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# Practical, Theoretical and Ethical Implications of the Global Strategy for Public Sector Reform in Governance in Mozambique

Jochua A. Baloi, Aida Carlos Nhacule

Post-Graduate School, University of Saint Thomas of Mozambique, Maputo, Mozambique

## Email address:

[jbaloi@yahoo.com.br](mailto:jbaloi@yahoo.com.br) (J. A. Baloi), [aidanhacule@gmail.com](mailto:aidanhacule@gmail.com) (A. C. Nhacule)

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**Abstract:** This article comes about with the objective of analyzing in a comparative way, the practical, theoretical and ethical implications of the rigorous and exemplary application of the pillars of the Global Strategy for Public Sector Reform in Mozambique, regarding to governance with the current reality. It argues that this strategy had a somewhat positive impact if one considers the set of institutional changes that occurred at the time. Mozambique embarked on public sector reform, as it was its concern at the time, to raise the level of performance in public administration with regard to transparency in accountability, and in the search for greater participation within the public sector with the opportunity to offer public health services with higher quality and greater access for all. The methodological support that guides this article comprises a symbiosis of several methods (Monographic, Historical, Bibliographic), combining them with the reflective hermeneutic, for the effective reach of the theoretical framework on public sector reforms in Mozambique. Therefore, the article concludes that, although there is still some focus of clientelism, nepotism and exaggerated corruption in the public sector, the pillars of the Global Strategy for Public Sector Reform with regard to governance have been somewhat successful if considered the results achieved.

**Keywords:** Governance, Reforms, Public Sector, Mozambique

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## 1. Introduction

This article analyzes the practical, theoretical and ethical implications of a rigorous and exemplary application of the pillars of the Global Strategy for Public Sector Reform (GSPSR) with regard to governance in Mozambique compared to the current reality. The central argument that guides this article is that the pillars of the Global Strategy for Public Sector Reform in the Mozambican case had a somewhat positive impact if one considers the set of institutional changes that occurred at the time.

This article also shows that in Mozambique, the public sector reform process had an important milestone with the abandonment of the centrally planned economy system for the adoption of the market economy system started in 1987, when Mozambique joined the Economic Rehabilitation Program (ERP), completely abandoning the Marxist-Leninist political orientation [1].

Before embracing this program, starting in 1984,

Mozambique joined the Bretton Woods institutions, with the opportunity to leverage its economy destroyed by the civil war and/or destabilization (1977-1992), and by the intense drought and famine that shook the country. With this paradigm shift, the Mozambican government aimed, among other objectives, to improve and develop the capacity of the State to respond to the socioeconomic challenges imposed by the global context. The achievement of this objective necessarily involved the implementation of reforms at the level of State institutions, adapting their functioning and actions to the requirements imposed by the market economy system [2].

Thus, Mozambique has implemented several reform actions, however, the coordination of actions at the government level was not immediately felt and this did not allow the development of actions based on a single and shared vision on the objectives of the reform. It is in this context that, in order to better respond to the need for reform, in 2001, the Mozambican government presented the Global

Strategy for Public Sector Reform, a guiding document, which, in addition to presenting a common and holistic vision, directed a set of reforms at the level of public institutions that existed in Mozambique.

In the Mozambican case, this study is important from an academic point of view, since the essence of this set of reforms contributed not only to the improvement of public administration services, but also to the paradigmatic change in the bureaucratization of the public sector and to the establishment of solid platform in order to get the services provided by state institutions in perfect condition.

The other factor that contributes to the relevance of this article is due to the fact that these pillars by their nature cover practically all the elements involved in the process, with regard to the structures and processes of public service provision, public policies to human resources, financial management and good governance and combating corruption, in order to understand its practical, ethical and theoretical assumptions.

Furthermore, the results of this article are important to understand how the causes of the failure of past reforms were perceived, and the results that emerge from them may be essential in redefining strategies to bring about the continued adjustment of public sector reforms in the global context.

The research question that guides this article is: what are the practical, theoretical and ethical implications of the pillars of the Global Strategy for Public Sector Reform in governance in Mozambique? This issue is supported by the hypothesis that the comparative analysis of the practical, theoretical and ethical implications of the pillars of the Global Strategy for Public Sector Reform with the current reality is a substrate for understanding the development of public sector reform in Mozambique.

The methodological support that guides this article comprises a symbiosis of several methods (Monographic, Historical, Bibliographic), combining them with the reflective hermeneutic, for the effective reach of the theoretical framework on public sector reforms in Mozambique.

This article is divided into four parts, in addition to this introduction and conclusion. On the first part, a theoretical debate is presented on the context of the emergence of public sector reform in Mozambique. On the second part, the reasons that contributed to the conception of the Global Strategy for Public Sector Reform in Mozambique are subtly analyzed. Then, the implications of the reform on the performance of the public sector in Mozambique are presented, and finally, the practical, theoretical and ethical implications of Public Sector Reform in Mozambique are compared with the current reality.

