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MUNICIPAL COUNCIL OF BEIRA**

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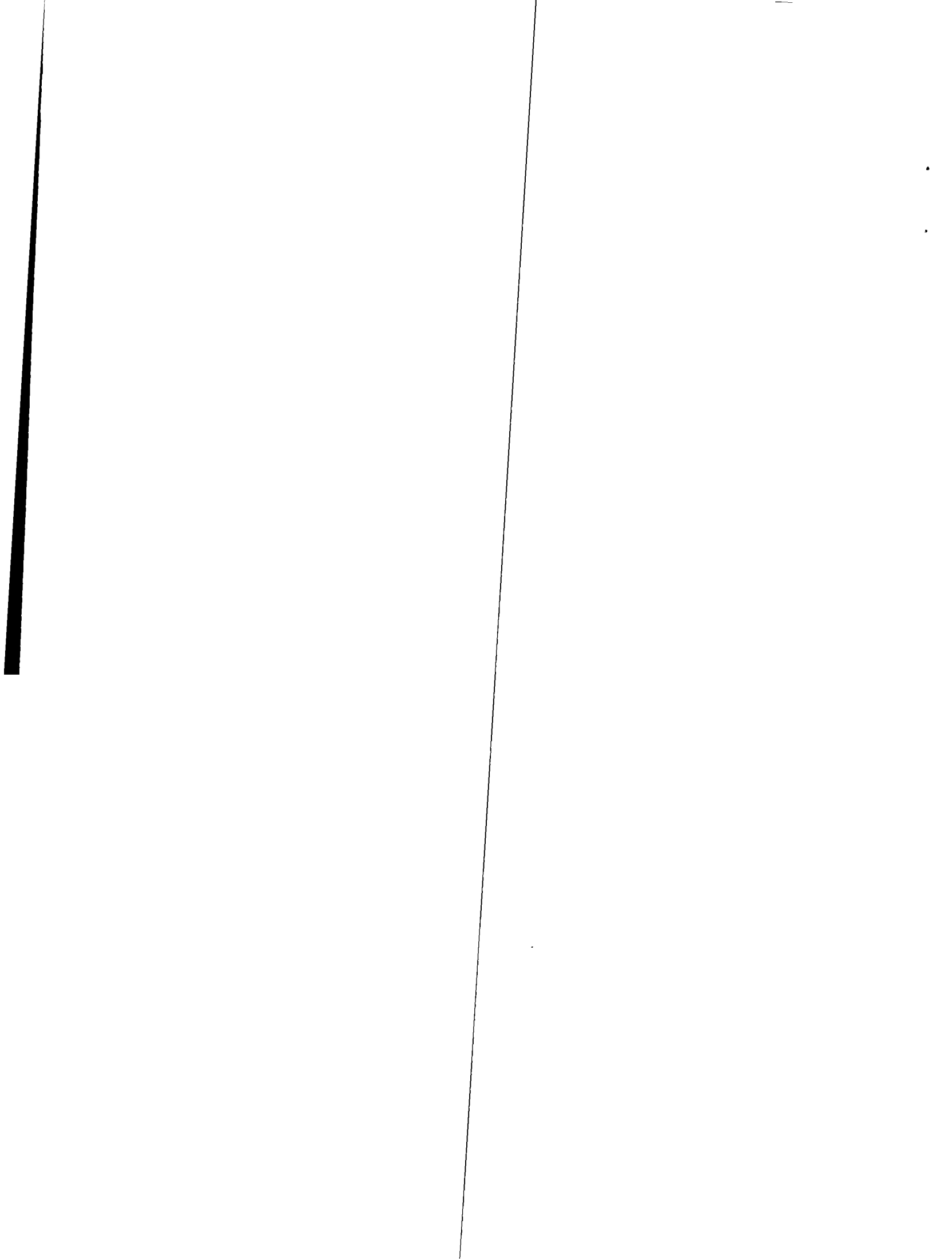


**EXPERIENCES OF THE CITY OF BEIRA CONCERNING TWINNING AND
DECENTRALIZED INTERNATIONAL COOPERATION BETWEEN
MUNICIPALITIES**

Chairman of Beira Municipal Council

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Beira, August 24, 1995



1 DECENTRALIZED COOPERATION

1.1 Introduction

The international cooperation that Mozambique has established with other countries, with particular results with Sweden through the twinning of the City of Beira and the City of Gothenburg, aims at establishing and strengthening mutual relations in the economic, social and cultural fields. The actual experience in Beira, during the years that Beira has developed these type of cooperation, emerges as positive. People in various parts of the world, levels of development, and different cultures can live together, act together and reach common objectives that guarantee social welfare. Therefore, when we establish an open atmosphere of dialogue, we understand each other better and get involved more deeply in global problems.

The City of Beira is a new member in the process of decentralized cooperation. The participation was initiated in the 80s and 90s. On the 10th of February 1984 an agreement of friendship and cooperation was signed with the City of Livorno in Italy, the 15th of October 1988 a memorandum with the City of Bendery in ex-Soviet Union, in October 1988 a memorandum of cooperation with the City of Gothenburg in Sweden, on the 11th of December 1990 a friendship agreement with the City of Bristol in England. On the 30th of September 1990 was signed a letter of intent with the City of Amsterdam in Holland, which was ratified later, in December the same year. On the 25 of August 1994 was signed the first protocol of understanding concerning a twinning with the City of Pádova in Italy covering several areas of development, according to the real interests and capabilities of the two cities, particular in the social and cultural fields.

