

Case Study: SAMComs Interaction over the Social Accountability Processes

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INTRODUCTION

MuniSAM: promoting efficiency and effectivity of Public Resources Management processes

Concern Universal Mozambique is implementing since February 2012, in collaboration with local civil society organizations (CSO) and with funding from Swiss Agency for Development and Cooperation (SDC), the Program called “**Municipal Social Accountability Monitoring Program – (MuniSAM)**”. The key objective of MuniSAM is “to improve quality of life of citizens in the selected Municipalities through reinforcement of social accountability and responsiveness to the social needs of public resources management processes”. This program is being implemented in 6 (six) Municipalities in the Centre and North of Mozambique namely: in Mocuba and Quelimane (Zambézia Province), Cuamba and Metangula (Niassa Province), and in Montepuez and Mocímboa da Praia (Cabo Delgado Province). MuniSAM is a form of **expression of citizenship of municipal citizens organized and gathered in Social Accountability Monitoring Committees (SAMComs)** and it contributes to the **materialization of the right to Social Accountability**: the right to demand explanations and justifications on how public resources are being used to meet the needs and rights of citizens. The program seeks to foster civic participation in the 5 (five) municipal public resources management processes by strengthening capacities, and influencing attitudes and actions of municipal managers and officials towards production of justifications and explanations on how the available resources are transformed into services and how they respond to the most pressing needs and rights of citizens.

MuniSAM’s Theory of Change assumes that political and institutional arrangements of the State can only be successful if public resources management processes are efficient and effective. To this end, these processes must be carried out in a participatory manner, and must meet needs of citizens and be socially accountable. The program was designed, therefore, with a view of: (i) influencing changes in the capacities of the demand (citizens, civil society groups) and on the supply side actors (municipal officials and managers) that result in an effective participation of citizens in the municipal public resources management processes; (ii) influencing changes of thoughts of actors of both sides in recognition of the civic right to request and get justifications and explanations on the use of available public resources towards meeting needs of citizens as well as, the right to accessing information and engaging municipal citizens and municipal authorities on the basis of evidence; (iii) and, influencing changes in the actions of demand and supply side actors so that they can adopt new behaviours and engage in new practices.

Municipality of Montepuez



SAMComs - Municipal Social Accountability Monitoring Committees

SAMComs

Are groups consisting of community members who are representative of all municipal neighborhoods, with interests in the realization of social and economic rights of municipal citizens (i.e. healthcare, children's rights to basic education, rights to housing, water, employment, etc.) and concerned with the economic development and management of public resources at the level of respective Municipalities. SAMComs' members are guided by a **Code of Conduct** making it possible to define a series of standards, rules, procedures and conducts acceptable to all towards fostering more efficiency and impact of the implementation of their activities. Each SAMCom is divided in Subcommittees which are established in accordance with Municipal areas of the respective Municipal Council, thus making it possible to monitor the main areas of intervention of the Municipality in a more expert and dedicated fashion. They have regular meetings with Municipal Councils, Municipal Assemblies, local and traditional leaders, and, more importantly, with communities themselves, thus being an important link between all actors in the Municipality.

MuniSAM implementation Steps

MuniSAM implementation consists of three main phases, namely **pre-engagement, engagement and follow-up**. **Pre-engagement phase** involves strategic contacts and meetings with national, provincial and municipal authorities to inform them about the objectives of the initiative and build relationships necessary for a smooth implementation. This phase is centered on the mobilization of SAMComs – Social Accountability Monitoring Committees – who get trained and continually supported (through the “*learning by doing*” approach) to review Municipal annual plans and budgets; to compare against execution reports / annual Municipal expenditures; to identify critical topics supported by evidence collected on the ground; and to draft a results report. Furthermore, with the objective to ensure more equilibrium between the demand and supply side, in terms of knowledge and skills, MuniSAM offers necessary training to members of Municipal Assemblies and Municipal Councils. **Engagement phase** starts with the effective carrying out of Social Audits and ends with a Public Hearing, an event organized by citizens with participation of officials of Municipal Council and Municipal Assembly. During this event, where municipal managers are put to the test by citizens, social audit report produced by SAMCom on the performance of municipal managers of their Municipality in the previous year is presented. This process aims to feed municipal planning and budgeting for the next year, following signature of a public commitment by municipal managers. Post public hearings activities are part of the **follow-up phase** and translate into follow-up of commitments undertaken by Municipal Council's representatives over recommendations made by SAMComs in the course of the Public Hearings. Through this follow-up, SAMComs guarantee that recommendations not accomplished during the current financial year are included under the Plan and Budget of the next year.

