



# Study on the Impact of the Municipal Social Accountability Monitoring Program – MuniSAM

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# Content

|  |           |
|--|-----------|
| MuniSAM profile .....  | 4         |
| <b>INTRODUCTION</b> .....  | <b>5</b>  |
| <b>CONTEXTUALIZATION</b> .....   | <b>5</b>  |
| <b>IMPLEMENTATION STEPS</b> .....  | <b>6</b>  |
| <b>METHODOLOGICAL APPROACH</b> .....                                       | <b>9</b>  |
| <b>MAIN PROGRAM IMPACTS</b> .....  | <b>12</b> |
| Greater engagement between Municipal Bodies and Citizens .....             | 12        |
| Improving services delivered by Municipal Bodies .....                     | 15        |
| Improved access to Information .....                                       | 16        |
| Strengthening local Civil Society .....                                    | 17        |
| Increasing the Tax Base .....  | 19        |
| Improving relationship with Local Leaders .....                            | 20        |
| Improving the Environmental Management .....                               | 22        |
| Greater observance of Gender Aspects .....                                 | 23        |
| Greater inclusion of People with Disabilities .....                        | 25        |
| <b>CONCLUSION</b> .....  | <b>26</b> |
| <b>CASE STUDY</b> .....  | <b>28</b> |
| <b>THEORY OF CHANGE: Case Study of the Municipality of Metangula</b> ..... | <b>28</b> |
| Changing the way Stakeholders Think .....                                  | 29        |
| Changing the way Stakeholders Act .....                                    | 30        |
| Changing the Capacities of Stakeholders .....                              | 30        |
| Final Findings .....   | 31        |



## MuniSAM profile

|  |   |
|--|---|
| <b>Name of intervention</b>                  | MuniSAM – Municipal Social Accountability Monitoring Program  |
| <b>Donor:</b>                                | Swiss Agency for Development and Cooperation (SDC)  |
| <b>Overview</b>                              | <p>Social Accountability Monitoring actions in 6 out of 13 municipalities covered by the Municipal Development Program (PDA), namely:</p> <ul style="list-style-type: none"> <li>• Niassa Province</li> <li>• Metangula and Cuamba</li> <li>• Zambézia Province</li> <li>• Mocuba and Quelimane</li> <li>• Cabo Delgado Province</li> <li>• Mocímboa da Praia and Montepuez</li> </ul> <p>Implementing Organization: Concern Universal<br/>           Duration: 03 years (2012-2014)<br/>           Budget: 1,300,000.00 USD</p>  |
| <b>Sector of intervention</b>                | Areas under the responsibility of target municipalities, such as water, sanitation, environment, infrastructure, education and health.  |
| <b>Theory of Change / Intervention Ratio</b> | Governance shortcomings impair the quality of service provision, the full satisfaction of the needs and rights of citizens and accountability. MuniSAM assumes that the available resources can be better utilized if citizens (demand) and governing authorities (supply) interact based on the evidence around public resources management processes. MuniSAM is changing the way demand and supply side actors interact within target municipalities, and this is based on the principle that if citizens and civic groups demand explanations and justifications on how public resources are being managed, this will result in greater accountability on the part of demand side actors and consequently in a progressive improvement in service delivery.   |
| <b>Type of Commitment</b>                    | At the core of the MuniSAM's approach is the progressive satisfaction of <b>human needs</b> through available resources and monitoring of municipal activities by civic groups in the planning, execution, performance and public integrity and in monitoring the oversight function by the Municipal Assembly. MuniSAM fosters continuous, constructive and systematic interaction between all these stakeholders in target municipalities. The MuniSAM's approach is aligned with <b>the Constitution of of Mozambique</b> : Article 48 : Freedom of expression and information; Article 52 : Freedom of association; Article 73 : Participation of citizens in major national affairs; Article 78 : Role of social organizations; Article 253 : Right to Social Accountability; Articles 271 & 272: Citizen involvement in solving the problems of their community; Article 11 of Law 7/2012 of 8 February, containing the principles of monitoring by citizens of the actions of public administration and the right to submit petitions. |



## INTRODUCTION

These notes are a result of field visits conducted by MuniSAM researchers in target Municipalities of the Program<sup>1</sup>, between February and May 2014. The team interviewed representatives of the Municipal Councils, Municipal Assemblies, the Social Accountability Monitoring Committees – SAM-Coms, and other Civil Society actors, as well as citizens.

The methodology used for this study was an important part of this process and included desk-reviewing Program documents and reports (as prepared by MuniSAM team and SAMComs), external evaluation reports of the Program, additional relevant documentation and legislation and field visits. The triangulation of the information obtained resulted in the preparation of this study. This work is structured in three parts:

the first outlines MuniSAM's methodology; the second describes the main impacts of MuniSAM; and in the last one the team portrays, using the program's Theory of Change, a Case Study on Metangula, which shows how MuniSAM contributed to making changes in the life of the Municipality.

The intent of this document is to share with partners and other stakeholders the approach and methodology used by the Program, as well as the impacts of the Program from the perspective of municipal authorities (Municipal Assemblies and Municipal Councils), the SAMcoms and citizens themselves, by showing the impact of the Program on both the demand and supply side.

## Contextualization

GDP growth (Gross Domestic Product) in Mozambique in 2011 was 7.1%, increasing to 7.4% in 2012 and slightly over 7% in 2013. According to World Bank data the emerging extractive industry could provide the means for Mozambique to reach a middle income country status by 2025. At the same time, the HDI (Human Development Index) 2013 places the country in the last third position (185th out of 187 countries)

which means that Mozambique continues to be one of the world's poorest countries and that the benefits of economic growth are still not reaching people who need it most, the majority of the population.

Based on this scenario Mozambique initiated a process to bring public services closer to the citizen by decentralizing powers to provincial and district levels, as well as by estab-

<sup>1</sup> MuniSAM's target Municipalities: Metangula, Cuamba, Quelimane, Mocuba, Mocimboa de Praia and Montepuez.

lishing municipalities. Upon approval of Law 2/97 of 18 February it started establishing municipalities with the first 33 municipalities being created and their respective bodies elected. In 2008 and 2013 additional 20 municipalities were created currently making up a total of 53 municipalities.

This is the context in which MuniSAM (Municipal Social Accountability Monitoring Program) is designed and implemented and it is an **expression of citizenship by organized groups of citizens acting together in Social Accountability Monitoring Committees (SAMComs). This contributes to the materialization of the right to Social Accountability<sup>2</sup>:** the right (on the part of citizens) to demand explanations and justifications about the use of public

resources to meet citizens' needs and rights by encouraging civic participation in the Municipal Public Resources Management processes. Meanwhile, it also contributes to strengthen capacities, and influence attitudes and actions of municipal managers/officials and members of Municipal Assemblies in producing justifications and explanations on how these resources are converted into actual services that meet the most pressing needs and rights of citizens. Another important objective of MuniSAM is to channel the challenges identified locally to upper tiers of government in order to stimulate dialogue at provincial and national level and to influence decision-making processes and policy making thus making it possible for the problems encountered to be addressed.



MuniSAM Results

## Implementation Steps

In terms of process, implementation of MuniSAM unfolds according to the following steps: the **Official Launch of the Program** at the level of the target Provinces prior to the start of the work in the target Municipalities; **Baseline Survey** to establish an accurate picture over civic participation and social accountability of target Municipalities and to obtain in-

dicators to monitor the progress of the Program; **Facilitating the Creation of SAMComs** and its formalization and/or recognition by municipal bodies (Municipal Council and Municipal Assembly).

