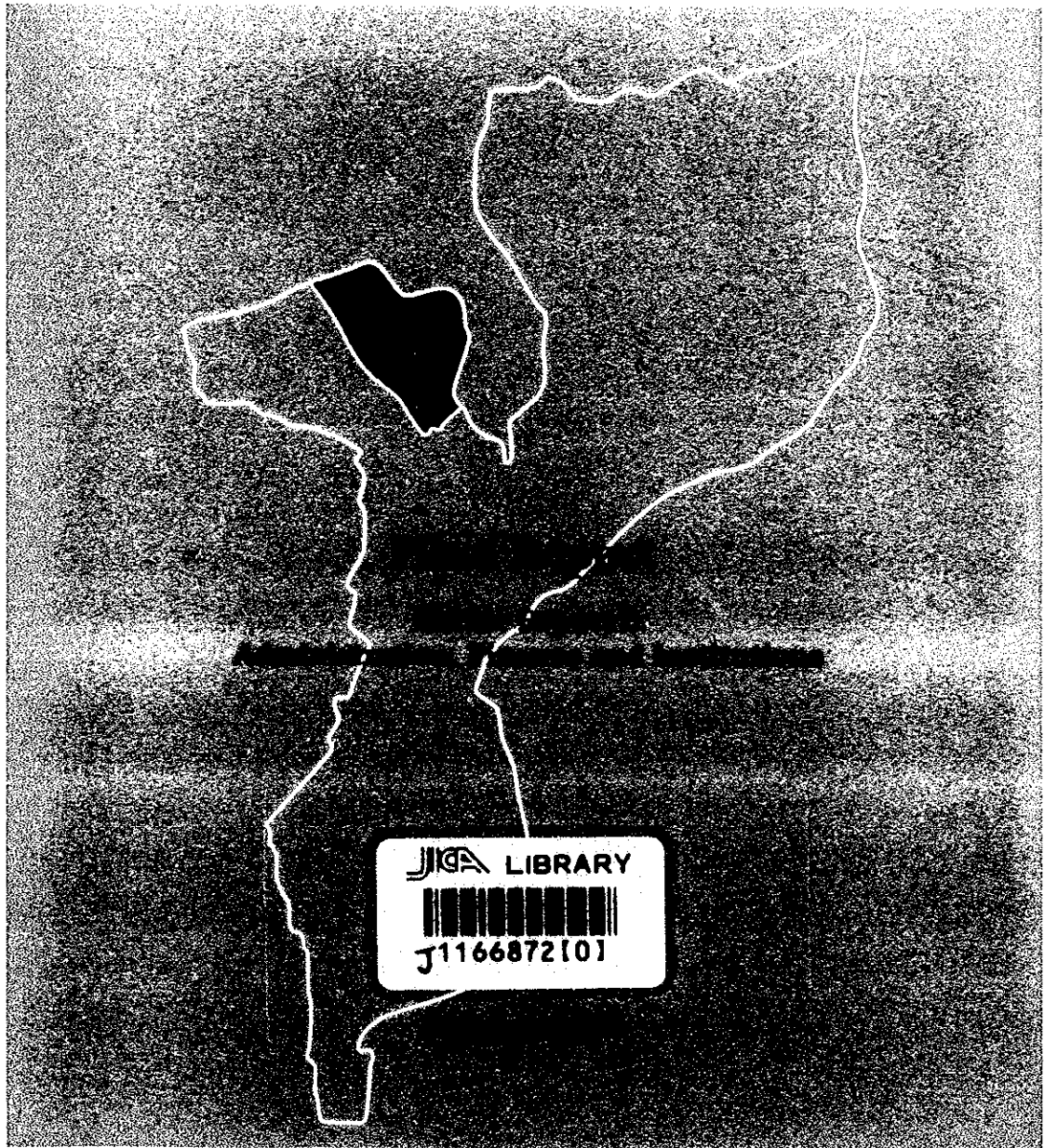


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**The Study on the Integrated Development Master Plan
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in the Republic of Mozambique**

**Final Report
Sector Report 5
Administration, Finance and Institutions**

October, 2001

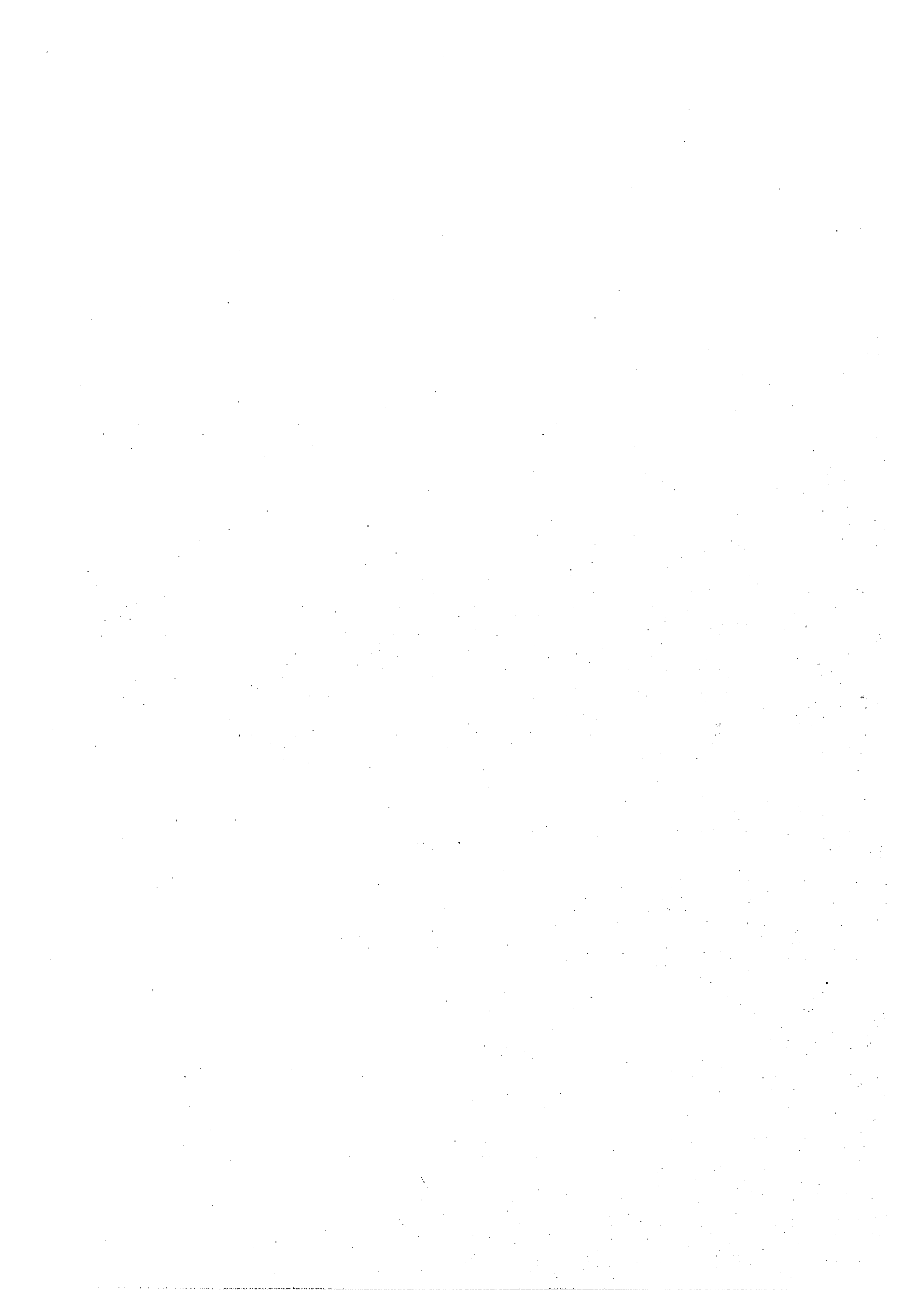
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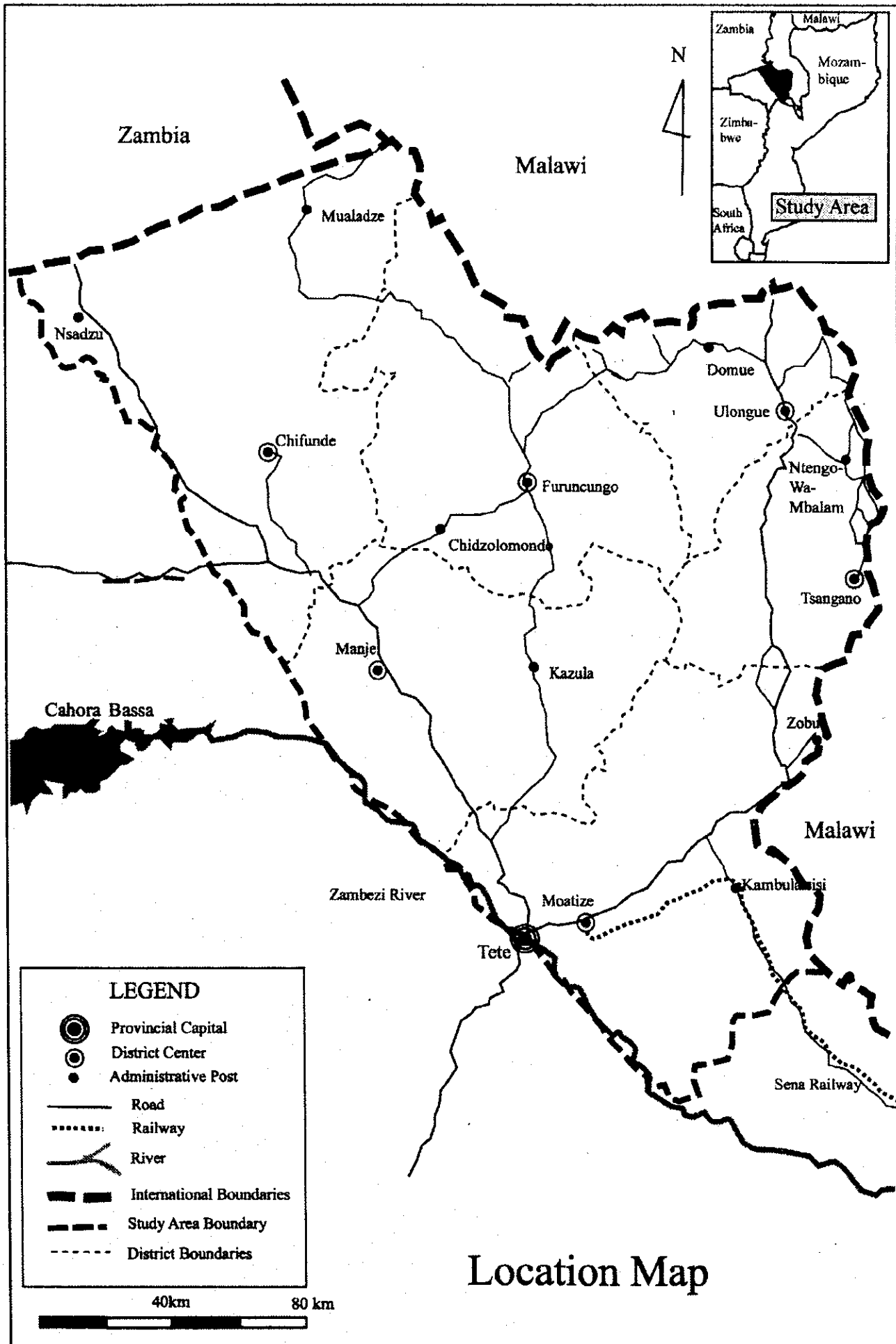


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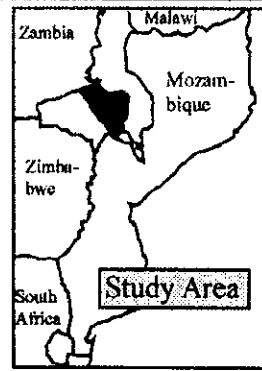
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Zambia