The assessment so far make us believe in the success of decentralized cooperation. We claim that this type of cooperation does not interfere with the relations created by the broader cooperation developed by our central governments. In fact, the decentralized cooperation that the municipalities are involved in should complete and fill out the spaces left by the central governments. According to the Beira experiences the decentralized cooperation improves the process of community participation.

Through this document we underline and let you know how the City of Beira and the City of Gothenburg are doing in this kind of cooperation. We focus on the City of Gothenburg because the methodology used has proven the most adequate and viable.

2. BEIRA - GOTHENBURG TWINNING PROJECT

The Beira - Gothenburg twinning project is the result of contacts at high level between the Mozambican government through the Ministry of State Administration and the Swedish government. The contact ended up with an agreement at City Council level. The latter agreement covers social, economic and cultural fields.

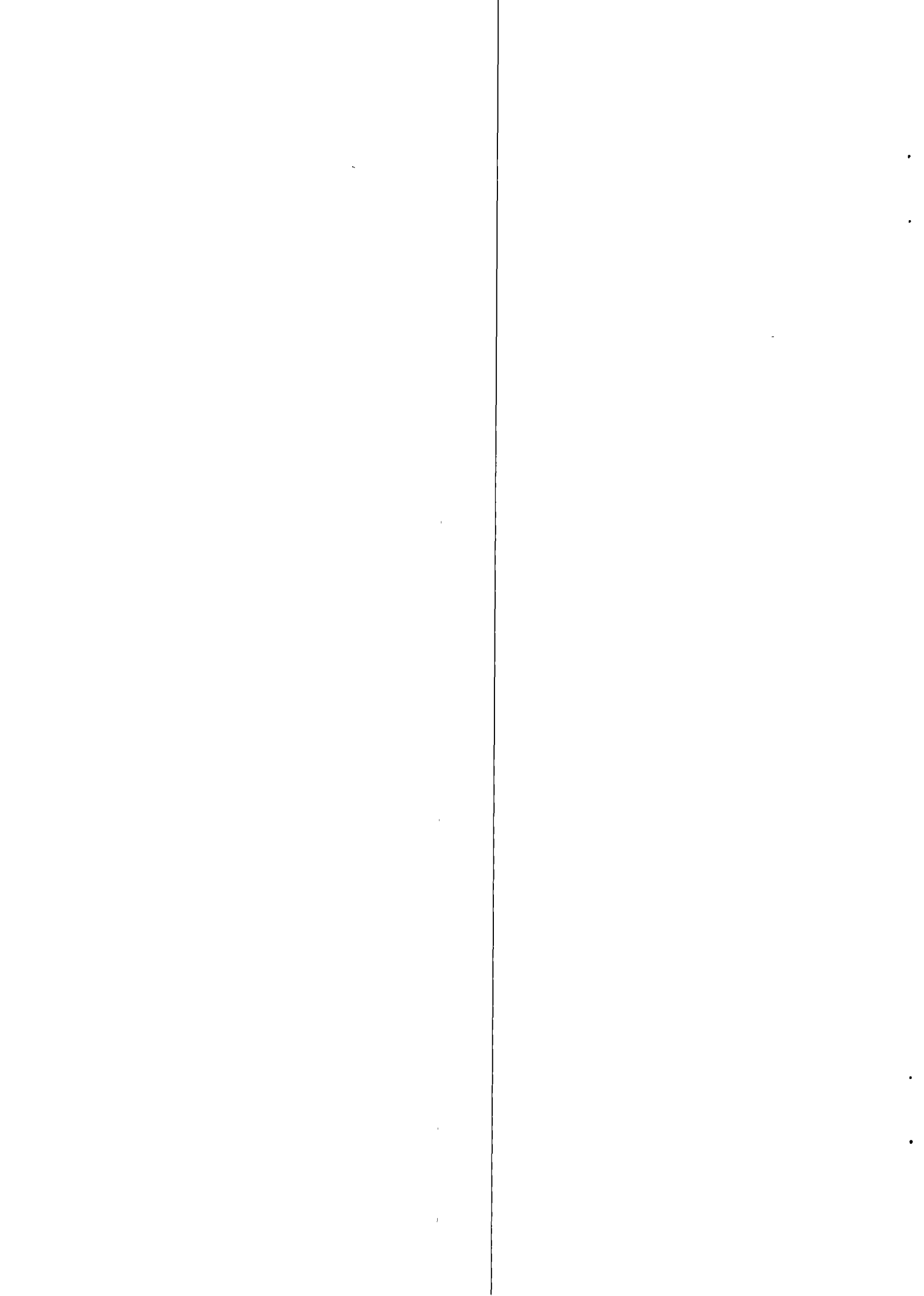
Within this agreement, a strategy was defined and Mr Holger Jonasson was appointed by the Gothenburg City Council as a coordinator at the official level. As coordinator Mr Jonasson has the responsibility of conducting the field work in place in Beira for better understanding of the atmosphere and areas of development. It has also been necessary to define the objectives of the cooperation and identify the sources of human and material resources to fulfil the programs.

The areas of financial management, waste management, land management and culture were chosen due to the importance of improving the working conditions and public health in Beira.

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2.1 Financial management

2.1.1 Content

The consultant has the responsibility of modernizing the financial planning system, budget preparation, accounting information and supervision.