## **2. The Context of the Emergence of Public Sector Reform in Mozambique: A Literature Debate**

The growing need for modernization of public administration due to the high pressures and socioeconomic

and political demands of the contemporary world verified in recent years, has posed enormous challenges to States and governments related to the implementation of administrative reforms. These reforms aims to adopt a new public management practices considered fundamental to address the problems of efficiency and effectiveness, the affirmation of the public interest as the basis for the performance of state agencies and, above all, of the relationship between State and society in the process of formation and implementation of public policies.

Therefore “the Mozambican state proclaimed shortly after independence, inherited from the colonial past, an administrative structure based on the principle of centralization, which began to influence and determine the entire political, economic and social life of the country” [3]. Thus, the scandal of the colonial state apparatus recommended in 1975 reflected the need to differentiate from the previous model, in a process of radical change to a new order, which had its main and formal instrument in the implementation of government policies in public administration [3].

Therefore, although the implementation of government policies was left to the public administration, it came to face several problems, since the capacity of the state administration at the time was minimal. Such problems were related to the fact that an overwhelming majority of the portuguese population left Mozambique during the years before and after independence, with the majority of this group having a broader academic background and working in public administration [4].

It was with these assumptions that Mozambique was left with few cadres, many of them simply capable of maintaining a routine administration [5], since most Mozambicans, who started to perform functions in public administration after independence, had had as the administrative routines of portuguese fascism model [4]. This fact, coupled with the call of Mozambican personnel with little academic training to undertake the tasks, significantly reduced the capacity of the state apparatus.

The institutional crisis and other difficulties in the transition process, exacerbated by other internal factors, such as ideological divergences and economic constraints, “made the inevitable option for the centralized model of development and management” [3]. In Mozambique, the disruption of the administrative machinery, in a context characterized by a marked underdevelopment in all spheres, with a high rate of illiteracy and a stark lack of Mozambican staff with technical and professional training, caused, among others “an institutional capacity crisis, a situation that was aggravated by the flight of cadres from the old Portuguese colonial administration” [3].

Taking account of this situation, the Mozambican government thought of a training program for the few cadres that existed at the time with a view to guaranteeing minimum work with minimally qualified human resources to avoid the failure of the centralized Mozambican state completely. Despite this, it is said, therefore, that since independence in

1975, Mozambique has been undergoing profound political and economic changes. Such changes have resulted in the implementation of a set of reforms, including institutional reforms, with a view to strengthening the capacity of the State to respond to the challenges that were presented. The peculiarities and differences in the focus of actions over time allowed the studies to divide the Public Sector Reform process in Mozambique into three phases:

Regarding to the first phase, this took place between 1975 and 1986 and was characterized by the constitution of a centrally planned state. The State played the role of regulator and implementer of political, economic and social activities. It was characterized by the existence of a single hegemonic party<sup>1</sup>, the FRELIMO<sup>2</sup> party.

In this phase, the State also played the role of guiding the people with the opportunity to create a new State, where the “*new man*”, a man with a new mentality would be the product of this period. In this diapason, “for Frelimo, the ‘new man’ represented an opposition to the old man, which is configured as a contamination of colonialist society, which is why he should give form to a Mozambican identity” [6].

It is important to note that in the literature on the history of Mozambique, there is a distinction between the abbreviation FRELIMO, written in capital letters as a revolutionary movement, and Frelimo, written in small letters, as a political party. Furthermore, it was during this period that the 8<sup>th</sup> *March generation*, a generation of young people who came from all over the country to continue their studies in Maputo, was brought together and informed by then President Samora Machel<sup>3</sup>, that from that moment on, these students they no longer had more dreams, they should be integrated immediately into the state apparatus to respond to the challenge of taking charge of the reconstruction of the country, after the flight of several Portuguese brains, in the wake of national independence.

Therefore, in 1977 the 1<sup>st</sup> May Center was created, which operated until 1980, as the first concrete initiative to provide public administration training with institutional resources that

were supposed to give the area, the necessary bases and consistencies for its affirmation [3].

In 1980, the “School of State and Law” was created, with the opportunity to train, among other cadres of the State apparatus, the provincial directors and district administrators and also to create initial conditions for the installation of basic and medium courses in direction of state administration. These measures were the first phase of the first post-independence reforms that Mozambique experienced.

The second phase started around 1986 and ended in 1990, and had as a fundamental landmark, the implementation of the Economic Rehabilitation Program (ERP), which resulted in a profound review of the role of the State and the economic model that was in force at the time, the socialist model [7]. With the introduction of the Economic Rehabilitation Program, there was a change in the basic principles that guided the State, from the State's economic initiative to the private initiative.

In 1990, the Economic Rehabilitation Program was complemented with other measures to counteract the negative social impact of economic adjustment, and its corollary was the Economic and Social Rehabilitation Program (RSRP), which continued the structural reforms that were being carried out. Through the Economic Rehabilitation Program, this time, “with greater emphasis on social problems and technical capacity including strengthening and development of the institutional capacity of the State apparatus” [3].

This means that in a short period, the country went from a model of centralized economy based on the initiative of the State, to a market economy based on the private initiative, a transition that in a way contributed to the change of a model of centralized unitary State [8, 9], for a gradually decentralized unitary state [10, 2].