Malawi



Mualadze

Nsadzu

Chifunde

Furuncungo

Domue

Ulongue

Ntengo-Wa-Mbalam

Chidzolomondo

Tsangano

Manje

Kazula

Cahora Bassa

Zobu

Malawi

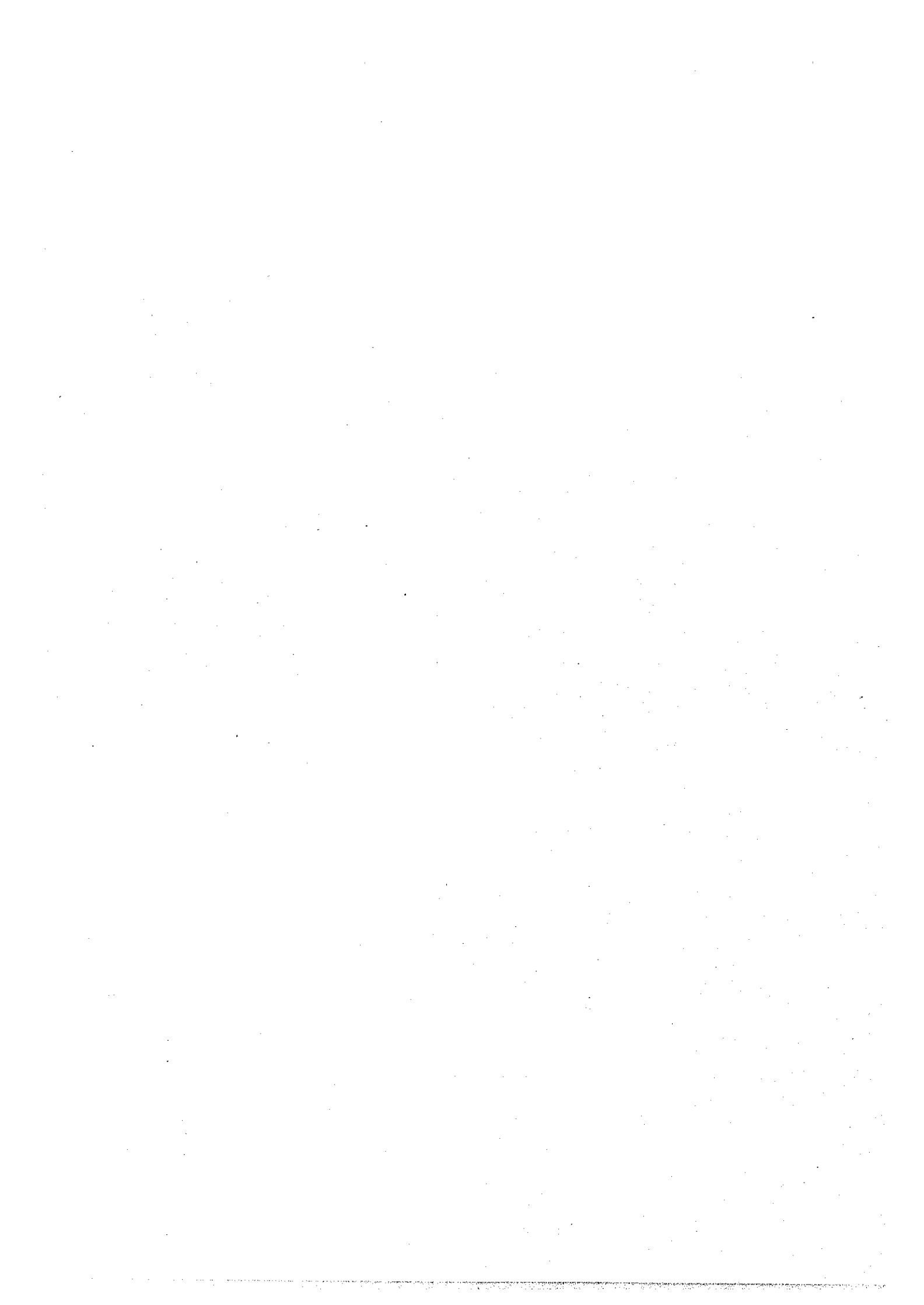
Zambezi River

Moatize

Kambulanisi

Tete

Sena Railway



The Study on the Integrated Development Master Plan of the Angonia Region

Sector Report 5: Administration, Finance and Institutions

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Abbreviations

ADM	Airport Authority of Mozambique
ADP	Accelerated Demining Program
ADPP/DAPP	Development Aid from People to People
AIDS	Acquired immune deficiency syndrome
ANE	Road Authority
ARA	Regional Administration of Water
ARC	Action for the Rights of Children
ASPS	Agricultural sector program support
BAD	African Development Bank
BADEA	Arab Bank for African Development
CAIA	Agro-Industrial Complex of Angonia
CCAP	Church of Central African Presbyterian
CCF	Cease-fire Commission
CFM	Port and Railway Authority
CIDA	Canadian International Development Agency
CIDAC	Centro de Informação e Documentação Amílcar Cabral (Amílcar Cabral Center of Information and Documentation)
CIDC	Canadian International Demining Center
CPI	Investment Promotion Center
DANIDA	Danish International Development Assistance
DAs	District Administrators
DNA	National Directorate of Water
EDM	Electricity of Mozambique
EIA	Environmental impact assessment
FRELIMO	Mozambique Liberation Front
GDP	Gross domestic product
GNP	Gross national product
GPZ	Gabinete do Plano de Desenvolvimento da Região do Zambezi (Zambezi Valley Development Authority)
GRDP	Gross regional domestic product
HALO Trust	Hazardous Area Life-Support Organisation Trust
HCB	Cahora Bassa Hydropower Corporation
HI	Handicap International
HIV	Human immuno-deficiency virus
IDB	Inter-American Development Bank
IDPs	Internally displaced persons
IMF	International Monetary Fund
INE	Institute of National Statistics
IRC	International Rescue Committee

ISCOS	Istituto Sindacale per la Cooperazione allo Sviluppo
IVA	Value added tax
JCI	Japan Consulting Institute
JICA	Japan International Cooperation Agency
LAM	Mozambique Air Lines
LWF	Lutheran World Federation
MARD	Ministry of Agriculture and Rural Development
mCel	Mozambique Cellular
MEDDS	Mechem Explosives and Drug Detection System
MIAF	Mozambique National Household Survey on Living Conditions
MICOA	Ministry of Environmental Action Coordination
MINED	Ministry of Education
MPF	Ministry of Planning and Finance
MLTC	Mozambique Leaf Tobacco Company
MMRE	Ministry of Mineral Resources and Energy
MOH	Ministry of Health
MOTC	Ministry of Transport and Communications
MPF	Ministry of Planning and Finance
MPWH	Ministry of Public Works and Housing
MTLC	Mozambique Tobacco Leaf Company
NACP	National AIDS Control Program
NDI	National Demining Institute
NGO	Non-government organization
NHS	National Health System
NMCC	National Mine Clearance Commission
NORAD	Norwegian Agency for International Development
NPA	Norwegian People's Aid
NRC	Norwegian Refugee Council
OD	Origin-destination
ODA	British Overseas Development Administration
ONG	National Directorate of Geology
ONUMOZ	United Nations Operation in Mozambique
OPEC	Organization of Petroleum Exporting Countries
PAR	Participatory action research
PARPA	Action Plan for Reduction of Absolute Poverty
PHC	Primary health care
PLA	Participatory learning and action
PRA	Participatory rural appraisal
PROAGRI	National Program of Agrarian Development
RA	Rural appraisal

RENAMO	Mozambique National Resistance
RRA	Rapid rural appraisal
S/W	Scope of work
SAC	Survey Action Center
SCS	Special Clearance Services
SIDA	Swedish International Development Agency
SLP	Sena line program
TDM	Telecommunications of Mozambique
UNDAF	United Nations Common Development Assistance Framework
UNDP	United Nations Development Program
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNOHAC	United Nations Office for Humanitarian Assistance Coordination
WVI	World Vision International
ZMM-GT	Zambezi-Malawi-Mozambique Growth Triangle



Sector Report 5: Administration, Finance and Institutions

Part 1: Approach, Methodology and Objectives

Chapter 1. Approach and Methodology

1.1. Overall Approach

As part of the Angonia region integrated development master planning, a sector study of administration, finance and institutions has been carried out as related to the regional development. The sector study is comprehensive in the coverage of aspects related to the master planning, but inevitably constrained by the amount of resources allocated to this sector. Therefore, a strategic approach has been taken by combining several methods to effectively utilize the limited resources.

First, the systems analysis is applied as the basic method to ensure the comprehensive coverage of the scope. The systems analysis takes the object for analysis in its entirety, and analyzes it from structure, functions and work flow with information and internal relationships, examining the system at levels of subsystems and components. Administrative and financial structure and related institutions in Mozambique and the Angonia region can be reviewed through multi-level and multi-function system analysis methods.

Second, field surveys are used to observe existing conditions especially in the Angonia region and to examine typical cases observed in more detail.

Third, existing data are used as much as possible. Given limited time and general difficulty in collecting proper data in Mozambique, data collection is carefully planned for efficiency with all the contacts and data sources utilized, and conducted with the support of local staff as well as GPZ.

Fourth, all the data and information collected are analyzed intensively, mustering also the experiences of the expert in charge of this sector.

1.2. Procedure by Each Method

(1) Application of systems analysis

The main actor of the Angonia regional development is the local people, who belong to various organizations, both formal and informal. The overall organizational structure needs to be improved in such a way to strength the position and to enhance the capacities of the local people. To realize this, these organizations and relationships between them needs to be examined by the systems analysis.

The Angonia regional development involves four main types of organizations: traditional communities, the Tete provincial government and the local administrations, related

Government Ministries represented at the district and at the provincial levels, and GPZ. The formal organizations represent three levels of administration: central, provincial and district. The community level is another one to be examined. These constitute subsystems of the Angonia regional development system.

A study of each subsystem introduces concepts of module and component. For instance, the GPZ subsystem consists of departments as modules, and the local government subsystem has the Tete provincial government, the municipalities of the Tete city and Moatize, six district administrations and many administrative posts as modules. Each module is subdivided further into components such as departments in the respective government.

The study of these subsystems, modules and components looks into their structure, functions, workflow and internal relationship. For instance, in terms of the component of the planning and finance department of Tete province, the study clarifies its basic organizational structure, main functions, management mechanism, and relationships with other departments and institutes.

(2) Field surveys

Field surveys and interviews were planned based on preliminary analysis on some existing data, and conducted for communities in six districts, the Tete provincial government, and GPZ. The planning and study department of GPZ and the Domue administrative post in Angonia were surveyed in more detail. Before carrying out the detailed surveys, survey schedule and questionnaires were carefully prepared.

(3) Data collection

Given the limited time, data collection was planned for efficiency in three ways. First, proper questionnaires were prepared through preliminary analysis on some existing data and reports as well as discussion with other experts and local staff. Second, formal as well as all the conceivable channels were utilized to make access to relevant data. Third, the capacity of local staff was utilized as much as possible to mobilize also cooperation of other local people.

(4) Analysis

The analysis can be supported and facilitated by field observations as well as experiences of the expert in charge. A notable observation during field visits was tourism potential of the Angonia region represented by virgin forest in Macanga, unique-shaped mountains in Tsangano, and Baobab trees in Moatize as well as traditional culture and handcrafts. General observations on the contrast between widespread poverty in agriculture-based communities and rich natural resources provided a background for the analysis on all the data and information collected.

Chapter 2. Objectives

The sector study covers organizations and finance more or less separately, referring to related institutions, respectively. Therefore, the objectives of the study are defined also separately for these two main aspects.

2.1. Objectives of Organization Study

Based on the aforementioned methodology, the organization is taken as a system, which consists mainly of several sub-systems. These sub-systems and integrated general framework of the organization system are summarized in Figure 1. As shown in the figure, the overall system of the organizations related to the Angonia regional development is broken down into three main sub-systems and 21 modules. The purpose is to try to uncover systemic features of the organization through some modules such as structure, functions, institutions and so on. A more visualized and structured summary of the organization system is given in Figure 2. The design and arrangement of the chapters and sections will depend on these sub-systems and modules. They are clearly shown in the two figures.