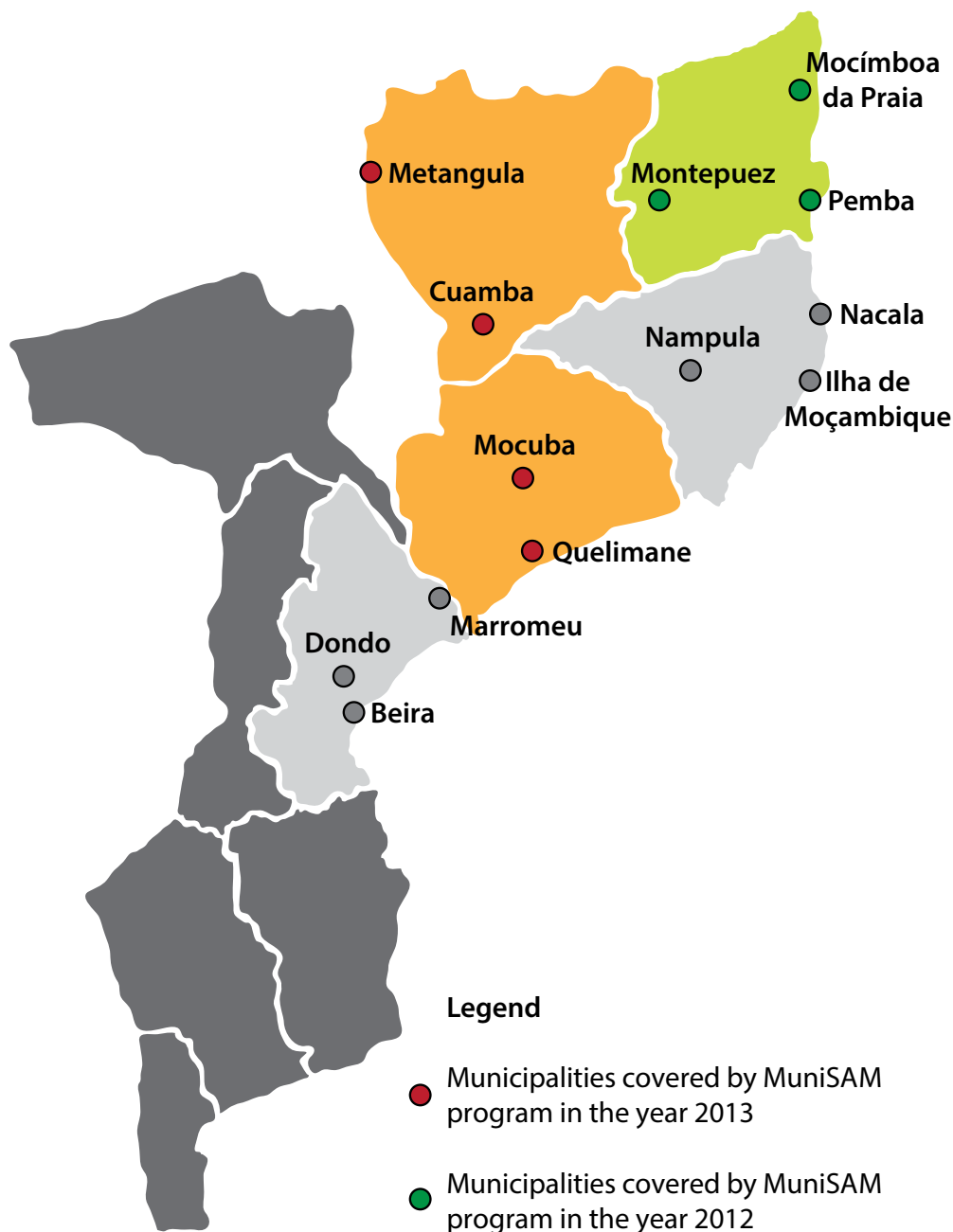
Study Background and Objective

As regards the definition of its approach and selection of the target Municipalities of the program, MuniSAM established, from the outset, complementarities with **Programa de Desenvolvimento Autárquico (Municipal Development Program) - PDA**¹. MuniSAM's original Conception envisaged that actions of the program could cover, gradually, a total of 8 (eight) Municipalities over the 3 (three) years of implementation. However, the team decided to

¹ PDA was implemented, between 2011 and 2014, by institutions such as the National Associations of Municipalities, Ministry of State Administration, Ministry for Coordination of Environmental Affairs, Ministry of Finance, among others, in 13 Municipalities in Mozambique with funding from the Swiss Agency for Development and Cooperation (SDC),

consolidate the work in 6 (six) out of 8 (eight) Municipalities originally planned. This decision was due, among others, to the fact that Municipal elections (2013) have brought changes and new staff, thus making it necessary to invest time and resources to present the Program to the new Municipal and Provincial authorities and consolidate actions carried out over the first two years of the Program. This way, during the year one, the program covered 4 (four) Municipalities (Cuamba, Metangula, Mocuba and Quelimane), and, during year two, additional 2 (two) (Montepuez and Mocímboa da Praia), thus totaling 6 (six) Municipalities.

In order to conduct this Case Study, the Municipalities of Cabo Delgado Province, Montepuez and Mocímboa da Praia were chosen, the last ones covered by the program implementation.



Illustrative map of Municipalities covered by MuniSAM (out of 13 covered by PDA)

Embassy of Denmark in Mozambique (DANIDA), Austrian Cooperation for Development (ADA) and the Embassy of Ireland. This program aimed specially at contributing to the urban poverty alleviation and improvement of the life of vulnerable women and men, through improvement of quality of services, strengthening of autonomy and balanced and sustainable development of Municipalities, and addressing challenges arising from climate changes and the implications thereof for the environment.

Methodology adopted in this Study

For the purpose of producing this document, MuniSAM's team of researchers made field visits to the selected Municipalities (March/April 2015) where they gauged the opinion of some key-stakeholders of the program, namely civic actors (members of SAMComs and members of other Civil Society Organizations), municipal officials and managers of Montepuez and Mocímboa da Praia, and other relevant actors. This interaction was made on the basis of structured and semi-structured, individual and collective interviews, with the objective of getting a comprehensive outlook of the achievements, results achieved and personal and collective perspective from key-actors in the program. The team also consulted and analyzed documents produced under the program², MuniSAM's external evaluation report, and other documentation and relevant legislation. Greater attention was paid to changes and specific *nuances* in the 5 (five) processes of the Social Accountability Cycle that will have resulted from the interaction between the Municipal Government and SAMComs of the target Municipalities under this Case Study.

This work is structured in 3 (three) parts, namely:

- (i) **Introduction:** here we introduce MuniSAM program and its Theory of Change, SAMComs and the Program implementation phases; we discuss background, objectives and methodology adopted to produce this document; we describe the 5 (five) processes of the Social Accountability Cycle; and, we review general findings portrayed by the Baseline Survey as regards the two target Municipalities under this Study;
- (ii) The Chapter on the **SAMComs' Interaction in Social Accountability Processes:** under which we address and analyze SAMComs' interventions and actions around Social Accountability Cycle processes and consequent changes felt in each Municipality and in each process;
- (iii) **Conclusion:** here we analyze **new achievements, new perspectives and new opportunities** that arise from the implementation of this initiative in the target Municipalities under the program and we briefly highlight the changes deriving from MuniSAM's actions and the potential of this type of initiatives for the development of Mozambican Municipalities.



² Plan of Activities and the respective budget and Social Audit Report (produced by SAMComs); Monthly reports, annual reports, progress reports and Impact Study (produced by MuniSAM's team).

The 5 Social Accountability Cycle Processes

Under this section we address the 5 (five) Social Accountability Cycle processes so that the reader can understand how each process should work and the interconnection between them. The approach of Social Accountability Cycle³, implemented by Concern Universal Mozambique since 2012, presumes that for an efficient and systematic integration of the public resources management processes at different levels of governance (Municipal, District, Provincial and National levels) the following is necessary: (i) A strong interconnection and complementarities between all Cycle processes; (ii) A strong interaction between the actors of the demand and supply side; (iii) Social Accountability Cycle must be aligned with the calendar of the Mozambican Planning and Budgeting Cycle.

Process 5: Oversight

This is the process under which external audits performed over the use of public resources need to be rigorously scrutinized by supervisory bodies and under which realistic recommendations are made, based on evidences, in such a way to strengthen and improve provision of services. This is the process under which activities and their implementation must be heavily supervised and monitored (by municipal bodies and civil society) so as to ensure that the use of public resources will correctly and efficiently meet citizens' needs. A poor supervision makes room for acts of corruption, illegal practices, conflict of interests, and misuse of public funds that is, consequently, going to affect provision of services to citizens.

