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Regional Office for Africa and the Arab States



**Rapid Urban Sector Profiling for Sustainability (RUSPS)**  
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# MOZAMBIQUE URBAN SECTOR PROFILE



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## FOREWORD

As more and more people seek a better life in towns and cities, the urban slum population in Africa is projected to double every 15 years in a process known as the urbanisation of poverty.



African cities are thus confronted with the problem of accommodating the rapidly growing urban populations, providing them with adequate shelter and basic urban services, while ensuring environmental sustainability, as well as enhancing economic growth and development.

UN-HABITAT is the lead agency for implementation the Millennium Development Goal (MDG) 7, Target 10 (*reducing by half the number of people without sustainable access to safe drinking water*), and Target 11 (*achieving significant improvement in the lives of at least 100 million slum dwellers by 2020*).

In 2002, based on the European Commission's Consultative Guidelines for Sustainable Urban Development Co-Operation, UN-HABITAT successfully tested an Urban Sector Profile Study in Somalia. The study resulted in the identification and implementation of three major programmes in Somalia that are supported by a variety of donors.

In 2004, UN-HABITAT's Regional Office for Africa and the Arab States, ROAAS, took the initiative to develop the approach further for application in over 20 countries. This was achieved in collaboration with other departments within the agency – the Urban Development Branch with the Urban Environment Section, the Global Urban Observatory, the Shelter Branch, the Urban Governance Unit, the Gender Unit and the Training and Capacity Building Branch. This new corporate approach is known as Rapid Urban Sector Profiling for Sustainability (RUSPS).

The implementation of RUSPS was launched thanks to contributions from the Governments of Italy, Belgium and the Netherlands.

The idea behind RUSPS is to help formulate urban poverty reduction policies at the local, national and regional levels through a rapid, participatory, crosscutting, holistic and action-orientated assessment of needs. It is also aimed at enhancing dialogue, awareness of opportunities and challenges aiming at identifying response mechanisms as a contribution to the implementation of the MDGs.

RUSPS addresses four main themes: governance, slums, gender and HIV/AIDS as well as environment. It seeks to build a national and three city profiles representing the capital or a large city, a medium-sized city, and a small town.

The profiles offer an overview of the urban situation in the specific country, and through a series of interviews with key urban actors in each of the cities, where individual challenges and potential are reflected. The interview process and desk study is followed by a city consultation where priorities are identified and agreed upon. City-level findings provide input for the national profiling that is combined with a national assessment of institutional, legislative, financial and enabling frameworks and response mechanisms. The profiles at all levels supports the formation of city and national strategies and policy development. Additionally, the profiling facilitates sub-regional analyses, strategies and common policies through identification of common needs and priorities at the sub-regional level. This provides guidance to international external support agencies in the development of their responses in the form of capacity building tools.

Recently, ROAAS initiated urban development projects for the countries of the Democratic Republic of Congo, Mozambique and Senegal financed by the Government of Spain. There are also self-financed comprehensive programmes, as in the case of Egypt, where the government is financing strategic urban plans for 50 small cities, as a follow-up to RUSPS.

In Mozambique, the profiling was undertaken under the leadership of national and local authorities. This initiative has been carried out locally in Maputo, Nacala and Manica. The Mozambique National Urban Sector Profile synthesizes the findings of local desk-studies, interviews with local and national key actors plus the results of the three city consultations as well as one national consultation that up-scaled local findings and analysed them in the national context.

I wish to acknowledge the contributions of Mr. Mohamed El Sioufi, who developed the concept of RUSPS and is coordinating its implementation. I also wish to cite those members of staff for their role in helping produce this report. They include Alioune Badiane, Farouk Tebbal, Clarissa Augustinus, Mohamed Halfani, Lucia Kiwala, Eduardo Moreno, Raf Tuts, Gulelat Kebede, Gora Mboup, Alain Grimard, Jaime Comiche and Kerstin Sommer.

I would like to wish the Minister of Public Works and Housing, the Mayors of Maputo, Nacala and Manica as well as their City Councillors, and all those who have participated in and supported this initiative every success in its implementation. I also look forward to supporting further their efforts in the urban development of Mozambique.

**Anna Kajumulo Tibaijuka**  
Under-Secretary-General of the United Nations,  
and Executive Director,  
UN-HABITAT

## FOREWORD

The urban economy is critical for the overall prosperity of Mozambique, and some of our greatest challenges lie here.

A full third of all Mozambicans, or seven million people, live in cities. The majority of these live in informal settlements, or slums. Many do not have access to clean water, sanitation, or even basic health services. Primary education is compulsory – and free – in Mozambique, but domestic work, teenage pregnancy and diseases like HIV/AIDS and malaria often prevent the most vulnerable from attending school. Taken together, these challenges are a major hurdle for Mozambique to achieve the millennium development goals by 2015.



The Mozambican government takes these threats seriously. We have decentralized decision-making, simplified land registration and building codes and built hundreds of new schools and health clinics. We are continuing this process today, taking further steps to include urban and rural communities in decisions and policies that affect their lives.

The progress is encouraging, but much work remains to be done. Urban migration increase pressure on urban areas, straining access to clean water, available land, health- and educational institutions. Without these, the nation cannot sustain its progress. It is clear that Mozambique needs to rethink its entire approach to cities, while continuing to promote policies that enable communities to help themselves.

This is why the Mozambican government has partnered with UN HABITAT to identify agreed priority interventions. With the generous support of the Governments of Italy, Netherlands, and Belgium, as well as in close collaboration with the European Commission, UN HABITAT has worked with the government, other international organizations, civic groups, and municipalities to tackle efficiency in administration, more transparent governance, increased service delivery, and overall improved living conditions for a large and important part of the Mozambican population.

We are grateful for the expertise and assistance provided by UN HABITAT, and the continued support from the Governments of Italy, Netherlands, Belgium, and the European Commission. We, in return, promise to save no effort in helping to implement the proposals suggested through this process, and thus increase the sustainability of cities in Mozambique.

A RUSPS follow-up activity, the Capacity Building for Local Participatory Planning, Budgeting and Gender Mainstreaming Programme, is currently being launched. Drawing on assessed needs, the project will support and strengthen urban governance and municipal gender awareness and integration. The three year programme, financed by the Government of Spain, and put into action in partnership with UN-HABITAT, encourages us to work towards the same outcomes in other urban sectors as outlined in this report.

A handwritten signature in dark ink, appearing to read 'Zacarias'.

**Felício Pedro Zacarias**  
The Minister of Public Works and Housing  
Republic of Mozambique

## EXECUTIVE SUMMARY

### Introduction

The Rapid Urban Sector Profiling for Sustainability (RUSPS) is an accelerated and action-oriented urban assessment of needs and capacity-building gaps at city and national level. It is currently being implemented in over 20 countries in Africa and the Arab States. The RUSPS methodology consists of three phases: (1) a rapid participatory urban profiling, at national and local levels, focusing on governance, slums, gender and HIV/AIDS, environment, and proposed interventions; (2) detailed priority proposals; and (3) project implementation.

Mozambique is benefiting from this initiative and participated with a high level delegation to the joint EC – UN-HABITAT Workshop held in Nairobi in January 2005, where the themes and methodology of RUSPS were discussed.

This is the Mozambique national report and it constitutes a generic background, a synthesis of the four pre-selected themes (governance, slums, gender and HIV/AIDS, Environment), theme-related SWOT analysis and priority project proposals.

### Background

Located on the southeastern coast of Africa, Mozambique is gifted with a beautiful coastline, a plethora of natural resources, and a rich cultural tradition with 20 million people of 9 major ethnic groups. It is the downstream basin of nine major rivers. The country is closely linked - through geography and history - with six neighbouring countries: Tanzania, Malawi, Zambia, Zimbabwe, Swaziland and South Africa.

Emerging from a devastating civil war and near bankruptcy in 1992, the country has grown at an annual rate of nearly 10 percent. The post war recovery has been described as an international success story; having improved on nearly all indicators it has been measured. Even so, it is still one of the poorest countries in the world. The national poverty rate is 50 percent, HIV/AIDS infections 16 percent, and only 40 percent of all children finish primary school.

### Governance

Mozambique became independent in 1975, after a 10-year long war with its former colonial power Portugal. Its support of resistance movements in neighbouring countries in turn funded a domestic Mozambican resistance, and the country again submerged into armed conflict. 16 years later, at the end of apartheid and the cold war, the two sides finally made peace in 1992 with pluralist new constitution already in force.

The subsequent elections gave the sitting government of FRELIMO both the president and parliamentary majority, with the opposition RENAMO gathering about 40 percent of the vote. RENAMO has remained a vigilant - but peace-

ful - challenger to the government, and is active in both the development of laws and holding the government.

### Slums

The civil war prompted an unprecedented migration to urban areas. The end of the civil war only increased urban pressures, as Mozambicans were desperately seeking employment opportunities, access to health and education in the cities. A complicated urban organizational structure inherited from the Portuguese did not deal adequately with this influx, and the majority of migrants established themselves in informal settlements.

The 1990 constitution, as well as the 1997 Land Law, affirmed the rights of these settlers, granting anyone who has lived on a particular piece of land for ten years the right to continue to do so. While a rare example of tenure security, the sheer mass of informal settlements has made them difficult or impossible to manage.

### Gender and HIV/AIDS

Mozambique's cultural and traditional background shapes women's role in urban societies. For example, women have not historically been able to own land, to inherit, nor had primary access to education. The Mozambican government has made great efforts to unbalance this inequality, giving constitutional protection against any form of discrimination, as well as giving women an explicit right to own land.

Yet women continue to be particularly vulnerable in Mozambique. They are less represented in the formal employment sector, have less access to education, less informed about health risks and practices, more prone to disease, and more likely to become destitute should their partner die.

An indicator of this situation can perhaps be found in the explosive HIV/AIDS rates in Mozambique. The country as a whole has an infection rate of 16 percent, which is still rising, and among the highest in the world. Women bear the heaviest toll of this infection, and are, in some age groups, more than three times more likely to be infected than men.

### Environment

The informal nature of urban settlements is in itself a threat to the environment. Lack of solid waste management, proper drainage and poor sanitation makes the communities vulnerable to flooding and water borne diseases. Tree logging and small scale agriculture magnifies this vulnerability, adding erosion and land-slides to the risks.

The Mozambican government has a legal framework for environmental hazards. Financial and technical constraints however, prevent the framework from being implemented effectively. The national development policy framework, the PARPA, specifically targets improvement of slum conditions through the promotion of sustainable land-use practices.

## INTRODUCTION

### The Rapid Urban Sector Profiling for Sustainability

The Rapid Urban Sector Profile Study (RUSPS) is a quick, action-oriented assessment of urban conditions, focusing on priorities, capacity gaps and existing institutional responses at the local and national levels.

The purpose of the study is to develop urban poverty reduction policies at local, national and regional levels, through an assessment of needs and response mechanisms, and as a contribution to wider-ranging implementation of the Millennium Development Goals.

The study is based on an analysis of existing data and a series of interviews with all relevant urban stakeholders, including local communities and institutions, civil society, the private sector, development partners, academics and others.

This consultation typically results in a collective agreement on priorities and their development into proposed capacity-building and other projects that are all aimed at urban poverty reduction.

RUSPS is being implemented in over 20 African and Arabic countries, offering an opportunity for comparative regional analysis. Once completed, this series of studies will provide a blueprint for central and local authorities and urban actors, as well as donors and external support agencies.