The study of GPZ sub-system organization has five objects: basic structure of GPZ, its main functions, its institutions, analysis of its structure and functions, and some policy suggestions. The study objects of the sub-system of the Tete local governmental system are composed of three parts and 11 modules: the first part is the Tete provincial government, the second six related to administrative districts, and third two municipalities – Tete and Moatize cities. The objects of the Tete provincial government are made up of four modules: structure, functions, institutions, and analysis of structure and functions. The objects of the study on the six administrative districts are the same as the ones of Tete province, four modules. There are only two modules for Tete and Moatize study objects because of both quite weak organizational bodies and lack of data. A common module for the overall local governments is some policy suggestions from the JICA Study Team.

The objects of the community sub-system have three modules: basic structure and main functions of the communities, analysis of their structure and functions and some policy suggestions. The study object of related central institutions has only one module, which is broken down into MARD, MMRE and EDM.

2.2. Objectives of Financial Study

The study on financial system covers three modules: central finance, local finances and financial conditions of farmers in the Angonia region. As a background, the financial structure of Mozambique is outlined.

For the central financial module, six components are studied: macro economy of

Mozambique that is the foundation of Mozambique's finance, central government finance, foreign aids including NGOs, exports and imports, banking system and GPZ. The emphasis should be on the central government and foreign official aids because these two constitute the main body of Mozambique's finance. The financial situation of GPZ will also be covered in the chapter.

For the local finance, four components are studied: the provincial finance of Tete, NGOs' aids in the province, district finance and finance of the two municipalities. The emphasis here has to be on the Tete provincial level, because the district and post levels have no right of decision-making authority on finance, and budget and expenditure of these two levels are controlled 100% by the provincial government. Farmers' capacities to finance constitute another important issue to be examined also.

Part 2: Organizational Strengthening and Institutional Development

Chapter 3. Overall Structure of Organizational System

The overall organizational structure of Mozambique is summarized in Figure 3. As seen from the figure, the basic administrative organizational structure of Mozambique has two levels; the upper level is the central administration with 21 ministries and the lower level the local administrations consisting of provinces, municipalities and districts.

There are two main features in the Mozambican administrative organization. One is the dominance of the Central Government, which makes local governments seem to be mere local agencies of the Central Government, despite the decentralization emphasized recently. The other is creation of municipalities. In 1998, 33 municipalities were born, of which two are located in Tete province: Tete and Moatize municipalities. Although municipalities are part of the local government system, they do not subject to provincial control. Understanding the two features is one of key points of understanding the administrative system of the Angonia region.

Chapter 4. GPZ Sub-System

4.1. Structure

The central administrative organizations of Mozambique are shown in Figure 4. GPZ is directly under the Prime Minister as a statutory body. The status of GPZ is such that the Mozambican Government exercise its power through GPZ to promote, direct, plan, coordinate, and monitor the implementation of development programs and projects in the Mozambican part of the Zambezi River Basin, and coordinate an inventory of its resources. As a statutory body, GPZ has administrative and financial autonomy under the supervision of the Council of Ministers through an Interministerial Commission (CI-GPZ). This commission is chaired by the Prime Minister and constituted from 10 ministries and the Rural Development Institute. The roles of this interministerial commission are to monitor and supervise GPZ activities. The Tete, Zambezia, Sofala, and Manica Provincial Governors may be invited to take part in meetings of this commission whenever its chairperson deems it appropriate. The commission shall meet at least once every three months.

At a recent meeting of the CI-GPZ in March 2000, GPZ sent a report to the CI-GPZ, mainly on the following three activities:

- (1) Major implementations by GPZ in the last year;
- (2) Activities of reconstructions of productive capacity in Zambezi Valley; and
- (3) Human development in Zambezi Valley.

GPZ also has an external Technical Council (CT-GPZ), which is a consultative body convened and chaired by the Director-General, and its tasks are to analyze and provide advices on matters of technical nature related to GPZ activities. The Technical Council consists of the Director-General, department Directors, local representatives of GPZ, and technical staff representing 10 ministries, the Rural Development Institute and the Investment Promotion Center. The Technical Council shall meet at least once a month.

A study of planning methodology undertaken in the Albufeira area in Cahora Bassa was recently submitted to and appreciated by the CT-GPZ. The CI-GPZ and CT-GPZ are the central consultative bodies of GPZ, whose detailed institutional constitution can be seen in Figure 5.

The internal structure of GPZ consists mainly of three levels: the executive bodies, the operating departments and regional offices, and the project management units. The executive bodies are the General Directorate and the Management Council, and the operating departments are the Department of Administration and Finance, the Department of Studies and Planning, the Department for Project Promotion, the Department for Community Development and the Department of Infrastructure Development. The

regional offices are mainly for planning. There are four provincial-level regional offices: Zambezia Regional Office, Sofala Regional Office, Manica Regional Office and Maputo Representative Office. The project management units aim at development, promotion and management of related projects in a smaller region inside any province. Several units have been or are establishing in the Angonia region: Ulongue Unit, Chifunde Unit and two Furancungo Units. One of them, i.e., Ulongue Unit Office, has been operational. There also are some units in other provinces, such as several units in Zambezia and Sofara.

An emphasis should be given on the project management units, which represent one of the major organizational strategies of GPZ. GPZ makes the plan on unit development, provides special budget for them, and nominates managers of units. Quite a few managers come from the outside. GPZ aims at cultivating these units to grow, making them independent companies in the future, and also at training high-qualified human resources for GPZ.

In addition, GPZ has established a joint-venture company, named Sogir Sarl Inc., mainly to carry out engineering consulting activities for GPZ.

The internal organizational structure is shown in Figure 6.

4.2. Functions

4.2.1. Functions of project planning and studies

On the project planning and studies, GPZ has mainly undertaken the following projects in the last two years.

- (1) The planning study of the Albufeira area in Cahora Bassa, which has been finished, and was appreciated by the Technical Council.
- (2) The study of the Angonia region, which started in August 2000 and will end in November 2001. The CT-GPZ, the Tete provincial governor and the related district administrators reviewed the study report. Since then, GPZ has implemented a 12-month activity of investment promotion.
- (3) The study of SDI (Spatial Development Initiatives) methodology in the Baixo area in Zambezia province, which was financed by Arab Union, to promote rice development in Zambezia and agricultural pilot programs in Nante and Nicoadala districts also in Zambezia. The study was completed in September 2000.
- (4) The study of the Delta region, which is on the way, to be executed jointly with a Canadian organization.
- (5) The Sena line study, whose first phase of scope and strategy assessment has been finished. Its second phase is to promote the project through establishing the project unit.

The most important department to carry out the project planning and studies is the Department of Planning and Studies, where there now are two branches and six staff members. According to the director, by 2003 it will develop into five branches with 25 staff members.

4.2.2. Functions of project coordinating and promoting

The major projects completed or being promoted are as follows:

- (1) Development of the Albufeira region in Cahora Bassa; the development plan finished in March 2001, and it is now being promoted.
- (2) Program of the Sena Line; a project management unit was established in March 2001, the project assessment will be finished in September 2001, and it will be promoted starting in 2002.
- (3) Program of water resources development and control; it includes Cahora Bassa dam management, a study of the northern part of Mpanda and Cahora Bassa, and other water resources development.
- (4) Rice development project; the feasibility study of the project finally passed in March 2001.
- (5) Project of agricultural pilot in the Nante and Nicoadala region; the feasibility study was completed in September 2000, and currently discussion with an Arabian fund, which may support this project, is underway.
- (6) Project of employment promotion through sugarcane production in Marromeu, Caia, Cheringoma, Chemba, Mopeia, Luabo, and Chinde of Sofara province; promotion by GPZ is underway for its implementation through coordination with the Development Bank of South Africa, National Agricultural Institute and a private company.
- (7) Pilot project of small industries; it includes a clothing factory and a factory of cement and construction materials.
- (8) Project of promoting small infrastructure construction.
- (9) Project of employment promotion in the Delta region.
- (10) Project of agricultural scheme revitalization for nuts in Zambezia province.

These projects are undertaken mainly by three departments: the Project Promotion, the Community Development and the Infrastructure Development. There are now three staff in the Project Promotion Department, which will have five branches and 10 staff members in 2003, and also three staff members in the Community Development, which will have four branches and 18-20 staff in 2003.

4.2.3. Functions of self-construction

The major activities in which GPZ has been engaged in the last two years are as follows:

- (1) Development of financial and administrative management system; GPZ signed the contract in November 2000 with KPMG consultant with financing from Development Bank of South Africa and Bank of Mozambique; this project is in progress.
- (2) Implementation of SDI methodology in other project planning and promotion; the method has been employed in the study of Albufeira regional development.
- (3) Headquarters relocation from Maputo city to Tete-Moatize; based on the decision made at the executive level in June 2001, GPZ headquarters and all the staff will move to Tete province by the end of October 2001, and the staff will work in Tete city and live in Moatize; therefore, major investments have been made on the office building and facilities as well as staff residence construction.
- (4) Planning and establishment of several project management units; the units being established are Ulongue unit office in charge of Angonia district, Furancungo unit office in charge of Macanga district, Albufeira unit office for Songo district, and Marromeu unit office for Caia, Mopeia and Luabo districts; another unit is planned in Chifunde.
- (5) Preparation of two regional offices; the Beira office will mainly be in charge of the planning and development of the Sena Line, and the Zambezia regional office is currently negotiating with Bank of Mozambique on the use of its building for office space.

As of the end of 2000, GPZ had the total of 51 staff, consisting of 33 senior specialists, nine junior specialists and nine clerks.

4.3. Institutions

4.3.1. Fundamental institutional concept

Based on the statute of GPZ, the mandate of GPZ includes:

- (1) Planning, promotion, coordination and supervision of a sustainable development of the Zambezi Valley in accordance with the global development policies and strategies issued by the Mozambique government;
- (2) Coordination of the process of formation, management and up-date of natural resources inventory of the region and the planning of their rational and sustainable exploitation;
- (3) Promotion of the establishment of the needed infrastructures for development;
- (4) Promotion of incentives to boost the development of national communities and creation of employment opportunities; and
- (5) Preparation for proposal to the Government of private and public plans, and programs and projects to be implemented in the region.

Considering that the Zambezi Valley needs to be further studied, GPZ upstream strategy is to concentrate on land use planning together with rural economic and social studies, surveys and mapping. Land use planning constitutes the main tool for planning the development in the areas of agriculture, mining, industry, eco-tourism and energy. GPZ downstream approach will rely on strategic alliance with the private sector for the generation of employment, development of public infrastructure and integration of small enterprises in a larger context of economy of scale. The promotion of the domestic private sector will be considered as one of the criteria to build a sustainable development in the region. The overall program of GPZ will create conditions for or implement activities geared to:

- (1) Integrated rural development;
- (2) Management of economic and social programs;
- (3) Self-employment;
- (4) Small enterprises and private sector development;
- (5) Development of institutional capacity for project management;
- (6) Environment management including management of natural resources; and
- (7) Studies conducive to a better planning and development of policies and strategies favorable to development.

Organizational and functional principles regulated by GPZ itself are as follows:

- (1) Participation of local communities in development programs and projects;
- (2) Program development take into account economics, environment and social culture;
- (3) Policies, strategies and action plans are based on well constructed knowledge and sharing of information with different stakeholders;
- (4) Institutional development and improvement including organization of local communities; and
- (5) Collaboration and coordination with the line Ministries, Provincial and District authorities and the private sector.

4.3.2. Management institutions

GPZ is most different from other governmental organizations in that GPZ uses the State power delegated to it by the Mozambican Government but operates and manages as if being a private company, geared toward customer and user satisfaction. The managerial principles of GPZ proclaim professionalism, efficiency and efficacy.

GPZ is under the following management institutions:

- (1) Differential salary institution – the difference in salary between the highest and the lowest is over six times;

- (2) Staff promotion evaluation system – promotion of staff is based on the evaluation of their work abilities and actual achievements;
- (3) Staff assessment institution – staff is assessed once a year for their work progress and achievements; and
- (4) Contract employment institution – the longest employment contract is for six years.