With the introduction of the Economic and Social Rehabilitation Program, in 1989, the changes that have already occurred at the political, economic and social level, made it very clear that the country's recovery/rehabilitation process was necessarily “improving management quality, with particular emphasis on the design of public policies and a better performance of public administration” [3].

The last phase, which began in 1990 and continues to this day was marked by the introduction of the new Constitution of the Republic, which marked the introduction of multiparty system and the market economy, where economic activity were influenced by market forces and the State played only the role of regulator, creating instruments and rules that allowed the different actors to be able to relate in an environment of competitiveness.

This phase was also characterized by the adjustment of the public sector to the current political model initiated by the 1990 Constitution, which opened the door to representative democracy that only came about in 1994, through presidential and multiparty elections. It is at this stage that sectorial reforms became evident, such as the Reform Program of local bodies [11], which culminated in the decentralization process and the reforms that took place in

1 See the following works for a better understanding of the Hegemonic State: Adamson, W.L. (1980). *Hegemony and revolution: A study of Antonio Gramsci's political and cultural theory*. Berkeley, CA: University of California Press; Gramsci, A. (1971). *Selections from the prison notebooks of Antonio Gramsci*. International Publishers, New York; Salih, M.M.A. & Nordlund, P. (2006). *Political parties in Africa: Challenges for sustained multiparty democracy*. International Institute for Democracy and Electoral Assistance (IDEA), Stockholm.

2 FRELIMO is short for the Liberation Front of Mozambique, which is the current ruling party, founded in 1962 in Tanzania by Eduardo Mondlane (1920-1969), as a revolutionary movement. This revolutionary movement united several nationalist movements and led the struggle for the liberation of Mozambique, against Portuguese colonialism. With the proclamation of National Independence on June 25, 1975, he headed the leadership of the transitional government and the following governments, becoming a political party (Frelimo) in 1977.

3 Samora Moisés Machel (1933-1986), after the death of Eduardo Mondlane (1969), became President of FRELIMO (1970) and led the national liberation struggle against Portuguese colonialism until the achievement of national independence in 1975. He was who proclaimed the independence of Mozambique, becoming the first president of Mozambique. He was often considered a charismatic leader, when he assumed an autocratic and populist policy.

the Customs sector in the last decade “in the general scope strengthening the capacity of the public sector and reconstructing the State, in the face of the challenges created by the liberalization of the economy” [12].

However, this resulted in all the changes that occurred in the country's political-economic model, continuing until today and that is where the implementation of the Global Strategy for Public Sector Reform is, which is the scope of this research. In this perspective, although some positive results were reported in the scope of the reform, until the end of the 1990s, State institutions “still lacked the technical capacity and strategies to implement their institutional reform programs” [3].

As a corollary of all this, in 2001 the Mozambican government presented the Global Strategy for Public Sector Reform, a guiding document for reforms, on the basis of which the various public institutions should be guided to develop their institutional reform plans. After the presentation of the literature debate that discusses the general context of the emergence of reforms in Mozambique, the reasons that contributed to the implementation of the Global Strategy for Public Sector Reform in Mozambique are then analyzed in general.

### **3. The Global Strategy for Public Sector Reform in Mozambique: Which Reasons for the Reform**

Global Strategy for Public Sector Reform, being a guiding document for reforms, on the one hand allowed for better coordination, articulation and integrated planning of the various reform actions developed at intra and inter-sectorial level, and on the other hand, endowed State institutions technical capacity to respond fully to the needs of reform. However, for the operationalization of the objectives advocated with the elaboration of the Global Strategy for Public Sector Reform, the process of its implementation was divided into two phases.

The first phase covered the period from 2001 to 2004, and focused on the creation of basic conditions for the implementation of the reform, namely the launching of the foundations of organization, planning and management, as well as the experimentation of the technical instruments necessary for the development reform in subsequent phases, and the implementation of actions of immediate impact [3].

At this stage, conditions were also created for political mobilization and public support for reform, where the training of public institutions at national and local levels to manage the implementation of the reform was essential. A set of laws was indeed created to guide the reform. Furthermore, the emphasis at this stage, considering the new reality at the time, and the conjuncture situations, it was imperative to review the functions of the State and to redefine and restructure the institutions in order to maximize their performance and decentralize their operations to the appropriate level.

As a matter of fact, the Interministerial Commission for Public Sector Reform (CIRESPP), with its operational unit, the Technical Unit for Public Sector Reform (UTRESPP) had as its mission, at this stage, the production of guiding instruments, in order to outline the different stages of the reform process and for all actions to be carried out by different public sector institutions in a coordinated manner, so that the initiatives were compatible with the general political framework.

The restructuring process included three stages. The first step was to repair the guidelines and the structure to guide the process. Here it is important to map the public sector, in the identification, clarification and development of basic rules that will present the determinants of the government's restructuring exercise and the respective guidelines with the purpose of advising the ministries.

The second stage envisaged the analysis and functional redefinition, where the ministries should carry out the analysis of their functions in order to reconcile the results of this analysis and the proposal for the future general structure of the public sector to be submitted.