<sup>2</sup> **Social Accountability** - form of governance in which non-state actors, including civic groups, can actively engage with government officials and service providers in governance processes related to the effective management of public resources and the responsible provision of public services



SAMCom's members in Mocimboa da Praia intervening within the training on the Social Accountability Cycle



SAMCom's members in Mocuba during a preparatory meeting for the Public Hearing



SAMCom's members in Montepuez during a training session

## Social Accountability Monitoring Committees (SAMComs)

The SAMComs are groups composed by members from communities and elected by residents from different municipal neighbourhoods and, composed by a President, a Vice-President and a Secretary. Each SAMCom is organized into sub-committees, which are formed in correspondence with the number of municipal areas of the respective Municipal Council. This separation of responsibilities allows the monitoring activities to follow the main areas of intervention of the Municipality in a more specialized and dedicated way. The SAMComs meet regularly with the Municipals Councils (Presidents and Councillors), Municipal Assemblies, Local and Traditional leaders and, most important, with their own communities, in an attempt to create opportunities so that they can express their needs and worries to the Municipal authorities, serving as a link between all municipal actors.

The SAMComs are composed by members of civic groups, municipal neighbourhood residents interested in the realization of social and economic rights (e.g. health care, children right to basic education, housing, water, employment, etc.) and worried about the economic development and management of public resources at the level of the respective Municipality. They also have as members, engaged and influent people with good-faith and driven by the development as well as representatives of the religious sector organizations and are governed by a **Code of Conduct** that defines a set of norms, rules, procedures and behaviour accepted by all in order to promote greater efficiency and impact in the implementation of the SAMCom activities. Thus, SAMCom members must be knowledgeable and have good behaviour; be dynamic; have the knowledge of its own neighbourhood and of its own community; mustn't have any political influence – mustn't introduce any political party affair into the SAMCom work; must be neutral, impartial and just; must observe the Constitution of the Republic and the Laws governing the consultation and participation of civil society organizations in the promotion of a Social Accountable Governance.

After the creation of SAMComs a **Training Process** starts. Training programs are runned in a phased manner and puts focus on two aspects: the **Social Accountability cycle** and **Social Audit process** (relevant document analysis, collection of evidence and Public Hearings). Participants in the trainings learn, in a simplified and practical way, to describe the entities involved, the documents to be produced, policies and legislation applicable and the points and/or critical moments for intervention and engagement. In addition, they also learn how to use the simple evidence-based monitoring tools.

Topics like response to HIV, gender equality and environmental management are also addressed. Members of SAMComs together with officials of the Municipal Councils and members of Municipal Assemblies (since this group is the main partner

of SAMcoms in the performance of their oversight and monitoring activities) participate in the trainings. This interaction during the trainings makes it possible to create a bond and some points of convergence that subsequently facilitate the implementation of the Program. Then **Social Audit** is carried out through evidence collection by each Sub-committee of SAMcoms. Finally, a **Public Hearing** is held at which members of SAMComs and other civil society organizations and private sector organizations participate together with citizens in general and representatives of the Municipal Council and the Municipal Assembly, the latter as observers, to jointly, discuss the findings of the Social Audit Report produced by the SAMCom.

## Public Hearing

The Public Hearing is a privileged space for social accountability of municipal managers towards their citizens. It is as innovative participatory model of governance. During the public hearing event the Mayor and the councillors are subjected to the scrutiny of citizens, and are accountable for their performance during the previous year. The steps of a public hearing are:

1. Request to the Municipal Council of the activities plan, the budget and the balance report;
2. Selection of activities by each Municipal area, activities to be monitored and audited by the social audit committees;
3. Request authorization from the Municipal Council for SAMCom to perform the monitoring work and Social Audit;
4. Document analysis;
5. Meetings between each sub-committee and the councilor of the area to clarify some doubts encountered during the analysis of the activities plan;
6. Realization of field work to confirm the information and collecting evidence;
7. Elaboration of a report by each Audit Committee;
8. Compilation of the general report elaborated by SAMCom and its partition with the Municipal Council and the municipal Assembly;
9. Elaboration of the Public Hearing Program and sending invitations;
10. Public Hearing event;
11. Design the matrix with the follow-up commitments made by the Government.





Public Hearing in Mocuba



Chairmen of SAMComs in Mocuba and Quelimane, with Ms Zena Aly and the MuniSAM's trainer, Imbwanga Mapoko, during a preparatory meeting of the Round Table about Social Accountability in Concern's office in Maputo

## Methodological Approach

Alignment with the legal framework and national institutional policies and procedures is essential for the implementation of governance and social accountability programs. Hence, the MuniSAM approach is aligned with the Constitution of the Republic of Mozambique, with the Municipal and Public Administration Legislation in general, especially as regards to the possibility of participation of citizens, and the obligation of promoting participatory governance (public consultation, provision of information, among others). This make it possible for

the authorities and citizens to recognize that within the work done by SAMComs there is a contribution towards implementation of national governance and decentralization policies. MuniSAM's intervention is focused on the social accountability cycle, the processes that correspond to each phase of the planning, budgeting, execution, performance and budgetary control cycle and is structured to allow for an organized action based on evidence.



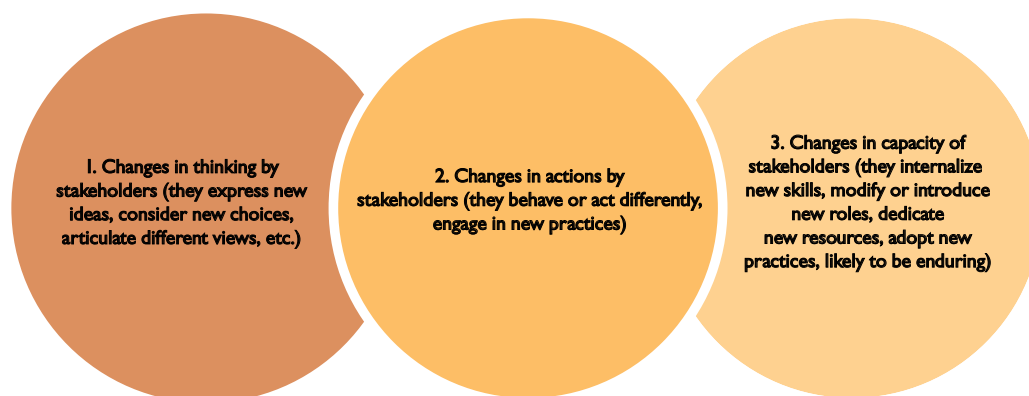
Social Accountability Cycle

At the core of the MuniSAM's methodology is a Theory of Change with the following elements:

- **Hypothesis:** MuniSAM changes the way demand and supply side actors interact in target Municipalities.
- **Expected Results:** MuniSAM's tools (actions) result in more socially accountable and integrated Public Resource Management processes.
- **Result indicators:** Changes in thinking, actions and capacity of stakeholders in the public resources management processes (short term) and more effective and accountable public resources management processes and services provision (long-term). MuniSAM proposed to change the capacity of demand side actors in order for them to participate effectively in public resources management processes while changing their thinking and actions in order for them to recognize the right to get justifications and explanations in the allocation and use of public goods and resources available; and to recognize the access information right and engage with

local authorities based on evidence. On the other hand, indicators include changes in the capacity, thinking and actions of supply side actors, making them recognize that there are public resources management processes; how important it is to meet the citizens' priority needs; how important (obligation) it is to engage with civic groups based on evidence and the obligation to provide justifications and explanations for the use of public resources. Additionally, the intent is to improve integration around the five public resources management processes between different tiers of governance (municipal, district, provincial and national).

The Theory of Change of MuniSAM recognizes that socially accountable governance requires a **balance between the capacities of key demand and supply side actors.**



Summary of MuniSAM's Theory of Change

The MuniSAM's Program focuses on aspects such as how **best to ensure the progressive satisfaction of human needs within available resources.** Methodology of the Program relies on the **application of concrete evidence** about the local reality. To ensure a base of useful and sufficient evidence, members of SAMComs and the MuniSAM team document all steps in the process, through minutes, reports, outcome journals, videos, photos, etc., which are used to promote a **continuous, constructive and systematic interaction** between demand and supply side actors.