4.4. Analysis

GPZ with only six-year history is basically sound in structure, functions and institutions although it has a long way to go towards a powerful and mature organization in the development of the Zambezi Valley. Differing from the central ministries, GPZ focuses mainly on project study, promotion and coordination as well as project management. That is, it is an agency focused on project development, and its main body is a group of specialists; therefore, there is no typical bureaucratic atmosphere in GPZ.

It should be especially noted that GPZ not only focuses on project development but also starts to emphasize on implementation, as seen in such actions as:

- (1) Construction of a set of internal information management system, starting with administrative and financial management system;
- (2) Launch on the study of SDI, a sort of methodology of project development;
- (3) Exploration of more effective organization for project promotion and coordination, i.e., project management unit; and
- (4) Decision to move its headquarters from the capital to the central region of the Zambezi Valley.

Analysis on GPZ will be done here from two points: the installation of internal organizations and the construction of information management institution.

4.4.1. Installation of operating departments

GPZ is involved in almost all the sectors, including social, economic, spatial, and environmental aspects across a wide area of the Zambezi Valley, covering over 20% of the national territory. As of June 2001, however, its project planning and studies department, the largest operating division, has only six staff members, its infrastructure development department has only four, and its project promotion and community developments departments have three each. In total, the four operating departments have only 16 staff among them, of whom no more than 10 are specialists with relatively extensive project experiences, while there are eight staff members just in the Secretariat.

GPZ's department setup by project workflow is at an initial stage perhaps because of lack of human resources (Figure 7). With increase in the number of projects to be involved in, GPZ will certainly face a bottleneck in project management, and will have to establish its

special project financing department and project management department to improve its efficiency.

4.4.2. Institution of information management

The conditions of the information system in GPZ at present are illustrated in Figure 8, based mainly on observations. The figure shows that there are computers and printers in almost every department office, including some high-quality mobile computers. However, neither LAN (local area network) nor an integrated database system has been set up in any department, and the Internet can be accessed only by individual users, one at a time, through modem connection. This indicates that the computer hardware environment is more or less sufficient while system management is underdeveloped.

Figure 8 also provides a vision of information system for GPZ in the near future, which is a model for the formal and basic environment of a government agency or a company. Compared to the system environment, there are four areas of waste of resources: First, human resources are wasted. Since there is no network linking office hardware, printers and copy machines are individually and independently set up. Staff spend considerable amount of time going and coming for printing and copying. Due to lack of PBX or similar equipment, one staff member is assigned just for telephone receiving and calling. Second, even though expense management is very strict at GPZ because of insufficient budget, hardware resources are wasted. For example, there is at least one printer in each office room. However, if a LAN is set up, one or two printers on each floor would be sufficient. Third, the construction of a software system is just starting at GPZ, and data of the four operating departments are not shared because of lack of any kind of database system and LAN. On the one hand, there is a shortage of GPS specialists, but on the other, these specialists take up a lot of time processing data. Fourth, the Internet, which is the richest information resource, is not used efficiently because LAN, telephone equipment and other necessary facilities have not been established.

Chapter 5. Local Administration Sub-System

5.1. Study Framework

The main line of the study on the local administration is first to clarify the structure of the local administration as a whole. Then, the emphasis is put on the Tete provincial administration and on the six related administrative districts. Finally, the two municipalities are briefly examined.

The study on the Tete provincial administration will be undertaken in three steps: first, conducting a broad field survey on organizations located in Tete; second, classifying and briefly analyzing these organizations; and finally carrying out case studies for several typical organizations.

In terms of the provincial organizations, based on the broad field survey, four cases are selected for the case studies: the Directorate for Planning and Finance (typical management department), the Directorate for Public Works and Housing (typical infrastructure development department), the Directorate for Health (typical social development department) and the Directorate for Environment Coordination (environmental department). In addition, the Tete operational area of EDM is also selected for a case study because it is a very important institute in the future development of the Angonia region and also a public monopoly company with stronger governmental features.

The district administration is analyzed first to give its overall picture, and then to introduce the organizational structure of each district separately. In describing administrative functions, emphasis is on four aspects: internal management, social services, promotion of economic development and communication.

For the two municipalities, only a brief introduction is made due to insufficient data.

5.2. Overall Structure of the Local Administration

The overall structure of the local administration is shown in Figure 9. The figure shows that the upper level is the Tete provincial government, the lower level has 12 administrative districts where farmers constitute the majority of the population, and two municipalities with autonomy. The majority of non-farmer population lives in the two cities.

In terms of the local administration related to the Angonia region, the Tete provincial government is the most powerful organizational body. The district administrations seem to be only station houses of the provincial government. Tete and Moatize cities are independent of the province but they are quite weak since they have been municipalities for only less than four years. Therefore, the priority of study of the local administrations is first on the province, and then on the six districts.

5.3. Tete Provincial Administration

5.3.1 Structure

The concept of the provincial administration has two meanings. One is the pure administrative unit that obtains 100% of budget from the Government, and the other a public company with strong administrative features. The emphasis of the study is on the former, and for the latter only a brief account is made of EDM, a typical public company.

A field survey on the administrative organizations in Tete province has been made. Three types of units are identified: the governmental system, the offices of the central organizations located in Tete province and the provincial legislature and justice system. Altogether 24 administrative units are found, as shown in Figure 10. As seen from this figure, 19 units are actually related to the provincial government, and that means that the government system is relatively powerful.

A Governor and several provincial directors constitute the provincial government. Inside the government, there are 16 operating departments and among them 11 directorates are closely related to the Angonia regional development, which are as follows:

- Provincial Directorate of Planning and Finance (PDPF);
- Provincial Directorate of Agriculture and Rural Development;
- Provincial Directorate of Mineral Resources and Energy;
- Provincial Directorate of Industry, Commerce and Tourism;
- Provincial Directorate of Transport and Communications;
- Provincial Directorate of Public Works and Housing (PDPWH);
- Provincial Directorate of Environmental Action Coordination;
- Provincial Directorate of Health (PDH);
- Provincial Directorate of Education;
- Provincial Directorate of Labor; and
- Provincial Directorate of Women and Social Welfare;

From the above 11 directorates, three are selected for case studies: planning and finance, public works and housing and health. In addition, EDM is also selected for a case study.

(1) PDPF

Based on the internal regulation of the Provincial Directorate of Planning and Finance, PDPFs are provincial organs of the Ministry of Planning and Finance (MPF). The PDPFs operate methodically under the guidance of the central organs of MPF. For the execution of their tasks, the PDPFs follow the principle of double subordination, ensuring that their respective managers in charge will implement the tasks competently in cooperation with the provincial government.

The Tete PDPF is the largest body inside the government, and it has six departments and

103 staff as of June 2001. They are the Administration and Human Resources Department (DARH), the Public Accounts Department (DCP), the Planning and Budget Department (DPO), the Revenue and Inspection Department (DRF), the Property Division (RP), and the Treasury Division (RT). There are 14 senior accountants, four senior economic and financial planners and four technicians among the 103 staff. The internal structure of the PDPF is presented in Figure 11.

(2) PDH

There are 12 departments in the Provincial Directorate of Health (PDH) and 1,009 staff including those working in 12 districts as of June 2001. The organizational structure and staff of PDH are summarized in Table 1.

The management board of the PDH consists of the Director, Head Doctor and heads of departments and divisions, and it controls and coordinates all the activities related to health and sanitation for the population in Tete province.

(3) PDPWH

There are seven departments and four district offices in the Provincial Directorate of Public Works and Housing (PDPWH) and 96 staff as of June 2001. The organizational structure and staff of PDPWH are summarized into Table 2.

(4) Tete operational area of EDM

The Tete operational area is the execution and management organ of EDM in Tete province and it has quite powerful governmental administrative functions. There are five departments altogether: the Department of Distribution and Client Services, the Department of Production and Transmission, the Department of Administration and Logistic, the Survey and Project Office and Distribution Zones. As of June 2001, the Tete operational area of EDM has 128 staff, and plans to hire six more employees in 2003. Among them, 76 staff have quite good technical and professional training experiences. The basic structure of the Tete operational area of EDM is shown in Figure 12.

Information on the structure of other provincial directorates, based on their responses to the survey questionnaire administered by the Study Team, is presented in Table 3. They include the Directorates of Agriculture and Rural Development, Transport and Communications, Environmental Action Coordination, and Planning and Finance.

5.3.2. Functions

The functions of several directorates at the provincial government level are described below.

(1) PDPF

The major functions of the six departments of PDPF are briefly described as follows.

Administration and Human Resources Department (DRH):

- 1) To organize processes and correspondence related to the provision, promotion, transference, exoneration, retirement, license, and any other situations of the staff;
- 2) To organize the staff registers of Tete provincial state institutions and ensure their respective affectivity related to legal matters;
- 3) To draw up expense budget projects;
- 4) To process the Tete provincial directorate's expenses and write them under the budget line to which they are consigned;
- 5) To proceed with the inventory of the assets belonging to the provincial directorate, which are in the provincial directorates and dependent institutions, maintaining these duly registered in their respective books;
- 6) To promote the acquisition of articles indispensable to the regular functioning of the services;
- 7) To propose to superiors the actions judged necessary to the regular functioning of the services;
- 8) To promote the existence of a general archive;
- 9) To promote actions of professional training for continuous improvement of the staff performance;
- 10) To carry out surveys for the composition, dimension and control of the provincial staff board;
- 11) To implement the process of performance evaluation of the staff;
- 12) To organize the provincial directorate's staff information system; and
- 13) To program and execute the current staff management activities in Tete province and promote the exercising of competition.

Public Accounts Department (DCP):

- 1) To supervise the execution of budgeted expenses and proceed to its analysis, liquidation and bookkeeping;
- 2) To analyze and give appropriate budgets to the provision processes of the staff, which are to be submitted to the Administrative Court for stamping, in the terms of the applicable legislation;
- 3) To study and propose a uniformity and simplification of the system for budget accounting in Tete province;
- 4) To inspect applications of the State budget funds and elaborate the respective reports; and
- 5) To elaborate and organize the accounts and processes of the general accounts of the State budget in Tete province.

Expenses Division of the Public Accounts Department:

- 1) To verify, liquidate and authorize the payment of expenses of the Tete provincial budget;
- 2) To analyze and give appropriate budgets to processes of personnel provision and remit them for the Administrative Court Stamp under the terms of the legislation applicable;
- 3) To register the books of the disposition of funds and entries of payment to staff from the State budget; and
- 4) To issue opinions on expense processes, which is part of the responsibility of the Tete Provincial Governor or other entities.

Accounts Division of the Public Accounts Department:

- 1) To analyze, inform and register the alterations to the Tete provincial budget;
- 2) To organize processes of the general accounts of the Tete provincial budget; and
- 3) To elaborate the statistical information.

Inspection Division of the Public Accounts Department:

- 1) To inspect the application of the State budget; and
- 2) To draw up the respective reports.

Planning and Budgeting Department (DPO):

- 1) To direct and coordinate methodologically the programming activity, ensuring the application of the norms, methods and indications defined;
- 2) To direct and coordinate the programming activity ensuring the consonance in the provincial budget, and between the expense of investment and those of current exercise;
- 3) To draw up projects, guiding the provincial budget for the continuation of the priorities and fundamental objectives programmed.
- 4) To coordinate and follow the implementation of the programs already planned, evaluating their execution periodically;
- 5) To encourage and direct the projects of NGOs and national or foreign private institutions, to the objectives and priorities stated in the economic and social development programs; and
- 6) To draw up reports about the balance of the socio-economic activities in Tete province.

Revenue and Inspection Department (DRF):

- 1) To analyze the accounts situation of the companies that are the state, public, state organs and institutions, and propose measures for its improvement;
- 2) To analyze the financial management system and properties in the state and

public companies, the state organs and institutions, and propose measures for its improvement;

- 3) To certify, based on the inspections, the balances and accounts presented by the state and public companies, the state organs and institutions;
- 4) To manage and control the revenue at local level which is collected by the financial divisions, issuing pertinent instructions which is based on the applicable legislation;
- 5) To propose norms for financial discipline and accounts procedures to be adopted by the public, state organs and institutions; and
- 6) To program and perform inspections to the state institutions and issue pertinent instructions.