Process 4: Public Integrity Management

Under this process, effective measures should be carried out with the objective of identifying and preventing conflicts of interest and any other act of corruption in the use of public resources, identifying how available public resources are being utilized to meet private interests, and implementing corrective measures do cope with poor performance and abuse of public resources by municipal managers. Monitoring of this process by citizens and civic groups is extremely important, as the Public Integrity process is strongly connected with cases of misuse and/or abuse of public resources and assets. By doing so, it is possible to avoid corruption cases that will, consequently, affect very negatively provision of services to citizens and inhibit them from satisfying their needs and rights.

5. Oversight

4. Public Integrity Management

1. Needs Assessment
Strategic Planning
Resource Collection
Allocation

³ The approach adopted and implemented by Concern Universal Mozambique, is based on PSAM (Public Service Accountability Monitoring) methodology. PSAM center is based in Rhodes University, in South Africa.

Process 1: Needs Analysis, Planning, Resource Collection and Allocation

The starting point of the Social Accountability Cycle is Process 1 which should ensure that: needs identification is done realistically and comprehensively; available resources are effectively collected; production of strategic plan meets the most pressing needs of citizens; and planned activities are budgeted in a precise and responsible fashion. Strategic Plan should serve as a map for municipal managers to define activities that will be prioritized. It should define what municipal managers plan to do with available resources (what, when, why and how) over future financial year and should include a clear set of objectives, as well as the way they are going to be pursued.

Resource allocation should identify and distribute available resources by priority activities thus allowing citizens to progressively achieve their rights and their needs within available resources. Monitoring of this process makes it possible to assess whether needs and priorities of citizens are reflected in the strategic plan of the Municipality and avoid misallocation of resources available, which will thereby produce a very negative impact on the provision of services to citizens.

Analysis,
Planning,
Collection and
Allocation

2. Expenditure
Management

3. Performance
Management

Process 2: Expenditure Management

Once available resources are allocated to implement planned activities, the Municipal Council can start to spend the budget to implement its activities. Next step is ensuring that the expenditure of allocated funds is managed in an efficient manner, and that such expenditure is strictly reported and subject to an external audit. Internal controls must also apply to ensure that funds are managed responsibly and efficiently (to meet needs) and to identify potential risks. This process ensures that the expenditure is aligned with what is recorded under the plan and budget, to check whether municipal managers have spent the available resources in order to enable citizens to satisfy their needs and rights. A poor Expenditure Management results in misallocation of public funds and, as a consequence, in the low quality of provision of services to municipal citizens. Monitoring of this process by supervisory bodies and citizens or civil society groups is crucial, because they may demand a corrective measure in case resources are not being effectively used to meet needs of people.

Process 3: Performance Management

Under this process, actors should ensure that planned activities are implemented in an effective, efficient and responsible manner, that managers' performance over implementation of strategic plans is monitored, reported and audited, and that officials perform their responsibilities and supply products and provide services in conformity with interests of citizens, in such a way that they can satisfy their needs and rights. This process requires a continuous monitoring and production of reports on the implementation of activities and the objectives set out under strategic plans as well as the monitoring of service provision. Monitoring and reports should identify risks, weaknesses and mistakes that imply an ineffective application of necessary activities, recommend corrective measures so as to produce lessons and suggestions on how to do better in the future. In case this process is not monitored, there will be no quality in the provision of public services, and municipal managers can act as they wish and not in the interest of citizens.

The Selected Municipalities *etc*

Montepuez is a Municipality of category D and is the second most important Municipality of Cabo Delgado. Its population is mainly of Macua origin, with some Maconde and Ungoni. It has about 708.89 inhabitants / km² (1997), an approximate area of 79 km² and is administratively divided into 17 municipal neighborhoods. Mocímboa da Praia is a Village Municipality located in the district under the same name, on the far North of Cabo Delgado Province. Most of the Mocímboa da Praia's inhabitants belong to the ethnical subgroup of the great Swahili family, called Mwani (People of the Sea), as a result of remote socio-cultural and historic relationships with Arab-Swahili peoples. It has around 40,863 inhabitants (1997), an area of approximately 24,000 km² and is administratively divided in 11 neighborhoods.



Municipality of Montepuez



Municipality of Mocímboa da Praia

Baseline Surveys conducted in Montepuez and Mocímboa da Praia in the context of the beginning of MuniSAM implementation in these 2 (two) Municipalities reveal that, before the program, civic actors (citizens in general and members of Civil Society organizations) did not have enough capacity to interact with Municipal Authorities, and in some instances, even with the community itself, and therefore, they could not play a more effective and relevant role in the management of public resources. Lack of knowledge on the processes of the Social Accountability Cycle and lack of knowledge and poor appropriation of the monitoring tools hindered effective engagement by civic actors with Municipal bodies over Public Resources Management processes. One could notice fear (on the part of members of Municipal Assembly and civic actors) to interact, in a more participatory manner, and to question the way municipal public resources were managed, in special due to possible political connotations arising out of such engagement and potential stigma resulting from that. At the same time, civil society in Montepuez and Mocímboa da Praia was more focused on interventions and initiatives outside Municipal territory (District scope). On the part of Municipal Bodies, poor capacity of communication existed between Municipal Councils and Municipal Assemblies, and between these and citizens and Civil Society groups. This was largely a result of shortage of technical staff for various roles in the municipal management. As a consequence, Municipal Officials and managers showed, at the time, great difficulty in providing efficient and effective municipal public services.

Since then, Social Accountability Monitoring Committees (SAMComs) of the 2 (two) Municipalities of Cabo Delgado Province were established and provided with Social Accountability knowledge, skills and tools and equipped with greater capacity to review municipal documents and monitor public resources management processes. SAMComs (of Montepuez and Mocímboa da Praia) already carried out, until the moment this study was conducted, activities with their communities, with Municipal Council and Municipal Assembly and carried out a Social Audit exercise. In February 2015, they organized Public Hearings in their respective Municipalities.

Inquiry in the neighborhood of Napai - Montepuez



Members of SAMCom - Montepuez



Members of SAMCom - Mocímboa da Praia



SAMComs Interaction over the Social Accountability Processes

The main objectives of the following section is to document and portray the implementation experiences and progresses of MuniSAM in the target Municipalities under this Study, and, to evaluate the program's global impact in terms of the 5 (five) processes of Public Resources Management, with respect to: (i) participation of municipal citizens (organized in social accountability monitoring committees) in the processes; (ii) the quality of such participation (capacity of SAMComs' members to participate in these processes); (iii) and, the impact that such participation has over efficiency and effectivity of democratic and inclusive governance and over the quality in the provision of services to municipal citizens in the target Municipalities under the study.