### Methodology

RUSPS consists of three phases:

**Phase One** consists of rapid profiling of urban conditions at national and local levels. The capital city, a medium size city and a small town are selected and studied to provide a representative sample in each country. The analysis focuses on four themes: governance, slums, gender and HIV/AIDS and the environment. Information is collected through standard interviews and discussions with institutions and key informants, in order to assess the strengths, weaknesses, opportunities and threats (SWOTs) of the national and local urban set-ups. The findings are presented and refined during city- and national consultation workshops and consensus is reached regarding priority interventions. National and city reports synthesise the information collected and outline ways forward to reduce urban poverty through holistic approaches.

**Phase two** builds on the priorities identified through pre-feasibility studies and develops detailed capacity building and capital investment projects.

**Phase three** implements the projects developed during the two earlier phases, with an emphasis on skills development, institutional strengthening and replication.

This report presents the outcomes of RUSPS Phase One at the national level in Mozambique.

### RUSPS in Mozambique

RUSPS was conducted in three cities in Mozambique: the capital of Maputo, situated on the southern coast of the country; the medium sized Nacala, situated on the northern coast; and the smaller town of Manica, situated in the middle of the country, close to the Zimbabwean border.

The initial data gathering exercise started with locating urban key stakeholder representing the three cities. These were interviewed, and during the discussions, additional resources were identified. Following an extensive trail of telephone calls and messages, a draft report was compiled.

The draft report served as basis for a technical consultation through a workshop, where the central government, municipalities, academia and NGOs participated and discussed the study findings. The participants confirmed that challenges and potential identified by the RUSPS approach were significant, but only giving general directions. It was therefore agreed that the RUSPS exercise should proceed, and be adopted as methodology for planning diagnostics in Mozambican municipalities.

It was also noted that there was inadequate data on the local level. This was particularly acute when it came to gender and environmental issues at city and national level. The collection and publication of indicators pertinent to RUSPS' four focus areas may therefore be very useful for future urban planning activities in Mozambique.

### Report structure

This report consists of:

1. a **general background** of the urban sector in Mozambique, based on a desk study, interviews, focus group consultations with key stakeholders held in November 2004 and January 2005. (See back cover for a list of participants in the city consultations and bibliography).

The background includes data on administration, urban planning, the economy, the informal and formal private sector, urban poverty, infrastructure, water, sanitation, public transport, street lighting, energy, health and education;

2. a synthetic assessment of four main areas – **governance, slums, gender and HIV/AIDS and environment** – in terms of the institutional set-up, regulatory frameworks, resource mobilisation and performance. This second section also highlights agreed priorities and includes a list of identified projects; and
3. a SWOT analysis and an outline of priority **project proposals** for each theme. The proposals include beneficiaries, partners, estimated costs, objectives, activities and outputs.

## MOZAMBIQUE - POPULATION AND SETTLEMENT

The majority of Mozambicans live in cities along the coast. The cities were established under a colonial rationale of access to resources and ports for export. Agriculture, livestock and minerals were all exploited in the countryside, but much of the remaining land was not developed. When civil war broke out after independence in 1975, urban infrastructure, roads and bridges became targets to hinder economic activity. Cities were additionally strained by refugees arriving from rural areas. Peace was agreed 1992, and the new government faced an enormous task of not only rebuilding, but also to cater for the large populations that were now living in informal settlements.

Mozambique has since experienced an enormous growth, albeit from a low starting point. The government has liberalised the economy, decentralised decision-making, and reduced income inequality. Poverty and its related maladies, however, still constitute the largest challenge for the administration.

Language and ethnic composition	
Official language	Portuguese
Major languages	South: Tsonga Central: Nyanja North: Yao, Makua Coast: Swahili
Ethnic groups	9 major, 60 smaller

*Sources: Culture of Mozambique, Eleanor Stanford*

Table of population	
Total population	20.5 million
Urban population	7.5 million (35%)
Rural population	13 million (65%)

*Source: United Nations Department of Economic and Social Affairs/Population Division: World Urbanisation Prospects. Mozambique News Agency, AIM Reports.*







## MOZAMBIQUE URBAN CONTEXT

The urban proportion of Mozambique's population is estimated at 36 percent. Three quarters of these are regarded as informal settlers. Urban poor, mostly on the outskirts of the cities, are surviving on subsistence agriculture or casual labour. Governmental efforts to reduce social inequality have been largely successful. From 1997 to 2003, poverty fell from 70 percent to 54 percent countrywide. Continued migration to cities, however, has swallowed this effect in urban areas. In Maputo, for instance, poverty rates actually increased, from 67 percent to 70 percent.

All land in Mozambique belongs to the State. A Land Law in force since 1997 grants individuals land rights based on historic occupation, accepting oral witnesses for ruling. Incorporating traditional law, this process has been widely admired as an example for land reform in Africa. For instance, it grants rights of occupation of idle land for families and local communities.

While formally protecting squatting practices, the law has not proved effective in granting permanent settlement rights to its occupants. Conflicting interests with land developers, lack of adequate urban planning procedures and surveys, bureaucratic processes, high fees and corruption all contribute to the informal settlements staying informal.

Basic urban services are out of reach for the majority of this population. The World Bank reports that basic coverage rates of solid waste collection reaches only 30 percent of Maputo's residents, a similar percentage for drainage, and a road network that is not maintained. This is reflected in low municipal spending, where the total budget of Maputo city amounts to only 5 US dollars per capita. That is a third of the average in Sub-Saharan Africa, and one fiftieth of the average in Asia and South America. Accurate figures were not available, but it seems safe to assume that urban spending is even lower in Mozambique's other cities.

Districts are the central planning and implementation unit for development in Mozambique. As a result, it is the districts – and not the municipalities – that receive the greatest share of the national budget. Municipalities generate revenues through land taxes and services. However, municipal responsibilities far exceed their ability to provide these services, let alone charge adequately for them. As a result, no municipality in Mozambique has ever been able to generate more than 40 percent of its annual budget.

The Spanish government is currently supporting the Mozambican government through a UN-HABITAT

led project, which aims to strengthen urban capacities in participatory planning and budgeting. The three-year programme will train local councillors, municipal staff, non-governmental organizations and community-based organisations to cooperate in the municipal planning and budgeting process, as well as mainstreaming gender considerations.

Increased participatory planning will hopefully also increase urban economic activity, with subsequent new avenues of income for the municipalities. Presently, municipalities can only generate revenues through land taxes and services. However, municipal responsibilities far exceed their ability to provide these services, let alone charge adequately for them. As a result, no municipality in Mozambique has ever been able to generate more than 40 percent of its annual budget.

Sources: Report on the Millennium Development Goals, Mozambique, 2005. UNDP Human Development Report, Mozambique, 2005. Mozambique News Agency AIM: Report No.344, 10th July 2007. World Bank Report AB1969: Maputo Municipal Development Programme. **Eleanor Stanford: Culture of Mozambique.**

## MOZAMBIQUE URBAN SITUATION ANALYSIS

The cities in Mozambique tend to do better on all statistical benchmarks compared to rural areas. The largest differences appear when Maputo is compared to other cities or districts. Maputo has a real GDP per capita three times the national average of \$320. It is only Maputo and Beira, the second largest city, which have averages higher than the national.

While cities have large and complex issues on their own, they tend to score better on access to basic health indicators, education, income and gender. The downside is that income inequality is also far higher in urban areas. So while cities on the whole tend to outperform rural areas, there are a significant proportion of urban populations who are actually worse off than their rural counterparts.

This does not stop the continuing inflow of migrants to the urban areas, resulting in huge urban pressures. Mozambique may have a lower coping capacity than its neighbouring countries, but the challenges presented by this mass movement of people are similar.

Yet the issues of urban housing, infrastructure and service delivery does not rest with migration alone. In a review of the urban transition in Sub-Saharan Africa, its authors note that *“much of the deprivation in cities, and the consequent emerging urban public health problems, relate to institutional failures that*

*perpetuate social exclusion and inequalities between the urban poor and the urban non-poor.”*

Governance is now acknowledged as the single most important factor for eradication of urban poverty and enhancement of municipal development. RUSPS is part of this effort, and complements the work of international development partners such as Austria, Denmark, France, Germany, Italy, Switzerland, and the United States. In the broader sense of democratic governance, the UN Development Programme (UNDP) and the World Bank are taking a leading role.

Sources: Report on the Millennium Development Goals, Mozambique 2005. Eleanor Stanford: Culture of Mozambique. Cities alliance: The urban transition in Sub-Saharan Africa.

## DEMOGRAPHY

A national census was completed in August 2007, the third since independence in 1975. While preliminary results indicate a population of 20.07 million people, it is expected that this number will be adjusted as final numbers are made ready in 2008.\*

The main cities, and the majority of the population, live along Mozambique’s 2.470 kilometres of coastline. The national population density is 24 people per square kilometre, with the northern Niassa Province on the low end with 2 persons per square kilometre, and Maputo city on the high end with 1481 persons per square kilometre. The urban population is estimated at 36 percent, growing annually at 3.2 to 5 percent. There are on average 4.2 persons per household. Three quarters of the urban population lives in informal settlements, and a fifth of all households are headed by women.

Women constitute 51.7 percent of the population, with a life expectancy of 42 years; one year more than men. HIV/AIDS infection is alone thought to reduce life expectancy by 8 years. The median age is 17, and fertility rates are 5.4 children per woman, or 44 births per 1000. Death rate is 21 per 1000. The annual growth rate in Mozambique is 2.4 percent, held back by disasters such as floods and droughts, and major diseases like malaria, HIV/AIDS, tuberculosis, infectious- and water borne illnesses.

*\*This number is close to what has been predicted by both the National Institute of Statistics on basis of the 1997 census, and also international organizations such as UNDP and World Bank. Where updated numbers are not available, projections based on the 1997 census are presented.*

Sources: Mozambique News Agency AIM, Press release: Country Has 20.07 Million People, 2007. M. Gaspar & C. Chipembe: Statement on population and housing census in Mozambique, 2007. International Institute for Applied Systems Analysis (IIASA): Background - Mozambique, 2000. UNDP Human Development Report, Mozambique, 2005. Common Country Assessment, Mozambique, 2000. DFID: Evaluation report EV668, Mozambique, August 2006.

## HEALTH

Health, together with education, remains major challenges in Mozambique. Malaria patients occupy nearly half of all hospital beds in the country, and the disease is responsible for more than 30 percent of both hospital deaths and under-five child mortality.

One-eighth (16.2%) of the population is infected with HIV/AIDS. 58 percent of these are women. Mozambique is thus one of the worst HIV/AIDS affected countries in the world, with one of the fastest rising infection rates. There is not yet any sign that this trend will ease.

The situation is aggravated by tuberculosis, which is heavily correlated to HIV/AIDS. Half of all those diagnosed with the disease have HIV/AIDS (*up from a third in 1998*), and 90 percent of deaths caused by tuberculosis have a primary HIV/AIDS infection. Tuberculosis is now such a threat that the World Health Organization’s Regional Committee declared the disease an African emergency in 2005.

Many of Mozambique’s illnesses are related to poor access to clean water and sanitation. Access to clean water actually dropped 10 percentage points in urban areas from 1998 – 2005, to 58 percent. Mosquitoes carrying malaria and dengue fever thrive in still water, as do bacteria and parasites hosting a number of other diseases (*cholera, diarrhoea, dysentery, hepatitis A, polio, schistosomiasis, tuberculosis, and typhoid fever*).

