

Connecting people's **capacities** for sustainable and equitable **access** to improved **Domestic Accountability**



“Good governance is perhaps the single most important factor in eradicating poverty and promoting development”. Kofi Anan, SNV strategy 2007 – 2015 ‘Local Impact – Global presence’.

Why Domestic Accountability

In 1996 the Mozambican government launched a decentralised planning and finance programme, essentially aimed at securing that local government bodies are responsible for the local development. In 2003 the Law on State Local Bodies (LOLE) was promulgated. This Law guides the development of the country, focusing on the district as the main geographical unit of the local government administration’s organisation and functioning, and as budgetary unit. In 2005 the Regulations on the LOLE were approved, regulating the activities of the Local Councils (which includes representatives from the community, private sector and the government) to take up the communities’ concerns, analyse and approve District Plans and Budgets.

Historically Nampula has strong ties with The Netherlands, especially through development programs since the end of the nineties. Nampula province has been the frontrunner in the development and application of the new decentralization policy. It is therefore not surprising that Nampula was selected as the focus province for the collaboration between SNV and the Dutch Embassy on improved domestic accountability. With more than 4 mln inhabitants it is the most populated of Mozambique’s 11 provinces (20% of the total population). The province is rich in natural resources with important mining, forestry and agricultural (cashew, maize, groundnut and sesame) sectors. Key areas of social development are still lagging behind national averages (e.g. provision on access to water in 2009 is very low with 33,3 %¹, whereas the national figure is 47%). Despite this low coverage and performance in basic services, the budget allocation is low compared to what might be expected based on current social development².

With the objective of enhancing service delivery and domestic accountability in the province, EKN and SNV have selected two sectors: **Economic development** and **Water and sanitation**.

Economic Development

The decentralization program got off to a start in 2006 with the government providing funding of US\$ 300,000 per year for each district; the application of which to be decided through the local councils. In 2008 this amount was increased to US\$ 350,000 - 600,000 depending on previous use of funds. These district development funds are to be managed by the district as revolving funds for economic development or food security projects, which means that beneficiaries receive them as loans, that need to be reimbursed, thereby facilitating access to these funds by larger parts of the districts.

The management of these funds, including guidelines and conditions for application, use and implementation of projects, is subject of analysis by SNV and EKN. This includes the role of the Local Councils with respect to the allocation and monitoring of the use and repayment of district funds. Ideally Local Councils should be consulted before approval by district administration about the allocation of the funds and they also should be involved in the monitoring of its implementation. In some cases, however, Local councils were confronted with a list of already “pre approved” (by

¹ Rural Water and Sanitation Strategic Plan-Final Portuguese version 2007.

² Provincial Allocations in the Health, Education and Water sectors of Mozambique: An analysis 2003-2006, MPD, DNEAP, Mc Coy).

government) projects, and were only allowed to vote 'yes or no' on the overall list without any possibility of analysis or debate. Not surprisingly, the overall reimbursement of the loans to government is still very low, on average 5 per cent.

Water and Sanitation

In 2007 a first step has been made with the decision of the Council of Ministers to deconcentrate and transfer tasks, responsibilities and limited funding to the districts. For water and sanitation this means that central government has transferred the responsibility for maintenance of water pumps in rural areas to the districts (Strategy for Rural Water Policy, Ministry of Public Works and Housing, 2005). In practice this meant that districts have only been informed in the second half of 2008 by provincial government on their responsibilities, for which they were allocated limited funding for this (US\$ 25,000 per district).

In addition, since 2008 around US\$ 92,000 per year is transferred to districts to cover urgent needs for social infrastructure, including water services. These funds will be maintained in future and might increase.

SNV and EKN believe that strengthened accountability mechanism will improve transparency and responsiveness of local government and civil society's representatives to the demands for growth and equity in the allocation/use of district funds thereby contributing to the improvement of life conditions of the inhabitants in the districts.

SNV's Approach

SNV implements Domestic Accountability in complementarity with EKN. SNV and EKN have defined domestic accountability as the Mozambican processes and mechanisms through which citizens hold government accountable for social and economic service delivery.

Governance and accountability issues are cross cutting for SNV.

The following chapters describe how we approach Domestic Accountability in Economic Development and WaSH.

Economic Development

Entry point: Use of District funds to promote Local Economic Development in three Districts of Nampula (710.088 inhabitants)³

- Advise the Districts on selection of their economic potentialities and developing value chains
- Advise District Government technical team on adjustment of criteria's to access District funds (including viability studies and gender issues)
- Train beneficiaries of District funds, thought Local capacity builders (organizations)
- Documentation and dissemination of best practices in way to be replicated in other Districts and provinces through Multi Stakeholder Platforms

SNV intervention aims to analyse the process for the equitable and transparent distribution of district funds for economic development, and identify along the way the Accountability Mechanisms described in the law and regulations, that open opportunities for citizens and civil society organisation to participate and demand for stronger accountability from their government representatives. As we also wanted to point out the importance of citizenship accountability towards government, we mentioned accountability mechanisms on the head of citizens (such as the duty to reimburse funds and to pay taxes on their economic projects).

Impact. Improved living conditions of people living in rural areas of Nampula province through proper usage of District development funds to increase production, productivity, income and employment.