I. Contributing to Needs Assessment, Planning, Resource Collection and Allocation

Ideal Scenario

This process must begin with a detailed needs identification and analysis in order to ensure that Municipal strategic Plans and resource allocation are based on the most pressing needs of the population. Financial resources, human resources, infrastructural requisites should therefore be decided on, and a set of measurable performance indicators – so that products are achieved – should be identified. Available resources should include funds deriving from locally collected revenues (in addition to transfers by the Central Government) so Municipalities should collect revenues, in an efficient manner, from a number of sources, including fines, charges, licenses, taxes and special evaluations. These revenues should be received (by way of a simple payment process) in a timely manner, credited to the appropriate fund and deposited in the appropriate bank account, as soon as possible. Managers should also take into account the importance of carrying out a detailed analysis (and a continuous analysis during the financial year) of the challenges and constraints over resources faced by the Municipality and its current capacity to provide the services.

Municipality of Mocimboa da Praia



Status at the outset of Project (2013)

Baseline Surveys concluded that the planning process, both in Montepuez and Mocímboa da Praia, involved a consultation mechanism in which community and traditional Leaders participated, with a limited participation of Civil Society. Additionally, the Municipality of Montepuez introduced, in late 2013, needs assessment questionnaires, for the purpose of annual planning. When we review, however, the Plans and respective Balance reports, produced by both Municipalities, we realize that the processes of strategic definition of priorities were not made with recourse to strict diagnosis of the real situation – visible in the definition of objectives and the less sustained goals (without a strong basis of evidence). As a result, Balance reports could not portray a precise picture of the achievements of Municipalities, thus making it difficult to understand how the previous scenario was, activities performed, and the result / Impact achieved. Also, in both Municipalities, information sharing and discussion with the public on the needs, priorities and proposed Plan and Budget were very limited. Own revenues collected by Municipalities were not sufficient and the predictability of funding sources was deficient.



Current Status (2015)

Today, we notice a change in terms of engagement of municipal citizens with Municipal Authorities, in both Municipalities. These changes resulted, in accordance with the testimonials and information collected, in a more and more strong and efficient interaction between SAMComs and Municipal Bodies, mostly as a result of the approach of joint trainings. This approach adopted by the team wished to foster greater closeness between members of SAMComs, of Municipal Councils and Municipal Assemblies, so that they could better understand the work done by each one, and hoping to contribute to a more active and regular engagement between actors.

“They [SAMCom] are concerned about reaching the goals, they give positive contributions and help us by providing indicators they draw from the work with the community. One of the lessons I learned from the training of this year is that a good municipal management starts with the drafting of the plan and budget, and because we may only spend on what we have planned, how to relate expenses to the plan, but also, what should be prioritized. Through these trainings, I have learned how to plan budget of my own house.”

(Cristóvão Linguís – Councillor for Environment in the Municipal Council of Montepuez)

As a result of this closeness and engagement, SAMComs of Montepuez and Mocímboa da Praia often make, at the invitation of Municipal Councils and Assemblies, visits to communities to conduct hearings on the needs and concerns of the same. SAMComs participation in these visits has led to a more realistic and comprehensive planning, based on the most pressing needs of communities. According to the respondents, in both Municipalities, the fact that SAMComs’ members are part of

communities allows them to conduct hearings better than any technical service available within Municipal Bodies, by passing on in a more effective manner the concerns of municipal citizens and offering solutions to overcome them, or to, at least, soften them.

“This group has been coming here to our neighborhood to hear the community and, as community leaders we work with them, share ideas and participate together in meetings of the Assembly, in fact, we follow up each other’s work. They are on the side of the Municipal Council, but also on the side of the communities, because they bring the information that communities were not aware of, things that neither Municipal Council nor we as leaders of these communities knew how to channel to them. With them, there is more transparency.”

(Uaite Ali - Head of Neighborhood of Nacate, Montepuez)

In Montepuez, SAMCom already had the opportunity to contribute to the planning process through interaction with municipal bodies and participation in the meetings of Municipal Assembly with the view of influencing content of Annual Plans. For example, for the Plan of Activities of 2015, SAMCom has been consulted and concluded that more classrooms need to be built in the School of Ncorripo Neighborhood, and that there is no health centre in a neighborhood recently covered by the Municipality. These activities were approved by the Municipal Council and included under the Plan of Activities of the Municipality for 2015.

“When intervention is strong, it gives more life to the work. They give their help and we should only be open to it. In my area, I am open to them [SAMCom] and, in turn, they are always here at the Municipal Council to ask for information or share opinions / findings. They serve as our mirror in the community, because they collect views from the community and report to us as the executive, informing us on the main difficulties and needs of the community and give us ideas on how we can overcome them.”

(Cristóvão Linguís – Councillor for Environment of Municipal Council of Montepuez)

In the case of Mocímboa da Praia, while SAMcom has not yet had an opportunity to contribute to the annual planning, it already interacts with the Municipal Council and Municipal Assembly on a regular basis (it is a permanent invitee at the meetings of the Municipal Assembly and has the right to speak) in the sharing of findings identified during its activities at the community level. Such interaction has been leading to various requests, by the Municipal Council, for SAMCom to undertake awareness raising activities and presentations in the communities on the main problems affecting the Municipality of the Village of Mocímboa da Praia. It is expected, thereby, and in accordance with the municipal bodies that have been contacted, that they will be actors indispensable to the planning process for the financial year of 2016.

“We have been discussing with SAMCom the issues of disordered constructions and environmental sanitation, in order to find solutions and raise awareness of communities on issues such as the practice of open defecation, and the cleaning up of garbage. As they are part of the community, they give presentations to people in the neighborhoods, at markets; they talk about garbage problems, sanitation issues, charges and tax issues and about the cleaning of the municipality.”

(Fernando Neves - Chairperson of Municipal Council of Mocímboa da Praia)

“Before, we did not know what was happening in our Municipality. Today, through this program there is more focus on the Municipality. The chairperson of Municipal Council did not understand before that municipal bodies and civil society can and should work together. Today, he already understands this, that’s why we are invited to participate in events and activities organized by the Municipal Council. He [Chairperson of Municipal Council of Mocímboa da Praia] is becoming open because today he understands our role, our work.”

(Amina Momade - Treasurer with SAMCom of Mocímboa da Praia)

As it is possible to notice, through testimonials shared with the team, in both Municipalities, not only the Municipal Council but also the Municipal Assembly have showed openness and strong expectation to work with SAMComs in gauging the needs of municipal Citizens. Furthermore, both SAMComs are permanent guests at sessions of Municipal

Assembly and with right to speak. These invitations were made in both Municipalities through a letter drafted by Municipal Assemblies and addressed to the respective SAMComs, inviting the groups to participate in their sessions. At these sessions, both SAMComs already had access to a say, and while there is no legal obligation for it, they are already contributing on a regular basis to the decisions taken in this space.

“Training brought changes in mentality of the members of the Assembly. We feel that this is the reason for their openness.”