The last step was to conceive the preparation of the ministerial restructuring plans. In this perspective, the restructuring plan should be based on the results of the functional analysis carried out in each ministry and because of the projection of the State's macro structure. The mission statement and the strategic objectives of the ministries should also be drawn up.

Therefore, in the midst of these steps, the functional analysis and the restructuring exercise constituted the first step foreseen in the Global Strategy for Public Sector Reform, aiming at improving the provision of public services [13]. Despite this, the implementation of the reform in the first phase (2001-2004) also had some constraints. This report presents the human factor as the first one, taking into account the need to change mentality, improve qualifications and a strong commitment by the leadership to accept changes in order to deal strategically with resistance to them. The second constraint is related to the weak capacity to plan, monitor and coordinate the reform activities in the ministries and provinces, as well as the lack of a mechanism for continuous assessment of the impact of the reforms on the citizen's life.

The second phase, planned between 2004 and 2011, was designed to develop the predefined programs and started in the first phase, as well as “deepening them with a view to achieving positive impacts in a broader dimension” [3]. However, this second phase aimed to strengthen the reforms initiated during the first phase, adjusting them to the current priorities of the government, taking into account the Economic and Social Program between 2005 and 2009 and the Plan for the Reduction of Absolute Poverty (PARPA) between 2006 and 2009.

In this perspective, it was at this stage that the following government priorities were defined, the improvement of the capacity of public institutions to provide services, namely the reengineering and

simplification of critical and essential services at the local level and the improvement of the provision of support services to the private sector; the strengthening of the authority and capacity of local organs of the State and of the autarchies, and of the respective service delivery units, to respond to the desires, needs and priorities of the communities, taking the district as a development pole; the professionalization of the civil service, through the development of an appropriately qualified staff, operating in a value system that emphasizes the vocation for citizen-centered public service, productivity, integrity, honesty and merit-based reward systems; the deepening of good governance and accountability systems in public transactions (financial and asset management), in a culture of transparency and uncompromising and permanent fight against corruption; a public sector that promotes a good business climate [14].

As can be seen from the above quote, the government's intentions were good, however, the lack of care, corruption, excessive partisanization of the State [15, 16, 2], and lack of accountability, were determining factors for the effective achievement of the objectives of this strategy.

However, the activities defined for this second phase were to deepening of the actions initiated in the first phase and the analysis and rationalization of the functions of the structures and processes of public agencies. Thus, as described, the launch of the Global Strategy for Public Sector Reform resulted from the government's perception and need to modernize and redefine the role of the State in the face of the social, political and economic changes taking place in the country, the region and the world.

In the conception of the Global Strategy for Public Sector Reform, it would be up to public office holders, the protection of everyone's interests, the defense of public affairs. However, civil servants should exercise not a personal mandate but a national service, that of representing the interests of all. These beautiful words are, however, in many cases just words. Because if the State does not appear to everyone as something necessary and possessed, it becomes legitimate to steal the State, in fact, there has been many times, personal and improper use in the name of the State. The nomination for a public position risked appearing as a means of personal enrichment, a lottery of fixed term that it is urgent to take advantage.

In this perspective, when talking about reform, process and change factors must be taken into account. Although it is recognized that when we talk about change we can be talking in a negative way, it is here to highlight the fact that most of the time, whenever we talk about reforms, the end is related to a system of results that are characterized by positive way in significant improvements for the organization of the respective reform.

In this sense, public sector reform must be understood as a permanent and continuous movement of adjustment of the public sector to change in the global context and to basic government policies and not as a unitary event, isolated and delimited in time, so that improvements can be made of the

resulting process to be accommodated with the development steps, seeking more and more positive elements for the public administration.

As can be seen, when talking about the Global Strategy for Public Sector Reform in Mozambique, this should be understood as a set of processes that constitute a macro action plan with a view to putting into effect "a reform that is integrated and participatory and that respond (...) to the immediate, medium and long-term problems that present themselves as fundamental challenges in the present and in the future" [3].

In this way, it may be noted that

the desired reform goes beyond simple changes in the structures of the state apparatus and in the flow of papers.

The main challenge of this process refers to the need to change the role of public services and, above all, to change the culture, attitude and behavior of public officials in relation to their work [3].

One of the main activities of the Government's Five-Year Plan (2000-2004) was the implementation of Public Sector Reform. In this context, the period from 2000 to 2001 was dedicated essentially to preparatory actions that consisted of the creation of institutional arrangements for the coordination of the reform, as well as the elaboration of its strategy [3].

During this period, it is said that the first thing that was done was the creation of the Interministerial Commission for Public Sector Reform (CIRES) and the Technical Unit for Public Sector Reform (UTRES). That is to say, consultations were held with partners, such as representatives of civil society and the private sector, religious denominations, political office holders and employees of public sector organizations, for the viability of this process.

The preparatory actions led to the identification of problems that plagued the public sector, grouped into thematic areas: the role of the public sector, the policies of decentralization and deconcentration, the management of public policy processes, the policy of human resources development, the financial management, good governance and combating corruption [3], which are pillars for the effectiveness of this strategy.