One of the innovative tools introduced by the Program is **Digital Story-telling.** A Digital Story<sup>3</sup> is a learning experience/invention supported by technology, allowing participants to create their own short film containing voice, images and music.

During the training of SAMComs (and the work that they perform on the field) **citizens' rights are combined with their obligations** assuming that one of the premises of the Program is that one must not just demand rights, it is also crucial to fulfill their duties (by paying taxes, fees, etc.). This allows municipal authorities to look at social accountability initiatives



Participants during a training in Digital Stories

from a partnership perspective and creates room for opening of dialogue and engagement channels. Also, another important thing is to ensure the independence of SAMComs because, despite strong support from the MuniSAM team in terms of necessary technical assistance and ongoing backstopping, decision about the areas to be monitored is taken by the SAMComs themselves.

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<sup>3</sup> Some digital stories produced within the program framework can be accessed through the links below:

[http://www.concern-universal.org/fiscal\\_citizenship\\_in\\_mozambique](http://www.concern-universal.org/fiscal_citizenship_in_mozambique)

[http://www.concern-universal.org/the\\_rubbish](http://www.concern-universal.org/the_rubbish)

[http://www.concern-universal.org/being\\_a\\_citizen\\_in\\_mozambique](http://www.concern-universal.org/being_a_citizen_in_mozambique)

[http://www.concern-universal.org/changing\\_times\\_in\\_mozambique](http://www.concern-universal.org/changing_times_in_mozambique)

[http://www.concern-universal.org/neighborhood\\_of\\_hope](http://www.concern-universal.org/neighborhood_of_hope)

# Main Program Impacts

## Greater engagement between Municipal Bodies And Citizens

According to the Baseline Surveys<sup>4</sup> conducted prior to starting the implementation of the Program in the target municipalities there were many gaps in the relationship between citizens, civil society organizations and municipal bodies. In this context, from the preparation phase, municipal bodies have been kept abreast of all activities and they have also participated in the Official Program Launch ceremony. Information sharing between civil society and local authorities on the steps, objectives and goals has proved to be critical to the success of any Program in the area of Governance, so it is extremely important to establish a relationship of partnership and trust between all players involved and interested. At the same time, the methodological approach of MuniSAM has fostered an increasing sense of citizen belonging and ownership in their respective target municipality.

We believe that the lack of organized citizen interventions around municipal governance was due, in part, to the fear that existed of political connotation that was associated with any monitoring action, thus preventing effective civic participation. Based on this scenario the work exerted by SAMComs allowed deconstruction of the idea that the demands for improving service provision embody political activity. In addition to this fact, there is the idea, always underlined under the Program, that the right to demand explanations and justifications is a human right because it pursues the satisfaction of human needs and that the work done is completely nonpartisan or political.

For members of SAMComs it was possible to establish a partnership relationship with municipal governments. To them, such success is motivated by the constant communication that the group established with municipal authorities and the fact that all steps taken by the group are notified in advance to the Municipal Council; a condition, indeed, important to ensure the success of the entire process. One of SAMCom's members in Mocuba states that *"the findings of the Social Audit Report and our activities are shared with the Municipal Council and the Municipal Assembly so that they are 100% aware of all our work. This kind of attitude has made them to respect us*

*highly and include us in their works. (...) the SAMCom also participated in the planning and dissemination of the operational plan. We now want to see the results of our participation in this plan"*.

Adolfo Silvério, an accounting technician working in the Municipal Area of Economic Activities of the Municipal Council of Cuamba who has participated in the training organized by MuniSAM said that the training sessions provided him with *"a lot of information about resource allocation and revenue collection. We have learned how things do happen and there was a lot of exchange of experiences and views between the Municipal Council and Civil Society. We take these opportunities to grow further, to advance in the revenue collections strategy. What we do today in the collection was not like we did before. Since MuniSAM and SAMCom have appeared we are able to work with civil society in a much better fashion. The trainings in which we were invited to participate were very good, they explain us everything very well and very clearly and the fact that they include the officials of the Municipal Council is even better because the other Civil Society Associations never invited us. This makes our willingness to work with them much greater, because we also benefit from these trainings that we normally do not have much access to due to lack of financial resources"*. According to the respondent, the trainings in which he participated *"had impact and they were very positive. In one of the sessions we spoke about accountability, management account, (...) doubts are clarified at the time. We have learned the schedules and term of the planning and budgeting cycle which is very good for citizens to see that we have someone under whom we have guardianship and for whom we are accountable. Civil society realized that it can demand accountability, make suggestions and participate and that is good for us"*.

Members of SAMComs are considered the "eyes of the Municipal Assemblies in communities" because they support identification of communities' concerns, needs and interests and it is under this perspective that they are invited to par-

<sup>4</sup> The Baseline Surveys of all target Municipalities of the program are available through the link: <http://www.concern-universal.org.mz/index.php/publicacoes>

ticipate in the public meetings of the Municipal Assemblies, both ordinary and extraordinary sessions. One example is the Municipality of Mocuba where, at the start of activities of the new composition of the Municipal Assembly, the Chairman of SAMCom, Pedro Salimo was invited to speak about the role of a vibrant and organized civil society who discusses municipal affairs towards satisfaction of basic and essential needs of the citizens and the effective management of municipal resources

by the governing authorities. The newly elected Mayor, Beatriz Gulamo confirmed that SAMCom is present at the Assembly session and stated that *“the Chairman of SAMCom was invited and given the floor to make the presentation regarding the municipal social accountability monitoring Program to the new composition. We are ready to learn and if we continue to have the support of the Program it would be very, very good”*.



MuniSAM's team with the Chairman and other members of the Metangalla Municipal Assembly

SAMCom, Citizens and the Mayor of Mocuba just after the Public Hearing Event



## “Champions” inside the Government (within Municipality executives)

With a view to ensure greater understanding and adherence on the part of the Government the Program seeks support from Champions within municipal governments officials who understand and support the Program and who are in a position to influence their peers. For example:

Mrs Zena Ismael Pecado Aly, a former member of the Municipal Council of Mocuba and Advisor to the Mayor said during a Round Table organized by Concern Universal, MASC and CESC<sup>5</sup> in Maputo in September 2013, that, at the beginning of the Program, she opposed the initiative and found it odd that citizens monitor the performance of the Government, but when she then realized the purpose of the Program and witnessed the impact of the Public Hearing she realized that the Government can only gain from such interventions, because the goal is common - improving the lives of citizens and the development of the Municipality.