(Susana Domingos Nkumi - Member of SAMCom of Mocímboa da Praia)

In respect to resource collection, both Municipalities recognize the important contribution the work of SAMComs has been providing towards boosting revenues collected by Municipal Councils of Montepuez and Mocímboa da Praia. According to Aly Issa, secretary of SAMCom of Montepuez, this recognition is a result of the awareness raising activities on issues of payment of taxes and charges that SAMComs have been running during their visits to communities, *“at the moment, we are working to complement the work of the Municipal Council. After their passing through the neighborhoods, we are going there to explain once again to communities how important it is to pay taxes and how paying taxes contributes to the resources of Municipality. We belong to the neighborhood. When persons from the Municipal Council go there, the community thinks that they are bosses and that nothing could be discussed with them. It’s not like this with us.”*

The same was found in Mocímboa da Praia, in which Municipal Council began to understand the advantages that SAMCom’s participation in activities organized by Municipal Council can bring to the development of the Municipality. According to Susana Domingos Nkumi, Member of SAMCom of the Village of Mocímboa da Praia, *“at the session of Assembly we have been told that revenues were increasing because of our work in the community”*. According to the Chairperson of the Municipal Council of Mocímboa da Praia, Mr. Fernando Neves, *“through SAMCom, we are having greater participation by the community and, for instance, through awareness raising activities they run in the neighborhoods, we managed to make communities understand that revenues generated through payment of taxes do not benefit us as Municipal Council but benefit everyone as municipal citizens. Yes, it is a fact that revenues are increasing but we can and need to boost them, and also we need to collect more own revenues so that we are not so dependent on funding.”*

“For instance, we went with SAMCom to raise awareness on payment of taxes and we noticed that communities prefer hearing SAMCom as this group is composed of members residing in the neighborhoods they operate in.”

(Victor Zacarias - Chairperson of Municipal Assembly of Mocímboa da Praia)

An example illustrating the new dynamics, suggestions and creativity brought by the participation of SAMComs happened at one of the tax awareness raising meetings in a community of Municipality of Montepuez, at which one of the SAMCom’s members, Mr. Félix Quarenta, brought with him the tax payment receipt of his wife (Ms. Julieta Aquimo) to show to the women attending the meeting and encourage women to pay their taxes.

According to the Councilor of Economy and Development of Municipal Council of Montepuez, Mr. Altaf Amade Yacub, this increase is also a result of the strong tax awareness raising campaign conducted by SAMCom and of the increase in confidence on the part of municipal citizens in the Municipal Council. In turn, this leads, according to the same person, to the growing openness on the side of the Municipal Council towards Civil Society and municipal citizens and towards increase in transpa-



Félix Quarenta (SAMCom Montepuez member)



rency on the part of this institution. For example, Municipal Council displays, in their show window, tables with the charges and taxes collected. (see picture on the left)

“SAMCom is boosting transparency in governing our Municipality. They demand that information is made available to the public, and now we already have the collected revenue displayed at the entrance of the Municipal Council. We were lagging behind in these aspects, but now we are changing. Nowadays, we publish acts, decisions of the Municipal Council and revenues collected by economic activity. At the same time, the relationship with Civil Society is closer. We work for municipal citizens and municipal citizens are represented in this group, SAMCom.”

(Bento Júnior - Head of Planning Department at Municipal Council of Montepuez)

2. Monitoring Municipal Expenditure Management



Waste accumulated in some neighborhoods of Mocimboa da Praia



Erosion situation in some neighborhoods of Montepuez

Ideal Scenario

When budget is allocated to municipal departments, projects or programs for implementation of products and activities under strategic plans, and when such budget has been approved by Municipal Assembly, Municipal Council and senior managers should track the use of funds in conformity with approved budget. To this end, managers should submit monthly expense execution reports to allow financial managers, including internal auditors to identify fund management risks that can create obstacles to the provision of services. Heads of various departments of service provision, programs and projects (including outsourced services providers under outsourcing) submit short monthly reports and more detailed quarterly reports on the expenditure to the Municipal Council. Municipal Council keep itself updated about any execution of expenses below or above what was planned and about any shortcomings in the financial control or about any other risks that might affect provision of services and goals.

Awareness raising in Montepuez regarding payment of duties and taxes



Status at the Project outset (2013)

In accordance with respective Baseline Surveys, monthly reports, quarterly reports, and 6-monthly reports on the expenditure, in both Municipalities were not published but were reflected in the Management account. However, while Law 1/2008 allows consultation thereof, it was not made available for this end – before or after its approval. Municipal Assemblies did not have all technical skills necessary to monitor financial statements and on the part of civic actors there was fear to request plans, budgets and reports given the risk of stigmatization or political connotation and, possibly consequent exclusion. Above all, there was among Municipal Bodies and municipal citizens a limited capacity and technical competence for an effective engagement in the process of Expenditure Management orientated towards meeting needs of municipal citizens. It should be noted that in addition to such limited capacity and competence by actors of both demand and supply sides, fear and distrust (on both sides) also existed which critically hindered engagement between municipal bodies and civil society.

Current Status (2015)

Currently, it is possible to claim that many changes took place in engagement between Municipal Bodies and municipal citizens (represented by SAMComs) within this process, result of the growing closeness between actors and the drastic decline in distrust that existed among them, which prevented greater collaboration and interaction. Fear, on the part of municipal citizens (SAMComs), to request relevant documents for monitoring of this process, is today practically non-existent and many documents are already provided for the purpose of public consultation. At the same time, the growing interaction between SAMComs and Municipal Assemblies and the training offered to members of Municipal Assemblies made the latter to recognize more and more their supervisory role and acquired new skills to monitor financial statements.



Training session in Montepuez

Both SAMCom of Montepuez and Mocímboa da Praia already started to take significant steps towards their interventions under this process as they, for example, have analyzed expenses incurred by respective Municipal Council by reviewing the Activity reports and Balance reports. Findings arising from this exercise have been presented by SAMComs in the course of Public Hearings, as well as recommendations that documents should include more details in relation to the budget allocated and expenditure by planned activity, in order to help make a better follow up on the execution of expense – as well as explanations on the expense incurred by Municipal Councils.

“SAMCom explained that we had an unclear way of presenting activities and respective budgets and they explained that these must be incorporated in the plan; in other words, we should not only report activities that were done but also activities that were not done and explain the reasons for it. Before, we used only to present activities done, but today we are aware that we should present and explain those we have done but also those that we have not done and justify on what we spent the budget that we planned for such activities.”

