



UN-HABITAT COUNTRY PROGRAMME

MOZAMBIQUE

2018-2021



United Nations Human Settlements Programme
151 Macombe Makossa, Sommerschield - Maputo, Mozambique
Tel. +258 21492579 | email:unhabitat-moz@un.org



Aerial view of Maputo City. Source: UN-Habitat / Fellix Vollmann



Post-disaster school reconstruction in Nampula using the methodology "Build Back Better", 2019 (photo on the right) : UN-Habitat / Juan Martinez

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The process of urbanization historically has been associated with other important economic and social transformations, which have brought greater geographic mobility, lower fertility, longer life expectancy and population ageing. Cities are important drivers of development and poverty reduction in both urban and rural areas, as they concentrate much of the national economic activity, government, commerce and transportation, and provide crucial links with rural areas, between cities, and across international borders. Urban living is often associated with higher levels of literacy and education, better health, greater access to social services, and enhanced opportunities for cultural and political participation.

Nevertheless, rapid and unplanned urban growth threatens sustainable

development when the necessary infrastructure is not developed or when policies are not implemented to ensure that the benefits of city life are equitably shared. Today, despite the comparative advantage of cities, urban areas are more unequal than rural areas and hundreds of millions of the world's urban poor live in sub-standard conditions. In some cities, unplanned or inadequately managed urban expansion leads to rapid sprawl, pollution, and environmental degradation, together with unsustainable production and consumption patterns. Urbanization is integrally connected to the three pillars of sustainable development: economic development, social development and environmental protection.”

Source: United Nations, Department of Economic and Social Affairs, Population Division (2014).



1. INTRODUCTION

1. UN-Habitat is the United Nations programme working towards a better urban future. Its mission is to promote socially and environmentally sustainable human settlements development and the achievement of adequate shelter for all.

2. UN-Habitat has been working in Mozambique since 2002. Throughout the past years, UN-Habitat has built a strong position in the country and has worked closely with the Government of Mozambique and its partners. Currently UN-Habitat is working with teams based in Maputo,

Nampula and Quelimane on projects concerning seven provinces. During the past 15 years, amongst others, the following areas were supported: urban planning and infrastructure, disaster risk reduction, rehabilitation and advocacy for urban resilience, housing and informal settlements upgrading, improving access to basic facilities and various training, studies and policy development support to the Government of Mozambique.

3. Although development support in Mozambique has a strong emphasis on rural areas, urbanisation - the physical

growth of urban areas as a result of migration from rural to urban areas - is inevitable. Urban development, however, is not sustainable without considering rural development, since there is a strong relation between rural, peri-urban and urban areas.

4. This UN-Habitat Country Programme Document (HCPD) is the framework along which UN-Habitat in Mozambique proposes to support the Government and the People of Mozambique to reach their goals as stated in the five-year government strategy, provincial, district and municipal development plans.

2. KEY TERMS USED IN THIS COUNTRY PROGRAMME

5. The following key terms, that during the preparation lead to discussion, are used in this country programme document. The UN definition is being used. Accessibility

A general term used to describe the degree to which a product, device, service or environment is available to as many people as possible. The physical access to a space or service is one of its components and the one used in this document.

Connectivity

Street connectivity refers to the density of connections in a street network and the directness of links. A well-connected street network

has many short links, numerous intersections, and minimal cul-de-sacs. As connectivity increases, travel distances decrease and route options and travel modes increase, allowing more direct travel between destinations, creating a more accessible and resilient system.

Density

Urban density can be explained as the number of people in a given area or space. Measuring urban density consists of three components: population, occupancy and residential density, which are interrelated and mutually dependent.

Urban areas

The definition of 'urban' varies from country to country, and, with periodic reclassification, can also vary within one country over time, making direct comparisons difficult. An urban area can be defined by one or more of the following: administrative criteria or political boundaries (e.g., area within the jurisdiction of a municipality or town committee), a threshold population size (where the minimum for an urban settlement is typically in the region of 2,000 people, although this varies globally between 200 and 50,000), population density, economic function (e.g., where a significant majority of the population is not primarily engaged in agriculture, or where there is surplus

employment) or the presence of urban characteristics (e.g., paved streets, electric lighting, sewerage). In Mozambique, all municipal areas are considered urban areas.

Public Space

Public spaces are all places publicly owned or of public use, accessible and enjoyable by all for free and without a profit motive

Urbanisation

An increase in a population in cities and towns versus rural areas

Adequate housing

For a home to be adequate, one must take into account many factors: Where is it located, its affordability and the availability of basic services such as water, sanitation and drainage.

Urban resilience

Is the capacity to adapt when exposed to a hazard or systemic change in order to maintain an acceptable level of functional organization.