2.1.2 Objectives

Improvement of the working conditions of the Department of Finance is one of the most important ways to financial and administrative autonomy.

Through training in modern financial management the project has guaranteed registration of fee payers and control of revenue collection.

These measures aims at creating a financial department capable of managing a result based financial management system, once the present administrative system of a unitary state changes to independent municipalities.

Since the start of the project the local financial capacity has increased. However, it still needs more effective control of revenue sources together with improved methods for financial management.

Due to the difficulties of acquisition of modern equipment for financial management a manual accounting systems was used earlier. The project acquired equipment such as computer hardware and software which allowed the City of Beira to use up-to-date methods for financial management.

The SCALA soft-ware was found feasible for the Beira City accounting. In January 1993 the computerized system was introduced to operate parallel to the manual system.

With this method the revenues have increased due to the efficiency in the computerized system.

2.1.3 Results

Through the Beira - Gothenburg twinning project the revenues of the Beira City Council increased by 85% from 1990 to 1992, by 102% during 1993 and by 38% during 1994 or from 412 million meticaais in 1990 to 2 139 million in 1994. During the period January to July 1995 the revenues amounted to 2 530 million meticaais.

Since the project started the revenues have developed as follows

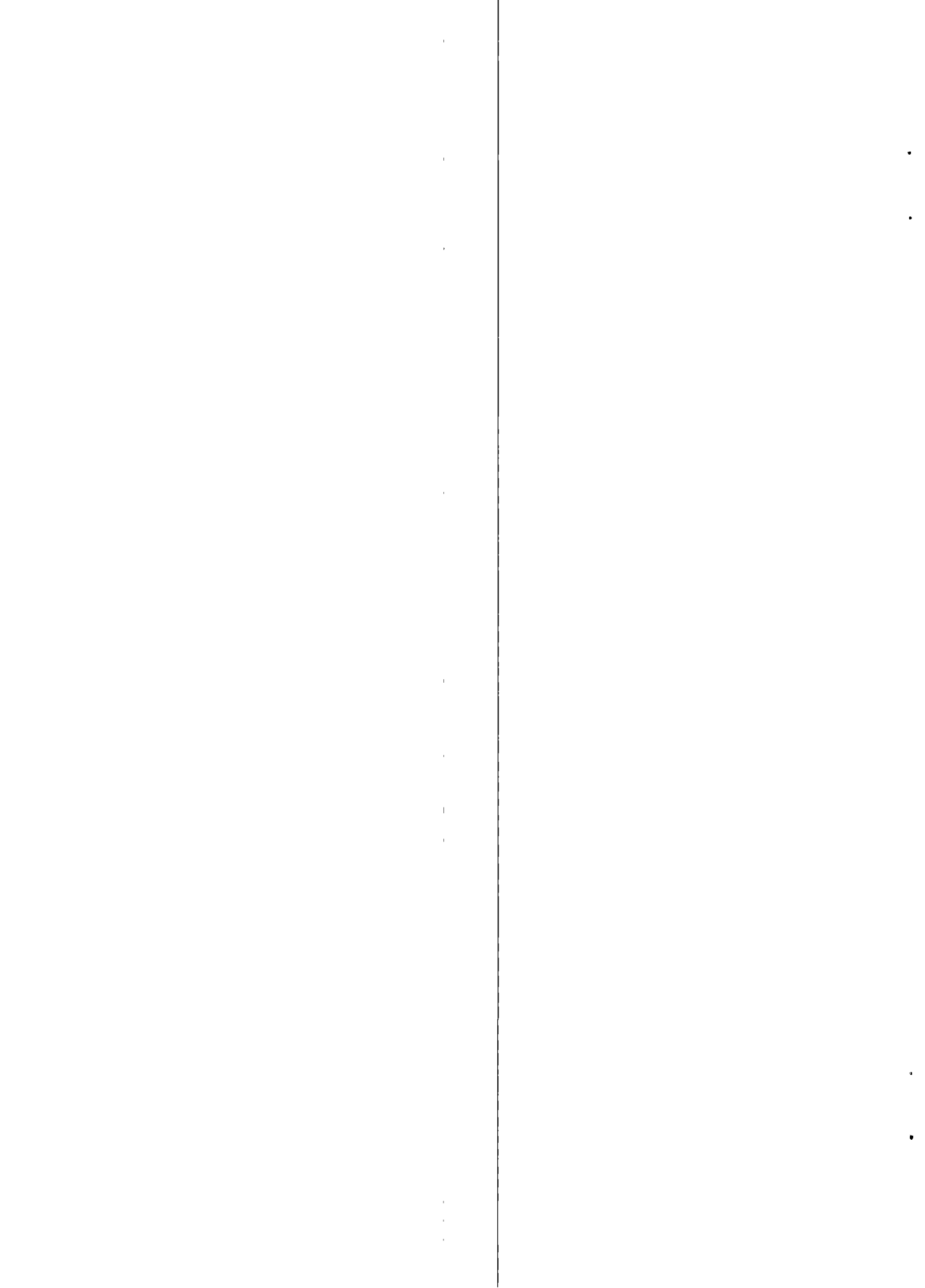
Year	Revenues Million Mts	USD
1990	412	141 790 (1)
1991	663	228 024 (1)
1992	762	261 964 (2)
1993	1 546	290 498 (2)
1994	2 139	326 232 (2)
1995*	1 469	153 020 (3)

* January - July

(1) Exchange rate 31 December 1992

(2) Exchange rate 31 December

(3) Exchange rate 1 August 1995



2.2 Urban Services

2.2.1 Content

Improvement of the conditions for waste management. The preoccupation of the project was to get financing for the acquisition of equipment for waste collection. In 1991 three trucks were bought and in 1993 another four and a front loader.