³ Mogovolas, Monapo, Moginqual as pilot districts

This impact will be achieved through the following outcomes or **Strategic results:**

1. Local government has improved its decision making on the use of district funds. Activities developed: SNV, being member of the network of institutions in the area of local economic development (government, civil society and private sector) provides best practices as input to the provincial and national guidelines as well as to promoting dialogue at national level.
2. District development funds allocated in accordance to the economic potentialities (and comparative advantages), and also enhancing gender equity, and with focus on increasing production, income and employment.
3. Representatives of civil society and private sector in the Provincial Development Observatory monitor economic development in accordance to indicators identified in the Provincial multiannual strategic plan.
4. Local Councils at district level participate in the elaboration of the annual district plans including the allocation of district funds, monitor implementation and validate the annual report of the district; ensuring that needs of communities as brought forward in local councils are taken into account, including focus on reducing gender imbalances.

WaSH

Entry point: Use of District decentralised funds for water and sanitation in three districts of Nampula

Approach:

- Advise District services of planning and Infrastructures on establish District WaSH basic data managed at district level
- Strength capacity of district government and local councils about investments in the sector and maintenance of WaSH facilities based in available information
- Strength capacity of local artisans (include there legalizations) to be key actors on maintain functionality of WaSH facilities in sustainable way as local private sector.

Impact. Improved living conditions of people living in rural areas in Nampula province through increased level of access to water and, in a sustainable way.

This impact will be achieved through the following outcomes or **Strategic Results:**

1. Consultative councils influence the decision making on the use of state funds in such a way that more funding is allocated to the area of water and sanitation.
2. National and local government provide information to CL's on state decentralized funds available for rural water and sanitation, and provides guidelines on the responsibilities for the maintenance of water points.
3. Improved articulation between different actors in existing structures in the area of rural water, contributing to an improved sustainability of existing water points.

SNV Products and Services

1. Advisory service: capacity strengthening to local authorities, Civil society organization and private sector

One economic development platform at provincial level and District technical team from 2 Districts was trained in value chain development and selected there economic potentialities in workshops involving district authorities, private sector and members of local councils. The funds will be more oriented for the selected potentialities.



Members of the district team attending Value Chain Development workshop (Mogovolas)

2. Advocacy: Improve linkages between micro and macro level

Nampula Civil Society provincial platform is organized in sectoral networks such as Education, WaSH, Economic Development, Health, HIV. Nampula Civil Society Platform is very well positioned to provide a reality check on how national policies work out in reality. Because SNVs longer term support to these actors, and EKNs multi annual financial support to these actors, joint missions provide good insight, based on a longer term relationship that allows for creating trust.

3. Knowledge Development, Brokering and Network:

- Collect and disseminate of best practices and up scaling
- Multi stakeholder's platform to improve coordination and complementarity among actors involved in local development.
- Development.

Our Track record (Until December 2009)

- Funds oriented to district vectors of development and respective value chains, improved information flow, accountability and monitoring and increasing the probability of return back of the fund disbursed. Model tested by SNV in two districts.
- Strategic Plan for the Development of the Nampula province is the first, nationwide, with targets and discussed at provincial observatory with the involvement of the representatives of the district local councils;
- Nampula's CSO Platform, has thematic sectoral networks (Economic development, WaSH, education, Health) established and recognized as valid entities in the dialog with the Government.
- The first monitory and evaluation system for local councils elaborated by Nampula governance network group (involving CS organization and government)
- Water committees in one district receive technical assistance from the water commissions of the local councils and artisans trained by SNV on management aspects and transparent accountability regarding O&M funds for water points. As a result only 5% of the water points are non-operational (Mogovolas Baseline 2009: 12,4%).

- Trained and legalized artesian association in two districts. The use of local artisans as private sector will reduce costs if compared with the actual situation when the contractors are from national or provincial level only. This also a source of income and employment which will boost the development at district level.

Partners

- Nampula Provincial government (include Provincial Directorate of Planning and finance, UCODIN,⁴ PPF, CEGOV, DPOPH)
- District governments (Mogovolas, Monapo e Moginqual)
- Nampula Civil society Platform (Governance network and WaSH network)
- EKN and IDEA (International complementary organizations)

Our advisors

Domestic Accountability advisory team is a combination of SNV expertise in development economic and WaSH.

Portfolio	work area	Name	Experience
Nampula	Sanitation	Gilda Uaciquete	
	Water	Inácio Chilengue	
	Domestic Accountability management	Augusto Razulo	
Beira	Water Sector management	Martinus Ruijten	
Nampula	Economic Development Value Chain finance	Roberto Chipembere	
	Value Chain and farmers organization	Hermenegildo Manuel	
	Value Chain and farmers organization	Joshua Murandzicua	

⁴ Unidade de Coordenação do Desenvolvimento Integrado de Nampula
PPF: Programa de Planificação e Finanças descentralizadas
CEGOV: Centro de Governação Local de Namaíta-Nampula
DPOPH: Direcção provincial de Obras Públicas e Habitação



Connecting People's Capacities

"SNV is dedicated to a society where all people enjoy the freedom to pursue their own sustainable development. We contribute to this by strengthening the capacity of local organisations."

SNV Offices in Mozambique

Maputo

Av. Julius Nyerere, Nº 1339
P.O Box 4468
Telephone: +258 21486790/1
Fax: +258 21 486792
Mobile: +258 82/4 6017960

Inhambane

Av. Da Revolução Bo Balane 2
Tel./Fax: 29 321091

Beira

Rua Brito Capelo, Palmeiras Nº 229
Telephone: +258 23 311952
Fax: +258 23 311953
Mobile: +258 82 5011498

Nampula

Rua de Inhambane Nº 36/36a
Telephone: +258 26 215498/212970
Fax: +258 26 215497
Mobile: +258 82 3066060

For more information, please visit our website <http://www.snvworld.org>
or contact Mr. Augusto Razulo, Domestic Accountability coordinator: arazulo@snvworld.org