Disaster risk reduction

The decrease of the threats caused by the climatic events and natural disasters.

Informal settlements and slums

The terms are frequently interchangeable. A slum is a settlement made up of households that lack one or more of the following five conditions: access to potable water, access to hygienic sanitation facilities, sufficient living area per person (not more than three people sharing the same room), structural quality and durability of dwellings and security of tenure. The term "slum" originates from affordable housing schemes that were planned and



built to specific standards but which, over time, have become physically deteriorated, overcrowded and inhabited by lowest income groups only. There is no single definition of the term "informal settlement". It generally refers to unplanned squatter areas that lack street grids and basic infrastructure, with precarious shacks erected on unsanctioned subdivisions of land or without the consent of the landowner.

3. PROGRAMME RATIONALE

6. Mozambique has been one of Africa's fastest growing economies throughout the past years, driven by investments related to the exploration of natural resources. Many of these (foreign) investments are located in the so called 'development corridors'. While prospects for economic growth remain positive, falling commodity prices, delayed investment decisions, and rising public debt have exposed the economic and financial fragility of the country¹.

7. Out of the estimated 28,751,000² inhabitants, 32.2%³ live in urban areas - in absolute numbers 9,3 million people. The rapid overall population growth (2.8% per year) and the

urbanisation rate (3.3% per year) will lead to a fast growth of urban areas, being a combination of natural growth and rural-urban migration⁴. By 2040, it is expected that 50% of the Mozambican population will live in cities (based upon the official Census 2007, the actual growth seems to be a little higher than projected). This means that in the coming 25 years urban areas in Mozambique will continue growing rapidly and will have to accommodate 80 thousand new households annually. Although a high number of the urban population is living in informal settlements (approximately 80%)⁵, access to improved drinking water in urban areas is twice as high than in rural

areas (80.6% vs 37.0%) and people using improved sanitation is 42.4% (urban) vs 10.1% (rural)⁶.

8. "Throughout the past 30 years, investments in the major urban areas were limited⁷ leading, in most cases, to continuous degradation of the built-up areas and sub-urban developments. However, in the last ten years, more real estate investments are seen in and around the formal centres. On the other hand, the suburbs never stopped growing, in the purest informality, which in most cases means a complete lack of formal registration and authorization of municipal authorities, a major disruption, poor sanitation, and

inadequate infrastructure for health⁸. Frequently these informal settlements are located in low-lying areas subject to flood risk, mosquitoes and erosion.

9. Most urban areas are located either near the sea or rivers; urban settlements follow waterways and infrastructure. It is estimated that around 60% of Mozambicans live along the Indian Ocean coastline or in river flood prone areas. This makes these areas vulnerable to flooding, seasonal cyclones and chronic drought. The latter affects agricultural yields in rural areas, causing more migration towards cities, and with negative impacts on the quality and quantity of available food. Furthermore, there are serious solid waste management problems in Mozambican cities and towns. The combination of lack of solid waste management (blocking the drainage systems, often causing urban flooding) and the high likelihood of flooding cause waterborne diseases that spread easily in densely occupied urban areas. Due to the country's vastness and the low average population density (36.6 people/km²)⁹ the connectivity between urban areas, small and large, and the rural areas is poor.

10. The demand for housing in Mozambique is growing, especially in cities like Maputo, Nampula, Beira, Nacala and Tete, where natural resource extraction is driving the population growth and economic development. It is estimated that 80% of the population has no access to dignified housing. According to the United Nations Committee on Economic, Social and Cultural Rights, the right to adequate housing should not be interpreted in a restrictive sense such as merely having a roof over one's head; it includes guaranteeing (a) legal security of tenure; (b) availability of services, materials, facilities and infrastructure; (c) affordability; (d) habitability; (e) accessibility; (f) location; and (g) cultural adequacy¹⁰. An additional 1.2 million housing units would be needed to accommodate the population growth between 2016-2026, much of which so far has been either self and informally provided or not provided at all, as the supply level in the formal market remains very low. Majority of the stock is informal, built incrementally on public land and drawing on household savings.

The housing finance system is underdeveloped; there is a structural lack of long-term funding and very low level of public investment. Security of land tenure in both urban and rural areas is poor – not many people hold a DUAT (direito de uso e aproveitamento da terra), which in general would stimulate investments by individuals and enable local governments in strengthening their budgets. Apart from the municipalities, DUATs in rural areas are issued at the provincial level. Recently, Mozambique's President declared that, within the next 5 years, 5 million new DUAT's should be issued.