Women are particularly vulnerable to these illnesses, due to a number of factors. First, they are less educated about risks, and, due to high illiteracy rates, less able to access information. Second, they are more in contact with still water, as they are responsible for the majority of urban and peri-urban agriculture, in addition to households. Finally, due to higher rates of poverty among women, they are less able to get adequate treatment once infected.

Despite all this, an estimated 80 percent of the urban population are able to access basic health care, compared to 34 percent in rural areas. Health care is provided at four levels: health clinics, district hospitals, provincial hospitals, and three central hospitals (*in Maputo, Nampula and Beira*). In addition,



NGOs, private clinics and traditional medicine facilities offer health care services.

Sources: UNDP Human Development Report for Mozambique, 2005. Economic Commission for Africa: Mozambique: The Challenge of HIV/AIDS, 2003. UNAIDS, Online report: Breaking the silence in Mozambique, 2007. World Bank, Africa Paper 87: Poverty in Mozambique: Unravelling Changes and Determinants, 2005. Report on the Millennium Development Goals, Mozambique, 2005. Plan for the Reduction of Absolute Poverty (PARPA) in Mozambique (2001-2005). Wikipedia: Waterborne diseases.

## EDUCATION

The Mozambican government has made great strides in education the last ten years. Its chief educational aim is referred in its Five-Year Plan 2005-2009 as well as in the Plan for Reduction of Absolute Poverty (*PARPA II*), is to achieve universal primary education.



Overall literacy has increased seven percentage points in Mozambique since 1997, to 46.4 percent. Urban areas score higher (69.7 %) than rural areas (34.3%), and men score far higher (63.3 %) than women (31.2 %). Maputo has the highest rates in the whole country, with an estimated literacy rate of 84.9 percent. This number seems high; given large migration and that a majority of the population lives in informal settlements.

Nevertheless, the country has increased its enrolment rates from 44 percent in 1997 to 69 percent in 2003. Completion rates have nearly doubled, but from a lower starting point: 22 percent to 39 percent, respectively. But the task is enormous. Half the population is under 15, and is therefore in need of universal education. The progress report on the Millennium Development Goals calculated that only one in hundred pupils will complete the last grade of secondary school. It also found that the majority (60 %) of pupils would leave the educational system without adequate reading, writing and numeric skills.

Women are also disadvantaged in the educational system. They tend to start school when they are older – if at all – and it is often interrupted by domestic duties, pregnancy or marriage.

Abortion is illegal, and sexual abuse by teachers, or even male peers, is thought to be a major contributor to teenage pregnancy, and thereby also a disrupted education.

Lack of basic education makes it more difficult to escape poverty. Most formal work demands these skills, and access to health, civic and legal information is further out of reach. Disrupted education also halts learning of Portuguese, the official language. This prevents access to governmental agencies, processes and the legal system. Reforms made by the government in land rights, may be exploited by individuals who understand the changes. There are signs that this is already happening.

Sources: Economic Commission for Africa: The Challenge of HIV/AIDS, 2003. National Institute of statistics, 2002-3. DFID, Evaluation report EV668, Mozambique, 2006. Report on the Millennium Development Goals, Mozambique, 2005. Isilda Nhantumbo: Rural Land issues in Mozambique, 2000. The Mozambique Human Rights League (LDH): Women's Rights in Mozambique, 2007.

## GOVERNMENT AND ADMINISTRATION

The 1990 constitution, leading up to the peace settlement two years later, established Mozambique as a representative democratic republic. Its first democratic elections were held in 1994, and every five years since. Elections for the municipalities started in 1998, and elections for the new provincial assemblies will start in 2008.

The first presidential elections, and the majority in parliament, was won by the ruling Front for the Liberation of Mozambique (*FRELIMO*). They have won every election since, including the last, in 2004. The main opposition party, the National Resistance Movement (*RENAMO*), typically gathers between 30-40% of the vote.





A government decree demands at least 30 percent female representation of all government, district and municipal staff. While the government has achieved this on the national level - the 250-seat parliament currently has 35 percent women, this statistic drops dramatically in some of the smaller municipalities, as well as in the districts.

There is a 5 percent minimum bar for parliamentary seats. Parliamentarians are elected on a district-by-district level, but once elected, they represent their party and the people as a whole - rather than their district.

Senior judges are appointed by both the president and the assembly. Courts are organised through themes (*administrative, labour, customs, maritime and military*), or levels (*municipal, district, provincial and the Supreme Court*). There is no court that deals specifically with land issues. Disputes face a lengthy procedure in the civil system, and are more frequently settled through informal courts - or out of court all together.

Municipalities are organised politically like the state. A mayor is elected by popular vote, who appoints his or her executive council. The cabinet has to have at least half of its councilors elected, and is monitored by the municipal assembly that results from popular vote. The size of municipal assemblies depends on the size of the electorate. For a population under 20,000 it will have 13 members. Beyond 60,000 voters the assembly will have 39 members, added by one for each additional 20,000 voters. The assembly will pass, or reject, budgets and municipal plans. The municipalities are dependent upon the government for up over 60 percent of their funding.

The country is divided into 11 provinces, 124 districts, and 33 municipalities. Popular elections are only held for municipalities. Local democracy can therefore be said to be 30 percent, corresponding to the size of municipal populations.



Attempts in the last ten years to increase local democracy in Mozambique have been frustrated to the extent that the UN describes the situation as an “*on-going drama among the donors and NGOs\**”.

A limited concession was achieved in late 2006, when the government passed the Provincial Assemblies Law. This law opened for popular elections of provincial assemblies, but not the governor. He or she will still be appointed by the president.

Provincial elections are a step in the right direction, but it is the districts – not the provinces - that are the “*basic planning unit for the development of the country\*\**”. So for development initiatives and public participation to have the greatest effect, these units must become more independent, accountable, and ultimately, elected by the population. The 2003 Law on Local Bodies opens for the popular election of some administrative posts and chiefdoms, while increasing community participation. It is not obvious to what extent this has been enacted, nor how much actual control the government has ceased to these institutions.

*\*UNDP/UNICEF/UNCDF Mozambique: Integrated Local Development Programme. Draft Concept Paper, 2007-2009.*

*\*\*As stated by Law no 8/2003 and referenced by CEDE.*

Sources: UN Development Assistance Framework (UNDAF), Mozambique 2007-2009. Wikipedia: Politics of Mozambique. Common Country Assessment, Mozambique, 2000. G20: Annual Poverty Report, Mozambique, 2005. CEDE: WKOP Project on Decentralization and sustainable peace building in Mozambique, 2005. Einar Braathen, Norwegian Institute for Urban and Regional Research: Democratic decentralisation in Mozambique?, 2003. Mozambique Ministry of Planning and Development: The National PPF review, 2006. UN-HABITAT: Land Tenure, Housing Rights And Gender - Mozambique, 2005.

MINISTRY/AGENCY	KEY URBAN FUNCTIONS
Council of Ministers	Directing the national housing policy.
Ministry of State Administration	Public administration, local authorities and municipalities.
- National Directorate for Municipal Development (DNDA)	Public administration and municipalities.
- The National Association of Municipalities	Coordination and advisory organ of municipalities versus the government.
Ministry of public Administration	Management of human resources in civil service in public and municipal service
-National Training Institute for Public Administration	National and regional training centres for civil servants and public officials.
Ministry of Justice	Cadastre services for state land (Changes or transfers in land use).
Ministry of Agriculture	Cadastre services for state land (Registry for first use of land).
Ministry of Public Works and Housing	Drafting of urban land and national housing policies. Quality control of public infrastructure.
- National Water Directorate	Quality control for domestic water supply.
Ministry for Coordination of Environmental Affairs	Environmental policy and regulator. Territorial planning including informal settlements.
- National Directorate of Territorial Planning	Urban planning, land use and regulation.
Ministry of Planning and Development	Economic planning and budgeting at national and local level.
Ministry for Women and Social Welfare	National gender policy.
Districts	The central planning and implementation unit for national development.
Municipalities	Urbanisation, housing, registration, and construction, preparing and approving land use and development plans, all in conjunction with relevant state bodies. Enforcement of such plans is subject to ratification by the government. In cases of where municipal cadastral services exist, and the area is covered by an official land-use plan, sole user access may be granted (after as many as 103 bureaucratic steps and 3 years).

## THE ECONOMIC SITUATION

Mozambique is one of the poorest countries in the world. It is ranked at the bottom of the annual UNDP Human Development Index, as the 168th of 177 countries. This also being the poorest part of the world, positions 164-7 belong to its neighbouring countries, Congo (*bordering Zimbabwe*), Zambia, Malawi and Tanzania, respectively. The remaining neighbours are scattered throughout the lower end, with South Africa closing the list at 120.

The long civil war, combined with catastrophic economic policies, ensured that the country was bankrupt by the time of the peace agreement in 1992. The country owed about twice the national production; 8.2 versus 3.9 billion US dollars in 1998. The country qualified for the heavily indebted poor country the same year.

The situation is today much improved, with the debt of 2.4 billion US Dollars accounting for only a third of the 6.4 bil-

lion US dollar national product. The government and the International Monetary Fund have agreed that this debt is serviceable. It is owed largely to non-members of the Paris Club, an association of creditor nations committed to debt relief. Mozambique's annual debt payments amount to about 20 million US dollars, or about 1.6 percent of export revenue.

Mozambique is still one of the most aid dependent countries in the world. It receives about a quarter of its annual income in overseas development assistance, down from 87 percent in 1992. The World Bank's Doing Business report classified Mozambique as having one of the world's least conducive environments for business in 2005. It ranks 99th of 163 in Transparency International's Corruption Index. Where 10 is highly clean and 1 is highly corrupt, Mozambique scored 2.8.

Furthermore, it has one of the lowest tax revenues as a proportion of national income in the region, collecting 11.8 percent in taxes, when the average for Sub-Saharan Africa is 24 percent. Giving a proportion of the national taxes to the municipalities



where they are collected such as VAT, may improve tax collection. (See *Mozambique Urban Context*.)

Despite this depressive show, there are signs that the massive international support, combined with governmental cooperation, is working. Over 1,200 state-owned enterprises have been privatised. The economy has grown by an annual rate of 8 percent since 1992, spread over all sectors. Major industries are fishing, accounting for about two percent, agriculture (18%), industry (26%), and the service sector (46%). Tourism is still small in Mozambique, accounting for a mere 2.2 percent of GDP.

Over eighty percent of the population is engaged in agriculture in some form, and the majority of these (90%) use it for family sustenance. Variations in agricultural output, caused by pests, droughts, floods or even world prices, are therefore a major hazard.

The country's high potential has attracted massive investments, that only now start paying off. As a result, the industrial sector is among the fastest growing contributors to the economy. Mega-projects, as they are popularly called, do not, however, translate into mega-employment. Only about 4 percent of Mozambicans are employed here. Major resources include salt, coal, tantalite, ilmenite, graphite, iron, bauxite, gold mines, petroleum, and gas.

The service sector includes government administration, transport, trade, communication (*particularly mobile*), electricity (*exported to South Africa, Zimbabwe, and Malawi*).



The majority of employment is within small-scale family enterprises, often informal, with another 15 percent in public service.

Tourism is a growing business in Mozambique. Fifteen percent of all investments since 2002 were channelled here. The sector offers great potential for the country as a whole, as it is linked to a host of other activities, such as transport, agriculture, food and beverage, financial services, construction and craft-making. The government sees tourism as a sector that can “*deliver growth and employment on a scale required to make a difference in Mozambique*”. The challenge for the sector is also its interweaved nature. Poor roads, lack of bank access, services and hotel standards continue to be major obstacles.