(Fernando Neves - Chairperson of
Municipal Council of Mocímboa da Praia)

In sharing their findings from the analysis of relevant documents under this process with members of Municipal Assembly, SAMComs end up offering them an important support, by supporting them in their role as supervisors. The Chairperson of Municipal Assembly of Mocimboa da Praia, Vítor Zacarias, has suggested, during our visit, that he is expecting an even greater collaboration and coordination with SAMCom, as *“SAMCom has been greatly contributing towards monitoring of plan and budget and they tell us when something is not ok, they share what they find out on the ground when they search for evidence and they help us, therefore, do our work better. That is the reason why we have invited them to our meetings; we want to hear their contributions about what is happening in our Municipality and how we can improve municipal life and the development of the Municipality. I always recommend SAMCom to continue to work in coordination with us, in terms of activities and sharing of information, as it is necessary to harmonize information and avoid duplication of activities. Reports should also contain aligned information so that the content of our supervision initiatives do not lose force.”*

(Vítor Zacarias - Chairperson of
Municipal Assembly of Mocímboa da Praia)



Primary School in Nacate neighborhood – Montepuez

The interest to collaborate and coordinate their activities with SAMComs shows significant changes in terms of the openness of Municipal Bodies towards civic participation, in terms of recognition of the importance and advantages that such participation brings to the development of the Municipality and the increase in transparency of actions of Municipal Councils and Municipal Assemblies. We continue, however, finding limitations as regards the follow up on Expenditure Management as the use of tools, such as the budgetary analysis, is still significantly limited given the level of literacy of the members of SAMComs of Montepuez and of Mocímboa da Praia. So, at this moment, the intervention of both committees in this area has been limited to the comparison of activities described under the budget with those described under the Activity reports. We believe, however, that through continuous capacity building and consolidation of the knowledge gained to date, members of both SAMComs have the potential to come to appropriate tools and skills needed to carry out a deeper budgetary analysis.

While these limitations still exist, the team found out that fears and distrust that hampered a more effective engagement between the key-actors (municipal bodies and civil society) have been drastically declining, thereby making it possible to bring them closer and creating ideal environment for an efficient collaboration and coordination between them. According to the Councilor for Economy and Development of Montepuez, Mr. Altaf Amade Yacub, participation of SAMCom of Montepuez at the sessions of the Municipal Assembly represents in itself an opportunity for them to undertake tracking of the expense, as they watch the presentation of the execution report of the Municipal Council, and at the same time, their participating at sessions allows them to get space and time for influencing provision of justifications and explanations on the use of public resources. As a result, they can influence adoption of corrective measures during future planning and budgeting.

“When we went through the Balance report, we did not agree on many things, for instance, there were contradictions between what the Municipal Council reported as done and what we noted on the ground, works they claimed they had completed and we showed with evidence [photos] that what was claimed was not like that, and that the works had not been completed. So, we explained that we had to know so as to understand how that planned budget was spent. At the hearing, we asked for clarifications, for instance, about the new premises of the Municipal Council that are there for a long time and were not occupied yet. That’s why they explained that the contractor had received the whole money during the last mandate and ran away without completing the work. We explained that they should have only paid 50% and another 50% should have been paid only at the act of completion of the work.”

(Maria de Lurdes Namarrocolo -
Coordinator of AMEC, Coordinator of Civil Society
Platform of Montepuez and SAMCom Advisor)



Montepuez municipal resident

3. Closely Following Performance of Municipal Council

Ideal Scenario

When the execution of an approved Budget allocated to municipal departments, projects or programs starts, Municipal Council and senior managers should report their performance as to the implementation of objectives and products included under strategic plans. They should explain and justify current levels of implementation and any instances of poor performance and state corrective measures adopted. Detailed employment contracts and performance agreements shall be signed by all staff members and actual performance shall be reviewed during the financial period. Among other things, effective performance management requires a number of subsystems in the Municipalities. Such subsystems include: effective human resources management systems; reliable performance reporting mechanisms (with categories

corresponding to those contained under the budgets and financial reports); effective monitoring and evaluation processes (including regular mechanisms of monitoring of service provision); an effective internal control environment; and, an effective risk management and internal auditing function.

Status at the Project Outset (2013)

At the outset of MuniSAM implementation in the Municipality of Montepuez and Mocímboa da Praia, Performance monitoring (by Municipal Assembly) was focused only on the verification of planned activities versus activities done and they did not look at elements such as assiduity, technical competences, dedication, care, and more, as per what is set out under terms of the Public Administration Performance Management System (SIGEDAP). Neither of the Municipalities had the function of Performance Management and Risk Assessment, as well as neither of them had the function of Internal Control and Verification. Audit reports were not made available to Municipal Assemblies or to the public and were not integrated into the Management account for the purpose of being consulted. *“Before, as soon as Municipal Council took office, they would not say anything to anyone. There was a vacuum which is now ceasing to exist.”*

(Aly Issa, Secretary of SAMcom Montepuez)

Current Status (2015)

The follow-up done by SAMComs, as well as by the members of Municipal Assemblies, on the performance of municipal managers and officials has been focused on the cross-checking of planned activities with reported activities, and these with those indeed done, where possible. No risk assessment is undertaken over the fulfillment of planned activities yet, and there is still a long way to go to make it possible to analyze and follow up the performance with a view to check individual performance of officials and, as such, translate into a better provision of services to municipal citizens. In the meanwhile, the team noticed that there is, on the part of both SAMComs, a growing awareness that the subsystems of this process, above mentioned, are crucial for the assessment of the performance of municipal officials, for the importance that this process has for the performance of municipal managers and for the corrective potential of an efficient and effective monitoring.

Participation of members of SAMComs at sessions of Assemblies has however, the potential to exert its influence and alert members of Municipal Assemblies on key aspects in the monitoring of Performance Management process. Monitoring, by members of Municipal Assemblies, is most of the times, limited by political affiliation and financial dependence on the supervised body (Municipal Council), thus negatively affecting their performance. Because SAMComs do not belong to any political party, they can freely intervene and make suggestions without fear of retaliation by their parties.

“Members of the Assembly are part of political parties and, therefore, they do not exert their supervisory role as freely as the municipal citizens. Their work resembles ours but they have no fear to speak, they have no political party, thereby they are freer. For instance, we summon them to participate at our sessions, and they give lots of contributions, whatever they think is not right they tell us, without fear.”

(Vítor Zacarias, Chairperson of
Municipal Assembly of Mocímboa da Praia)



Vítor Zacarias

“At the Municipal Assembly of Mocimboa da Praia, we only have 1 member that is not affiliated to FRELIMO party, he is affiliated to MDM. There is a lot of important issues raised by him and we were afraid that because he was alone his opinions would not have relevance and, for this reason, our role there also helps solve these issues, as when he has good ideas we advocate that his ideas are taken into consideration.”