*“The great secret of this victory, at least in my city, in our Municipality of Mocuba was that each stakeholder, along the way, understood what their role was. In the beginning some of us doubted about what SAMCom would do, and then we realized that SAMCom was not a second Assembly but a force in society that would help us in our work. There were many lessons learned, and I am very pleased to have participated in this process. At the end of the Public Hearing the Mayor of Mocuba said: «Zena, let’s have a new Hearing in December», for the satisfaction he had of the way SAMCom approached and we have learned a lot at that Hearing; we have even learned how to draft the document which is the balance sheet report, thanks to the approaches of SAMCom”.*

(Zena Ismael Pecado Aly, Advisor to the former Mayor)

Overall, there were several “champions” within Government; among others we can mention names like Vicente da Costa Lourenço (Mayor of Cuamba), Armando Micaias - (Chairman of Municipal Assembly of Metangula) and Horácio Lobo (Councillor of the Municipal Council of Quelimane):



*“MuniSAM made us understand that this issue of transparency is very important. The relationship between government and civil society is much better and it creates a much better environment for governance. (...) There’s a lot here in the Municipal Council that we did not know and now we know and we learn through trainings. Strengthening human capital is very important, so they should continue to promote training and include officials of the Municipal Council. We also noted that the relationship between the Municipal Council and the citizens has improved because SAMCom carries the message to communities (...)”.*

(Vicente da Costa – Mayor of Cuamba)

<sup>5</sup> MASC – Civil Society Support Mechanism; and, CESC – Learning and Training Center of the Civil Society;

## Improving services delivered by Municipal Bodies

One major challenge faced by municipalities has to do with the ability to provide quality and affordable services to all citizens. The Theory of Change of MuniSAM carries with it the idea that the effort of monitoring undertaken by citizens can give a positive response on the part of officials and authorities thus improving the quality of and access to services provided by them. As a result, in the municipalities covered by MuniSAM it is noted an increased citizen participation in the municipal governance and management processes and consequently improved provision of basic services. It is notable, for example, that awareness that SAMComs have raised within communities has had a strong impact in changing attitudes and interests of the citizens residing in the target Municipalities of the Program on participation in the municipal affairs. This growing interest on the part of citizens is also largely a result of the openness of the municipal bodies towards citizen participation.

*"(...) Today citizens know who integrates the Municipal Council, they know the names of the members of the executive body and the municipal area in which the person works. At the beginning it was difficult for us; today we are very happy (...). (...) The Population now participates more, and when we schedule meetings at posts today we have massive participation by all. Such participation is not only for them to listen but to question; there has been much intervention with the citizens. This kind of approach promotes and encourages participation. The presence of citizens encourages our responsibility and promotes our relationship and interaction with the citizens".*

(Horácio Lobo – Councillor with the Administration and Finance Area of Municipal Council of Quelimane)

Field visits made it possible to realize that the interventions of the SAMComs, in their respective Municipal Councils, contributed to solve some problems related to the provision of services like improvement in the solid waste management, acceleration of the construction of markets, schools, health centers and water boreholes; inclusion, in the municipal plans of construction of access ramps for people with disabilities at public institutions; improvement in the services provided in the morgue, by acquiring a funeral car and cooling system, among others.

*"What we understand is that some planned activities may not be pursued for several reasons, but it must be explained by the Municipal Council. Our mission is the development of our municipality; we will work to develop this zone by supporting the Municipal Council. Take for example the case of the porch for selling fish and meat at the Seli market. The work had stopped for some time, but with the emergence of SAMcom and due to our pressure, the work was resumed".*

(José Cachembele, Chairman of SAMCom of Metangula)

*"(...) Today the citizen knows who should carry out activity A, who should carry out activity B, and I feel that communication has changed significantly. We now have received requests in the Municipal Assembly, (...). Thanks to the contribution of civil society and this permanent interaction that we have today with civil society we manage to implement these activities. Today in Metangula we already have a (funeral) car, we already have a morgue; we have already managed to change those places (rubbish dumps), and you will no longer find a heap of rubbish (...)"*

(Armando Micaias – Chairman of the Municipal Assembly of Municipality of Metangula)

Morgue in Metangula



Water borehole in Cuamba



## Improved access to Information

Any governance work has, as its foundation stone, the access to information. Information available on plans, budgets, reasoning and performance of the authorities is important so that one can track and monitor public resources management processes. Moreover, effective access to information implies that information is available for consultation in a timely manner, in clear and accessible language for different strata of civil society and through major access channels. Information should contain the necessary level of detail to describe what was planned and/or done and the reasons guiding the selection of activities planned against the universe of existing needs and priorities.

Having identified a number of challenges in the access to information, including information whose disclosure is legally mandatory, the SAMComs embarked on an approach to promote a good relationship with the municipal bodies based on the joint actions and the regular sharing of information on the activities performed by the SAMCom. In these terms, the SAMComs promoted regular meetings with Councillors of the target Municipalities with the Municipal Assembly, with community leaders and the communities to which they belong, always with a view to undertake inclusive and transparent processes. Though this challenge is still to be overcome - because ultimately it also depends on national systemic aspects - today, both municipal officials as well as citizens in general understand that transparent and participatory governance leads to the development of their Municipality.

*“Our working instruments are the evidence we have gathered on the field using the Operational Plan of the Municipal Council of Metangula, Reports of the General Inspectorate of*

*Finance and the Administrative Tribunal, Budget of the Municipality, we are not making up anything in our work”.*

*(José Cachebebe, Chairman of SAMCom of Metangula)*

*“In order that we could access the documents, we had to assure the Mayor that we would not do anything without his permission, thus we gained his trust. We requested through a letter to the former Mayor the Annual Plan, the Balance Sheet Report and the Management Account, and without any request we have also been provided with the Strategic Plan”.*

*(Pedro Salimo – Chairman of SAMCom of Mocuba)*

*“At least, in my neighbourhood we managed to have a document distributed and posted at the market showing the amount that the Municipal Council collected from the revenue collection. We got it because we went to the Municipal Council and explained that people did not want to pay the fees because they thought the money were going to the pockets of officials of the Municipal Council. We explained this and they started posting the collection carried out by the Municipal Council there for all to see”.*

*(Filipe Macuinja – Member of SAMCom of Metangula)*

*“With the SAMcom we can consult laws on Municipalities through the community’s archive file. The file is kept in my house. For those who want to consult it, they just ask for the file and after reading it the person leaves it. There are many people who came to read. The most popular books are the Constitution of the Republic and Laws on Municipalities (Collection of Municipal Laws). Other people want to see plans of the Municipality and the Municipal Code of postures (...)”.*

*(André Paulo Carlos Chiwalo, Municipality of Metangula)*



## Strengthening local Civil Society

In Mozambique, the role of civil society has been constantly questioned and discussed as to issues regarding the power to intervene, impartiality and independence of governing institutions, their capacity in terms of influence and its functionality as to the financial and human resources. In real scenario what is found is a civil society involved in a wide range of social actions but with limited engagement in governance and public resources management processes<sup>6</sup>.

Baseline Survey Reports of MuniSAM in the target Municipalities under the Program reveal that civil society at the Municipal level falls within the same national portrait. These studies have demonstrated a dormant civil society, with little space for action within the municipal political scenario, insufficiently informed and with limited knowledge about some aspects and processes of governance at Municipal level. One of the major impacts that MuniSAM brought to the target Municipalities was a collaborative approach between civil society and Municipal authorities and also a new view on what should be the action of civil society and the duty of citizens from all sides to participate in the monitoring of municipal management. It is fair to say that civil society of these Municipalities became stronger and more effective with the use of social accountability tools provided by the Program.

*“The Program has changed this (strengthening civil society of Cuamba), and we, SAMCom, were the vehicle of that change. MuniSAM greatly influenced civil society in terms of approach through the five steps of monitoring cycle, thus causing it to be more effective. At the same time, the training administered by the Program to the SAMCom made us to achieve a good approach both with the community and the Municipal Council thus greatly improving the relationship between governing individuals and the governed ones. The code of conduct of SAMCom contributed to the understanding on the part of*



Romão Braga - Former Chairman of SAMCom and current Councillor for Water and Sanitation in the Municipal Council of Cuamba

*citizens and also members of SAMCom about how to talk to the governmental officials (...). Our approach is constructive, since we do not expose criticism and accusations openly in public; on the contrary, first we forward our criticism to the competent authorities without creating discord in order to obtain the results.”*

*(Romão Braga – Former Chairman of SAMCom and current Councillor for Water and Sanitation in the Municipal Council of Cuamba)*

<sup>6</sup> Francisco, A. (2010). “Sociedade Civil em Moçambique: expectativas e desafios”. In: Desafios para Moçambique 2010. pp. 51-107. Maputo: IESE. Online: [http://www.iese.ac.mz/lib/publication/livros/des2010/IESE\\_Des2010\\_3.SocCivil.pdf](http://www.iese.ac.mz/lib/publication/livros/des2010/IESE_Des2010_3.SocCivil.pdf)