For continued growth in Mozambique, particularly as international aid dries up, the country needs to ensure a more favourable environment for small to medium sized businesses. Its huge informal sector needs to be formalized, by easing registration and financing. Energy and water supplies must to



be upgraded, not only for enterprises, but also for individuals. The road network requires massive investments.

The labour force must get access to proper training. A new labour law is in force since October 2007, to better adjust employment with demand, and attract investment. Bureaucracy, corruption and a weak justice system prevent contracts from being enforced, let alone entered into. The Bertelsmann Foundation comments that the “*advantage of being close to the South African market is insignificant if the clearance at the border takes up to seven days*”.

The second generation Action Plan for the Reduction of Absolute Poverty (*PARPA II*) focuses on increasing productivity through greater integration of the national economy. It will continue to invest in electrification projects nationwide, maintain macro economic stability, increase tax revenues, increase credit and micro-credit, promote manufacturing, local industries, and small to medium-scale units, regulate and monitor tourism, improve rain water collection systems, dams and reservoirs, and finally, to mitigate, in a planned manner, the negative effects of droughts and floods.

Sources: AfDB/OECD: African Economic Outlook, 2007. Report on the Millennium Development Goals, Mozambique 2005. Mozambique International Institute for Applied Systems Analysis (IIASA): Background notes, 2000. Bertelsmann Stiftung: Mozambique Country Report, 2004. The Government of Mozambique: Plan for the Reduction of Absolute Poverty, 2006-09. Mozambique Ministry of Tourism: Strategic Plan for the Development of Tourism, 2004-2013. Transparency International 2006, as referenced by African Forum and Network on Debt and Development: A Critical Assessment of Aid Management and Donor Harmonisation, 2007.

## EXTERNAL ASSISTANCE AND AID COORDINATION

International assistance to Mozambique started in the 1980s, when a group of donors decided to support the delivery of essential goods to the war-torn country. Following the end of the civil war, and seeing the great impacts of aid, the group soon grew bigger. By 1991, there were 34 bilateral donors, 25 multilateral donors (*11 UN*), and 150 international NGOs (*Non-Governmental Organizations*) operating in the country. Each had different goals, reporting mechanisms, and demands on the Mozambican government.

Some of the original donors coordinated their activities even then, and, in 1994 the Development Partners Group was set up to increase cooperation. It is headed by both UNDP and the World Bank, who has been involved in structural reform programmes in Mozambique since 1987. The group is the overarching coordinating body for international assistance in the country.

As partial fulfilment of the requirements to qualify as a Highly Indebted Poor Country, HIPC, Mozambique drafted its first Poverty Reduction Strategy Paper, known in Portuguese as *PARPA*, in 1999. When the final document was ready a year later, newly expanded Group of Ten (G10), decided that this document would also serve as basis for their activities in the country. The group is now known as G18 plus one\*, and has expanded its activities to include budgetary support. The



UN Development Programme and the World Bank participate as observers.

Increased coordination has benefits for both donors and the government. It increases impact of aid, ensures less overlapping, and standardizes procedures and reporting. The cost for the partners - and the government - is less individual power, increased bureaucracy by changing procedures, and more time consumed by consultations.

Many of these negatives will diminish as coordination becomes more established. The UN started its own coordination programme in 1996, when Mozambique was selected as one of eleven pilot countries that would coordinate their UN activities through the UN Development Assistance Framework, or UNDAF. The initiative aims to ensure better delivery of services by UN bodies, through increased coordination, participation, communication and fund-raising. It is the official UN approach for support to the national poverty reduction strategy, *PARPA*. This programme was expanded to the One UN Initiative in 2007, to further increase coordination within the UN System for the benefit of its partners.

*\*Not to be confused with G20, a loose network of civil society organizations, with representation by government and donors, in Mozambique. They constitute the Poverty Observatory, an initiative to include more civil society input into national and regional governmental planning. One of their chief instruments for achieving this is the annual Poverty Report (RAP).*

### THE UNITED NATIONS

#### Country Team in Mozambique

UN Human Settlement Programme (**UN-HABITAT**), UN Food & Agriculture Organisation (**FAO**), UN Development Programme (**UNDP**), United Nations Education, Scientific and Cultural Organization (**UNESCO**), United Nations Population Fund (**UNFPA**), United Nations High Commissioner for Refugees (**UNHCR**), United Nations Children's Fund (**UNICEF**), World Food Programme (**WFP**), and World Health Organization (**WHO**).

Sources: UN joint field visit to Mozambique, 2003. UN Development Assessment Framework for Mozambique: UNDAF 2007- 2009. OECD DAC Task Force on Donor Practices: Mozambique - A Country Case Study, 2002. ECDPM 39/2002: Pooling of Technical Assistance in Mozambique. PGBS: Evaluation Of General Budget Support – Mozambique, 2006. The Global Economic Governance Programme, 25/2007: The Dilemmas of Aid Dependence. World Bank, IDA at work: Mozambique - From Post-Conflict Recovery to High Growth, 2006. Richard Batley, University of Birmingham: Mozambique -The Costs Of 'Owning' Aid. USAID, Mozambique: A Donor Coordination Assessment, 2003.

GOVERNANCE

Mozambique’s government has traditionally been centralized, with absolute power concentrated in Maputo, the capital. The establishment of 33 municipalities in 1998 was a break with this tradition. Local administrators are elected by popular vote every five years, and several municipalities are now run by the RENAMO opposition party, as opposed to the nationally dominant FRELIMO.



Municipal funding mechanisms and revenue bases are key challenges. While able to charge for services delivered, and tax commercial property, the largest expense – and the weakest income potential – is found in the informal settlements. These contain up to three quarters of all urban areas and a majority of the urban population.

Given their informal character, and their relatively new establishment, slums were typically not included in previous colonial urban plans. If an area is not covered by such a plan, control over its use - and its development - rests with the central government. Municipalities have little influence over land use in these areas, and correspondingly little incentive to improve it.

Land is officially free, and only the government - or the municipality - can grant user rights, known as DUATs. This is done for a nominal fee, though the process is complicated - requiring up to 103 administrative steps. If the municipality was given the authority to grant user rights through auction, it could reduce the informal market in land, while increasing transparency and municipal funding at the same time.

Municipal funding is further complicated through corruption. Mozambicans pay an estimated ten percent of their income to corrupt officials. While a major problem at both national and individual levels, a USAID report found that corruption was not seen as the most important challenge. Of 12 problem areas presented to respondents in 2004, corruption was ranked eighth, after more basic survival issues – employment, cost of living, water, food, etc.

*\*UN-HABITAT: Land Tenure, Housing Rights And Gender – Mozambique, 2005*

Sources: Justus Mika, Urban Institute Harare: Sub national experiences of civic participation in policy making and budgetary processes. The case of Manica Municipality, Mozambique. USAID/MSI: Mozambique Corruption Assessment, 2005. UN-HABITAT: Land Tenure, Housing Rights And Gender – Mozambique, 2005.

THE INSTITUTIONAL SET-UP

- The 33 municipalities in Mozambique are highly dependent on governmental funding for their activities. Most wealth generated within municipalities is transferred directly to the state, with funds then channelled back through the annual budget.
- The state keeps close control of the activities of the municipal councils by appointing a representative with limited but executive roles.
- The mayor is the executive leader of an appointed cabinet, whose members serve as the heads – aldermen – of municipal directorates.
- These include construction, economy, education, environment, government liaison, health, infrastructure, lands, markets, parks, planning, town districts, transport and waste management. Larger cities have more directorates, smaller have less.
- The directorates, like their counterparts in the municipalities, are staffed with technical personnel. Inadequate training, low salaries and huge workloads continue to make some of these institutions understaffed and under-qualified. Efforts are being made, by both government and international donors, to increase this capacity.
- Mayors are organised through the National Association of Municipalities (ANAMM). This body also has direct contact with cooperation partners and international organizations.

ONGOING PROJECTS

Municipal Governance

USAID are currently supporting the development of models for democratic governance in five targeted municipalities. The six-year project, ending in 2009, targets participation, performance and accountability. Public participation is strengthened through training and technical assistance on the municipal decision making process. Performance is improved by elected officials through increased understanding of development planning, financial and human resources management, budget formulation, ethical and transparent public administration, and public relations. Accountability is improved through strengthening non-governmental organizations focusing on anti-corruption (such as Ética Mozambique), and facilitating the implementation of its Anti-Corruption Initiative through training, support to the judiciary and the establishment of corruption reporting centres.

REGULATORY FRAMEWORK

- The major laws affecting urban areas are the Municipal and the Land law. There is an ongoing pressure on the government to increase local democracy.



- The municipalities are responsible for the following tasks, according to the Law on Municipal Finances: Green areas, markets, fire-fighting, drainage systems, waste and public cleaning, cultural or urban heritage, environmental protection, conservation of trees, and the establishment of municipal reserves.
- Furthermore, according to the Law on Municipalities, they are also required to support vulnerable groups in society, promote social and economic development, health, education, culture, leisure and sport.
- Mozambique is signatory to, and have ratified, a number of international treaties. Many of these affect urban centres as well as rural areas. They include the Convention on the Elimination of All Forms of Discriminations (1979), the UN Conference on Environment and Development (1992), the World Conference on the Human Rights (1993), the International Conference on Population and Development (1994), the World Conference on Women (1995), the World Summit for Social Development (1995), the Second UN Conference on Human Settlements (1996) and the Declaration on Cities and Other Human Settlements (2001).
- Implementation and enforcement remains major challenges. Further reforms are in progress for setting up the enabling environment.

Source: The UN in Mozambique

## PERFORMANCE AND ACCOUNTABILITY

- Mozambique has one of the highest corruption rates in the world. In a 2001 survey conducted by the anti-corruption NGO Ethics Mozambique (*Ética Moçambique*), half those asked said they had paid at least one bribe in the last six months.
- The courts in Mozambique are seen not only as a main venue for corruption, but also as a key bottleneck in efforts to sanction corrupt behaviour.
- The USAID report, one of two available for the country, observes that passing new laws and establishing new institutions, by themselves, is not sufficient. High-level political commitment, judicial reform, significant changes in business-as usual, and a clear message from international donors is fundamental to address corruption in Mozambique.



## AGREED PRIORITIES

- Develop codes of conduct for public sector officials and conduct sensitization, awareness, education and advocacy campaigns.
- Assess needs and provide training and the logistical support required.
- Train municipal leaders in resource management and -mobilization. Establish transparent and accountable financial management and reporting systems.
- Establish and implement strategic and participatory planning systems and management practices.
- Improve land management, dissemination of information, property taxation and valuation systems to enhance revenue generation.
- Improve of inter-municipal communication, and between the municipality and its residents.
- Review the legal and regulatory frameworks
- Conduct urban indicator surveys and establish an urban observatory.

- A joint government-G18 memo presented on 13 April 2006 said that the government's performance on governance and corruption was "*not satisfactory*", with the government failing to meet 8 of 13 targets. Government performance on other issues, such as spending on health and education, compensated for this, and the government's performance was seen overall to be "*satisfactory*".

Sources: DFID, the Department for International Development: EVALUATION REPORT EV668 August 2006. David H. Jackson, London University: Local governance approach. Mozambique Political Process Bulletin 27 – 7 December 2001. Mozambique Country Evaluation, 2004. Renzio and Hanlon, GEG 25/07: The Dilemmas of Aid Dependence. USAID/MSI: Mozambique Corruption Assessment, 2005.