Because of this research, we then proceed to analyze each of the pillars and their relevance to governance and what it dictated as a problem for its execution.

#### a) The Role of the Public Sector

Within this pillar, the aspects identified as problematic within the scope of the reform are the lack, insufficiency or lack of definition of the missions, objectives and functions of public sector organizations, with a special focus on those at lower levels [17], and this reflected low quality of public services provided a posteriori.

#### b) Policies for decentralization and deconcentration

In relation to this pillar, the weak coverage of the State apparatus throughout the national territory was evidenced, lack of complementary legislation, especially of local authorities, difficulty in registering heritage and projects in progress in its area of jurisdiction, low generation capacity own revenues [17]. These elements contributed to the

incomplete and deficient application of the decentralization policy in Mozambique, which even today is a challenge for its implementation.

#### c) Public Policy Process Management

Regarding this pillar, there was an incompatibility of public policies with the resources necessary for their viability, which were limited to the lack of coordination in the different phases of public policies, mainly their deficient implementation [17]. This was mainly due to the weak capacity of street-level bureaucracy<sup>4</sup>, who, ignoring the basic rules of public administration, often ignored the recommendations given by the central government.

#### d) Human Resources Development and Management Policy

In relation to this pillar, the systems and mechanisms for the management and training of Human Resources are recent and still do not respond to needs, since there is no accountability of employees because of the lack of analysis and performance evaluation in public institutions [17]. Therefore, what is needed would be the maximization of the human resources development and management policy, so that they respond effectively to government requirements.

#### e) Financial Management

With regard to this pillar, public budgets were not used and are still not used as a management tool committed to results, the preparation of budgets tended to repeat previous years and ended up not being committed to the execution of programs and projects. The flow of budgeted funds to local government agencies was deficient and remains very small today, in fact, local government agencies continue to receive the Autarchic Compensation Fund (FCA), a fund that comes from the central government for municipalities that many times it is not enough to cover basic expenses in addition to being late.

Public accounting does not integrate all funds used in the public sector, which leaves room for the proliferation of extra-budgetary funds, audits and financial examinations are not regular and comprehensive, and a significant part of the legislation and rules governing the financial management of the State is out of date. In the same way, it was registered that

through the model in practice, there was no guarantee of incorporation of the patrimonial assets, in the act of liquidation. When the goods are received and paid, based on the purchase documents used in the departments of financial administration, there is no parallel or automatic registration in an inventory system

of the State's heritage [17].

#### f) Good Governance and Combating Corruption

In reference to this pillar, the following critical points were identified: the accountability between the Executive, the Legislative and the Administrative Court regarding the annual examination of the State's accounts is deficient, and the powers and mechanisms to demand whether public organizations' compliance with laws is generally weak. Obtaining a license to exercise economic activity requires the fulfillment of 40 different steps and the intervention of 11 public agencies, which contributes to the existence of pockets of corruption.

There was an insufficient or lack of institutionalization of the forms of participation of representatives of civil society and the private sector in the decision-making process, where the actions of the administrative inspection are focused only on the observance of procedures and do not include the verification of the effectiveness and quality of the services rendered to the citizen [18]. This whole process, to put it bluntly, creates difficulties in accessing public services mainly to citizens who are part of the State apparatus, favoring foci of clientelism<sup>5</sup> and planned and networked corruption.

According to this, the following question be asked? What reasons for public sector reform in Mozambique? Not wishing to give an effective and complete answer to this question, it can be said that, after independence, as mentioned, profound changes were made to adjust the public sector to the evolution and changes in the socioeconomic model adopted by the country. Despite these efforts, the public sector has still operated, in general, with low levels of efficiency, efficacy and effectiveness, as well as a reduced quality of services provided to the citizen.

In fact, what was found, therefore, was not the absence of experiences of reforms, but the absence of systematized strategies that had led them in a more consistent and coherent way, within the framework of a continuous, global and controlled process, and with a longer time horizon. This situation had its explanation because "the processes were not yet integrated in order to allow the public administration to anticipate and be prepared to respond, fully and in a timely manner, to the demands imposed by government guidelines" [3].

It was for these factors that this set of reforms was conceived, but the general opportunity was to improve the provision of public services to the citizen. This objective allied with others as they are,

improve governance systems focusing primarily on public

4 For a better understanding of the Street-level Bureaucracy (Bureaucracies of the Street Level) the following works can be consulted: Lipsky, M. (1980). *Street-level Bureaucracy; Dilemmas of the Individual in Public Services*. Russell Sage Foundation, New York; Evans, T. and Harris, J. (2004). *Street-Level Bureaucracy: Social Work and the (Exaggerated) Death of Discretion*. British Journal of Social Work, Vol. 34. N. 6; Mackey, E. R. (2008). *Street-Level Bureaucrats and the Shaping of University Housing Policy*. University of Arkansas Press, Fayetteville, Arkansas; Lotta, G. (2012). *The Role of Street-level Bureaucracies in the Implementation of Public Policies: Between Control and Discretion*. In: FARIA, C. A (org). *Implementation of Public Policies. Theory and practice*. Editora PUC Minas, Belo Horizonte.