11. "The economically active population in urban areas is high at 84.9% while in the rural areas it is at 90.3%. The employment rate is increasing compared to previous data; in 2015, the average in the country was 67.2% (68.2% for men and 66.4% for women) taking into account the INE (Insitituto Nacional de Estatística) definition. Despite the fact that a large part of the economically active population has some form of job, only a minority of workers are fully employed, suggesting a serious deficit of decent work, low productivity and low quality"¹¹. The latest family budget survey¹² shows that total employment is much higher in rural areas, for both men and women, and the gender gap in employment rates is led mainly by gender differences in urban areas (see table "Employment" below).

12. Looking at the diversity and the quality of jobs (remuneration), there is (far) more diversity in the urban areas. Amongst the main concerns of the urban population is the poor

EMPLOYMENT			
	MEN	WOMEN	TOTAL
URBAN	57,4%	48,7%	52,9%
RURAL	74,3%	75,6%	75,0%
TOTAL	68,2%	66,4%	67,2%

connectivity between work and the living place. Since public transport is limited and expensive, travel costs to reach the work place are generally high and in some cases represent up to 40% of the household income. The lack of connectivity between

the living place, work place and basic facilities (school, hospital, etc.) makes it difficult to exploit the full potential offered by urban areas.

13. At the municipal level, the number of staff that is working in the field of sustainable urban development and housing is limited. Larger cities such as Maputo, Beira and Nampula have staff trained as urban planners/ developers or housing experts, however most of the municipalities lack capacities. The root cause of this is the difference in remuneration between the public and the private sector.

14. Most data currently used dates from 2007 and does clearly distinguish rural from urban population. The census 2017 will give a new insight in the current population and growth rates. In Mozambique there is no formal definition of 'urban area' other than being a municipality. According to the 2007 Territorial Planning Law, urban land (solo urbano) is defined as the entire area within the perimeter of municipalities, towns and villages (headquarters of administrative posts and localities), legally established¹³. Therefore, 'urban' and 'municipal' development are used interchangeably in Mozambique. When talking about 'urban areas', currently 53 municipalities ('autarquias') are recognized, of which 23 cities and 30 towns. At the time of the approval of the municipal laws (1997) there were 23 classified cities, including Maputo, the 10 provincial capitals, and twelve others. In addition, the government proposes that one town (i.e. one district capital) in each province becomes a municipality every 5 years. The number of municipalities in Mozambique then grows gradually. After the next municipal elections (Q3 2019) there will be 63 municipalities, then after 5 years 73, and so on. Municipalities are responsible for managing day-to-day local development and are, amongst others, responsible for spatial development, urban land management, construction, roads, schools, health, housing, basic services and infrastructure, local economic and social development. Each municipality has the obligation to have a Structure Plan (Plano de Estrutura Urbana), partial plans – per neighbourhood / or (Planos Parciais de Urbanização) and detailed plans

(Planos de Pormenor).

15. The Government of Mozambique has defined five key priorities in its Five Year Programme 2015-2019 (Programa Quinquenal de Governação - PQG): (i) Consolidation of national unity, peace and sovereignty, (ii) Development of Human and Social Capital, (iii) Stimulation of employment, productivity and competitiveness, (iv) Development of social and economic infrastructure and (v) Sustainable and transparent management of natural resources and the environment. Within these priorities, the following expected achievements/activities planned by GoM touch the working field of UN-Habitat:

- **Under priority ii:** a better performance of basic social services, access to education, health risks, water, sanitation and housing require the development of fundamental human capacity to improve social and economic well-being. Therefore, the Government intends to increase the provision and access to water, sanitation, transport, communication and shelter; improve public space in urban areas and promote self-construction of housing and improve the plan development and implementation of infrastructure in urban and rural areas.

- **Under priority iii:** the promotion of sustainable and inclusive economic growth supported by infrastructure that aims to increase productivity in sectors that are engines of growth, such as agriculture and fishery. Furthermore, industrialization that aims to modernize the economy and increase exports is being promoted.

- **Under priority iv:** sustainable expansion and improvement of socio-economic infrastructures that support private sector production activities and increase the capacity of the public sector to provide basic social services to the public. Therefore, the Government intends to increase the access to and quality of energy that is needed for socio-economic activities, domestic use and export; the road network should be expanded, the capacity of the water network should be improved.

- **Under priority v:** strengthen territorial planning and adaptation of new technologies to ensure

that the exploration of natural resources and production activities minimize the negative impact on the environment and communities. Urban and territorial planning should strengthen the implementation of government ambitions. Strong emphasis is placed on reducing the impact of hazards and climate change adaptation: communities, the economy and infrastructure will need to become less vulnerable, while national, sectorial and local capacity should increase to become more 'resilient'. Therefore, a national cadastre should be developed, land use management and control and implement land tenure rights ought to be strengthened, territorial planning will need to be implemented and monitored, high risk zones need to be mapped, a knowledge centre for climate change and disaster risk reduction should be operationalized and communities, private sector and civil society organisations will need to gain a better understanding of climate change relate risks and natural disasters.