## RESOURCE MOBILISATION

- Municipalities raise funds through services and land tax. This is currently inefficient. Only ten percent of properties in Maputo, for instance, are being charged. No municipality in Mozambique has ever managed to raise more than 40 percent of its own funds.
- The majority of funds are transferred to the municipalities from the central government through the Municipal Compensation Fund. Studies indicate this mechanism is not effective in achieving municipal objectives, and may serve to extend central control over the municipalities.
- Major donors support revenue generation for municipalities either indirectly through budgetary support for the government, or through municipal project proposals.

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	Training Programme for Local Elected Leaders (LEL)	
GOVERNANCE N°2	Project proposal	Page 23
	Capacity Building in Participatory Budgeting and Revenue Collection for Local Authorities	

## SLUMS

Land tenure is generally regarded as being secure in Mozambique. Residents have constitutional rights to land they live on, even if they hold no formal title. If the government - or the municipality - needs a particular piece of land, they are required to provide a similar situated land elsewhere, with compensation for “improvements” of the land. Most reports indicate that this system works reasonably well.

The 2004 constitution reaffirms that access to land for residential and family agricultural use should be free from any payment, including taxes. It is therefore not legal for individuals to sell access to an empty plot of land – only the government and municipalities can grant this right. If a plot is empty for a given time – typically five years – anyone can theoretically occupy it.

This rarely happens in urban areas. Instead, there is a thriving market in “improvements” on the land, with the understanding that the “free” land the structure rests on will be part of the deal. With no formal market in land, a UN-HABITAT report found that “informal mechanisms are by far the most important means of access to land, even for formally planned and demarcated plots”.

The informal trade in land does not diminish the rights of its inhabitants. The constitution grants automatic user-rights through good-faith occupation. Any dweller has right to the land he or she has occupied for ten years, provided it has been for residential use. His or her lack of a formal title does not diminish this right, nor is it required.

Without a formal title to the land, it is difficult to access credit to improve that land, or to obtain financing for small scale businesses. A study on land management in Maputo estimated that building a 3 bedroom house on land with basic infrastructure (*with water, sanitation and electricity*) would cost around 3,200 US dollars.

Formal access to land is thus out of reach for the majority, who are forced to continue their existence in informal settlements. If the government was to upgrade the informal settlements on its own initiative, it would cost an annual 300 million US dollars for the next 15 years



## THE INSTITUTIONAL SET-UP

- The government owns all land in Mozambique. They determine the borders of districts, municipalities and provinces. The right to plan, develop and grant user licenses is delegated to the district and municipal authorities, though plans are subject to final approval by the People’s Assembly (*Parliament*).
- Several ministries have authority in municipalities. The Ministries of Agriculture and Justice are in charge of land-rights, The Ministry for Coordination of Environmental Affairs have responsibility for physical planning, Ministry of Finance for urban funding, Ministry of Public Works and Housing for urban infrastructure and water supply. Overlapping is prevalent and coordination often absent.
- Municipalities can grant user-rights to land that is covered by municipal plans. This typically includes only areas that were built-up in the colonial era. Access to land is made formally through an application to the city council or the Ministries of Justice and Agriculture, depending on who has authority.
- Municipalities are responsible for service delivery throughout its territory, even in areas formally under control of the government.
- Municipalities can charge for water and sanitation, but not land, for individuals. Corporate properties can be taxed for land use, in addition to the above. Lack of basic infrastructure prevents the municipality from both adequately delivering - and charging for – urban services.

Sources: Norfolk and Liversage: Land Reform And Poverty Alleviation In Mozambique. Mozambique News Agency No.345, 23rd July 2007. Paul Jenkins: Urban Planning And Land Management In Maputo, 2000. World Bank: An Economic Analysis of Natural Resources in Mozambique, 2005. FAO: Mozambique Case Study - Improving Tenure Security For The Rural Poor, 2007. UN-HABITAT: Land Tenure, Housing Rights And Gender – Mozambique, 2005.

Sources: de Assulai: Land Market In Urban Áreas, 2001. UN-HABITAT: Land Tenure, Housing Rights And Gender – Mozambique, 2005.

## TENURE AND SECURITY SYSTEMS

- All land belongs to the government, but municipalities may grant user rights in some areas of its territory. In order to get a user-right to land (*DUAT*), a third party must establish that current occupiers of that land agree to the transfer. Formal titles are not required to prove rights to the land, but may help should disagreements arise.
- Formal land titles can be acquired in three different ways: 1) Through “*good faith*” occupation. If one has lived on the land for more than 10 years, one is considered the legal occupant. 2) Through *communal access*. Communities may register land they have traditionally occupied, not limited to living quarters. This clause is mostly relevant in rural areas. 3) Through official registration of *idle land*. Individuals or businesses may apply directly to the appropriate state or municipal registries for usage of idle land.
- Title deeds are issued by the relevant state or municipal registry, and preceded by a survey of the land. Existing occupants will therefore be consulted on the process, whether informed by the original applicant or not.
- Evictions in Mozambique are rare. Expropriation is done through providing alternate plots of land. Failure of payment of municipal service fees similarly leads to disruption of service, rather than repossessing property.

Sources: Capri working paper no. 12 Land dispute resolution in Mozambique: institutions and evidence of agroforestry technology adoption Jon D. Unruh. UN-HABITAT: Land Tenure, Housing Rights and Gender – Mozambique, 2005. World Bank: An Economic Analysis of Natural Resources in Mozambique, 2005.

## RESOURCE MOBILISATION

- A few governmental initiatives exist to provide housing for the poor, most notably the Housing Fund of 1995 (*FHH*). It has generally targeted low-income state employees, and has thus not been effective for improvements in informal settlements.
- Municipalities are often not able to provide support to its residents. Income constraints ensure that spending per inhabitant in urban areas is among the lowest in Sub-Saharan Africa.

### ONGOING PROJECTS

#### Urban Land Management

UN-HABITAT is working with a wide array of partners to improve urban land management. Apart from strengthening urban governance and participatory planning processes, this work includes improving access to water and sanitation in urban settlements throughout Mozambique. UN-HABITAT is also working to reduce the environmental degradation these settlements face, as well as strengthening their capacity to avoid, reduce or manage the impacts of natural hazards such as floods and landslides.

### AGREED PRIORITIES

- Simplify land registration and improve security of tenure for the poor.
  - Initiate and implement policy advises for urban management.
  - Strengthen and support the informal economic sector to enhance the promotion, marketing and use of local building materials.
  - Establish a clear legal basis for municipalities to draft and implement urban plans throughout its official borders.
  - Improve the capacity and legal framework for the judicial system to deal with land issues.
  - Clarify the legal basis for tenure where the formal, informal and customary tenure systems overlap. (For instance, while women have equal land rights, customary systems may prevent their inheritance of property, or benefit from customary land ownership.)
- Micro-finance is promoted by the government, but mortgaging land is illegal. Borrowers can therefore only use structures on land they occupy for collateral. Given their informal nature, this security is often not sufficient raise adequate funds.
  - The majority of support is given by a wide association of non-governmental and civil society organizations.
  - These assist in securing funding for micro businesses, access to health and education.

Source: UNDP HDR 2005.



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	Pilot Project on Simplified Land Registration for Informal Settlements	
SLUMS* N°2	Project proposal	Page 25
	Developing a Financial Strategy for Slum Upgrading	

## GENDER AND HIV/AIDS

Women are particularly vulnerable in Mozambique. They are poorer than men, do most of the unpaid household work - including sustenance agriculture, are less educated, have higher drop-out rates from school, more likely to be sick, and less likely to own property or inherit. They are therefore more likely to recycle this inequality to the next generation of women.

Mozambican HIV/AIDS infections are among the worst in Africa, with nearly one eighth of the population infected. Women are also more likely to be infected with HIV/AIDS (68%), and young women (15-24 years) fare particularly bad. They are three times more likely to be infected with HIV/AIDS than men in the same age group. One fifth of girls in Mozambique are married by the age of 15, and a quarter of all women under 19 have two children. Abortion is illegal, and it is estimated that ten percent of all maternal deaths are due to unsafe and insanitary termination of pregnancies.



The Mozambican government has taken steps to address these issues. The Constitution grants equal rights to all its citizens, the Land Law similar rights with respect to land, and the Family Law legalizes customary unions under the law, strengthening women's position in customary marital unions.

18 is also established as the legal age of marriage. A new law on inheritance is being debated, to bring it in line with the intentions of the Family Law. The Health Ministry is also drafting a law legalizing abortion.

Each Ministry has a gender focal point, to support the inclusion of gender perspectives in public programmes and policies. A draft policy on domestic violence is under preparation, dealing with domestic brutality and marital rape. It will become law after a national debate, hopefully increasing national awareness at the same time.

Improving the situation on the ground is still a major challenge. The judicial system is male dominated, understaffed, and prone to corruption and political influence. Systematic and cross-sector approaches to deal with rising HIV/AIDS rates have been slow to come by, and the health system have the same structural problems as the judicial sector.

Sources: Report on the Millennium Development Goals for Mozambique, 2005: Government of Mozambique: Action Plan for the Reduction of Absolute Poverty, 2006-2009: UN-HABITAT: Land Tenure, Housing Rights And Gender, Mozambique, 2005: The Government of Mozambique: Plan for the Reduction of Absolute Poverty, 2006-09: The Mozambique Human Rights League (LDH): Women's Rights in Mozambique, 2007.

## THE INSTITUTIONAL SET-UP

- Each ministry has its own dedicated gender unit, and most of the larger municipalities have one.
- The National Council for Promoting Women is an umbrella organization including official-, non-governmental-, private-, and religious organizations. Mozambique is famous for its participation of civic groups and NGOs in the development of policies and legislation. The 2004 Family Law came into existence after wide public participation, as did the 1997 Land Law.
- Several of these groups - the Mozambican Women Lawyers Association (*AMMCJ*), the Human Rights League, Muleide, Women and Law in Southern Africa (*WLSA*) and the Association of Women in Legal Careers - also have legal assistance to women among their main priorities.

Source: UN-HABITAT: Land Tenure, Housing Rights And Gender, Mozambique, 2005

## THE REGULATORY FRAMEWORK

- While both the constitution and the land law is written in gender neutral language, they establish no specific protection of the rights of women, or other vulnerable groups.
- The Family Law and the national policy on domestic violence go some steps in alleviating these gaps. Given the dominance of non-formal methods of dispute resolution, however, (*due to weaknesses in the judicial sector*), these steps are not expected to dramatically improve the situation for women in the short term.

- The National Gender Policy guides the national effort to reduce gender inequalities. It is overseen by the Ministry for Women and Social Welfare.
- A national plan for the advancement of women is in existence.

Sources: UN-HABITAT: Land Tenure, Housing Rights And Gender, Mozambique, 2005



## RESOURCE MOBILISATION

- The Ministry of Social Action and Women Affairs (*MMCAS*) relies on the funds from the State budget that are essentially to cover administrative costs and insufficient for implementing activities in the field.
- Most of resources allocated for gender mainstreaming and combating HIV/AIDS are from development partners.
- The National AIDS Council (*CNCS*) is essentially funded by donors and regularly makes available grants for HIV/AIDS activities at district level but they are poorly followed up.
- The Ministry of Health (*MISAU*) avails free counselling/testing for HIV/AIDS, free family planning counselling, free domestic violence relief and many other affordable services for the community supported by the State budget.
- Major gender and health programmes have strong financial and material support from development partners.