5 See the following works for a better understanding of clientelism: Zuckerman, A. (1981). *Political Clientelism, Patronage and Development*. Edited by S. N. Eisenstadt and René Lemarchand. (Beverly Hills, Calif.: Sage Publications. American Political Science Review, 77 (4), 1071-1071, 1983. doi: 10.2307 / 1957629; Seibel, E. & Oliveira, H. (2006). *Clientelism and selectivity: challenges to social policies Human Science Review*, n. 39, abr., Florianópolis; Cunha, AM (2006) *Patronage, patronage and patronage networks: the apparent extended duration of the same concept in Brazilian political history*. History, São Paulo, v. 25, n. 1; Farias, FP (2000) *Clientelism and capitalist democracy: elements for an alternative approach Sociology and Politics Magazine*, Curitiba, n. 15, nov.

policies, develop an environment favorable to the growth of the private sector and contribute to accelerating the process of combating absolute poverty, through the revitalization of the functioning and restructuring of public administration bodies [18].

Allied to these objectives, the general aim was to better conceive and conduct the reform, and for that, some thematic areas were selected for its better effectiveness, which are the result of the diagnosis made in function of its vertical and horizontal similarities. These areas corresponds to the rationalization and decentralization of structures and processes for the provision of public services, formulation and monitoring of public policies, professionalization and improvement of the employees' working conditions, financial and budgetary management of the State and processes accountability, good governance and combating corruption, as the pillars mentioned above for effecting the reform [18].

#### **4. The Implications of the Reform on Public Sector Performance and Governance in Mozambique**

When the Interministerial Commission for Public Sector Reform (CIRES) was created, the goals to be achieved were: to build a public administration focused on the citizen; improve the quality of public services and improve the administrative responses offered to society. To this end, the Global Strategy for Public Sector Reform, as well as the various adjustments made and the reforms in the public sector that preceded it, represented an effort to adapt the country to the transformations and challenges at the national and international levels, enabling the State to better implement its development policies and programs.

It was in this context that in 2001, the then President of the Republic, Joaquim Alberto Chissano officially launched, on 25 June, the Global Strategy for Public Sector Reform, for a period of 10 years, consisting of two phases: Phase I, 2001 to 2004, and Phase II, from 2006 to 2011. This reform was part of the need to systematically address the challenges facing the State, in the face of a new political, economic and social dynamic installed and constituted a process of changes and radical changes in the fundamental structures and processes of the Mozambican public sector.

According to the guidelines of the Global Strategy for Public Sector Reform, the biggest challenge for reform was man, in the sense that there should be a radical change in the attitude, behavior, ethical and moral standards and mentality of public officials in relation to work they did. It is in this context that the reform of the public sector, sought to improve the capacity of the public sector to provide quality services to the citizen, to improve the management systems of public policies, human resources, programs, financial and patrimonial management and budgeting, improve the quality of governance systems and accountability mechanisms and improve the strategy and plans to fight corruption, develop an environment favorable to the growth of the private sector and

eliminate administrative barriers and outsourcing, contribute to the effective implementation of the Poverty Reduction Action Plan, such as PARPA I (2001-2005), PARPA II (2006-2009) and PARP (2011-2014) (CIRES (2001).

Therefore, the aim of the reform was to have a public sector that was

decentralized, unbureaucratic, simplified, competitive and focused on the quality of services provided to citizens; democratized and with a high degree of institutionalization of participatory forms, which allow not only to identify with greater security the wishes and needs of the citizen, but also to create a space for the participation of society in the search for solutions to development problems; with regard to the respect and use of public goods and resources, there must be transparency, and this must also be emphasized in the procedures and in the presentation of results [19].

In fact, this reform should empower employees of qualities who at any time should be ready and able to accept any institutional change regarding measures to combat corruption and / or fraudulent practices. This would require a corpus of employees who are equipped of a strong moral and ethical attitude of *servire et non serviri*, that is, a moral that understood the idea of serving citizens and not allowing themselves to be served by them.

The result of this vision would be a public sector that operates efficiently and effectively to ensure that all citizens receive basic services and that they have the opportunity to monitor the implementation of reforms and access to complaints and consultation mechanisms. However, in practice, what happened was that the strategy served to further improve fraudulent acts and corrupt practices. Often, it was found that in order to enter the state apparatus, it had to undergo a fraudulent selection process that often fueled the nepotism of the ruling classes.

For some authors, measuring performance in the public sector in the context of good governance has contributed to the achievement of multiple objectives. Among them the transparency of costs and results, the improvement of the quality of services provided, the motivation of employees, being the most important pillars of the new governance around the state [20, 21].

In this tuning fork, it constituted the mainstay of two of the three innovations responsible for improving the performance of public organizations, according to a comparative survey comprising seven countries: contracting results and budgeting per product combined with management accounting [22]. In fact, in the act of officially launching the Global Strategy for Public Sector Reform, on June 25, 2001, the problem was not limited to the lack of reforms in the public sector in the country, but in a reform strategy, as they were being operated since the country gained independence in 1975, as mentioned.