Properties Division (RP):

- 1) To coordinate the management of moveable or fixed assets, belonging to the state property in Tete province;
- 2) To analyze the property accounts processes of the Tete provincial structures;
- 3) To draw up the account of the state property in Tete province;
- 4) To organize the state suppliers registers in the province;
- 5) To carry out general and special bids and quotations requisitions;
- 6) To analyze the processes of reductions and assets transfers amongst the state organs in Tete province;
- 7) To organize a sale, by public auction, of reduced, apprehended assets and reverted in favor of the state;
- 8) To register and give continuity to all processes for alienation, stoppage of management and rental of companies, establishments, properties and other forms of financial participation of the state's properties at Tete province.
- 9) To control the taxes of the revenue collected from the alienation and the income of the state's property;
- 10) To promote the registration of the properties and other assets belonging to the state in Tete province, at the respective conservatories and the financial divisions; and
- 11) To inspect the utilization of the state property.

Treasury Division (RT):

- 1) To write movement of the treasury operations and the transfer of the balances;
- 2) To superintend in the Tete provincial treasure and the Tax collection offices and register the relative operations to the budget revenue and to the funds that have been allocated for the payment of the budgeted expense;
- 3) To draw up the expedient of the treasury operations, proceeding to the

- verification, inspection and accounting of incoming and outgoing funds;
- 4) To verify, examine, adjust and report the collectors accounts and any other party who may be responsible for the national revenue;
 - 5) To proceed to the management of other funds, according to the appropriate instructions or specific authorization; and
 - 6) To manage and control the movement of sealed values.

(2) PDPWH

The functions of this directorate are listed below by aspect of its activities.

Roads and bridges:

- 1) To manage, plan, inspect and maintain the roads in Tete province;
- 2) To implement and issue policies and information on roads and traffic situations including tarred roads, compressed sand roads and natural sand ones; and
- 3) To manage and inspect bridges and their conditions, especially bridges over the Zambezi river in Tete and Mutarara.

Water supply and sanitation:

- 1) To manage, plan and inspect water stand posts and water supply systems in cities and districts, and to assist local governments in technical evaluation for the operation and maintenance of the systems;
- 2) To draw up the plans to rehabilitate and construct new public stand posts;
- 3) To promote and inform on the national water policies to local governments and communities;
- 4) To assist local governments to implement a sustainable management and maintenance of the public water stand posts performed by the communities;
- 5) To manage the water resources and advise the measures on flood control; and
- 6) To promote urban and rural sanitation campaign through the construction of improved latrines.

Habitation and town planning:

- 1) To promote the construction of a low cost residential zones for the people with a low incomes through a habitation credit concession;
- 2) To promote the plans of town construction in the urban areas and the district capital areas; and
- 3) To promote production of construction materials through utilizing the local resources.

Construction:

- 1) To implement and inspect the State's construction projects in Tete province;
- 2) To manage and inspect the State's properties in Tete province;

- 3) To inform about the legislation relative to civil works; and
- 4) To manage the construction activities and register new constructors.

(3) PDH

The functions of the three departments of this directorate are as follows:

- 1) Department of Human Resources: to manage effectiveness of the staff working in various jobs and areas;
- 2) Department of Administration and Finance: to be responsible for administrative affairs, budget and expenses in PDH; and
- 3) Department of Planning and Cooperation: to be responsible for plan making and implementation, carry out the activities in cure and prevention, and promote the construction and rehabilitation of health infrastructure.

Major projects that have been undertaken so far are as follows:

- 1) Four health centers were planned, two of which were built in 1999;
- 2) In 2000, the Mutarara Health Center was started to enlarge into a rural hospital, and this project is still under construction;
- 3) In 2000, the rehabilitation of the Pediatric Ward in the Provincial Hospital was started to construct and will be finished by the end of 2001;
- 4) Two medical depots were built in Angonia and Cahora Bassa;
- 5) Seven buildings for PDH residences were finished; and
- 6) Since 2000, a plan to construct nine health centers has been undertaken, and the construction of five of them has started.

(4) PDCE

As shown in Table 3, there are five departments and 33 staff in the directorate as of 2001. The major functions of the five departments are as follows:

- 1) Department of Environmental Management, which plans, coordinates and executes sustainable management activities of the natural resources, and to make studies on environmental problems;
- 2) Department of Environmental Evaluation and Impact, which studies the evaluation process, and carries out environmental evaluation with other sectors;
- 3) Department of Territorial Planning and Arranging, which draws up, executes and monitors territorial arrangement plans both in urban and rural areas, and provides technical assistances to the municipalities and districts;
- 4) Department of Environmental Promotion, which promotes awareness activity in communities through lectures, seminars and posters; and
- 5) Department of Administration and Finance, which plans, executes and inspects administrative and financial affairs of PDCE.

(5) EDM Tete

The major functions of the Tete operational area of EDM include the following.

Department of Distribution and Client Services:

- 1) To be responsible for the running, maintenance and repair of the distribution network of low voltage;
- 2) To provide clients with technical and commercial assistance, inspection services, meter readings, invoicing, collections, reception, survey, and problem solution;
- 3) To respond to complains from clients;
- 4) To identify possible electricity markets; and
- 5) To adopt high standard service techniques.

Department of Production and Transmission:

- 1) To be responsible for managing the production means allocated to the Tete operational area for alternative electricity supply; and
- 2) To be responsible for operation, maintenance, and conservation of the electrical network areas and underground of medium voltage 6.6kV, 22kV and 33kV.

Survey and Project Office:

- 1) To be responsible for the surveys, planning and implementation of projects;
- 2) To carry out inspection of the executed works through the third parties and by contract, in the case of works carried out by other parties; and
- 3) To draw up annual projects for expansion and maintenance of the networks.

Department of Administration and Logistic:

- 1) To make the accounts for the operational area;
- 2) To draw up and analyze the budgets, economic and financial activities reports;
- 3) To carry out management of the EDM assets, stores and local deposits; and
- 4) To carry out management of reception, classification and forward the operational area's correspondence as well as archives.

Distribution Zones:

- 1) To be responsible for the running, maintenance, repairs and expansion of the distribution networks;
- 2) To give technical and commercial assistance to the consumers; and
- 3) To provide services of meter readings and collections of electricity consume at its competence level in administrative districts or administrative posts.

The largest project undertaken by the EDM Tete area is the rehabilitation and extension of the Tete distribution network. Financed by DANIDA, the project started in 2000 and is valued at US\$365,000.

5.3.3. Institutions

As for data on the institutions of the Tete provincial government, only a few have been collected from the Directorate of Planning and Finance and a few more from interviews with some staff members working in the Government.

(1) PDPF

The PDPF is one of those departments comparatively well managed in the government. The roles of Provincial Director and Assistant Provincial Director of the PDPF are briefly described in the following.

Provincial Director:

- 1) To represent the Minister of Planning and Finance in Tete province, guiding and coordinating the relative activities;
- 2) To ensure the elaboration and execution of programs for the socio-economic and cultural development in Tete province;
- 3) To stimulate and fit in the activities of the NGOs and the private institutions in the socio-economic development programs in Tete province;
- 3) To pronounce himself on projects of national or foreign investment regarding Tete province, in the range of the consulting commission, created for this effect;
- 4) To orientate studies and produce opinions on the socio-economic development in Tete province;
- 5) To analyze and decide about current issues of the activity, submitted by the provincial organs;
- 6) To submit regularly to the Tete provincial government for his appreciation, evaluation reports about the socio-economic situation, proposing and adjustment measures;
- 7) To direct and inspect the functionality of the departments;
- 8) To ensure the payment of salaries, pensions and life incomes which may be of the State budget's liability;
- 9) To accompany and manage the State's treasury;
- 10) To accompany the management of the human resources, in what it relates to funds of salaries, materials to financial resources of the State in Tete province, evaluating the Provincial Governor and other sovereign organs on financial matters;
- 11) To guide and direct the prevention and inspection action in Tete province; and
- 12) To follow up and contribute for the fulfillment of the laws and regulations of tributary domain and expenses;

Assistant Provincial Director:

- 1) To support the Provincial Director in the exercise of all the functions which are

attributed to him;

- 2) To perform other functions which may be entrusted to him by the Director; and
- 3) To superintend in the department of administration and human resources.

(2) Interviews

The Provincial Directorates of Planning and Finance, Health, and Public Works and Housing were interviewed during the field survey. Based on some documents on regulations of these directorates, fundamental institutions seem to be established, such as organizational structure, functions, competences, personnel, training, promotion and so on. The institutional establishment of the Directorate of Health seems to be relatively more sound and complete. This department is managing numerous health centers, number of hospitals and over 1,000 medical staff. It is said that training towards district medical staff from districts and posts and the down-visiting into district, and post health centers have become a regular institution.

5.3.4. Analysis

From a viewpoint of basic structure and functions, the Tete provincial government is operating well, formally and without major problems. However, it is very difficult to say that this formal operation is efficient and effective. Through discussions with the private sector, it is found that most drawbacks that the private sector is facing are caused by the poor function of the administrative system and the staff working there. Delays in official processes would not occur if officers are concerned about efficient and transparent procedures. Institutions have been established but they are not efficiently performed in daily work as desired.

It is also found that quite a few functions linked to the private sector activities are more centralized, following the classic system of administrative command, with vertical and rigid hierarchical order between the top management and the implementation on the ground. This situation is most bothersome. Two investors from the South Africa met in Ulongue believe that inflexible processing of application documents and thus long wait without any explanation for the delays are two major reasons why they have decided to transfer their money to Malawi instead of investing it in Mozambique.

5.4. District Administration

5.4.1. Structure

General structure of the administrative organizations at the district level has been presented already (Section 5.2, Figure 9). Basic information of the six districts such as names of posts, and number and locations of the district capitals are summarized in Table 4. More detailed descriptions presented here are based on field surveys.

(1) Angonia administrative district

Angonia district is the largest administrative body of the six districts and consists of two administrative posts, 17 localities and 138 natural villages. According to the interview with the leader of the ministerial party in the district, this is a strategic area of the Party due to its location, population and economic development level in Tete province.

The administrative organizational structure of this district is shown in Figure 13. Considering this with figures pertaining to other districts, it is apparent that the Angonia district government is a very powerful institution at the district level. One of the two posts in this district, Domue Administrative Post, is even more powerful than those in Tsangano and Chiuta districts.

The top official at the administrative level is district administrator. Different from Tsangano, Macanga, Chifunde, and the other districts, there is assistant administrator in Angonia. Under the administrator and assistant administrator, there are three major departments: secretariat, accounting and radio communication, and the largest is the secretariat. Under these departments, there are about 16 sub-departments responsible for various affairs from internal management to socio-economic activities such as free-market management, levies and so on. Officials in the district government total 49 (Table 5), more than three times larger than the number of staff in Chifunde and Tsangano.

Under the administrative district are the administrative posts, the most fundamental governmental organs. The chief of post is called the post administrator. In the Domue administrative post there are a post administrator and three officials consisting of clerk, secretary and worker (Figure 13).

By observing the Ulongue town, the district capital located in the Angonia highland, and by comparing it with the other district capitals, Ulongue is clearly a quite modern town. There are various institutions here such as court, schools, agricultural extension stations, hospitals, shops, and so on.

(2) Chifunde administrative district

In the Chifunde administrative district, there are three posts (Table 4), eight localities and 67 villages, accounting for almost a half of the Angonia district. The Chifunde government has only six sub-departments (Figure 14) and 14 staff (Table 5). It has no section promoting local economic development but only accounting, education, health and levies regulated by laws.

(3) Chiuta administrative district

The Chiuta administrative district, similar to Chifunde, manages two administrative posts (Table 4), eight localities and 55 villages, less than a half of the Angonia district. The Chiuta government has only six sub-departments (Figure 15) and 24 staff (Table 5). It has no section for the promotion of local economic development but only accounting,

education, health and levies regulated by laws.

(4) Macanga administrative district

The Macanga administrative district is a district of medium strength in the Angonia region, smaller than Angonia and Moatize but larger than Chifunde, Chiuta and Tsangano. It has two administrative posts, ruling seven localities and 46 villages.

There are 26 officials (Table 5) working at 13 sub-departments in the government of the Macanga district (Figure 16). There are more service-related section here than in Chifunde and Chiuta, such as water and electricity management sections.