- The Development Partners Group, an association of donors chaired by the World Bank and UNDP, has a specific working group on HIV/AIDS and health, and coordinate support to the sector.

Sources: Richard Batley, University of Birmingham: Mozambique - A Country Case Study, 2002.



## AGREED PRIORITIES

- Revise all discriminatory laws, in particular the inheritance and domestic violence laws.
- Training of formal and informal judges, on judicial reforms and new laws affecting women.
- Increase the number of Voluntary Counselling and Testing Centres and anti-retroviral drug treatment.
- Conduct awareness campaigns on HIV/AIDS, gender awareness and legal rights.
- Introduce reproductive health education in schools.

<b>GENDER HIV/AIDS N°1</b>	<i>Project proposal</i>	<i>Page 27</i>
	<b>Mainstreaming Gender and HIV/AIDS awareness in local authorities</b>	
<b>GENDER HIV/AIDS N°2</b>	<i>Project proposal</i>	<i>Page 27</i>
	<b>Strengthening women self-help groups and improving knowledge about solutions</b>	

## THE ENVIRONMENT

The size, spread and growth of informal settlements in urban areas provide a major challenge to the environment in Mozambique. The settlements are often located in marginalised land, near rivers, or on slopes. The majority does not have access to basic infrastructure such as water and sanitation, let alone have it installed in their homes. Continued pollution, land degradation, erosion, and flooding are therefore major hazards for the sustainability of cities in Mozambique.



Most of the poor in Mozambican cities do not have enough income to make their living through the formal market. Most households strain the urban environment by felling trees for construction and fire wood, cultivating on erosion-prone areas, and using rivers, public drainage, and sewers for waste disposal and water consumption.

The urban environment is further threatened by natural hazards such as tropical storms, cyclones and flooding. Located in the African cyclone belt, it is hit annually by cyclones between January and March each year. Nine African rivers have their downstream basins in Mozambique, subjecting it to devastating floods.

To ensure a more effective capacity to respond to such threats, the government set up the National Disaster Management Institute and Technical Council in 1999. It also adopted extensive legislation, and adjusted political and legal mechanisms to strengthen mitigation of the impacts of disasters.

The exercise of environmental management in Mozambique is hindered by the lack of statistical information on the environmental indicators. This particularly affects evaluation of progress towards the 7th Millennium Development Goal (MDG), to ensure environmental sustainability.

### ONGOING PROJECTS

#### Sustainable Land Use

A UN-HABITAT staff member has been based in DINAPOT-MICOA since 2002. Several projects have been developed since then, such as: Slum Upgrading and Vulnerability Reduction in Flood-Prone Areas, Security of Tenure and Policy Preparation.

The coordinated UN support to Mozambique, the One UN, is currently working with the Mozambican government to coordinate its development efforts. One of its key areas is the environment, hazards and the effects of climate change. Under the leadership of the UN Food and Agriculture Organisation (FAO), UN-HABITAT provides technical expertise in the areas of territorial planning, local governance and disaster risk reduction and management.

The government's action plan for reduction of absolute poverty, PARPA II, also targets environmental policy. It aims to improve slum conditions through the promotion of sustainable planning, development, the formulation and enforcement of adequate policies (*for instance the Urban Soil Regulation and the Housing Policy*). Improving the lives of slum dwellers is part of the 7th MDG, and the government must dramatically improve access to clean water and sanitation, while creating sustainable opportunities for income generation at the community level, to be able to achieve it.

Sources: Bertelsmann Stiftung: Mozambique Country Report, 2004. The Government of Mozambique: Plan for the Reduction of Absolute Poverty, 2006-09. Report on the Millennium Development Goals for Mozambique, 2005. Sources: Hatton, Telford and Krugmann: Mozambique Environmental Country Report, 2003.

## THE INSTITUTIONAL SET-UP

- Overall responsibility for environmental policy is the Ministry for Coordination of Environmental Affairs (*MICOA*). They developed the Environmental Law in 1997, which made it illegal to pollute soil, subsoil, water, or the atmosphere. Their ability to prevent such offences remains weak however, especially given the enormity of informal settlements, and the economic power of large extractive industries.
- The Directorate of Environmental Impact Assessment (*EIA*) has a broad mandate, extending to revision and implementation of environmental legislation. *EIA* is thus a “cornerstone of development projects and Programme throughout the country”.
- Environmental policy is founded in extensive legislation, dating back to 1998. It is seen as a best practice, both nationally and regionally.

- The National Directorate of Territorial Planning and Organisation (*DINAPOT*) is an agency within the ministry, and is in turn in charge of the National Institute for Physical Planning (*INPF*). This directorate proposes policy as well as tools and strategies concerning urban, regional and national planning. UN-HABITAT has established a strong collaboration with INPF, and supports its initiatives through provision of experts and project support.

Source: Hatton, Telford and Krugmann: Mozambique Environmental Country Report, 2003.

## THE REGULATORY FRAMEWORK

- The foundation for Mozambique's Environmental Policy was the establishment of the National Environmental Management Programme in 1996. Developed under the auspices of the Ministry for Coordination of Environmental Affairs, it aims to draft, promote and implement environmental policies.
- The Framework Environmental Act of 1997 provided the legal framework for the above policy, requiring for instance an environmental license for businesses, whose activity was thought to potentially harm the environment.
- The Land Act of 1997 protects vulnerable areas, as well as includes local populations in the decision making process.
- The Environment Impact Assessment (*EIA*) Regulations and Guidelines aims to integrate environmental concerns into all development planning, including roads, agriculture, construction, etc.
- Mozambique is signatory to a number of international treaties regarding the environment. Among the major conventions are the African Convention on the Conservation of Nature and Natural Resources, the UN Framework Convention on Climate Change, the UN Declaration on Human Settlements – Habitat's Agenda, The Millennium Declaration, and Action Plan for Sustainable Development – Agenda 21.

Source: Hatton, Telford and Krugmann: Mozambique Environmental Country Report, 2003.

## RESOURCE MOBILISATION

- The Ministry for Coordination of Environmental Affairs relies on funds from the State budget. These are essential to cover administrative costs, but insufficient for implementing activities in the field.
- Most of resources allocated for environmental mainstreaming, or combating negative environmental impacts, are from development partners.
- State institutions are still unable to collect revenues for environmental impact assessments.

## AGREED PRIORITIES

- Compilation of urban environmental statistics pertinent to urban management; identify solutions for questions of poor quality of information and absence of data.
- Enforce existing environmental laws and regulations.
- Strengthen coordination mechanisms of the Environmental Protection Agency and all other environment-related ministries, agencies and NGOs.
- Capacitate at all levels, technicians from the ministries and other line institutions in activities and issues related to the implementation, monitoring and evaluation of environmental laws.
- Identify and undertake actions to minimise the negative impacts that the absolute poverty and other human activities cause in the environment.
- Ensure the effective treatment and management of solid waste.
- Promote nationwide environmental awareness campaign.

- The One UN framework, composed of FAO, UN-HABITAT, UNDP, WFP, UNIDO, and UNEP, is currently supporting Mozambique in improving environmental management, reducing hazards, and establishing flood forecasting systems.

Source: Richard Batley, University of Birmingham: Mozambique - A Country Case Study, 2002.



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	Improve environmental awareness among women through participatory consultations	

S	W	O	T	P
DEVOLUTION OF POWER				
<p>Governance Reform Commission (GRC) and the Public Sector Reform Commission are in place.</p>	<p>Interferences in local decision making are evident in bureaucratic procedures.</p> <p>Municipal authorities lack the ability and capacity to exercise authority, due to interference from central level.</p>	<p>Municipal authorities should empower and involve local community members.</p> <p>Introduce a citizen's charter.</p> <p>Clarification of roles and powers among national and local authorities.</p> <p>Establish rules and lines of authority for the effective management of local and national authorities.</p>	<p>Central authorities continue to interfere with the authority of municipal governments.</p>	<p>Develop codes of conduct for public sector officials.</p> <p>Conduct sensitization, awareness, education and advocacy campaigns.</p> <p>Assess needs, and provide training and the logistical support required.</p> <p>Prepare and implement a plan of action.</p>
FISCAL DECENTRALISATION, REVENUE COLLECTION AND FINANCIAL MANAGEMENT				
<p>The Governance Economic Management Assistance Programme is operational, with donor and international participation and support. Donors and NGOs complement efforts in resource mobilization.</p>	<p>A weak budgeting system emphasizes recurrent expenditures, with little or no development expenditures.</p> <p>Low revenue generating capacities of central government (for sharing with municipalities).</p>	<p>Demonstrated good will and support of donors and the international community.</p>	<p>Lack of capacity to carry out regular audits of municipal accounts.</p>	<p>Improve land management, dissemination of information, property taxation, and valuation systems to enhance revenue generation.</p> <p>Strengthen the financial management capacity at all levels of government.</p> <p>Establish a transparent, and accountable fiscal and financial reporting systems within the governance apparatus.</p> <p>Assess needs, including training and capacity building.</p>
PERFORMANCE, RESPONSIVENESS AND ACCOUNTABILITY				
<p>The experience with UN-HABITAT Urban and Housing Indicator Programme.</p>	<p>Lack of an organised, reliable and established urban database and information system.</p> <p>Apathy and limited participation of citizens in local and national affairs.</p>	<p>Mainstream the Millennium Development Goals with city level benchmarks and targets.</p> <p>Local communities, civil society organizations, and NGOs must undertake an advocacy campaign for good governance.</p> <p>Improve coordination mechanisms and establish rules of engagement for the effective implementation of programmes.</p>	<p>Lack of political will and resources to implement plans and programmes.</p> <p>Adherence to the duplication of functions and mandates.</p> <p>Lack of will to establish regular audits and monitoring and evaluation practices and systems.</p> <p>Failure to recognize partnerships as opportunities.</p>	<p>Undertake reviews of the legal and regulatory frameworks to create an enabling and supporting environment.</p> <p>Establish strategic and participatory planning systems and management practices.</p> <p>Conduct urban indicator surveys, and establish an urban database and observatory.</p> <p>Undertake a needs assessment and build capacity.</p>



GOVERNANCE- N° 1	Project proposal
	Training Programme for Local Elected Leaders (LEL)

**LOCATION:** Association of Municipalities of Mozambique (ANAMM), Maputo.

**DURATION:** 36 months.

**BENEFICIARIES:** All 33 municipalities of Mozambique.

**IMPLEMENTING PARTNERS:** Ministry for Coordination of Environmental Affairs (MICOA/DINAPOT), and Centre for Studies and Habitat Development (CEDH-UEM).

**ESTIMATED COST:** US\$ 2,400,000.

**BACKGROUND:** The quality of urban governance is one of the most important factors for the eradication of poverty, and for the prosperity of cities. Locally elected administrations in Mozambique were created with the first municipal elections in June 1998. While overall successful, the process face several constraints that hamper improved governance. Some of the more pressing include limited number of skilled staff, difficulties in processing budgets and balances, lack of reference documentation.

The Institute for Public Administration (IFAPA) currently provides a three-year training course in public administration, but has no regular short-term training courses for municipal staff. Also, the institution suffers from lack of permanent funding, and has little capacity to develop training material and methodologies, as most of the training initiatives are donor-driven, and scattered according to their own priorities.

**OBJECTIVES:** UN-HABITAT has prepared Local Leadership Training Programme manuals for over 10 years. These tools have proved effective in transferring knowledge, as well as raising awareness on the link between the Millennium Development Goals and sustainable development. These manuals can be adapted for the institute, but needs translation and incorporation of the Mozambican context.