*“MuniSAM brought to Mocuba an approach that came to further strengthen civil society. Such approach represents a mechanism of sensitization and supervision of municipal bodies, thus strengthening the capacities of the three major players (Civil Society, Municipal Assembly, Municipal Council). (...) Nowadays, the citizen feels he/she has a space (Public Hearing) where they can talk about their problems, for example about the issues affecting their neighborhoods and their day-to-day concerns like the problem of poor management of waste, erosion that destroys public roads, lack of potable water, among others. (...) SAMCom raised awareness of citizens about the processes of managing public funds and explained that because they pay their taxes, they have the right to know the operational plans and revenues available and thus demand explanations about their use. Before introducing MUniSAM in Mocuba, the Municipal Council and Civil Society only got involved in environmental and social issues (...). When MuniSAM came, it was the first opening of the Municipal Council for the governance area, the Municipal Council opened a door to MuniSAM because the methodology implemented by Concern Universal for this Program showed that this Program existed to help improve the performance of the Municipal Council and the Municipal Assembly. The Municipal Assembly itself was aware of the gap that existed in the scope for action as to what is its role (...). So the Municipal Assembly did not exercise its function of supervising the executive. The SAM-Com approached the Municipal Assembly as a support body that existed to help them redefine their role in the municipal*



Jorge Cardoso – NANA's Coordinator and member of SAMCom in Mocuba

*management processes. Nowadays, the Municipal Assembly places great confidence in us and the proof is the fact that we are permanent invited guests in their sessions”.*

*(Jorge Cardoso – NANA's Coordinator and member of SAMCom in Mocuba)*



A training session in Cuamba



A training session in Montepuez

## Increasing the Tax Base

One of the main challenges regarding decentralization and establishment of municipalities in Mozambique is the capacity to generate revenue locally<sup>7</sup>. This capacity is a condition to offer municipalities the necessary autonomy over decision making, among others, also over intervention priorities by the municipality, the priorities in the execution of expenses (assuming that there are limited resources available) and over the sources of revenue-raising. The ability to generate revenue has obvious implication over the commitments undertaken in the communities for the most pressing actions that they propose to carry out in future years.

In an attempt to strengthen not only the ability of citizens to interact with the Municipal Council, but also to increase the level of revenue collection, the Program valued the importance of complying with tax obligations on the part of citizens. In this way, an important activity of SAMComs was the conduction of awareness raising campaigns in relation to the obligation to pay municipal taxes and the importance of these taxes as a contribution to the municipal treasury for the expenses necessary; and improved treatment of citizens by the local police, especially as regards the collection of municipal fees and taxes. This sensitization activity made it possible to contribute to the increased revenue collection, as we can conclude from the statements below.

According to the former Mayor of Metangula, Anafe Charifo, *“the work of SAMcom contributed to an increased revenue collection.”* This information was also underlined by the Chairman of the Municipal Assembly in the same Municipality, Mr. Armando Micaias, *“impact was also felt. Previously, many people did not pay taxes, the sensitization work that the Municipal Council did was not enough, and when it comes from Civil Society, citizens listen more. This was what happened when the SAMcom started to implement awareness raising activities on the importance of paying taxes for the development of the municipality. Nowadays, many people pay their taxes freely, there is no longer needed to go in search of people and order them to pay”.*

Common questions during awareness seminars organized by SAMComs:

- Why do we have to pay this tax as an obligation?
- I pay taxes, shouldn't the government then give me money for my work?
- Is it me who should pay this tax? Shouldn't it be government money?
- Women also have to pay taxes? And why should we women pay for it?
- Why do the (municipal) police capture teenagers without bicycle license when they are heading to school in their uniform? Why do they have to pay the bicycle license? (This approach of asking for the payment of taxes to young people with their scholar uniform when they are heading to school was one of the community greatest complaints. According to participants in the seminars this situation is intolerable).

The same reality was found in Cuamba, where, according to Laurinda Luís, Chief Accountant at the Municipal Council, as a result of tax awareness carried out by SAMCom, the citizens began to understand the importance of paying their taxes and *“(...) revenue rose and the number of taxpayers rose too. (...) We see better revenue results and on the side of the Municipal Council, an increase in revenue to be used in social activities. Last year, we delivered 6 schools, first and last installments of which have been paid with our own revenues. (...) All the money that was left over in 2013 was transferred into the investment account for 2014, around 40,000 Meticaís. This was very positive, because with this money we have already paid some works. We completed the health center and one of the schools still this year”.*

<sup>7</sup> Nuvunga, A. A., et al (2012). *Moçambique: Descentralizar O Centralismo? Economia Política, Recursos E Resultados*. Maputo: IESE.

To carry out awareness-raising activities, the members of SAMComs come into contact with the Municipal Area of Economics in charge of financial administration of the respective Municipality to have access to any relevant documents about revenues collected in the period in question. The group analyzes the information and seeks to draft the best intervention strategy. Following these preparations, they start a tax awareness campaign in markets, communities and other public places. The Program concluded a Memorandum of Understanding with local community radio stations and the groups use them to convey this message to a larger number of people. As a result of the work of SAMComs, a large number of citizens today

understand the importance of paying their taxes. In addition to it, there was reduction in terms of illegalities in tax collection. Before MuniSAM has existed, municipal police officers of Cuamba directly addressed citizens in the street (mostly motorcyclists and cyclists) to collect due taxes. With awareness - coupled with the appeal launched in the Municipal Councils to change this behavior – nowadays the process of collection does not happen in the street, and is done in a more organized manner; consequently, the level of taxes collected has risen. Moreover, this follow-up work allowed for some changes in the production of tax vouchers, thus reducing the chance of misuse of revenue collected for illicit purposes.

## Improving relationship with Local Leaders

In Mozambique, decentralization policies formalized the sociopolitical dynamics of the democratization process in which the relationship between the State and Traditional Leaders was decisive. Traditional leaders and neighbourhood chiefs always constituted the main intermediaries between citizens and government authorities, having contributed to conquer their space in local governance processes. Also known as Traditional Authorities, local leaders gained an institutional role incorporated in the country's legal framework under which, as representatives of communities that recognize them as such, they must cooperate and report to the district bodies over various activities of the society designed to meet the needs of those communities<sup>8</sup>.

Discussions held with target Municipalities show that SAMComs work at grassroots level by replicating what they learn in the training sessions together with the leaders of each neighbourhood who then convey the messages to their communities. Accordingly, the heads of localities and neighbourhoods have become allies of the mission of SAMComs. The objective of the Program is not at all to seek political alliances, but the interaction and work with communities is facilitated

when openness is achieved on the part of respective local leaders, an important element for establishing solid and lasting partnerships with citizens. Therefore, under the MuniSAM, leaders are involved not as political players but as influential citizens within their communities and at the same time they are made aware of their power to influence their peers and municipal bodies. The interaction and strengthening of the relationship between SAMComs and community leaders are an incentive for citizens to participate more actively and this is also an element that proved important to spread the message of the Program and sensitize the citizens about their rights and responsibilities as well as their role in managing municipal resources.