(Anselmo Midjai - Chairman of SAMCom of Mocimboa da Praia)

“Members of the Assembly belong to political parties, and due to the fact that some are paid by the Municipal Council, they are very limited in their actions and SAMCom is a strong partner that has voice and that has no political tie hampering the good performance of their roles.”

(Anibal - Member of Municipal Assembly of Montepuez)



Anibal - Member of Municipal Assembly of Montepuez

4. Making Sure Municipal Bodies Perform in a Righteous Manner

Ideal Scenario

The Public Integrity Management process should serve to prevent and correct cases of inefficient use of available public resources and the abusive use of public resources (including cases of misconduct, inefficiency, mismanagement, corruption and conflicts of interest). Part of the focus of this process is on the existence of codes of conduct and disciplinary rules and on the observance of their commandments. In addition to it, the process requires continual involvement between the stakeholders (demand and supply) as regards monitoring of misconduct and exercise of corrective actions. It also requires continuous involvement as regards the monitoring of implementation of mechanisms of prevention conceived to limit the scope of the conflicts of interest and corruption at Municipal level. These include records of statement of private interests by senior managers and officials of the Municipal Council and members of Municipal Assembly. They also include transparent and effective implementation of the procurement / tender processes (including submission of statements of interest by bidders).



Municipality of Mocimboa da Praia

Status at the Project outset (2013)

As mentioned above, at the time of the conduction of Baseline Surveys, neither of the Municipalities had any function that allowed them to prevent and correct irregularities during the exercise of functions of representatives of Municipal Bodies. Also, there was no proper instrument to guide conduct and performance ethically correct of Municipal Bodies. Approval of Law on Public Probity, Law 16/2012 dated August 14 has represented a significant step towards adoption of mechanisms to prevent corruption and promote ethics, but its effective implementation still represents a challenge at National level. Two years after approval thereof, it is not regulated yet and the bodies to implement the Law not established, that's to say, there is no space to implement this law and therefore, this Law cannot start to produce the intended effects.

Current Status (2015)

Although the target Municipalities still do not have the necessary functions and mechanisms that make it possible to undertake an effective and efficient Public Integrity Management, SAMComs of both Municipalities are already requesting information as regards monitoring of the Public Integrity Management process, such as data about tenders, awards, incomplete works, etc. *"Nothing was communicated to us before, the Chairperson used to reach agreement with contractors and that's it, we were not informed, but now this is not like that. To choose a contractor we require them [Municipal Council] to consult us so that we can endeavor to know whether such contractor has all documentation up to dated, such as license, specifications, tax certificate from the tax department, and social security certificate."*

(Maria de Lurdes Namarrocolo - Coordinator of AMEC,
Coordinator of Civil Society Platform of Montepuez and Advisor with SAMCom)

Municipality of Mocimboa da Praia





Ismael Alawi

However, the team believes in the role that SAMComs can play at the meetings of the Municipal Assembly thus making this process more effective. Through such participation, SAMComs can alert about possible corruption acts, deviation or illegalities because their politically neutral position allows them to warn other attendees at the sessions of the Assembly on who are the persons responsible for them, with no fear of retaliation. On the other hand, through the capacity buildings offered by the program, SAMComs are more and more aware of issues of Public Integrity, and as they participate in spaces of interaction with municipal bodies, they warn them on the mechanisms of prevention of acts of corruption and/or illegal acts and on ethical promotion of actions of actors of the supply side.

“There, at the session of Municipal Assembly, when the execution report of the Municipal Council was presented, I intervened and explained that I had one recommendation to make which was that the number of officials of the Municipal Council should be identified, also their functions, their performance, the type of employment contract, how many of them are permanent employees and how many of them are not, how the contracts were made, if either by tenders or through an internal decision. We want to know the burden, the duty that the Municipal Council has as regards the human resources, so that we can assess whether these represent overspendings or whether these are only the necessary expenses [if they meet demand of the Municipality].”

(Ismael Alawi, Chairperson of SAMCom in Mocímboa da Praia)

“I feel there are changes, and the greatest is the fact that SAMCom is participating at sessions of the Municipal Assembly, they even have the right to have their say, this is a step forward that we have to defend as it was achieved with great effort, and it has never before happened in the Municipality. Even invitations from Assembly arrive on time, thus giving us time to prepare, and it shows that they are expecting some contribution, debate, information from us, and we feel we are being recognized”.

(Maria de Lurdes Namarrocolo - Coordinator of AMEC, Coordinator of Civil Society Platform in Montepuez and Advisor with SAMComde Montepuez e Conselheira do SAMCom)



Maria de Lurdes Namarrocolo

5. Municipal Council Activity Supervision

Ideal Scenario

Ideally, Municipal Assembly should scrutinize the performance account supplied by Municipal Council together with its annual report by comparing with actions contained under approved Strategic plans and by assessing municipal needs. Municipal Assembly should revise and evaluate the basis of evidence of the justifications and explanations that

the Municipal Council forwarded on decisions and performance. These should be revised together with the findings of external audits, including any important highlight and recommendations in terms of corrective measures. Municipal Assembly should make recommendations based on evidence to the Chairperson of the Municipal Council, which should be used to boost performance of the Council and strength provision of services. Municipal Assembly should engage with civic actors and with groups of interest on a continuous basis so as to encourage an effective supervision of the implementation of municipal programs and projects and monitor implementation of corrective measures in response to the recommendations based on evidence produced by external audits, by the Municipal Assembly and civic groups. The Administrative Court has, in turn, the responsibility to conduct an independent and rigorous external audit over the expenses and performance in each Municipal department, program or project.

Status at the Project outset (2013)

The review on the accounts of the Municipal Councils of Montepuez and Mocímboa da Praia and on the performance was undertaken by the General Inspectorate of Finances, and the Management Accounts were judged by the Administrative Court. The Management Accounts were not shared and did not contain the status in terms of the findings and/or recommendations of (internal or external) auditors. This means that members of Municipal Assembly (and civic groups), who did not have technical capacity, were not in an appropriate position to control the shortcomings identified during audits not even to hold Municipal Council accountable – because they did not have access to the Management Accounts and these accounts did not contain the findings and/or recommendations from auditors.

Current Status (2015)

The various Social Accountability Cycle processes are interconnected and contribute to one another's efficiency. Supervision process, however, is the more comprehensive of all, because it ensures verification of conformity of acts, documents, legality, and efficiency of all other processes. On this basis, and while the Management accounts were not made available yet for public consultation, participation of SAMComs of Montepuez and of Mocímboa da Praia, in an active manner in the Supervision, either through participation at the sessions of Municipal Assemblies or through promotion of Public Hearings is, and has been, extremely important to contribute to fostering a socially responsible governance at the level of these two Municipalities. This finding is based on the premise that even though the Municipal Council should implement the 5 (five) public resources management processes to provide services to citizens in a responsible and efficient manner, they should also be held accountable for the use of public funds.