**ACTIVITIES:** (1) Regional training sessions and workshops. (2) Hiring of translators and qualified trainers. (3) Translation from English to Portuguese, and adaptation of manual content. (4) Publication/reproduction of at least 1500 copies of the manuals for training and dissemination purposes. (5) Capacity building to municipalities, regional IFAPAs and ANAMM.

**OUTPUTS:** (1) Training of mayors, elected councillors and senior technical staff in all the 33 municipalities of Mozambique; estimated to include about 500 people. This training may be extended to district officials. (2) Translated and adapted Local Elected Leadership materials. (3) Enhanced ability of FAPA to promote short-term training.

**IMPLEMENTATION:** The project shall be executed by UN-HABITAT in association with ANAMM and CEDH. Selection of manuals and identification of trainers will be done through a consultative process in collaboration with MAE and MICOA. Training will be given to elected leaders and

municipal technical staff according to regions or categories of municipalities. Focal points for good governance will be established in each municipality to follow up post-training capacity building.

**STAFF REQUIRED:** One national coordinator to oversee project and draft manual, one translator, and fifteen municipal trainers.

GOVERNANCE- N° 2	Project proposal
	Capacity Building in Participatory Budgeting and Revenue Collection for Local Authorities

**LOCATION:** Municipalities of Mozambique.

**DURATION:** 18 months.

**BENEFICIARIES:** Municipal staff, residents, the private and informal sector.

**IMPLEMENTING PARTNERS:** Mozambican municipalities, Ministry of State Administration (MAE), Association of Municipalities of Mozambique (ANAMM), Ministry of Finance, Ministry for Coordination of Environmental Affairs (MICOA/DINAPOT), and Ministry of Housing and Public Works (MPWH).

**ESTIMATED COSTS:** US\$ 1,000,000.

**BACKGROUND:** One of the most urgent needs of Mozambican municipalities to improve revenue collection and budgeting systems. This includes the need to review procedures, assess alternative revenue sources, and consult ratepayers, and city stakeholders. Support should be given to Mozambican municipalities do raise awareness on participatory planning processes, as well as increase revenue collection and increase effectiveness of municipal spending.

**OBJECTIVES:** To improve municipal management through more efficient revenue collection systems, more participatory, efficient, and transparent planning and budgeting process.

**ACTIVITIES:** (1) Conduct a needs assessment of the municipalities' financial management systems, identifying gaps, opportunities and potential new sources of revenue. (2) Assess private sector and other stakeholders' demands on the municipality. (3) Organise a consultative workshop with key stakeholders, municipal and governmental representatives. (4) Complete a report on improved strategies, and potential for revenue collection. (5) Support the implementation of the strategies through tailored training programmes and technical assistance. (6) Report on project outcomes and lessons learnt.

**OUTPUTS:** (1) Municipal financial strategy. (2) Trained municipal staff in financial management and participatory budgeting. (3) Forum for municipal/stakeholder interaction established.

**STAFF REQUIRED:** One full-time public finance expert, and one capacity-building focal point for each of the municipalities.

Strengths	Weaknesses	Opportunities	Threats	PRIORITIES
<b>REGULATORY FRAMEWORK AND INSTITUTIONAL SET-UP</b>				
<p>Key institutions for shelter and urban management exist.</p> <p>A vibrant informal sector provides about 75 percent of the employment</p>	<p>Overlapping of functions, weak capacities, and poor coordination among key institutions.</p> <p>The prevailing building codes, standards, and classifications are outdated.</p>	<p>Shelter and urban management issues must be elevated to national priorities.</p> <p>Government has expressed its commitment to implement the Millennium Development Goals.</p>	<p>Zoning regulations, land use, municipal and local ordinance are poorly enforced.</p> <p>The informal sector is not recognized, nor supported.</p> <p>Government lacks the political will and resources to undertake reform measures.</p> <p>The government does not honor its obligations under the law of eminent domain.</p>	<p>Strengthen institutional arrangements, coordination, and networking.</p> <p>Improve security of tenure for the poor.</p> <p>Initiate and implement policy advises for urban management.</p> <p>Strengthen and support the informal economic sector to enhance the promotion, marketing, and use of local building materials.</p> <p>Conduct a needs assessment, with training and capacity building.</p>
<b>RESOURCE MOBILISATION AND FUNDING</b>				
<p>Resources from donors and NGOs complement municipal resources.</p>	<p>Substantive budgetary support to the municipal authorities is lacking, while donor support is ad hoc.</p> <p>Municipal authorities have limited power to impose fees, levies and taxes.</p> <p>Lack of reinvestment plans and strategies for upgrading existing projects.</p> <p>The authorities concerned give little attention to existing slum upgrading, and do not monitor the activities.</p>	<p>Improvements are needed - in the magnitude and timing - of remittances from central government to local governments.</p> <p>Revenue collection and -sharing needs more transparency and accountability.</p> <p>Public-private partnerships in slum upgrading should be explored.</p> <p>Sister city relationships can be effectively used. Other programmes (<i>Cities alliance and Safer Cities</i>) should be explored.</p>	<p>Government's weak revenue base constrains slum upgrading.</p> <p>Critical lack of periodic, organised, and systematic monitoring and evaluation of upgraded slum facilities and services.</p>	<p>Improve and enhance municipal authorities' decision making and revenue posture.</p> <p>Redefine national priorities to include urban centres and slums, with rigorous campaign to educate stakeholders and build capacities.</p> <p>Develop action plans that address the problem of slums, provide resources and implement programmes.</p>
<b>SLUM UPGRADING STRATEGIES</b>				
<p>Existing experiences with slum upgrading.</p> <p>Low-cost technologies exist for construction.</p>	<p>Lack of appropriate policies and capacities for urban and regional planning at the national and local levels.</p> <p>Lack of policies and capacities for standardizing and testing local building materials.</p> <p>Data on prevailing slum and urban life conditions are not available.</p> <p>Uncontrolled migration and urbanization.</p>	<p>Improvements in urban and regional planning, spatial planning, and use and zoning practices.</p> <p>Increased awareness of the Millennium Development Goals.</p> <p>Establish a robust and regular observance of World Habitat Day, with studies on urban and slum conditions.</p>	<p>Increased levels of poverty, crime and homelessness.</p>	<p>Upscale and expand all slum upgrading sites and services.</p> <p>Put in place the required instruments to check multiple land sales, increase awareness, and conduct educational programmes.</p> <p>Enforce city zoning regulations and municipal ordinances.</p> <p>Develop city maps and cadastral surveys, with a coherent development strategy.</p> <p>Improve security of tenure for slum dwellers.</p> <p>Develop intermediate centers and invest in rural areas.</p>

SLUMS N°1	Project proposal
	Pilot Project on Simplified Land Registration for Informal Settlements

**LOCATION:** Municipalities of Manica, Maputo and Nacala.

**DURATION:** 36 months.

**BENEFICIARIES:** Local communities and municipal councils.

**IMPLEMENTING PARTNERS:** National Association of Municipalities (ANAMM), Centre for Studies and Habitat Development (CEDH-UEM), Ministry of Housing and Public Works (MHPW), Ministry for Coordination of Environmental Affairs (MICOA/DINAPOT) and the Ministry of State Administration.

**ESTIMATED COST:** US\$ 1,500,000.

**BACKGROUND:** Rapid growth of informal settlements in unplanned areas of Mozambican cities is threatening living standards and making it more difficult to escape poverty. Overlapping responsibilities between the government and municipalities have made coordination and improved regulation difficult. An integrated process of regulating land occupation, together with inputs from stakeholders and local communities, can enable municipalities to better organize informal settlements, and thus promote environmental sustainability and improve the living conditions of slum dwellers, as targeted in the Millennium Development Goal 11.

**OBJECTIVES:** To set up simplified mechanisms for managing the use of urban land, leading to improved regulation of informal settlements.

**ACTIVITIES:** (1) Hiring technical staff in Manica, Maputo and Nacala. (2) Training technical staff. (3) Conducting surveys and studies, supported by aerial/satellite photos and GIS. (4) Hosting a consultative workshop on municipal and state land, with participating NGOs, municipalities and relevant governmental ministries. (5) Producing a two-step guide, where part one focus on what is possible within the existing legal framework, and the second part gives recommendations for legal reform. (6) Supporting municipalities in implementing its simplified mechanism for land regulation.

**OUTPUTS:** (1) Increased capacity of municipalities to manage its cadastre services. (2) Accurate and up-to-date municipal land- and zoning maps (3) Simplified municipal regulation on land registration. (4) Recommendations for further improving municipal land management.

**STAFF NEEDED:** National land expert, two municipal coordinators with experience in municipal cadastre services.

SLUMS N°2	Project proposal
	Developing a Financial Strategy for Slum Upgrading

**LOCATION:** Pilot projects in selected municipalities.

**DURATION:** 36 months.

**BENEFICIARIES:** Slum dwellers and communities in informal settlements, municipalities.

**IMPLEMENTING PARTNERS:** Municipalities, Ministry of Housing and Public Works (MPWH), Ministry of Women and Social Affairs, National Association of Municipalities (ANAMM), Centre for Studies and Habitat Development (CEDH-UEM), Ministry for Coordination of Environmental Affairs (MICOA/DINAPOT), Ministry of State Administration, and Ministry of Finance.

**ESTIMATED COST:** US\$ 500,000.

**BACKGROUND:** The complexities of Mozambican urban land regulation has prevented municipalities from effectively addressing slum upgrading. It has also been difficult for the communities to develop their own financing. Informal settlements have a great potential for economic growth, but is held back due to its informal nature, lack of access to credit, and environmental hazards. Micro-finance schemes, land regulation, indirect subsidies, and other strategies should be considered with the communities to further promote economic development and poverty reduction.

**OBJECTIVES:** Develop a sustainable long-term financing strategy for slum upgrading and economic development.

**ACTIVITIES:** (1) Research best-practices and lessons learnt, both from within Mozambique and from other countries. (2) Explore the possibilities of commercialising slum upgrading. (3) Define a national strategy for slum upgrading, with participation from municipalities and residents of informal settlements.

**OUTPUTS:** (1) Financial strategy for slum upgrading and to economic growth. (2) Increased capacity for slum-dwellers to access credit and register land.

**STAFF NEEDED:** Research team with expertise in: economics, finance and institutions, informal sector, local authorities, financing institutions.

Strengths	Weaknesses	Opportunities	Threats	Priorities
<b>INSTITUTIONAL SET-UP</b>				
<p>Ministry of Women and Social Action and several women NGOs advocate gender issues.</p> <p>Family law has been established.</p> <p>There is a national HIV/AIDS control Programme.</p>	<p>Weak gender statistics and data.</p> <p>Lack of knowledge about the availability of nationwide services.</p> <p>Lack of support for gathering information, and subsequent dissemination of results.</p>	<p>Increased media promotion of awareness about HIV/AIDS.</p>	<p>Limited dissemination of information on the prevalence of HIV/AIDS and family planning methods.</p>	<p>Strengthen ministries, national policies and regulatory frameworks for gender promotion.</p> <p>Conduct robust campaigns on gender promotion, sensitisation, awareness creation, education and advocacy.</p> <p>Conduct a needs assessment for training and capacity building.</p>
<b>RESOURCE MOBILISATION</b>				
<p>Intensive cooperation and collaboration among various groups.</p> <p>Donor support for gender Programme and activities.</p>	<p>The resources provided by the national budget to the Ministry of Gender and Social Action are inadequate.</p> <p>Lack of skills in resource mobilization.</p>	<p>Increased budgetary support for gender programmes in the country, with support from donors.</p> <p>Lack of capacity of gender organizations, especially women's organizations, to mobilize resources and raise funds need to be improved.</p>	<p>Lack of donor support.</p>	<p>Undertake a needs assessment for training and capacity building.</p>



<b>GENDER HIV/AIDS N°1</b>	<i>Projects proposal</i> <b>Mainstreaming Gender and HIV/AIDS awareness in local authorities</b>
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**LOCATION:** Mozambican municipalities.