*“They work at grassroots level; they provided training to the leaders of each neighborhood who, in turn, explain the laws, responsibilities and rights to residents of neighborhoods. These are the right arms of SAMComs – Heads of localities, chief representatives of the Municipality there in the neighborhoods - and so the population also becomes more involved”.*

*(Laurinda Luís – Accounting Area in the Municipal Council of Cuamba)*

<sup>8</sup> Lourenço, V. A. (2009). “Estado, Autoridades Tradicionais e Transição Democrática em Moçambique: Questões teóricas, dinâmicas sociais e estratégias políticas”. In: *Autoridades Tradicionais em África: um universo em mudança*. Cadernos de Estudos Africanos 16/17. Lisboa: Centro de Estudos Africanos ISCTE. Disponível online: <http://cea.revues.org/189>

*“Nowadays, thanks to the Program, people are much more aware of what is going on, they know they have rights, and above all, they have the right to demand those rights. That is the best thing brought by the Program. (...) They (SAMCom) not only present problems, but they also propose solutions. (...) As a leader of this community, I have to work for the wellbeing of those who live here, and this is intended to give support to the work of SAMCom because that is what they do”.*

*(Padre Franco Sidney – Religious Leader in Metangula)*

*“One finger cannot lift a rock, so we need to work together. The more people involved the better and SAMCom is a*

*group that has a different way of interacting (...). If you can get more openness, you will have more participation, more transparency, more partners and more development. So SAMCom should keep up with this same working dynamics, continue to advise the Municipal Council and continue to be this connecting link. This fear of talking on the part of people is due to reprisals, distrust, and fear of connotation. Even when openness exists, people fear to speak directly with leaders and SAMCom can play this role of representing all communities of Mocuba through its work”.*

*(David Lourenço Cotxiua – Community Leader in Mocuba)*



Mocimboa da Praia – Province of Cabo Delgado

## Improving the Environmental Management

SAMComs conducted awareness raising campaigns upon solid waste management in the neighbourhoods of the Municipalities in which they operate. Through community radios, they mobilized citizens, representatives of the Municipal Councils and Municipal Assemblies to participate in Cleaning Campaigns in hospitals, neighborhoods and markets. SAMComs are pushing the Municipal Councils into improving solid waste management procedures and into identifying areas for implementation of silos and, in Municipalities where silos exist, SAMComs are pushing the Municipal Councils into conducting civic

education campaigns among citizens so that they know how to use them, because currently most of the citizens do not understand the purpose of the silos and throw trash around them.

*“More silos are being built, but residents continue to throw garbage around it and not inside the silos because they do not understand what a silo is for. Silos were built but no awareness campaigns were carried out among the communities on how to use the silos and on its purpose. The problem is the lack of civic education by the Municipal Council to the population, because if the population understands what the silos are and that the use of silos is for their own good, they will use it. People think that it is a ticket office. We here at the radio station carried out a research and concluded that people thought it was anything except a silo for garbage. People thought this was a podium for speeches, ticket offices, a stage, among others”.*

*(Stiven Mapira – Coordinator of the Community Radio in Cuamba)*

*“Previously, garbage was thrown into the river, other times at the limits of the neighbourhoods. We have the right to live in a clean place, so we arranged a meeting with the Mayor and went from Municipal Area to Municipal Area to offer our help. The Councillors agreed with our proposal of half consultancy between municipal areas and SAMCom and even the Hearings are often carried out jointly between Councillors and members of SAMCom”.*

*(Agostinho Augusto – Member of SAMCom in Cuamba)*



Silo in Cuamba

## Greater observance of Gender Aspects

MuniSAM also brought improvements in relation to gender equity. Indeed, in all awareness activities, the teams always involve at least two individuals, of both sexes, because, according to their justification *“only in that way we have a more complete picture of the situation because they are two heads that think differently. Our goal is to achieve gender equality; we want to fight prejudice and want to give the example. The SAMCom women are as capable as men and we want to show this to the community”*. Moreover, according to a member of SAMCom of Cuamba, *“when a female member of SAMCom gives a lecture other women talk much more, they ask many questions and participate much more than when a man gives the lecture. Women feel confident to speak and feel more comfortable because of the female presence who is talking to them. These women realize that that woman who is giving the lecture has the courage to speak in public on any subject. When I gave lectures on tax awareness many more women were asking questions and they were very applauded by the men attending the lecture. It was very good for them. These women realized that they are respected and, therefore, they are more willing to participate”*.

*“The secretary gave priority to people for them to choose a man and a woman to be members of the group. My neighbour, Sara, said my name and people began to clap their hands. At*

*first, I refused it. People began to insist that they just wanted me. I accepted and was happy because they chose me. Later on, we were invited to the training. At the first training, I could not understand loads of things, but with the other training sessions I began to understand gradually and my eyes were opened. Now I know how to talk to the community, I know how to contribute during meetings, I know how to channel the complaints of the community, and I learned the importance and advantage of taxes. I am now an active woman and I participate strongly and contribute over meetings of groups in the municipality (...)”*.

*(Sónia Amana Sufiane – Member of SAMcom in Metangula)*

*“Regarding the gender issue, SAMCom also has been running awareness campaigns on the importance of equality between men and women. They show that we need to include women in politics. We all believe that the role of women is vital for the development of the Municipality and citizens. Please note that the woman is who carries water; she is therefore the best person to discuss the importance of piped water. She is also a key element in the discussion of other matters such as HIV and AIDS, sanitation, and others”*.

*(Armando Micaias – Chairman of the Municipal Assembly in Metangula)*



Some of the women members of the SAMComs in the target Municipalities

## Sara Estevan Wachica

Sara Estevan Wachica is 24 years old and was born in Cuamba. She completed grade 12, but she has no regular paid job yet. She is working with SAMCom in the administrative area of the Cuamba Committee for two years now from the date the group was created; *“the first time I heard of SAMCom was when SAMCom’s team summoned the neighbourhood communities of Cuamba for the first meeting with the Municipal Assembly, and I attended it. At the meeting, I was explained that a monitoring committee should be established. Later on, Augusto who is my colleague at SAMCom and who also resides in my neighbourhood invited the entire block and I to elect two persons to be the voice of the neighbourhood. We ended up being the chosen, Augusto and I. He had already met with Concern as he was part of a local association and when Concern arrived in Cuamba first met with civil Society Associations.”*

According to the respondent, the training sessions provided participants with knowledge and tools allowing them to do a relevant work and a work recognized by the community and other stakeholders in the training processes. *“As regards the change the SAMCom brought to me as an individual, it is like this, when we started we were weak. I could not even speak, but after the trainings, we learned many things and a major change initiated in each of us. Monitoring that we carried out in the neighbourhoods caused us to speak with many people: councillors, communities, economic operators; and from that point on we began developing personal skills of each person, learning how public resources work. Today SAMCom is praised for the work they do. Previously, we knew almost nothing, today we now know something, there is more participation and people want me to participate too. We all think this way. This change not only contributed for the work of SAMCom to be more respected but also the improvement of individual skills of each member of the Committee. Something that becomes visible through Sara’s speech when she explains that *“(…) we have learned (…)* to develop ourselves, in our own skills. Today we explore any subject without shame, without fear because we know about what we are talking about. I want to continue this work. This work must not and cannot stop; we have got to improve our skills. I wish everything could improve”.*

Sara, who was known as a very shy person, said during the conversation with the team that conducted this study that today she feels *“(…) comfortable to talk to people, (…)* it proved to be advantageous to work with this group. We have gained much respect within the community. They say I am a person who speaks good things. People in my neighbourhood today value me so much”. According to Sara, this change has brought many positive aspects to her life, *“in my house my family thinks I’m doing a good thing, they see me as a person who is capable, and they respect me. My grandparents say that I have plenty of capacity and good head. They bring children for me to look after and ask my opinion on lots of things. I feel really proud of the way I see people respecting me, I feel very proud.”*

Today she states that *“(…) SAMCom (…)* helped me to form a family with other people who I did not know. The person who motivated me the most... was Romão Braga, for sure, he motivated me a lot, it was frightening to talk to councillors and the Mayor but he helped us a lot, he gave us courage”. Sara also explains that through interaction with municipal bodies over trainings and activities of SAMCom today *“(…) a good relationship between the Municipal Council and us, with the Chairman, he himself asks us today for us to have more material, for us to work more, for us to have more trainings, and he says that we are doing a good monitoring work. He made us very comfortable, and we feel we are doing well, it creates a much more stable environment for Civil Society here in Cuamba”.*



## Greater inclusion of People with Disabilities

One of the tasks of SAMComs is to raise awareness of municipal players about the importance of including citizens with disabilities in governance processes. To this end, SAMComs organize meetings between Municipal Councils and citizens with disabilities so that the latter can share the daily challenges faced by them, especially with regard to access to public institutions (access ramps). In the case of Cuamba, for example, as a result of this meeting all buildings of the Muni-



A ramp at the building of the Municipal Council of Mocuba

cipal Council now started to have ramps as a rule. At the same time and as a consequence some public and private buildings that are not part of the Municipal Council adopted the same measure.