Both Montepuez and Mocímboa da Praia conducted their first Public Hearings in February this year, and while hearings represent an ex-post monitoring and interaction instrument, in other words, after the end of the fiscal period, in this case, the hearings, even though they are undertaken in 2015, they were referring to the Plan and Budget of 2013. Nevertheless, their merit was acknowledged by the representatives of Municipal Bodies and SAMComs of both Municipalities. According to Fernando Neves, the Chairperson of Municipal Council of Mocímboa da Praia *"SAMCom is a vector for the full compliance of plan and budget. It brought the event of Public Hearing at which we can have a frank an open debate, although we have discussed the balance report of 2013. We all end up happy, we are always learning."*

Citizens have the right to see their socioeconomic rights fulfilled, taking into account the resources available, and the right to demand justifications on the way public resources are being utilized towards fulfillment of these rights. Based on what was discussed above, running of Public Hearings in both Municipalities reveals that SAMComs can, and are contributing to improvement of performance, at all levels, of Municipal Bodies as the findings pointed out during the Hearings and the scrutiny they subject municipal managers, contribute to alerting them on incorrect actions and serve as a stimulator for corrective measures to be taken.

"We are interacting with Municipal Bodies, and they are interacting with us. However, after Public Hearing everyone knows us, and understands what our work is all about. Before, they promised to do things and then they did not do such things. Today, we can go there to put pressure, we are well received, they open up their doors for us, they invite us to the activities they organize,

they ask us to carry out awareness raising activities and involve us in some discussions over the problems of the Municipality. Our work is what is now called participatory governance, and Municipal Council now understands and accepts that.”

(Amina Momade - Treasurer of SAMCom of Mocímboa da Praia)

“Many Municipal Councils have been fearing groups such as this one [SAMCom] because when they undertake this monitoring, this audit of our plans, our activities, of our reports, end up revealing things reported that are not real, for example, when they audited the year 2013 they came to us there at the Municipal Council to provide us with the report prior to the public hearing and, there, under the report they produced, they mentioned many mistakes, gaps, random data, and by looking at it we could notice that they were not real. Therefore, we have requested that the hearings took place every 3 months, because the importance of this initiative is to stop these mistakes from continuing, so that we could rectify what they say is wrong”.

(Altaf Amade Yacub - Councilor of Economy and Development with Municipal Council of Montepuez)

“We want triangular governance with the same language, this triangular governance happens between Municipal Council, Assembly and municipal citizens, represented by SAMCom. At public meetings in the neighborhoods we request them [SAMCom] to be present and they give us ideas so that jointly we correct the problems for the sake of future generations. Any support they might need from us, in relation to governance, we are open.”

(Fernando Neves - Chairperson of the Municipal Council of Mocímboa da Praia)



Municipality of Montepuez



Conclusion

New achievements, new perspectives and new opportunities

MuniSAM is, in essence, a program for strengthening capacities of engagement of municipal citizens and Municipal Bodies in the management of available public resources towards meeting needs of municipal citizens in the best manner. This goes, however, beyond simple training and capacity building of Social Accountability monitoring groups. It seeks to boost relationship ties, mutual trust, foster constant and firm interaction between the various municipal actors, and capture lessons to influence changes in the way of thinking and acting at Municipal level, on one hand, and, on the other hand, to influence systemic improvements at national level under the municipalization process. The experience of participation of citizens at the level of target Municipalities was, in accordance with Baseline Surveys produced under the beginning of implementation of the program, practically non-existent and was limited to the simple and symbolic hearing of municipal citizens during open presidencies. Civic participation in municipal management processes was not, therefore, real. Today, this scenario shows other signals, and new perspectives start to unfold and municipal citizens feel they have the power and capacity to, at least, give suggestions to Municipal Bodies. These, in turn, start to perceive that municipal citizens and civic groups are their indispensable and independent partners for their performance during the mandate.

Today, it is possible to say that part of the challenges identified at the outset of the program are being overcome, namely, for example, fear to participate and request consultation of municipal documents due to political connotations and consequent stigma, lack of capacity to interpret Municipal governance instruments, the engagement approach, among others. Among the gains achieved by the program, we can mention the following:

- (i) Establishment of a strong partnership between SAMComs and Municipal Bodies, whereby SAMComs members have doors open to interact with councilors and officials of various areas in the Municipal Council and, on the other hand, the Municipal Bodies themselves see SAMComs as important partners in the carrying out of their activities;

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- (ii) Greater provision of information to municipal citizens on the activities of Municipal Council towards the exercise of their monitoring and Social Audit activities, namely Plans, Reports and Daily Collected Revenues that are, nowadays, made available for consultation in both Municipalities. In addition, we notice a growing openness, by Municipal Bodies of Montepuez and Mocímboa da Praia, towards interaction with municipal citizens, we mean community hearings, Social and Public audits undertaken by SAM-Coms as important tools for their governance;
- (iii) Conduction of Public Hearings, whereby municipal citizens and Municipal Bodies meet for the accountability of the Municipal Council over its areas of activities. Public Hearings, if institutionalized and carried out regularly, can significantly contribute towards the most crucial moment of the Social Accountability Cycle, Planning;
- (iv) Civic participation in the Management processes, more and more effective and efficient, that result in municipal management processes socially more responsible and in the provision of services with more quality thus allowing citizens to fulfill their rights and needs with the resources available.



Municipality of Mocímboa da Praia

Initiatives like MuniSAM are indispensable to the sustainable development of Municipalities in Mozambique. Throughout the world, there is a growing recognition of the intervention of citizens in the management of public resources as an important tool for improving governance, transparency, engagement between demand and supply side. On the other hand, the importance of Municipalization for good governance is in general recognized as this brings together public services and citizens. Engagement in itself does not constitute the ultimate goal that is to be achieved, but it is, in similar manner, a viable solution, perhaps the most appropriate and fair, so that all efforts made with public funds can be translated into public services that respond to the most pressing needs and wishes of citizens, in general, and municipal citizens in special. This type of initiatives is therefore, crucial for introduction of greater and stronger demand for Social Accountability in the municipal life in Mozambique. Without a strong and informed demand, by civic groups and other interested actors, for justifications, explanations and corrective measures, the perspectives of a Social and Responsible Accountability are going to reduce drastically.

A weak or inefficient demand for social accountability in each of the 5 processes will result, predictably, in an ineffective and inefficient implementation, and consequently in the weakness of the implementation of these processes. In turn, the weakness of any of the processes exerts a domino effect over the implementation of the remaining processes and results in the weakness of the capacity of Municipality in its delivering public services with quality and in a responsible fashion to municipal citizens.



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