**DURATION:** 24 months.

**BENEFICIARIES:** Women and local leaders.

**IMPLEMENTING PARTNERS:** Municipalities, women groups and community-based organisations, Ministry of Women and Social Affairs, Ministry of State Administration (MAE), and National Association of Municipalities (AN-AMM).

**ESTIMATED COSTS:** US\$ 500,000 per selected community.

**BACKGROUND:** The National Gender Policy guides the national effort to reduce gender inequalities. While Mozambique is seen as an African leader in gender neutral legislation, cultural barriers and established practices continue to hinder implementation on the ground. Lack of gender equality also hampers HIV/AIDS awareness and protective measures, through differences in education, economic status and ability to say no. Supporting efforts of reducing gender imbalances and increase HIV/AIDS awareness, is therefore urgently needed.

**OBJECTIVES:** To assist municipalities develop institutional responses to the profile of gender and HIV/AIDS issues in the councils. Institutions will thus be able to focus attention on the impacts of HIV/AIDS on its staff members and to promote sustainable human resource development.

**ACTIVITIES:** (1) Study best practices from other countries and successful local authorities. (2) Establish or study existing council policy on gender and HIV/AIDS. (3) Develop guidelines for mainstreaming gender and HIV/AIDS issues in council operations. (4) Develop training materials. (5) Undertake training of local authority staff. (6) Sensitise local authorities and councillors about the importance of institutionalising gender and HIV/AIDS issues in the operations of the council. (7) Support municipalities in implementing an effective gender mainstreaming and HIV/AIDS policy in their organization. (8) Develop strategies for replicating the institutionalisation of gender and HIV/AIDS issues in councils in general.

**OUTPUTS:** (1) A gender and HIV/AIDS mainstreaming strategy developed. (2) Awareness of gender and HIV/AIDS issues among staff improved. (3) Municipalities enabled to implement the gender and HIV/AIDS mainstreaming strategy. (4) Recommendations on the implementation of the new strategy in other local authorities developed.

**STAFF REQUIRED:** Expert with expertise in gender and HIV/AIDS, local authority staff and facilitators from the Ministry of Women and Social Affairs.

<b>GENDER HIV/AIDS N°2</b>	<i>Projects proposal</i> <b>Strengthening women self-help groups and improving knowledge about solutions</b>
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**LOCATION:** Municipalities of Manica, Maputo and Nacala.

**DURATION:** 12 months.

**BENEFICIARIES:** Women in informal settlements.

**IMPLEMENTING PARTNERS:** The National Council for Promoting Women and community based organizations (CBOs).

**ESTIMATED COST:** US\$ 300,000.

**BACKGROUND:** The situation for women in slums is particularly difficult in Mozambique. They are poorer than their male counterparts, less educated, less healthy, and more exposed to environmental and social hazards. Given low literacy rates, many do not know even basic sanitary and health facts, and, due to poverty, may not be able to access treatment or legal aid even if they do.

**OBJECTIVES:** Producing community tools for women on basic sanitation and health, as well as formal rights according to Mozambican law. The guide should take into account that many women are illiterate, or may not know Portuguese.

**ACTIVITIES:** (1) Consultative meeting with key women's groups in the 3 cities, producing a framework for the tools. (2) On site documentation of women's situation in the slums, as well as identifying current practices, knowledge and preferred format for information. (3) Compilation and presentation of the material. (4) Printed and recorded materials according to findings from (2).

**OUTPUTS:** (1) A community guide for women on relevant issues to improve their health and knowledge about social risks and legal rights. (2) Improved knowledge among women on health and preventative measures in slums.

**STAFF REQUIRED:** One national coordinator to oversee and finalize the outputs, three community focal points city (women).

Strengths	Weaknesses	Opportunities	Threats	Priorities
<b>PLANNING AND MANAGEMENT</b>				
<p>An environmental impact assessment is mandatory for any project to be approved.</p> <p>High potential for tourism.</p>	<p>The institutional capacity is weak.</p> <p>The capacities to monitor and enforce environmental laws, regulations and policies are poor, with scattered responsibilities.</p> <p>The Environmental Protection Agency is underfunded, and therefore lacks the capacity to function appropriately.</p> <p>Weak community and public involvement.</p>	<p>Need to ensure the effective coordination and monitoring of environmental policies, activities, and tasks.</p> <p>Encourage development of the tourism industry potential, by public-private partnerships, and investments.</p>	<p>Lack of solid waste facilities and treatment.</p> <p>Emerging problems stemming from congestion and overcrowding in some areas.</p>	<p>Strengthen coordination mechanisms of the Environmental Protection Agency and other environment related ministries and agencies.</p> <p>Ensure the effective treatment and management of solid waste.</p> <p>Undertake a needs assessment for training and capacity building.</p> <p>Initiate and undertake strategic, participatory environmental planning, and management activities.</p>
<b>EDUCATION AND AWARENESS</b>				
<p>International organizations, NGOs, CBOs and civil society organizations are increasing awareness on environmental issues.</p> <p>A number of schools are providing environmental education, with need for expansion.</p>	<p>Public awareness about the environment is weak and inadequate.</p> <p>Prevailing lack of public access to environmental education and information.</p> <p>Weak implementation of existing laws and regulations.</p> <p>Decision makers have limited knowledge of the environment.</p> <p>Weak coordination among environmental institutions and education institutions.</p>	<p>Greater involvement by schools, youth and women's groups in promoting environmental awareness.</p> <p>Integration of environmental issues in schools.</p> <p>Design and implement environmental programmes in the media.</p> <p>Establish environmental focal points across the country, especially in areas with great environmental impact.</p>	<p>Public and private institutions have failed to monitor and evaluate activities that are negatively impacting the environment.</p> <p>General failure to monitor and evaluate activities that negatively impact the environment.</p>	<p>Promote nationwide environmental awareness and educational campaigns.</p> <p>Strengthen environmental institutions.</p> <p>Enforce existing laws and regulations in a transparent manner.</p> <p>Use radio to promote public awareness.</p>



ENVIRONMENT	Project proposal
N°1	Support data collection and awareness building on environmental issues for local municipalities

**LOCATION:** National Institute for Statistics (INE), Maputo.

**DURATION:** 18 months.

**BENEFICIARIES:** Government, municipalities and civil society organisations.

**IMPLEMENTING PARTNERS:** National Association of Municipalities (ANAMM), Centre for Studies and Habitat Development (CEDH-UEM), Ministry for Coordination of Environmental Affairs (MICOA).

**ESTIMATED COST:** US\$ 800,000.

**BACKGROUND:** The National Institute of Statistics (INE) is the executive body for producing and publishing official statistical information. INE is also mandated to carry out statistical operations for public and private users, though such services are charged for. Municipalities are in urgent need of updated urban and environmental statistics, but lack the skills and the methodology to produce statistical information consistent with INE and international standards.

**OBJECTIVES:** To standardise the methodologies of surveying, compiling and disseminating statistical information and indicators on the environment at the municipal level.

**ACTIVITIES:** (1) Train municipal staff to manage information. (2) Compile documents and desk review. (3) Undertake surveys. (4) Comprehensive and standardised publications.

**OUTPUTS:** (1) Improved knowledge on urban environmental issues among key stakeholders. (2) Annual report on the urban environmental status published, with standardised indicators and emerging threats.

**STAFF REQUIRED:** One national expert to be provided by INE, 3 training assistants.

ENVIRONMENT	Project proposal
N°2	Improve environmental awareness among women through participatory consultations

**LOCATION:** All 33 municipalities.

**DURATION:** 24 months.

**BENEFICIARIES:** Communities and civil society organisations at municipal levels.

**IMPLEMENTING PARTNERS:** Municipalities, Environmental Fund (FUNAB), and civil society organisations.

**ESTIMATED COST:** US\$ 500,000.

**BACKGROUND:** Many diseases originate in bad environmental conditions, which cyclically affect most municipalities. The situation undermines environmental sustainability, as pursued by the 7th Millennium Development Goal. Poor households do not have access to basic sanitation, and rely on harvesting wood, and so promote soil erosion. Women are primarily responsible for household chores, and are thus more vulnerable. They are also in the best position to influence families' environmental practices.

**OBJECTIVES:** To improve environmental sustainability in slums through raising awareness on sustainable land-use practices.

**ACTIVITIES:** (1) Training of trainers for women focal points selected at the municipal level. (2) Media campaign through community radios. (3) Awards and recognition for good practices at the community level. (4) Printed materials.

**OUTPUTS:** (1) Increased awareness among women on environmental sustainability. (2) Reduce vulnerability to diseases caused by bad environmental conditions. (3) Enhanced understanding of public hygiene and environmental sustainability in informal settlements. (4) Documentation on best practices and lessons learned.

**STAFF REQUIRED:** One national coordinator, competitive selection of focal points in each community.

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## ACRONYMS:

ANAMM	National Association of Municipalities of Mozambique
APIE	State Housing Stock Administration
CNA	National Environmental Commission
CBO	Civil Society Organisation
CEDH	Centre for the Development of Habitat Studies
CEDE	Centre for Democracy and Development Studies
CNCS	National AIDS Council
CNP	National Planning Commission
CSO	Civil Society Organisation
DINAPOT	National Directorate for Territorial Planning
DNA	National Directorate for Water Affairs
DPG	Development Partners Group, An association of international donors
DUAT	Direito de Uso e Aproveitamento da Terra (state-granted user right for land)
EIA	Directorate of Environmental Impact Assessment
FAO	United Nations Food and Agriculture Organization
FFH	National Housing Fund
FRELIMO	Front for the Liberation of Mozambique, Political Party in Mozambique (Ruling)
FUNAB	National Fund for Environment
GDP	Gross Domestic Product
GIS	Global Information System
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
ICT	Information and Communication Technologies
IFAPA	Training Institute for Municipal and Public Administration
INDER	National Institute for Rural Development
INE	National Institute of Statistics
INPF	National Institute for Physical Planning
LLTP	Local Leadership Training Programme
MAE	Ministry of State Administration
MDG	Millennium Development Goal(s)
MICOA	Ministry for Coordination of Environmental Affairs
MISAU	Ministry of Health
MOPH	Ministry of Public Works and Housing
NGO	Non-Governmental Organisation
PARPA	Poverty Reduction Strategy Paper (Mozambique)
PPP	Private-Public Partnership
PRSP	Poverty Reduction Strategy Paper
RENAMO	National Resistance Movement, Political Party in Mozambique (Opposition)
RUSPS	The Rapid Urban Sector Profiling for Sustainability
SEN	National Statistics System
SOCREMO	Credit Society of Mozambique
TCHUMA	Micro-credit institution
UEM	Eduardo Mondlane University
UN-HABITAT	United Nations Human Settlements Programme
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environmental Programme
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organisation
VAT	Value Added Tax
WFP	World Food Programme

# MOZAMBIQUE NATIONAL CONSULTATION

NOV 2004 - JAN 2005

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