*"(...) This is a Program that, above all, raises awareness and builds the capacity of the population. Note that here in Cuamba we had no ramps or sense of their importance, but today after the work of SAMCom we realized that ramps are very important for citizens with disabilities".*

*(Vicente da Costa – Mayor of Cuamba)*

*"Before, the population was hollow. After the training a lot has changed, the population is much more educated and became more active, informed and empowered. For example, at a work a citizen turned to the contractor and asked him, «won't you put a ramp? ». We were very pleased (...)"*

*(Romão Braga – Previously-Chairman of SAMCom in Cuamba and currently Councillor for Water and Sanitation in the Municipal Council of Cuamba)*

Rainbow – Province of Niassa



**MOCUBA, ONDE TODOS OS  
CAMINHOS SE CRUZAM  
E MOÇAMBIQUE SE ABRAÇA**

## CONCLUSION

The current context of the target Municipalities under the Program illustrates positive dynamics and results with respect to changes in the way of acting/being and thinking of the stakeholders on the demand and supply side. If on one hand municipal bodies are more receptive to civic participation and to a more serious hearing on the needs of the communities, it is also possible for one to notice a progressive increase in the interest of citizens to participate and seek information about these processes. This is one of the basic premises for achieving socially accountable governance. Issues like representativeness of communities in the decisions of the Municipal Council, the capacity of various players to interact with each other, the creation of spaces for dialogue by the citizens themselves and existence of informed citizens through the baseline evidence, awareness raising activities on the fulfillment of the duties of the citizen are important elements to understand these dynamics.

Artur Albino Niriuaça, current Chairman of the Municipal Assembly of Mocuba (former Water and Sanitation Councillor in the Municipal Council) states that *"(...) this Program brought more participatory representation in the governance processes. We cannot plan something and then do something else. It is essential for us to do things with the knowledge of the citizens. We cannot take decisions just by ourselves, we have the responsibility to explain and justify our decisions to the society, because public goods should be managed with transparency. We have learned a lot from MuniSAM and we still need to learn more. After all, who does not question about*



Artur Albino Niriuaça – former Water and Sanitation Councillor and current Chairman of the Municipal Assembly of Mocuba

*the right direction ends up in the cemetery». We need help and that help is SAMCom, we value that. The Program cannot stop existing here in Mocuba, we still need a lot to work to improve governance and participation. Out of the Public Hearing many good ideas were registered, a lot of ideas indeed, and now we want to follow these ideas. SAMCom gave us a report with recommendations and these recommendations are what we want to take into account and put these ideas into practice. This Hearing was a moment of exchange of pieces of advice. This was not an attack; this was a meeting of various ideas between the Municipal Council, the Municipal Assembly and Civil Society. Here in Mocuba many people already know SAMCom, through its activities and because it engages community members. They have this insertion. They are respected in the municipal bodies; and note that even at the Municipal Assembly they were invited to take their floor. This is a very important thing. We should listen to citizens, not only because they are the owners of the Municipality but also because they are the ones who will enjoy the benefits of what we build”.*

The above statements clearly express the changing scenario. However, challenges are still present, resolution of which is crucial namely the difficulties to access information with the necessary detail, quality and clarity; capacity building sessions, where applicable, to officials at municipal bodies (especially Mayors) on issues of social accountability, among others.

*“(…) The capacity buildings made us work better, better understand the documents we work with, understand our roles and the use of public funds. As members of the Municipal Assembly, they were essential for our work. The new Municipal Assembly and the new Municipal Council need more training because they are all new in the field of municipal management”.*

*(Almeida Malango – Advisor to the current Mayor of Mocuba)*

The future of social accountability initiatives in municipalities is promising. Carmelita Namashulua, Minister of State Administration, during the IX National Meeting of Municipalities, which took place in March 2014 in Maputo, stressed that one of the main aspirations of the Government in this Municipal term (2014-2018), is to continue making municipalities the places where, among others, decentralization is consolidated: *“the holders of municipal offices have the obligation to promote active citizen participation by identifying problems and finding solutions for the socio-economic and cultural development of Municipalities ensuring harmony between national governance agenda and the needs and expectations of the citizens”.*

Sunset in Metangula – Province of Niassa





## CASE STUDY

### Theory of Change: Case Study of the Municipality of Metangula

The Theory of Change of MuniSAM recognizes that socially accountable governance requires a balance between the capacities of key stakeholders on the demand and supply sides as this is based on the principle that if both sides reach this balance there might be a **better management of public resources**. People's needs have not been adequately met using available resources thus resulting in continued poverty and lack of social justice. Partly, this occurs due to the inefficiency of the public resources management processes, the lack of capacity of engagement based on evidence between stakeholders on the supply side and on the demand side and the lack of integration between public resources management processes between different levels of government. The work undertaken by the Program, its staff and the members of SAMComs thus represent the willingness to **contribute to consolidating a culture of social accountability, a culture of transparency, a culture of participation and governance which more effectively gives response to the needs of the Mozambicans**.

The Municipality of the Village of Metangula, with a population estimated in 13,235 inhabitants (Census of 2007), was one of the first 33 municipalities created in Mozambique and

comprises 12 municipal neighbourhoods. Metangula was the first municipality covered by the MuniSAM Program in a group of 6 (six) Municipalities, including Cuamba, Quelimane, Mocuba, Montepuez and Mocimboa da Praia. At the beginning of its work, SAMCom of Metangula faced several challenges related to the fact that there was no organized civil society in Metangula. As a result, any monitoring intervention was classified as a political activity of an opposition party. Indeed, according to one of our respondents, *“for the presence of this Program in Metangula you see, **the Municipal Council was not prepared, they could not understand these activities that SAMcom proposed to carry out, and they thought the SAMCom and MuniSAM were here to control the Municipal Council, and, you know, when we apply the word «control» the understanding is different. It looks more like supervision**”*. As a result, the fear of reprisal due to this type of political connotations tended to inhibit the citizens to participate in the municipal management processes. However, members of SAMCom in Metangula continued their work and proceeded with the completion of the Social Audit - the analysis of the performance of the Municipal Council.

Upon completion of the Social Audit, the SAMCom prepared a report to be presented at the Public Hearing event. This

report is usually shared in advance with the Municipal Council, so it can get ready for the Public Hearing. The Municipal Council of the Village of Metangula after reviewing the report believed that the document contained *“more criticism than positive comments”* and so it informed, just 24 hours prior to the public hearing, that it would not be present at the event. The Audit Report identified several activities contained in previous Plans of the Municipal Council which had never been pursued (even though budgeted year after year) as well as other problematic areas related to water, sanitation, and works carried out by the Municipal Council. Although the Municipal Council failed to appear at the Public Hearing event and failed to recognize the problems identified by the work of SAMCom, it reacted immediately by seeking to tackle them partially, namely the construction of the hospital morgue and the acquisition of a cooling system, acquisition of a funeral car, construction of a porch for selling fish in the market, completion of the wall at the official residence of the Mayor, construction of an appropriate landfill for dumping garbage, construction of a municipal children playground, among others.