(5) Moatize administrative district

The Moatize administrative district is the second largest district in the Angonia region. It administers three administrative posts, 12 localities and 135 villages.

There are 34 officials (Table 5) working at two departments (accounting and secretariat) and 13 sub-departments (Figure 17). It is the only district with assistant administrator aside from Angonia district. The service functions are comparatively well developed in this district including water, electricity, construction, cleaning, mechanic and so on.

(6) Tsangano administrative district

Tsangano is a small and newly established administrative district near the border of Malawi. It has two administrative posts with only six localities and about 50 small villages. In the district government, there are only 15 officials (Table 5) and seven sub-departments (Figure 18). It is the only district with no restaurant in the district capital. Market economy is not developed, and no organization managing the markets has been established.

5.4.2. Functions

The administrative organizations at the district level are in nature the agencies of the provincial government. There is no department for human resources in any district because the personnel decision at the district level including general officials is made at the provincial level.

The main functions in district administration are in four aspects: internal management, social services, economic development promotion, and communication with the upper levels.

(1) Internal management

Internal management is embodied in three management domains: financial management concerning revenue and expenditure control and reporting to the upper level, public property management, and personnel management on staff work attendance. The third domain is found only in Angonia district.

There are more than 10 officials responsible for internal management in Angonia but only

two or three in Chifunde and Tsangano. At the administrative post level, almost all the staff are responsible for internal management, but in Domue, there are two staff members for internal management and another for levies and other socio-economic activities.

(2) Social services

Provision of social services, including health, education, water, electricity, and burial of the deceased, is one of the most important functions at the district administrative level. Of all the social services, the health sector is the most developed institution almost in all the districts. According to data from the Provincial Directorate of Health, there are almost 10 health centers and small hospitals and 60 medical staff in Angonia and Moatize combined, and there are 13 medical staff even in Tsangano, the most undeveloped district. The main functions of the health sector at the district level are delivery of babies, prevention of various local diseases (e.g., murrain), treatment of patients (mainly farmers and their family members), and dissemination of information concerning health, medicine and sanitation.

The education sector is another major social service institution at the district level, and schools are directly under the Provincial Directorate of Education. According to the representatives from Chifunde and Chiuta interviewed, education departments at the district level draw up plans necessary for education development and report to the upper level, visit schools in the district and inquire about problems, promote and coordinate constructions and rehabilitations of school buildings, and help schools obtain textbooks and teaching materials.

Management and coordination of water and electricity are also important part of social services. The most serious problem of water usage is concerned with management of public water stand posts in communities. Electricity services are mainly confined to district capitals.

(3) Promotion of economic development

In terms of the promotion of local economic development, there are quite large differences among districts. There is only one sub-department of market management somewhat related to economic activities at the district level but often staffed with only one official as in Tsangano.

However, in Angonia the picture is different. The district administrator and even post administrators themselves spend considerable time thinking about local economy, particularly local agricultural development. The district administrator, sometimes together with the post administrators, periodically organizes meetings to discuss such subjects as strengthening agricultural production cooperation and enhancing distribution of agricultural products, and instructs operational department staff to visit remote communities.

According to the post administrator of Domue, the most important issues it how to mobilize and solidify all levels of farmers in the post through helping them organize agricultural production more effectively and improve their living standards.

(4) Communication with the upper level

Communication with the upper level is an important but difficult task in the Angonia region since means of communication are very limited mostly by the radio only.

5.4.3. Institutions

Some basic institutions of the district and the post administrations such as personnel, financial and training institutions are established at the provincial level. The field survey conducted by the Study Team had two main points of interest: institution of human resources development at the district level and down-visiting remote traditional communities. At the district and post level, the staff capacity is very limited, so the development of human resources is one of the most important tasks. In this respect, there has been a staff-training system in Tete province for officials at the district and post level. In 2000, the staff in charge of accounting in the district administration attended two finance and accounting training seminars in Tete city, organized and financed by the Provincial Directorate of Planning and Finance.

Regarding down-visiting, basically there is no clear regulation for four reasons: lack of fund for down-visiting, lack of transportation means, no strict regulations, and insufficient staff capacity and lack of knowledge in the investigative methodology.

5.4.4. Analysis

Based on the first field survey on the six districts, a table summarizing the administrative structure, function and institutions of the districts has been prepared (Table 6). As seen in the table, main problems considered by district administrators in the six districts are as follows:

- 1) Shortage of qualified human resources, especially accounting and technical specialists – there is no technical specialist in most districts;
- 2) Insufficient office equipment and means of transportation – computers and printers are set up in almost all office rooms of GPZ or in offices of the provincial government but only a few old typewriters in the offices of district governments. Most of office furniture is old and degraded (with the exception of the administrator's office in Macanga); there is only one car in one administrative district; and
- 3) Limited budget – there is no money except for salary and operating funds are very limited.

Figure 19 shows distances from each district capital to its administrative posts. The

shortest distance is about 40km and the longest over 100km, suggesting that, even by direct distance, the range of an administrative post is between 20 and 50km. Since there is almost no means of transportation and not enough operating fund, it is very difficult for officials to down-visit remote communities in their district. It is found that at the community level, administrative management or services are very weak especially for those communities far from their administrative posts.

5.5. Tete and Moatize Municipalities

5.5.1. Structure and Functions

Economic liberalization preceded political and administrative liberalization in Mozambique. To improve excessive centralization of decision-making, political and legislative decentralization began to emerge in the 1980's. There are two lines of action: deconcentration of central government ministries, and municipalization, that is, creation of a limited number of municipal governments.

Municipalization has been accomplished through a number of changes in laws passed in the 1990's. The fundamental framework is stipulated in the 1990 Constitution of Mozambique. A more specific and detailed framework was developed in Law 3/94 (1994) whose fundamental principles are as follow:

- 1) **Autonomy:** administrative, financial and patrimonial autonomy are guaranteed to municipalities;
- 2) **Participation:** citizen participation in municipal affairs is permitted and encouraged;
- 3) **Legitimization:** municipal governments derive their legitimacy from the fact that municipal assemblies and governors are elected by direct and equal suffrage; and
- 4) **Gradualism:** due to their generally poor financial, human and physical resource bases, municipalities are likely to require an extended development period to become fully operational.

The Tete and Moatize municipal governments were born effective in 1998 by citizen direct election. The two municipalities with only three-year history are still very weak in structure and functions because of lack of qualified human resources, limited financial resources and short autonomy experiences. By 2001, the urban population in Tete city has reached approximately 110,000 and Moatize city 27,300 people.

Based on limited data available, the organizational structure of Tete municipal government has been constructed as shown in Figure 20. The structure presented in the figure, therefore, may not be complete or up to date. For instance, according to the assistant director of the Provincial Directorate of Environment Action Coordination, a department for environment coordination has recently been added to the government, which is at

present staffed with only one official with very limited experiences in environmental matters. Water, electricity and telecommunications are not operated by the municipal government but by EDM, TDM and the Provincial Directorate of Public Works and Housing.

The organizational structure of the Moatize municipal government as shown in Figure 21, on the other hand, is complete and up to date. The Moatize government consists of four departments: urban, social, economic and administrative and financial services. In each department there is a councilor to be responsible for the department. The urban services provided by the government include street cleaning, sewer management, traffic signals installation, etc. The social services are mainly health and education. The economic services are mainly for enterprises and individual registers and consultation.

5.5.2. Analysis

A municipality in Mozambique is a product of the Western modern administrative practice, and a so-called real local government with autonomy. It is true, according to an officer working in the provincial administrative department, Tete city is outside the provincial administration, only supervised by related laws, and financed by the Ministry of Administration according to the laws. However, its services for residents show lack of efficiency, experiences and responsibilities. Weaknesses in planning, urban finance and urban management are visible in poor urban streets and drainage, and unbalanced residential construction.

Chapter 6. Community Sub-System

The community has been outside the concept of local governmental system, yet still in the concept of organizational body. The community in Mozambique is the most fundamental organization with strong traditional, social, cultural and economic features, in which the majority of the population are farmers. Therefore, how to mobilize communities into their developments and how to lead communities to play their roles are still an important issue not only for the Angonia regional development but also for the development of Mozambique.

6.1. Structure and Functions

A broad investigation into the basic conditions of communities was made first, and the results are summarized in Table 7. From the table, the following can be derived about the Angonia region:

- 1) There are six administrative districts and 14 administrative posts;
- 2) Angonia district has two administrative posts, 17 localities, 138 natural villages and 247,999 people;
- 3) Chifunde district three administrative posts, eight localities, 67 natural villages and 48,498 people;
- 4) Chiuta district has two administrative posts, eight localities, 55 natural villages and 50,372 people;
- 5) Macanga district has two administrative posts, seven localities, 46 natural villages and 46,515 people;
- 6) Moatize district has three administrative posts, 11 localities, 121 natural villages and 109,103 people;
- 7) Tsangano district has two administrative posts, six localities, 51 natural villages and 106,557 people; and
- 8) There are 57 localities, 478 natural villages and 609,044 people in the rural communities of the Angonia region excluding the two municipalities.

These numbers indicate that the Angonia administrative district holds a key for the Angonia regional development. The population in the district accounts for 40.7% of the whole six districts. Based on this, it was selected for a detailed investigation.

Two rural communities were selected: Domue-calio and Ndaula. The former is the largest locality with 22 natural villages and the latter the smallest with only six natural villages. Most fundamental rural organizations are analyzed using these representations. The basic structure of a community is depicted in Figure 22.

It is found by the detailed investigation that there actually are two sets of organizational systems coexisting in a rural community. One system called "the chief-headman system"

consists of a chief, vice-chief, deputy chiefs and village headmen. It comes from a very old historical tradition. The other called "president-secretary system" is an outcome of administrative enhancement.

A locality is actually an aggregation of many small natural villages. In the chief-headman system, all the leaders from chief to headman are hereditary. One of six headmen met during the survey is only 21-year old, who just succeeded the position from his grandfather. In the president-secretary system, the system formation is relatively more complicated. The president of the Domue-calio is recommended by the ministerial party and appointed by the district or post administrator, and the president of Ndaula is recommended by the chief-headman system and majority of farmers and appointed by the administrator.

It is also found in the process of the field survey that the political parties play quite a strong role even in rural communities. A sharp impression is that the leadership of the administrator of Angonia district (female), the administrator of the Domue administrative post and the president of the Domue-calio locality is quite strong, differing from the others. It is considered to be the result of personnel policy and zone strategy. Angonia is the most developed district of all, Domue is the largest and most developed post, and Domue-calio also the largest and most developed locality.

The president-secretary system is a new administrative product, and therefore its organizational configuration is still in the process of forming. The president-secretary system in Domue-calio is the most developed one: a secretary in each village working as assistant of the president. Under the president, there are six committees responsible for general development, water, agricultural development, health, education, and women's affairs. In Ndaula locality, there is not economic development organ but only those for water, health, education, and women.

All these positions and all the members including the president himself are not full time positions. Generally speaking, a committee holds a meeting every two or three months in Domue-calio, but only one or two meetings per year in Ndaula. Discussions at these meetings are mainly on some urgent matters or ones coming from the post administrator. One recent, urgent matter for discussion in Domue-calio was on how to obtain chemical fertilizer, and in the Ndaula on how to persuade farmers to send their children to school.

It has been clear that in a community, main functions of the chief-headman system are traditional affairs: ethic judgment, wedding and funeral and so on, and the president-secretary system aims mainly at socio-economic development in the locality. Presently, at least in the Angonia region, there is no clearly established institution for the president-secretary system.

6.2. Analysis

During the first field survey, a three-hour meeting with 50 farmers and three headmen attending was held at a small free market. From that meeting, and also from some talking with young farmers and headmen, it was strongly felt that the roles of traditional organization, that is, the chief-headman system, are on a decline, particularly among farmers with some education. Those hereditary chiefs and headmen received almost no education. Thus, it may be concluded that though the hereditary organizations may not go extinct because they come from a long historical tradition, their capacity and roles are gradually declining.

On the contrary, the president-secretary system is becoming stronger because it positively involves socio-economic activities in a community. This system is an outcome of coordinated efforts between farmers, governments and political parties. The most important issue today is how to solidify the system through organizational and institutional development and financial aid.