2.2.2 Results

The garbage collection capacity has improved from 100 tons/month collected in 1991 to 1 000 ton/month in 1993.

In 1993 13 380 tons of garbage were collected which decreased in 1994 to 12 053, that was when trucks started facing problems as breakdowns, lack of tires and increasing fuel costs.

Between January and March 1995 4 112 tons were collected.

This information shows the improvement of the urban services activity which obviously has to do with the Beira - Gothenburg twinning project. Garbage quantities are increasing except when maintenance problems effect the use of equipment.

Garbage quantity collected

Year	Quantity in ton
1991	1 200
1992	9 078 (1)
1993	13 380
1994	12 053 (2)
1995	4 412 (3)

(1) Except January and February

(2) Maintenance problems

(3) First three months

Staff responsible for waste management has been trained and the working methods have been improved.

There are visible results from garbage collection in terms of a cleaner city.

2.3 Urbanization and land management

2.3.1 Content

Assistance to the department of Construction and Urbanization in land use management.

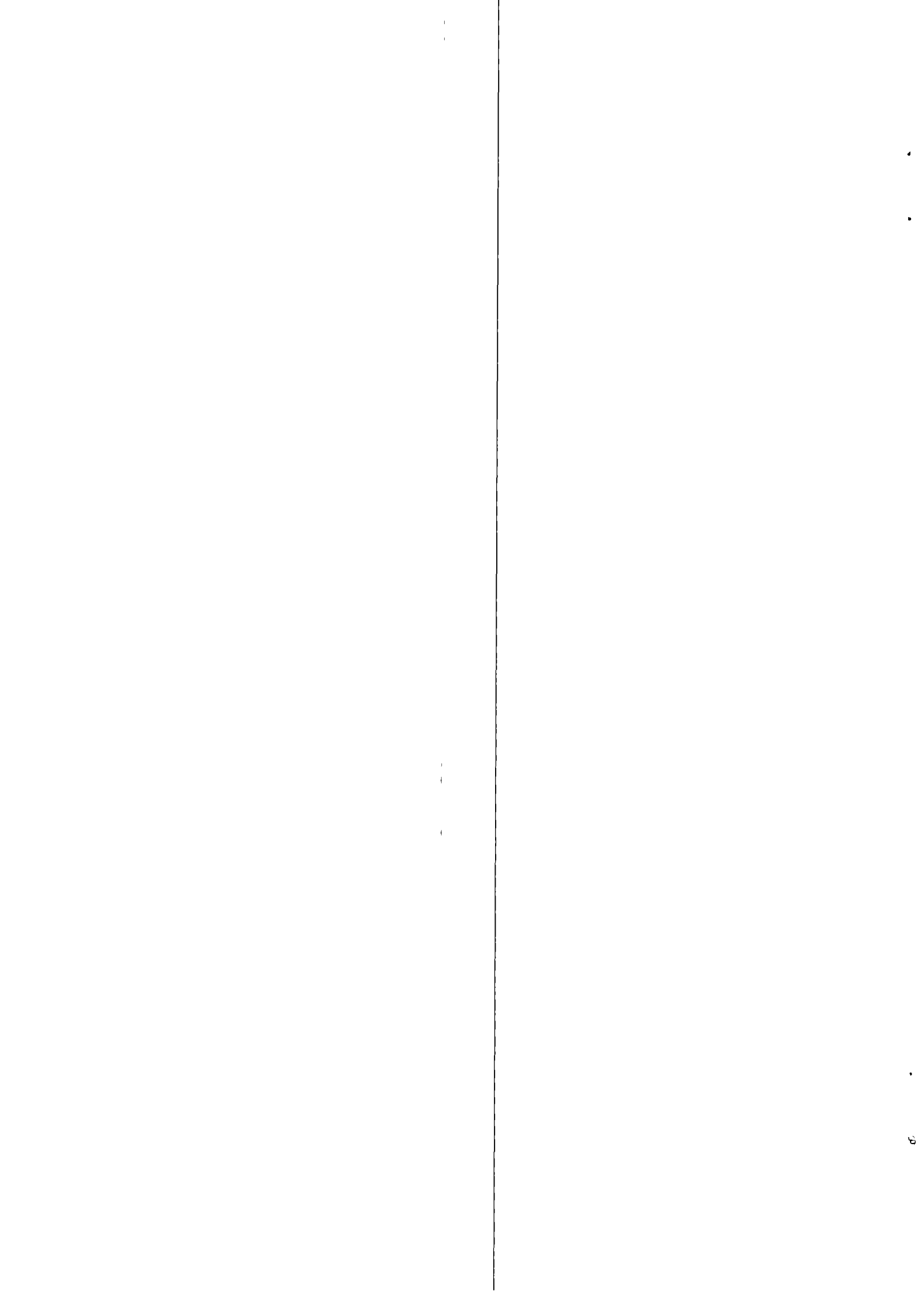
2.3.2 Objective

Improvement of management of urban land use and land use control.