SAMCom's Presidente in Metangula reads to residents, waiting for the Public Hearing, the letter from the Municipal Council President informing he will not attend the meeting

## Changing the way Stakeholders Think

Two years after the implementation of MuniSAM started in Metangula it is possible to conclude that the approach and perseverance of the work of SAMCom resulted in an **evident change in the way of thinking of the key stakeholders on the demand and supply sides** and it made people especially Government officials to gradually begin to understand the scope of work of social accountability monitoring. This change made it possible for the players involved in the public resources management to begin to consider **new forms of participation and interaction between citizens and municipal bodies**. On the supply side, the result was the recognition of the Public Resources Management processes, the importance of responding to the priority needs of citizens in municipal management and the importance of presenting evidence and giving explanations and justifications on the use of public resources. On the demand side, the result was the recognition of their right as citizens to ask for explanations and justifications for the use of public resources and the right to have access to relevant information about municipal management. Indeed, during the visit made to Metangula in

February 2014, the research team encountered a completely different scenario and a very positive and promising change in the relationship between the Municipal Council and SAMCom of Metangula. A visible approach in which, according to testimonials of some stakeholders, the work of SAMCom and the approach of MuniSAM Program had a very important impact.

In a clear demonstration of **change in his way of thinking about civic participation**, Anafo Charifo, the former Mayor who at that time (2012) had refused to participate in the Public Hearing, said during the interview with program researchers that *“MuniSAM created a committee that is working nowadays as an arm of the Municipal Council. It brought a lot of change in the relationship between the Municipal Council and the citizens of Metangula and in the way the Municipal Council deals with the community. It protects our interests, opens the mind of the citizen. This group is a very open group. When we meet they discuss and talk about the topics well. And of course discussion of the issues leads to the solution of problems. SAMCom is more frontal than other asso-*

ciations in here, and then there's the matter of being trained by people from the neighborhoods of the community. They relate to the issues with which they deal and seek to resolve. This of course **makes the difference**".

The Program also brings changes in the way of thinking of the players on the demand side, especially with regard to the recognition by the citizens of their rights and duties as citizens but also of the importance of their contribution in the public resources management processes:

*"I think SAMCom went through some misunderstandings about the work that should be done by SAMCom itself, and hence it separated SAMCom and the Municipal Council and*

*prevented somewhat the work of SAMCom. However, even so SAMCom continued to work. This Program has brought many good things for us citizens. We citizens learned a lot in the awareness raising campaigns that the group runs in the community".*

(Damião Salvador – Coordinator of the Community Radio in Metangula)

*"This group has changed the view of the Citizen. He/she is now more courageous. Mainly through SAMCom they already understand that they have to get involved and participate for the good of all".*

## Changing the way Stakeholders Act

Immediate intervention of the Municipal Council as a result of the survey conducted by SAMCom under the social audit brought significant changes to citizens in Metangula; and, at the same time, it demonstrates a **change in attitude by the Municipal Council by engaging in new governance practices**. This change is also reflected in the discourse of Sara Mustafa, newly elected Mayor, during the visit of the team of Researchers, who showed she is completely available to work with SAMCom as well as to receive any member of the MuniSAM team so that **together we can work for the common good of the Municipality of the Village of Metangula**. She stated that the former Mayor was who spoke about the importance of the Municipal Council to coordinate with SAMCom, revealing a very positive impact on the performance of SAMCom when it managed to change the opinion of the previous Mayor once so reluctant with relation to the Program.

*"I received letters from the SAMCom through which they made very good suggestions such as about traffic signing and signaling neighborhoods and the territorial limits of neighborhoods to put an end to conflicts related to administrative division, but at that time my office was about to end and I mentioned in my order that SAMCom should continue to work with the new government composition. I offered to work with the new Mayor and advised her of the importance of working with the SAMCom".*

(Anafo Charifo – previous Mayor of Metangula)

*"Now in the Municipality of the Village of Metangula, there is a space created by the Assembly Panel called «Point before the agenda». In this space, the floor is given to members of SAMCom to report on some cases of interest identified by them."*

(Armando Micaías – Chairman of the Municipal Assembly of Metangula)

## Changing the Capacities of Stakeholders

The obvious improvements that the Program brought to the Municipality of Metangula and the collaboration of MuniSAM with Municipal bodies in areas such as trainings (municipal officials are invited to participate in some trainings), awareness raising campaigns carried out by SAMCom of Metangula among communities resulted in a closer relationship between

the Municipal Council, the Municipal Assembly, SAMCom and the citizens. At the same time, these training **made it possible for key stakeholders under this process to acquire skills and be aware of social accountability tools, and greater and better capacity to review municipal documents (plans, budgets, management**

accounts , etc.), capacity to monitor public resources management processes (needs identification, analysis of priorities, budgeting, allocation, etc). Moreover, such trainings/awareness raising campaigns/ debates made citizens aware of their rights and duties. Also, these trainings/awareness raising campaigns/debates provided members of the Municipal Assembly and Municipal Council with tools and knowledge about the exercise of citizenship, social accountability matters and about documents and processes of municipal management. Thus, we conclude that the trainings in which the key stakeholders of MuniSAM participated, have equipped them with the knowledge, tools and skills needed so that everyone can now play a more responsible and relevant role in the public resources management processes in the Municipality of Metangula.

*“The first training took place in the presence of members of the Municipal Assembly, the Municipal Council in March 2012 and was about the five components of Public Resources Management cycle. The second training was about environmental education and was also attended both officials of the Municipal Council and the Municipal Assembly” .*

*(Patrício Missael – Member of SAMCom in Metangula)*

*“The work of SAMCom has been helping us to overcome certain challenges here. We, at the Municipal Assembly, gain*

*two times because we are included in trainings. So, we improve our knowledge of the municipal body. This has been very important; this support is being highly reflected in our activities”.*

*(Armando Micaias –Chairman of the Municipal Assembly of Metangula)*

*“Farmers and fishermen were not paying taxes because they used to saying that they were not State officials, but after our awareness campaign we made them realize that this was very important and the reason why this was important. Now, all of them pay by themselves. We went and explained to the population why they should pay taxes, the importance of taxes for municipal revenues and for improved lives of the citizens. Before very few people used to pay taxes, ( ... ) but now many of them already pay. This change happened through our work. When we carried out the campaign we explained where this tax money goes, we explained that this money will be applied in works to improve the town and only when we pay taxes we demand these services. Contributing through taxes to better demand ( ... ), we are the ones who explain this because here people had never been explained these things, ( ... ), they are learning from us their duties, and rights as citizens of Metangula “ .*

*(Azélia Omar Amir – Member of SAMCom in Metangula)*

## Final Findings

Through the example of the Municipality of Metangula it is possible to notice that the approach of MuniSAM Program has been fostering closer relationship between citizens, civil society and municipal bodies. The governing institutions of Metangula understand today better than before, that transparent and participatory governance leads to the development of the Municipality, thus contributing to consolidating both the relation and joint work between the Municipal Council, the Municipal Assembly and organized citizens. Progress so far identified in the municipality of the Village of Metangula lead us to the conclusion that the processes of change are neither static nor linear. On this basis and taking into account the progress already achieved in this Municipality of the Village of Metangula, within this short time, we

believe that MuniSAM has the potential to substantially influence change processes in the long run as regards capacity, the way of thinking and acting of the key stakeholders in the municipal management of both sides - demand and supply. This was, in our view, **one of the most important impacts** that the performance of MuniSAM brought to Metangula, **contributing to change in capacity and the way of thinking and acting of governing and governed individuals of the Municipality and consequently the improved relationship between both**, thus opening the space for a fairer and more inclusive governance and greater civic participation.



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