Chapter 7. Related Central Organizations

Mozambique is still a centralized country, despite the current movement to emphasize decentralization. The Angonia regional development has to involve some central organizations, in terms of organization and institutions. As presented in Table 8, the implementing agencies of the JICA-study projects include at least eight central ministries and public companies. Of these, relatively important ones are MARD (involved in seven projects), ANE (six projects), MPWH (five projects), EDM (three projects), and MMRE (three projects). Brief descriptions of three central institutions are given below.

7.1. MARD

The internal organizational structure of the Ministry of Agriculture and Rural Development (MARD) is shown in Figure 23. At present, basic agricultural policy in the nation is to develop the sector as a major engine for economic growth and a main vehicle to eliminate poverty. Under this policy, the Government is making efforts at liberalizing market and prices of agricultural products, enlarging access to production resources and services, and giving incentives to farmers.

In February 1998, the Mozambican government issued a five-year plan for agricultural development called the Agricultural Sector Investment Program. In terms of the aspects of organization and institutions, the goals of the plan are as follows:

- 1) To reestablish modernized systems for agricultural administration and organization;
- 2) To introduce a modernized management system for human resources, materials and financial resources;
- 3) To apply new methodology of information provision, activity evaluation, etc., to project planning;
- 4) To build up an efficient organizational system for agricultural extensions and investments; and
- 5) To enforce effective agricultural land use management.

According to these policies, MARD functions mainly related to organizations and institutions are as follows:

- 1) To ensure that money be used efficiently and effectively for various agricultural activities;
- 2) To adopt more positive agricultural policies with marketing features;
- 3) To establish institutions for such purposes as cost calculation, inspection, transverse coordination, standard of organization reestablishment, etc.; and
- 4) To draw up realistic action plans to ensure that the policies be implemented.

7.2. MMRE

The internal organizational structure of the Ministry of Mineral Resources and Energy (MMRE) is shown in Figure 24. The development policies of mineral resources in Mozambique are basically as follows:

- 1) To promote export of mining products for receiving more foreign currency;
- 2) To control and reduce the Government involvement in mining developmental activities;
- 3) To make efforts in providing employment opportunities through promoting mining development;
- 4) To carry out environmental protection and labor health policies in mining development; and
- 5) To encourage private small-scale mining exploration.

Mineral development is mainly based on the private sector, and to facilitate the development, the Central Government has legislated several related laws such as follows:

- 1) Mining law (1986);
- 2) Mining law regulations (1987);
- 3) Mining tax code (1994); and
- 4) Mining certificate regulations (1994).

7.3. EDM

The Electricity of Mozambique (EDM) was established in 1977 based on law, and has been reformed into a public company since 1995. EDM is responsible for generation, transmission and distribution of electricity in the Country. EDM is under the supervision of MMRE, operated by the executive board member (EBM). In its internal organization structure as shown in Figure 25, there are some regional service offices in local areas, one of which is the Tete operational area previously described.

Chapter 8. Suggestions

8.1. Basic Thinking

The Angonia regional development needs an integrated plan, a set of sound projects and a lot of investments. At the same time, it also needs a proper organizational system to plan, implement and manage those projects, and a set of sound institutions to ensure operation of this organizational system and to mobilize the private sector efficiently and rural communities to take part in these projects. In other words, core issues are how to build this organizational system, how to utilize it more meaningfully, and how to strengthen the current organizational system.

In establishing an efficient and effective organizational system for the Angonia regional development, it should be recognized that different projects require different styles of organizations. It is meaningful to classify projects for designing a more desirable organizational system. The projects of the Angonia regional development can be divided into five classes: large scale, medium-large scale, small scale, private and soft projects (Table 9).

The large scale projects (17 of them) are capital-intensive, to be carried out mainly by central ministries and foreign donors. The medium-large scale projects (15) need less capital and can be carried out mainly by the provincial government possibly with support from the central level. For the small scale projects (six), more important are the leadership of local leaders to mobilize farmers. The private projects (three) are to be implemented by some private investors. The soft projects (seven) are organizational and institutional reforms and training projects.

For project implementation, six organizational systems will be involved for five types of related projects, and possible combinations of implementing organizations and the types of projects are as follows:

- 1) The large scale projects are carried out mainly by related central ministries, possibly coordinated by GPZ;
- 2) The medium scale projects are carried out mainly by the Tete provincial government;
- 3) The small scale projects are carried out mainly by district administrators and locality president-secretary systems;
- 4) The private projects are carried out mainly by the provincial administration and GPZ; and
- 5) The soft projects should be promoted by GPZ, the province and the district administrations or local communities, depending on the project features.

Therefore, in terms of the projects of the Angonia regional development for the next 25

years, it can be envisioned that: GPZ is responsible for developing large scale infrastructure projects, private projects and some related soft projects, with support from the central level as well as the Tete and Moatize municipalities; the Tete provincial government is responsible for implementing medium scale projects and related soft projects and also for making adequate policies to attract private projects; and the district administrators and the local president-secretary systems are responsible for carrying out some small scale projects and related soft projects.

Quite a few projects, especially some huge infrastructure projects, are being planned for the Tete and Moatize municipalities, but the two city governments have almost no capacity to carry out such projects due to lack of human and financial resources and experiences. They need to be strengthened by the support of GPZ for project planning, implementation and management. Therefore, the major objectives in this chapter are to offer suggestions for the three systems: GPZ-central level system, the provincial system and the district-locality system.

8.2. Strengthening GPZ

8.2.1. Strengthening its basic policies

GPZ is in the process of building up its capacities along four policies:

- 1) To carry out enterprise model management as a governmental agency, that is, on the one hand, to fully use its power and privileges given from the state but on the other, to be efficient in providing services;
- 2) To do the best to establish firm and stable financial foundation through connecting to foreign banking systems and ODA;
- 3) To make great efforts to establish an efficient system of project development and management; and
- 4) To move to Tete province from the capital, appealing to the region that GPZ is determined to develop the Zambezi Valley basin.

These are reasonable and realistic policies for future GPZ and also in line with the state policy. What GPZ needs to do is to follow these policies strictly.

One more policy needs to be pursued or strengthened. It is the coordination policy with other organizations, particularly with related central ministries. It has been found that most projects so far have been or are being carried out only by GPZ itself, not by GPZ coordinating with other related ministries. The coordination function is one of the basic ones mandated by the state and is very important in its future development. Therefore, besides the above four policies, GPZ needs to strengthen its coordination function in its practices.

8.2.2. Strengthening its internal institutions

(1) Establishing its international cooperation organ

GPZ undertakes projects mainly depending on foreign financial aids as its own budget covers only recurrent expenditures. Since this situation is not expected to change for some time, GPZ needs a multi-channel, long-term and stable financial resource for its project development in the Zambezi Valley. In order to establish such a financial base, it is necessary to first establish a special department for developing foreign financial resources.

While seeking foreign aids is an important function of GPZ, this has not been performed properly so far due to lack of a department and staff specialized for the purpose. For instance, almost every large public company in China is in the process of establishing a powerful international cooperation organ within its structure, which focuses on developing all kinds of international cooperation channels for grants, loans, NGOs, multinational companies, and so on. GPZ may opt to pursue such organizational development.

(2) Establishing its project management department

The sector-oriented structure is built in within the operating departments of GPZ, but it is not sufficient. A cross-sectional department for project management needs to be established even at present. The administrative and financial department of GPZ is mainly responsible for current affairs and accounting, not focusing on projects. Project management has a lot of functions such as project planning involving multiple departments, staff allocation between departments, project development, project budget preparation, project data management, project progress supervision, project evaluation, etc. GPZ will face a bottleneck in project management with increase in projects if there is not a special department for it.

(3) Expanding its staff

GPZ is involved in almost all the sectors, including social, economic, spatial, and environmental aspects across a wide area of the Zambezi Valley, covering over 20% of the national territory. However, as of June 2001, GPZ is seriously understaffed with only about 20 staff specialists. This makes it very difficult for GPZ to develop, promote and carry out projects till their final steps. By 2003, including managers of project management units and new sub-regional offices, GPZ should expand staffing to at least 100 specialists.

8.2.3. Trying a new model

An integrated master plan for the Angonia regional development has been prepared with the JICA technical cooperation, and this master plan provides methodology for project development, project profiles and detailed high priority projects. The plan provides a direction and principle for a project-oriented organizational establishment for GPZ.

Therefore, it is strongly suggested that GPZ establish a new organizational model for the Angonia regional development.

The concept of "model" is used here as the Angonia regional development is only part of GPZ business scope though it is very important part nonetheless. Creating a new development-oriented organizational system will provide a demonstration for other regions development by GPZ.

On the basis of the current structure, GPZ needs to add a special commission for the Angonia regional development (SCARD) chaired by the Director General and a division of the large scale project promotion, outside the current operating departments. SCARD may consist of the directors of operating departments, the chief of division of the large scale project promotion and the chiefs of regional offices. It will be responsible for determining an action plan specifying investment requirements, and for coordinating related operating departments to carry out their department tasks in this region.

The core business of the division of the large scale project promotion is to seek domestic and foreign investments, especially foreign official aids and private investments on those large-scale projects. Money is the blood of projects. A group of officials well informed of international finance and investment will seek international cooperation in this division. This division can develop itself into the department of international cooperation in the future. In case of China, the organization for special promotion of large scale projects has been successful in the central as well as local governments. This organization has been institutionalized into the department of international cooperation mainly because it has unambiguous goals and can muster high-qualified human resources specialized in how to seek capital.

To sum, SCARD chaired by the Director General is a decision-making organ, the current operating departments and project units in the Angonia region are project implementing organs, and the division of the large scale project promotion is an organ in charge of financial arrangement for huge projects.

8.3. Suggestions for the Provincial Government

Quite a few suggestions may be given to the provincial government. Some problems have been identified at the provincial level, but the roots of most problems are at the central level within centralized institutions. Those problems are not discussed here. The suggestions offered here mainly focus on organizations and institutions for project development.

The key point of the suggestions is to strengthen the development administration of the provincial government for the promotion of the Angonia regional development. The governor and directors of provincial directorates need to shift their attention from their

daily affairs and focus their attention on how to promote development.

8.3.1. Establishing its project promotion organ

The Tete provincial government does not appear to have a strong motivation to pursue projects because the budget for projects is basically controlled by central ministries. The channels for money into Tete province are mainly through respective provincial directorates. The budget by directorate depends on the budget plan prepared in Maputo, reflecting in part endeavors of related local directorates. The provincial government has not made deliberate efforts to seek money for projects.

Outside the existing directorates, the provincial government needs to establish a new organ, the division of the project promotion headed directly by the governor. There are a lot of medium and small scale projects in the Angonia regional development, which need to be promoted and managed by the provincial government. The government can promote these projects through this division, supported by related directorates.

The core business of this division is to go to Maputo and to visit related ministries, to explain the purposes of these projects on the development of Tete, an undeveloped province. The government should provide the division with a set of very flexible policies for its promotion in Maputo. The governor and related officials, even all the officials working in the government, should share the vision and spirit for project promotion.

During the years of booming economy in Japan, governors and special officials from some undeveloped provinces of underdeveloped countries visited the central government in Tokyo and headquarters of large companies. They explained their backwardness, their fervor on development, their strong needs for financial assistance, and even appealed to those companies for their help in building factories in their home territories by offering benefits. In Tete province, the government needs to organize designated officials to do so through the coordination by the division of project promotion.

Success of this division in seeking financial assistance depends, to a large extent, on coordination and cooperation from those provincial directorates that are directly under the central ministries. Therefore, a regular meeting should be institutionalized between those directorates and the division chaired by the governor.

8.3.2. Trying a set of institutions to attract investments

Most constraints that the private sector is facing today are caused by the poor functioning of the administrative system and the people working in the system. Some institutions have been established to support the private sector but they have not been operating efficiently as intended originally. In Tete province, at least three types of institutional reform are prerequisites. First, a set of simple and clear procedures for the private sector must be established. Second, institutions to check efficiency in transaction of private business

operations must be established. Third, an organizational system specifically designed to serve the private sector must be established.