2.3.3 Results

A computerized system for cadastral information has been introduced with the aim of

- computerizing the process of land distribution
- facilitating the collection of revenues from land use



Up to June 1995 cadastral information for some 13 600 plots have been launched in the computers.

There is also a component of computerized mapping aimed at improving the town planning and the land distribution.

Computer training has been provided for the staff of the department. Gothenburg has provided Beira with topographic instruments and office equipment.

2.4 Cultural component

2.4.1 Content

The cultural component is linked with the Provincial Department of Culture in which the Cultural Heritage Archive (ARPAC), the Culture House and the Municipal Library are incorporated.

The project has supplied technical assistance and equipment, for example audio visual equipment to the cultural area.

2.4.2 Objectives

Cultural exchange in the areas of artistic expression and preservation and exchange of cultural traditions.

2.4.3 Results

Work visits by Beira and Gothenburg staff have played an important role in the cooperation with a great number of working sessions for exchange of ideas and impression within painting, photography, music, video etc.

There has been

- documentation of traditional rites and dances
- exhibitions of photos and drawings " Beira through the eyes of the children"
- a tour to Sweden by the dance group Kwedja from Beira
- exchange of music, dance, theatre and paintings

2.5 Other activities

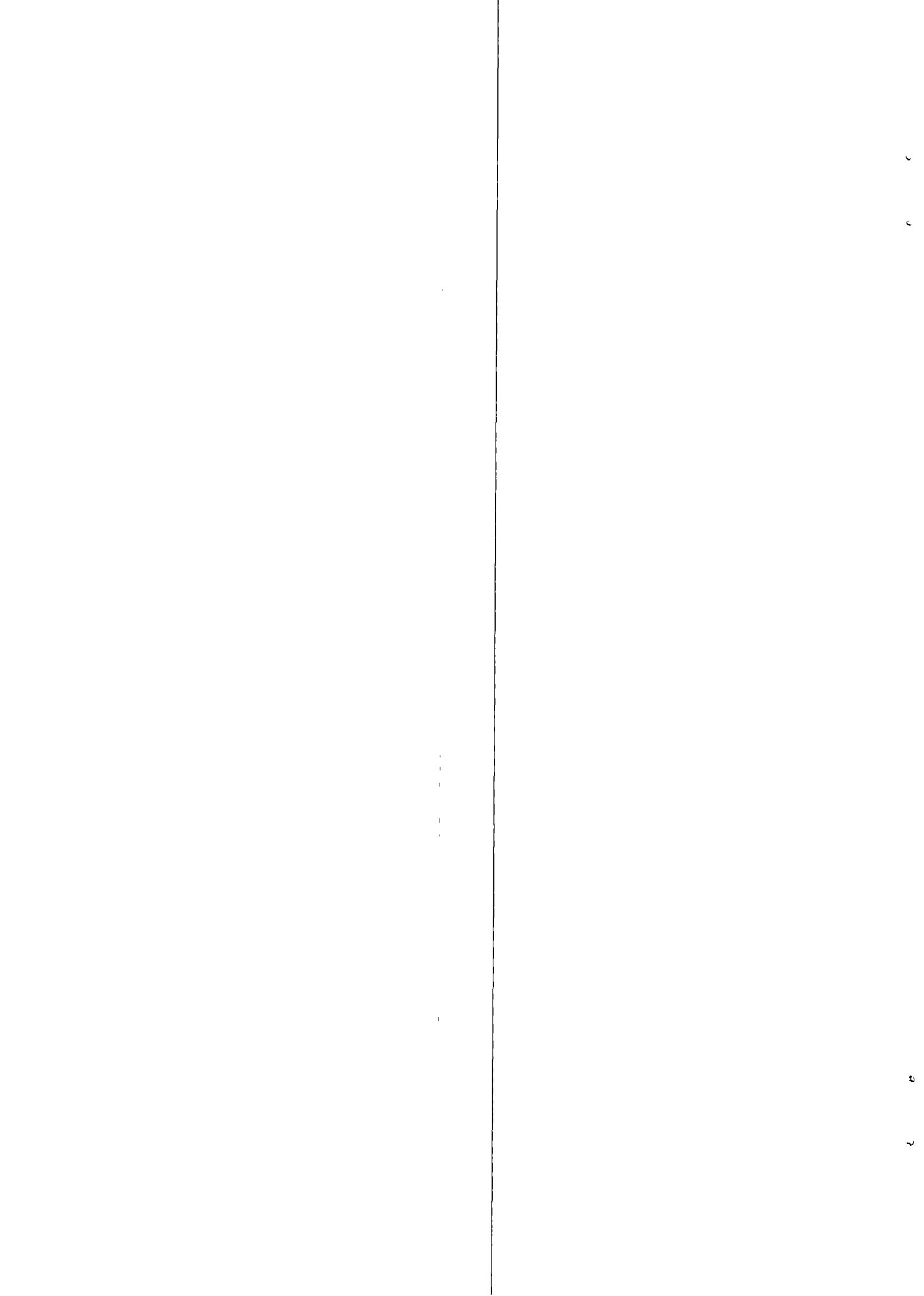
Gothenburg is willing to support the local radio station. The two radio stations have met to elaborate a program of cooperation and efforts are made to materialize the project.

To enlarge the cooperation Gothenburg has offered the local TV station in Beira a TV studio camera to be used for production of programs for civic education.

One of the objectives of the cooperation is to promote social welfare. There has been attempts to involve churches and other organizations to create an effective basis for cooperation. The success of this component needs further efforts to find appropriate counterparts.