Despite the policy of good governance, the Global Strategy for Public Sector Reform highlights the problem of relations of information and accountability between the government (executive) and the Assembly of the Republic

(parliament), on the one hand, and between the Administrative Court and the Assembly of the Republic on the other, regarding the annual examination of the State accounts, provided for in the Constitution of the Republic and in the ordinary law, which need improvement, monitoring and better analytical and computer support.

Within the scope of the analysis of this pillar, the weakness of the powers and mechanisms to demand compliance with the law by public organizations is also highlighted, based more on the individual will of hierarchical superiors than on the strength of the legal norm or of the interinstitutional relations. This situation led to “unequal treatment in relation to the legal norm for identical situations, as well as dilution of the authority with powers to restore legality or apply the sanction due for the infraction” [13].

Research carried out on this pillar has also identified a set of problems that can be categorized into two types, summarizing problems and challenges that arise from legal and regulatory gaps to respond to various requirements and to improve the legal and institutional framework. In short, the problems and challenges that arise from the fact that the existence of adequate laws and regulations are not sufficient to guarantee the smooth functioning of governance institutions, due to the fact that some of these laws and public policies lack a coherent and complete application, either due to lack of capacities and means, or due to mere inefficiency and lack of interest on the part of the actors involved or of the institutions of control and supervision.

## 5. Comparative Analysis Between the Global Strategy with the Reality of the Moment

The Mozambican government, when it drew up the Global Strategy for Public Sector Reform, intended in a way to standardize the management of public affairs with regard to the use of good practices in public administration. Despite this, the impact of the second phase of the strategy was assessed positively. Among the main changes that took place in the aforementioned period, we highlight the strengthening of the State's capacity to provide increasingly higher quality services. The strengthening of the capacity of the local organs of the State with regard to their functions, competences and resources, increasing their capacity to respond to the communities' desires for quality services and for greater participation and inclusion in decision-making processes on matters of interest to them. The strengthening of the culture of integrity based on modern financial and asset management systems, internal and external control, and accountability [19].

However, the Global Strategy for Public Sector Reform mentions the commitment of leaders at all levels with the modernization of the public function and administration and the strengthening of the culture of meritocracy evident in the decision-making processes regarding public services. However, despite the successes achieved, challenges remain

that, in order to overcome them, must be worked hard throughout the Mozambican public administration.

In the public sector, the human being should be a critical factor in this process, alongside the deepening of the transformations achieved during the implementation of the Global Strategy for Public Sector Reform. Thus, the change in attitude, values, the way of being and being of the official and agent of the State of the future, will therefore be decisive in the deepening of the gains now achieved, due to the implementation of these strategies [20].

In the perspective of political analysis, the Mozambican public administration is a building under permanent construction and, in this context, reforms will continue to constitute a key element in the broader framework of government policies, such as those contained in government strategic documents, such as, Agenda 2025, the Poverty Reduction Action Plan (PARP's), the Government's Five Year Plan (PQG), the National Development Strategy (2015-2035), among others.

In this sense, the challenge is to deepen the perception, at all levels, of the achievements, the challenges that still persist and the best paths and options for the future, in order to ensure the desire to build a modern Mozambican public administration, based on the values of meritocracy, work culture, integrity, good service and closer to the citizen and avoid corruption.

In accordance with the Global Strategy for Public Sector Reform in Mozambique and in comparison with the current situation, the conclusion can be drawn that there are the same problems arising from public administration at the level of all African countries, as is the case. Many public policies in Africa reach the formulation and decision phases without rigorous analysis in the design and planning phases. The other common element in these countries is the dominance of the preferences of political elites<sup>6</sup> in the process of defining public policies and the weakness of public policy training in public sector training programs.

However, it is not difficult to understand the depth and scope of these problems when in Mozambique, and following the diagnosis that was the basis for the elaboration of the Global Strategy for Public Sector Reform, the following reservations are made: elimination of excessive centralization and bureaucracy; decrease in the weak capacity for public policy management; eliminating the deficit in the training and management of human resources; increased capacity for planning, budgeting and financial management; and eradicate the existence of corruption in public institutions.

In addition to this arguments, some severe measures were taken as a challenge in this period, such as,

correct the rigidity of the public sector that has not adapted to the changes that occurred in the context of its insertion. Overcome deficiencies related to technical and managerial

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<sup>6</sup> For a better understanding of Political Elitism or Theory of Elites the following works can be consulted: Hollanda, C. B. de. (2011) *Theory of Elites*. Zahar, Rio de Janeiro; Pareto, V. (1966). “The elites and the use of force in society”, in SOUZA, Amaury de (org.), *Political Sociology*, Rio de Janeiro: Zahar, p. 70-88; Mills, C. W. (1968). *The power elite*. 2. ed. Zahar, Rio de Janeiro.

capacity for the elaboration, implementation and evaluation of public policies. Raise the level of governmental articulation. Expand transparency and accountability in financial management and in the use of public resources. Reduce the distance between the bureaucratic apparatus and society. Conceive and operate mechanisms for citizen participation - basic requirement of democratic processes. Implement a human resources policy that provides the valuation, incentive and qualification of the civil servant, as well as a change in attitude, behavior and elevation of their degree of ethical awareness and sense of responsibility and commitment to the citizen [19].

