respondents, only 4% of women said they had already encountered some source of information regarding the municipality's activities, compared to 6% of men who had more access. However, despite the enormous difficulties in accessing municipal information, of the group of individuals who have maintained contact with the municipal council, 33% of respondents think that municipal information is very easy to find.

The same citizens who can access municipal documents have been faced with another problem: the difficulty of interpreting the information from the universe of individuals who answered this question in the questionnaire.

Thus, based on the assumption that the Municipal Assembly is a body, which by law, has powers to pronounce and deliberate, within the framework of its responsibilities, on fundamental subjects and issues of interest to the economic, social, and municipal community, the satisfaction of collective needs and the defense of the interests of the respective populations, as well as monitoring and supervising the activity of municipal bodies and services and companies.

The survey data reveals a weakness in the accountability of municipal institutions of Beira, poor ability of citizens to perceive municipal documents, as well as poor diversification of sources of information on municipal activities. If this scenario prevails, levels of transparency in municipal management could be severely compromised.

Table 1 – Problems and challenges identified by residents

Problem	Challenges
Poor public lighting system	Improve the public lighting system by buying new, high-quality bulbs and expanding it to all neighborhoods in the municipality of Beira.
Difficulty accessing water	Encouraging the creation of Joint Water programs implemented by FIPAG in partnership with the CMB, in which the municipal council subsidized part of the cost of installing water in homes, and the other part was borne by the interested municipality and FIPAG had to install the water in the homes of those interested; and the installation of fountains in areas of greater agglomeration.
Lack of transportation and frequent shortening of routes	Creation of a transportation fund and procurement plan and rules to regulate it.
Concern about roads and access	The need for municipality to ensure the installation and maintenance of roads of sufficient quality to handle the heavy traffic and vehicles passing through the Beira district.
Poor capacity for rainwater to flow into the sea and poorly functioning drainage ditches	Rehabilitation of drainages.

Erosion and coastal protection	Restoring mangroves and coastal barriers.
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Source: Own authorship

Final considerations

With the study, the historical trajectory of Mozambique was marked by the provisional validity of a socialist system, with a State with a centrally planned economy at the level of the country's capital (Maputo). It was a system that failed for several reasons, and it was within this perspective that in the first half of the 1980s, a set of political-administrative reforms began, which determined a new way of looking at the State in its relationship with society.

The set of reforms introduced in the context of the transition appeared associated with poverty reduction; these reforms crystallized above all in the decentralization process, which proposed to create a set of institutions with a view to better Governance at the local level.

Decentralization proposed to provide the State with the political, institutional, and technical capacity to respond to social demands for public assets and services through the expansion of the well-being of communities, ensuring the inclusion of poor and vulnerable groups in access to income and the development process based on standards of effectiveness and efficiency that were poorly provided during the validity of a socialist-oriented public administration model.

During this study period, the Beira Municipal Council's main concern was the internal organization and the attempt to clarify legal ambiguities regarding its scope and mode of operation.

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Data and material availability: The data and materials used in the work are available for access in the physical archives of the management of the *Instituto Superior de Ciências e Tecnologias Alberto Chipande – Beira*.

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