2.6 PROPECA

With the introduction of new equipment for waste collection in Beira, the Department of Urban Services has faced great difficulties in the behaviour of the citizens when it comes to the use of the garbage containers placed in the streets. It appeared that many people did not use the containers which meant problems for garbage collection.



PROPECA (Pilot project for civic education in the field of environment) is another result of the Beira - Gothenburg twinning project. The objective is to inform and educate the citizens in ways of using garbage collection facilities and observe the rules for urban life.

The project, which is incorporated into the Centre for Information and Consulting of Beira has provided means for a open dialogue between the Municipal Council and the citizens of Beira.

Presently, taking into account the decentralization of authority to the municipalities, there is a plan to create a City Department for Environment, that would respond to all environmental issues. In this context, based on the experiences gained, it is considered to convert PROPECA into a section for the environment.

As a result of the project many fruits have been collected. The population is aware of the problems of inappropriate handling of garbage and in many places there are local initiatives for common cleaning campaigns.

This component can be seen as an expression of the efforts of the twinning project and the Municipal Council to really make the city clean. This effort, through the support from the Gothenburg consultants, has created conditions for an increased efficiency in the operation of the Urban Services Department and better services to the population.

Based on these experiences it should be considered to elaborate the same kind of process in relation to other twin cities of Beira for example the City of Amsterdam, where there also exists a intermediate organization, the Eduardo Mondlane Foundation. The first steps in this relationship have turned out as very positive.

2.7 Participation of donor agency

From the start of the twinning project it was obvious that the two cities, which both face various problems, could not finance the complete program. Therefore, the strategy was established to involve a donor agency that could support activities on the basis of project ideas with well defined objectives.

The City of Gothenburg took on the responsibility of communicating with the Swedish International Development Agency (Sida) for financial support to the initial phases of the project. Based on the success of the activities there has been a successive prorogation of the financial support from Sida.

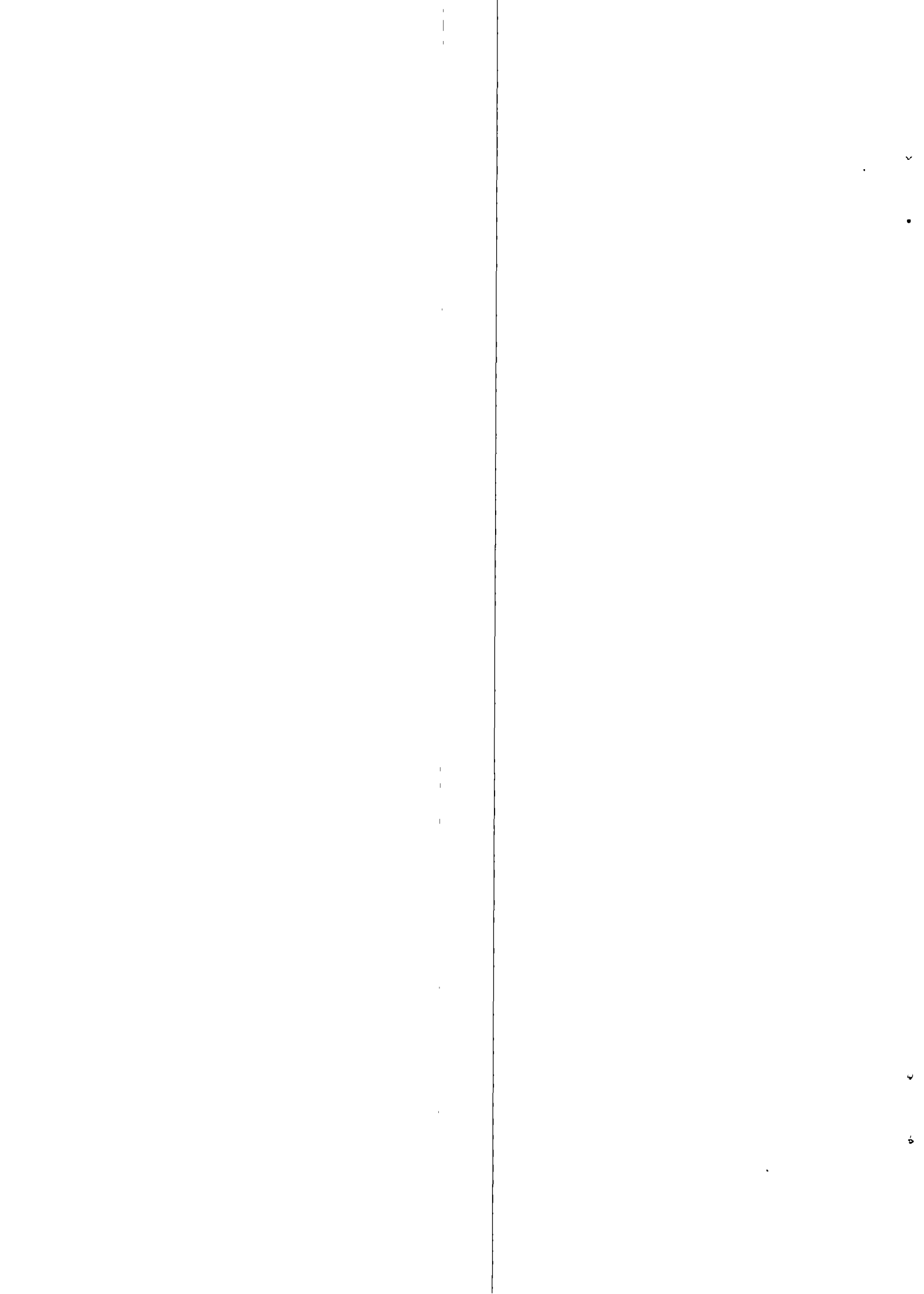
3. OTHER TWINNING RELATIONS

3.1 City of Amsterdam, Holland

The City of Beira has benefitted from assistance from the City of Amsterdam in the following areas:

- material and technical support and professional training of the municipal fire brigade
- technical assistance and professional training for the fire brigade of Mozambican Railways, Beira area

Besides this, assistance has been provided by the City of Amsterdam resulting in a preliminary study of de coastal problems of Beira. The study was carried out by Engineer B.M.H Dahmen from the infrastructure section of the Municipal Administration of Amsterdam. The study has to do with the concern of the municipal authorities in Beira regarding the on-going degradation of the coastal area.



The first draft of the study was presented in September 1994 and the continuation of the project depends on the Municipal Council of Amsterdam. Last week, an expert from Amsterdam arrived in Beira for a long-term assignment aimed at elaborating a master plan for coastal protection.

It is assumed that the program will last for one or one and a half year and, if necessary, include training for technicians in Beira.

As a result of the initial efforts, and taking into account the huge need of resources, it is assumed that implementation of the project will be dependent on participation of big financial institutions as the World Bank and the European Union.

In relation to other cities, where the process of decentralised cooperation is less dynamic, there is no lack of neither will nor initiatives from municipal authorities as representatives of the citizens. Maybe there have not yet been developed the appropriate and simple strategies and methods for realizing the programs that have been envisaged.

3.2 Other cities

Fruitful contacts have been established with the **City of Porto, Portugal**, resulting in school furniture being sent to Beira. The Chairman of Beira Municipal Council has visited Porto. We feel that there is a will to do still more, but for reasons not that well identified, this has not realized.

The same persists in relation to the **City of Bristol, Great Britain**.

A process of twinning has initiated with the **City of Padua, Italy**, at the moment consisting of mutual communication with a promising horizontal dynamic.

In relation to the **City of Livorno, Italy**, there has been no progress.

4 ASSESSMENT OF PROJECTS WITHIN THE TWINNING WITH GOTHENBURG

The policy of the donors makes it clear that the management of the development funds for countries and cities benefitting from financial aid should be centralized. This is an evident fact beyond discussion. This recognizes the responsibilities that the central governments have concerning balanced development of the countries and their people. However, the new context of decentralized cooperation asks for the definition of new procedures to make it possible for the local administration to manage donor funds. Why should not donor agencies like the World Bank and Sida engage existing national and foreign human resources for implementation of local projects within the framework of twinning?

The City of Beira has striking experience in this field. Benefitting from a project, Urban Rehabilitation Project, it was envisaged, among other things, a solid waste management component by which Beira should be provided with equipment consisting of four trucks, 10 big and 250 small garbage containers and technical assistance particularly consultants, one for the city workshop and one for implementing the management and operation during 1992.

What happened was: first came the consultants and their contracts terminated prior to the arrival of the equipment, that arrived to Beira much later. During the same period the City of Gothenburg provided seven trucks, which within the terms of the twinning agreement arrived at the time planned. Thanks to these trucks it was possible to use the capacity of the consultants during their stay in Beira. What is the lesson to be learnt from these facts?

We notice that the procedures for acquisition of equipment were much more simple and quick within the frame-work of twinning with Gothenburg than through the central



It is proved that the economic progress of a region or a country is the result of the interaction of components internal as well as external. Therefore, each country, independent of technology, resources and level of development is linked to a structure of relations to the surroundings. The level of relations makes it possible to identify the level of development that the country in question is aiming for. In general terms, the relation between inputs and outputs determines the dependency of a nation in relation to others.

It is important to understand that developed as well as developing countries mutually need commercial exchange, political collaboration, exchange of experiences in various fields, financial assistance, exchange of raw materials among other aspects.

5.2 Cooperation North/South

Countries in development, also known as SOUTH are characterized by weak economies and dependent on the countries in the NORTH, or developed countries.

They are also characterized by deficits in the balance of payment, low GNP, low per capita income, problems which means that not even half of the national budget can be financed internally. Many of these countries are specialized in exports of raw material.

Therefore, the cooperation between developed and developing countries are based on exchange of raw material, provision of services and financial assistance to improve the economy of the developing countries. This is the case of the cooperation between Beira and Gothenburg, where the role of the Swedish municipality is to collaborate with the counterpart by providing material, financial and human resources for the service provision and development of the City of Beira. Consequently, despite the incapacibilities of the latter, it is recognized that the citizens and particularly those involved in the process of cooperation benefit from something useful. They have contacts with other horizons of the world, other people, other cultures.