The process of elaborating public policies proves to be quite complex and presents its specificities in each context. Despite the fact that the Global Strategy for Public Sector Reform aims to end some disagreements that happen in the public sector, some pillars still fall short of what is desired, as is the case of corruption that is still evident in the Mozambican public administration.

Therefore, with the Global Strategy for Public Sector Reform, it is possible to ascertain the good provision of public services in practice, such as the institutionalization of public services. The ethical issue is still a problem to be solved, although it has been verified in an obsolete way, however, there is already a single window of service, the green lines of denunciations of acts related to corruption, which is especially evident that these pillars came to give an improved Mozambican public administration.

Furthermore, in relation to the management of public affairs in reality at the moment, it can be seen that, within the scope of the reform, the public sector was intended to be transparent, both with regard to the use of public goods and resources, as well as in what concerns the use of public goods and resources. This refers to the procedures and presentation of results and, that was uncompromising in the fight against corruption or fraudulent practices, where a corpus of employees and workers should be maintained, endowed with a strong moral and ethics to serve citizens and not themselves and individually, as alluded above.

When talking about the management of public affairs, relating it to the reform, it is intended to show that the non-approval and implementation of the reform could be a factor for the worsening of the situation that was experienced in the public sector at that time. These elements defend, on the one hand, the need for constitution and guidance with public interest (public service orientation) as an important factor in the public management process, and on the other hand, the emergence within the conceptions developed by international organizations, the need to introduce management practices that promote greater transparency and accountability in the public management process.

Furthermore, the reform process in the Mozambican state was one of the many reforms that have been taking place all over the world since the 1980s, driven by a set of forces that demanded a new vision of the way the public sector would be organized and functioning. Among these forces, financial

globalization, fiscal deficits, structural adjustments [23] and democratization [24] stand out.

These are, therefore, the reforms that occurred in the spectrum of the New Public Management approach, that has had four major components: fiscal stability, managerial efficiency, strengthening of institutional capacity and the incentive to the culture of accountability [23]. In fact, since New Public Management is a post-bureaucratic approach to public management, based on criticism and adjustment of the bureaucratic model, it becomes challenging to implement reforms of this nature in a context like ours, in that the elements of the Weberian model have been absent for a long time [23, 25].

Because of public sector, reform in the country, and in order to create greater political and operational dynamism in the development of public administration and function, in 2006 the government created the National Public Service Authority, directly subordinate to the President of the Republic to which it reports. The National Public Service Authority's mission is to strengthen and improve public administration so that it is effective, efficient and efficient within the framework of good governance and the strategic objectives of the Mozambican government.

The lesson to be learned from this process is that the current methodology of functional analysis and restructuring while ensuring realignment at the macro organizational level of the sectors, lacks complementary approaches to ensure the ultimate impact on the offer and quality of services provided to the public. Therefore, the process of public sector reform contemplates and brings together all the organs and/or state institutions, which are charged with the elaboration of a strategic plan that is feasible in the long term and budgeted within the parameters of financial rationalization. The evaluation of public sector performance is a deeply complex issue and, until then, no instrument of its evaluation has been adopted in general, which, in a way, obliges researchers and/or monitors to carry out evaluative base studies within inter-ministerial sectors.

## 6. Conclusion

This article intended to analyze the practical, theoretical and ethical implications arising from a rigorous and exemplary application of the pillars of the Global Strategy for Public Sector Reform regarding governance in Mozambique compared to the current reality. Taking into account the analyzes made in this article, it appears that the process of organizational change, mainly in public institutions, constituted a complex and multidimensional task, as it has as a whole, little flexible structures, traditional, rigid hierarchies and intense control bureaucratic inheritance from the Portuguese colonial system.

In the midst of these findings, it can be argued that the increasing demands of globalization are forcing governments to modernize public administration based on a new model of administration - a managerial model - that favors, among other aspects, the existence of organizational structures horizontal,

greater autonomy, sharing in the decision-making process and achieving established results. In this sense, the Government of Mozambique, when launching the Global Strategy for Public Sector Reform, intended, among other intentions, to modernize and make its administrative machine more efficient with regard to the management of public affairs.

However, the process of implementing the Global Strategy for Public Sector Reform was much slower than anticipated. However, this slowness has become important, since there have been certain improvements in the management of public affairs and the reduction of the bureaucratic process has been accentuated, despite issues related to nepotism, clientelism and corruption, remaining in the public administration.

In short, it can be concluded that for the current reality, the performance of the public sector is desirable despite being in a slow and procedural way. However, its results can be measured taking into account variables such as, access to justice, education, basic social assistance, health, among others, whose society testifies as a result of this process and of good governance policies. Therefore, the Global Strategy for Public Sector Reform has had some effects considered within the public sector in Mozambique.

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