What needs to be improved at least is as follows:

- 1) Regulations and required documents have to be reduced as much as possible, and explanations of the regulations have to be as clear as possible;
- 2) Application documents from the private sector must be processed as quickly as possible, and the decision on approval or disapproval must be given within time specified by the regulations;
- 3) Instructions on application procedures and required documents must be as detailed and specific as possible, providing guidance on how to facilitate the application process;
- 4) Some policy materials and brochures for the promotion of private investments must be provided free for prospective investors; and
- 5) Officials in charge of handling private investments must be trained to firmly understand that the government is a service institution and government officials are providers of services for people including private investors.

A set of regulations concerning inspection and punishment have to be established and enforced, depending on officials' performance and the quality of their services. Also efforts must be made to disseminate detailed information on the regulations to the private sector. These regulations should include at least such contents as the following:

- 1) Clear definitions of good and bad services;
- 2) Inspection regulations on the evaluation of officials' job performance; and
- 3) Reward and punishment regulations including promotion and demotion, and definitions of acceptable and unacceptable behaviors and their consequences.

Organizational construction is a prerequisite for the enforcement of these regulations. One of the projects prepared by the JICA Study Team is to establish a business center, similar to the center of investment promotion in Maputo, to provide services for private investors. This business center is a supporting institution for the private sector but not part of the government. It is more important that the Government establish a new department designated for transaction of private investment affairs. That is, functions that are now dispersed across different departments need to be concentrated in a department to reduce bureaucratic redundancy and red tape.

8.3.3. Establishing a training system

The main engine for the economic development in Tete province is agriculture, and the main body for promoting agricultural development is farmers. Farmers need to be motivated for market-oriented agricultural economy, self-help improvement of rural

infrastructure and self-reliance to solve problems by themselves. The core issue in the Angonia region is the leadership of fundamental leaders (district, post and locality levels) to mobilize and organize farmers, and a key point of strengthening the leadership is, at first, to enlighten these leaders because they contact farmers directly and daily, not the provincial governor or officials working in Tete city. Such enlightenment needs a system of training.

The core contents are: how to promote agricultural development, how to promote rural construction and how to make subsistence-oriented farmers economically viable. Through the enlightenment training, in other words, through making changes in the way of thinking, these leaders would develop such consciousness that agriculture is the mainstay, commercial activities are lucrative, and industry provides the engine for development.

8.4. Suggestions for Local Administrations

The local administrations here mean the district, post and locality administrations, which are the most fundamental organizations, serving as bridges connecting farmers. The first suggestion is to appeal to the Central Government to relegate a little more rights and incentives to the local administrations. Decentralization has been discussed at the provincial level but not at the level of the district and post administrations. The district and post administrations have almost no right of decision-making and budget preparation. According to the administrator of the Angonia district who oversees the district with over 200,000 residents, she is not even authorized to hire a qualified accountant for the preparation of the district budget, and all she can do is only to report to the provincial government or the Central Government.

The second suggestion is to appeal to the provincial or district administrations to solve the problem of locality presidents' compensations. Locality presidents contact over 600 thousands of farmers daily and there are 57 of them. These 57 presidents are very important bridges or pipelines between the government and ordinary farmers. The district and post administrators recognize their roles, but they are serving the administrators in the upper tier and farmers in the lower tier without any compensation. The president working in the Domue-calio often visits 22 natural villages, sometimes over 40km a day on foot without a bicycle. His family complains to him because he does not have enough time for farming. The provincial government needs to make a budget for their compensations, at least providing them with bicycles and some operating funds.

8.5. Consideration of Establishing New Corporation

One of the high priority projects is the Tete-Moatize core urban development, a program consisting of a set of projects, mainly infrastructure projects. Actual implementation of these projects requires a lot of investment. One way to attract and collect investments is to

establish a new corporation and efficiently promote these projects mainly through the corporation since GPZ, the Tete provincial government and the Tete and Moatize municipalities cannot carry out these projects independently.

In case of China, about 14 special zones for economic development were created in the last 20 years. In these special zones, there are at least two organizations; one is the management committee and the other the development corporation financed by the municipality. The former is responsible for transacting and processing application documents from domestic and foreign investors, providing consulting services to investors, helping the investors to seek qualified staff and workers, and investigating complaints from investors and solving them. The latter is responsible for constructing infrastructure inside the zones, which is called "7+1 fulfillments": the "7" refers to the fulfillment of access road, pipe water, sewer, electricity, gas, telephone, and the Internet, and the "1" is land use planning. The main task of the development corporation is to create a good infrastructure environment to attract foreign investors. After the land usage rights were sold and investors came, the development corporation threw itself into creating a good soft business environment for investors from the construction of hard infrastructure, providing qualified staff through its department of human resources, qualified skilled and unskilled laborers through its labor department, one-stop application services through its business center, and technical services through its technical center and so on. This successful institution has been written into law in China that the management committee and the development corporation must be established in the special zone.

The proposed corporation is to be established and operated by the public-private partnership. GPZ, in cooperation with the Tete provincial government, should take the initiative to invite private firms to establish the corporation. The Government, through GPZ, may contribute seed fund, and private firms will be invited to subscribe for shareholding. The Tete provincial government may also provide its contribution in the form of land use rights for 50-year period. A board will be established with directors initially nominated by the Government, and the first Board meeting will be convened by the Director General of GPZ to nominate the equal number of directors from among the private shareholders through election.

GPZ, as a major shareholder in this corporation, will perform the same functions as stipulated in its statute, focusing on the core urban area:

- 1) To plan and study the projects at the feasibility study level and detailed design level, based on the master plan prepared by the JICA Study Team;
- 2) To manage those projects located inside the Tete-Moatize core urban zone, especially those infrastructure projects;
- 3) To coordinate related central ministries;

- 4) To connect foreign official aids and foreign private investments as well as domestic banks to collect the initial investment; and
- 5) To seek domestic and foreign investors.

The main functions of the Government are to provide policy and institutional support for this corporation, especially in infrastructure-related aspects including land use, water, energy, road, sewer, and telecommunications.

Basic structure of the corporation may include several departments as follows:

- 1) Operating departments:
 - Planning and studies,
 - Infrastructure construction (7+1),
 - International cooperation,
 - Business service center,
 - Human resources center, and
 - Zone management center;
- 2) Management department:
 - Administration and finance; and
- 3) Directorate.

Success of the Tete-Moatize core urban development will depend, to a good extent, on efficient and effective operation of this corporation, and therefore, its creation should be highly recommended.

Table 1. Departments and Technical Staff of the Directorate of Health

	Department	Technical staff					Staff
		High	Middle	Junior	Lower	Total	
01	Department of Planning & Cooperation						6
02	Department of Human Resources						7
03	Department of Inspection						2
04	Department of Administration & Finance						10
05	Department of Health						1
06	Division of Assistance Medicine						5
07	Division of Community Health						11
08	Division of Procurement						5
09	Provincial Center of Health Formation						39
10	Provincial Service Center for Drugstore						7
11	Provincial Nursing Home Service Center						13
12	Provincial Nursing Training Center						2
Angonia region							
01	Angonia	3	11	28	18	60	
02	Chifunde	0	1	8	9	18	
03	Chiuta	0	1	8	6	15	
04	Macanga	0	3	6	6	15	
05	Moatize	2	7	28	22	59	
06	Tsangano	0	0	8	5	13	
Other districts							
07	Cahora Bassa	4	9	25	14	52	
08	Changara	0	2	16	12	30	
09	Magoé	0	0	8	14	22	
10	Maravia	0	1	7	9	17	
11	Mutarara	2	8	23	14	47	
12	Zumbo	0	1	7	7	15	
13	Tete City	1	9	37	31	78	
14	Provincial Hospital	12	24	69	7	112	
15	Provincial Center of Health Formation	3	8	0	0	11	
16	Provincial Directorate of Health	5	15	10	0	30	
Total		35	100	288	174	594	1,009

Source: JICA Study Team.

Table 2. Departments and Staff in the Directorate of Public Works and Housing

	Department	Technical staff				Staff
		High	Middle	Junior	Total	
01	Administrative Department	7	5	7	19	22
02	Water and Sanitation Department	0	5	7	12	15
03	Road and Bridage Department	1	5	15	21	27
04	Habitation and Town Planning Department	1	1	2	4	4
05	Construction Department	0	2	1	3	7
06	Human Resources Division	0	2	1	3	16
07	Commission for the Allienation Property	0	1	2	3	5
Total		9	21	35	65	96
District offices						
08	Changara/Sede office					
09	Cahora-bassa(Songo) office					
10	Macanga(Furacungo) office					3
11	Moatize(Vila) office					5

Source: JICA Study Team.

Table 3. Departments and Staff in Four Directorates

	Directorate	Number of departments		Technical staff		Staff
		2001	2003	2001	2003	2001
01	Agricuture & Rural Development	6	10	15	27	5
02	Transport & Communications	4		6	6	2
03	Environmental Action Coordination	5	5	33	33	11
04	Planning & Finance	6		103	118	15
Total		21	15	157	184	33

Source: JICA Study Team.

Table 4. Administrative Units at the District Level

District	Administrative post	District capital
Angonia	Ulongue Domue	Ulongue
Chifunde	Chifunde Nsadzu Mualadze	Chifunde
Chiuta	Manje Kazula	Manje
Macanga	Furancungo Chideolomondo	Furancungo
Moatize	Moatize Zobue Kamnulatsisi	Moatize
Tsangano	Tsangano Ntengo-wa-mbalama	Tsangano
Total	14	

Table 5. Number and Classification of Officials in the Six Districts

Class	Angonia	Chifunde	Chiuta	Macanga	Moatize	Tsangano
Senior technical bureaucrat	1					
Professional technicians			1	2	3	2
Assistant technicians	4	6	2	4	1	3
Clerk	12	3	6	4	8	5
Worker	10	2	5	10	8	2
Service personnel	5	2	5	3	6	2
Other	17	1	5	3	8	1
Total	49	14	24	26	34	15

Source: Respective district offices, 2001.

Table 6. Field Survey: Problems and Requirements of District Administration (Angonia and Chifunde) 1/3

Items	Main problems	Requirement	Remark
Angonia Administrative District			
Staff	<ul style="list-style-type: none"> » No qualified staff » No qualifies accountant » No staff engineers 	<ul style="list-style-type: none"> » Train staff in districts & posts » Recruit new staff » Retire old staff 	<ul style="list-style-type: none"> » There is not merit system, and many staff often come late
Equipment	<ul style="list-style-type: none"> » No car for administrator » No computers » No car for staff down-visiting » Not enough office furniture 	<ul style="list-style-type: none"> » Provide computers » Provide cars or motorcycle » Provide new furniture 	<ul style="list-style-type: none"> » It is impossible to go to localities and communities to investigate without transport tools
Budget	<ul style="list-style-type: none"> » Many problems in district budget » Shortage of money » Budget barely enough for salaries 	<ul style="list-style-type: none"> » Allow to collect local taxes 	<ul style="list-style-type: none"> » Main problems are no money to repair roads, water supply, health, etc.
Community	<ul style="list-style-type: none"> » No financial sources » Lack of leadership 	<ul style="list-style-type: none"> » Advise local people learn how to use their resources and make money » Train community members 	<ul style="list-style-type: none"> » Local communities are waiting for government to give them money and jobs
Chifunde Administrative District			
Staff	<ul style="list-style-type: none"> » No qualified staff » No staff engineers 	<ul style="list-style-type: none"> » Train staff in districts & posts » Recruit new staff with skills 	<ul style="list-style-type: none"> » Staff could not visit local communities for 3-4 months.
Equipment	<ul style="list-style-type: none"> » No car for staff down-visiting » No computers » Not enough office furniture 	<ul style="list-style-type: none"> » Provide cars and computers » Provide bicycles 	<ul style="list-style-type: none"> » No electricity in offices » There are only old typewriters
Budget	<ul style="list-style-type: none"> » Shortage of money » Just food expenses 	<ul style="list-style-type: none"> » Improve collection taxes system 	
Community	<ul style="list-style-type: none"> » No formal education » Lack of leadership 	<ul style="list-style-type: none"> » Train community leaders » Advise local people how to make money 	