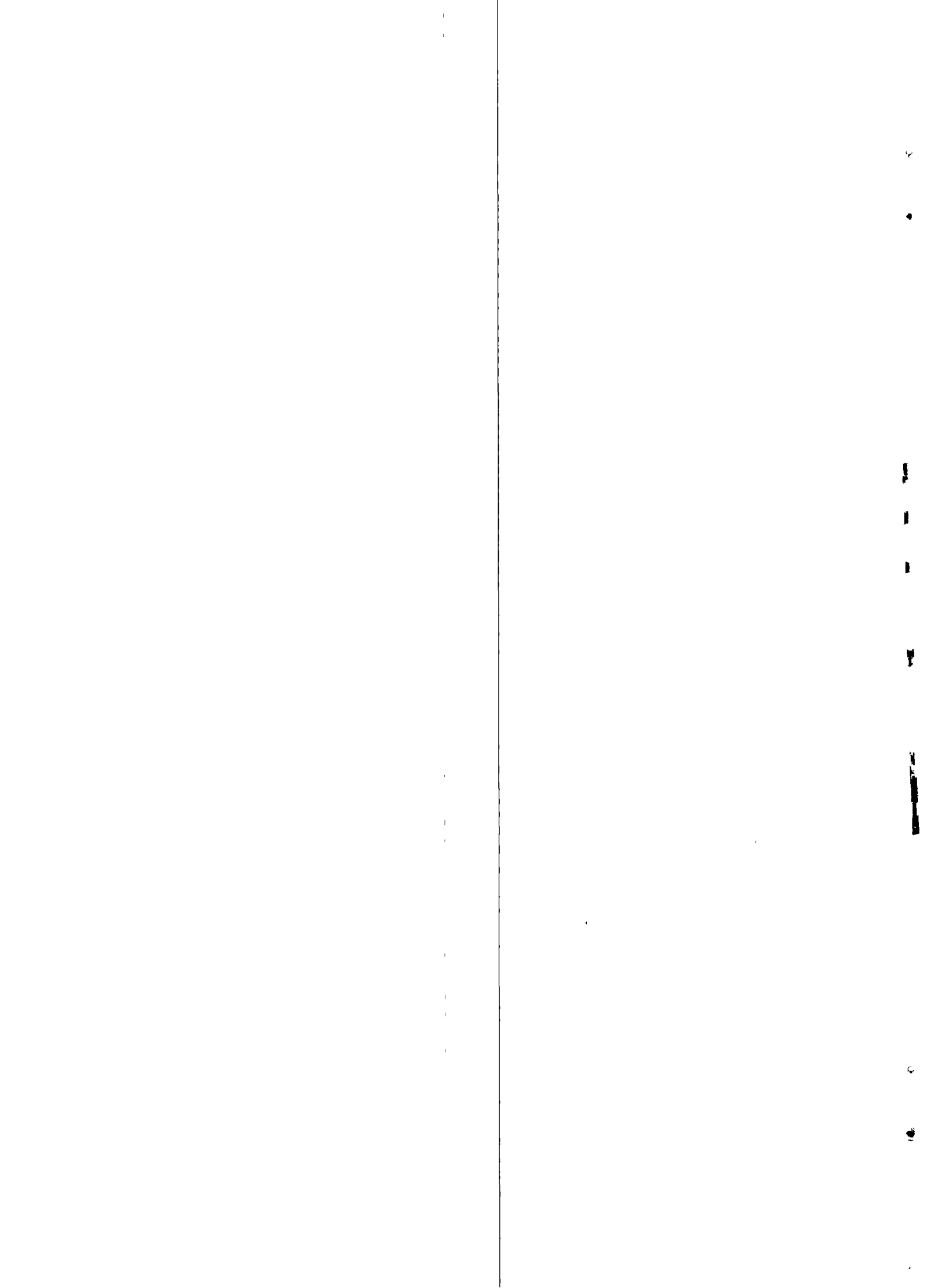
This increases their intellectual capacity and confronts them with new realities. It asks for and should constitute responsibilities for all of us at this planet to aim at a balanced development and this is what will be possible through this type of dialogue and support from one to another and it is what is achieved through encounters that involve people from all over the world.

5.3 Cooperation South/South

In the same way as there are differences in economic development between North and South, there are also geographical differences within South. However, the policies of these countries will permit that there is a development in regional blocks fighting against the under-development of their territories. These strategies of cooperation in various sectors contain a variety of problems in these countries. For example, Mozambique is a member of SADC and this regional organization has taken on initiatives in many areas to minimize the differences in economic development in the region. A case that stands out is the Beira corridor, which is well structured and serves the interests of economic development in the region.

Beira has not yet developed direct contacts with cities in the South block, but based on the law on municipal autonomy such contacts are expected. There is an intention to give continuation to contacts with the City of Bulawayo in Zimbabwe.

Future contacts, supported by the NGO "ARO" should be directed towards cities with geographic characteristics similar to Beira, for example coastal localization, to permit the search for experiences of how to solve local problems as coastal erosion.



6. CONCLUSIONS

- ☒ the twinning project has positive effects
- ☒ the Municipal Council at present has a modern systems for accounting and reporting
- ☒ the Municipal Council has a modern financial management system outstanding compared with other municipalities in the country
- ☒ a basis has been created for improvement of financial planning, budgeting and budget control
- ☒ the municipal Council has an up-to-date system for land allocation and land use control
- ☒ the capacity for garbage collection has been enforced
- ☒ the counterpart has stimulated the technical assistance for maintenance of equipment
- ☒ there is an intense collaboration and exchange of experiences the field of culture
- ☒ there are perspectives for a cooperation in the field of business
- ☒ each twinning of this kind should have a coordinator, that means mediator capable of observing, investigating, digesting and transmitting the concerns of citizens and municipal governments for firm and adequate action