16. Various ministries within the government of Mozambique bare a responsibility in the urban domain: the Ministry of State Administration and Public Facilities (MAEFP) is the primary focal point of municipalities and is responsible for municipal finance and local administration; the Ministry of Public Works, Housing and Water Resources, (MOPHRH) is responsible for housing and infrastructure development; the Ministry of Land, Agriculture and Rural development (MITADER) is responsible for urban and land use planning; the Ministry of Economy and Finance (MEF); and the National Association of Mozambican Municipalities (ANAMM). Since Urban development is a transversal topic rather than sectorial, the responsibility for 'urban development' lies with all of these stakeholders, among others.

17. The United Nations work as One UN with the Government of Mozambique. Based upon the PQG, in late 2015 the United Nations Development Assistance Framework (UNDAF) for Mozambique was drafted and endorsed by the Government of Mozambique. The UNDAF is structured in four main pillars in Mozambique: Prosperity, People, Peace and Planet - the same as

the main fields of the Sustainable Development Goals (SDG's). Central to the UNDAF is the vision: 'The population of Mozambique, especially those living in the most vulnerable conditions, enjoys prosperity through equitable access to resources and quality services in a peaceful and sustainable environment.' The PQG is a strategy for the period of 2015-2019, it was reviewed and recent/actual topics or topics that receive more political attention, such as access to affordable housing and climate change adaptation are included.

18. UN-Habitat has a long experience in Mozambique and has gained trust and credibility from the government and different partners for its work in the field of Disaster Risk Reduction (DRR), urban planning and resilience and housing. The work carried out translates into technical advisory and normative services, a broad array of publications, pilot construction projects (school, health posts, radio station and housing, mainly), slum upgrading projects, plan and policy development and training of local, provincial and national staff. UN-Habitat adopts a strong community based and participatory approach in all its activities. The country office is working in close collaboration with UN-Habitat thematic branches, being: Urban Planning and Design, Urban Economy, Urban Basic Services, Housing and Slum Upgrading, Urban Legislation Land and Governance, Research and Capacity Building, Risk Reduction and Rehabilitation.

1. International Monetary Fund, World Economic Outlook, 2015
 2. and 3. United Nations Statistics Division 2016 and 2015
 4. In general in Sub-Saharan Africa the urban growth is 56% caused by natural growth
 5. Programa de Desenvolvimento Municipal (PRODEM)
 6. United Nations Statistics Division 2015
 7. and 8 Mozambique Habitat III report
 9. United Nations Statistics Division 2016 10. Human Rights Council, 2013
 11. Source: ILO, Igor Felice
 12. IOF2014/15, done by INE
 13. Lei de Ordenamento do Território, 2007

4. UN-HABITAT'S VISION FOR MOZAMBIQUE

19. UN-Habitat aims to support Mozambique to manage and develop its urban and peri urban areas to increase their resilience to natural hazards and ability to accommodate urban growth by reducing inequalities. This includes making housing more affordable and securing land tenure rights, especially for the urban poor, with special consideration for women and youth.

20. The absolute number of urban dwellers in Mozambique is growing rapidly. The positive side of this is that for the majority of the future urban population, the villages and cities still need to be developed (until 2050 for 21 million) people. In other words: if managed well and learning from current mistakes and challenges, the positive opportunities can be concretised. UN-Habitat is therefore placing emphasis not only on the already existing urban areas, but also in those rural areas that are most likely to urbanize rapidly.

21. The positive opportunities that urban areas have to offer are not sufficiently considered – in fact, debates on cities and urban areas tend to focus mainly on the challenges.

UN-Habitat believes urban areas in Mozambique offer many possibilities to bring prosperity, sustainable development and reduction of inequalities, if cities were better managed, planned and developed.

22. UN-Habitat is convinced that people will continue living and moving towards those areas that potentially have the most and best opportunities to make a living. In Mozambique, since agricultural and fishing are still primarily sources of income, often these areas are prone to natural hazards. Instead of trying to encourage people to move away from those zones, for example by moving infrastructures such as schools and hospitals to higher lands, UN-Habitat is promoting adaptation to floods, cyclones and droughts, for example through programmes such as 'living with floods'.

23. To foster the national debate on urban development, it is critical to get a common understanding on what is 'urban', what is not and what is 'urbanisation' to ensure that leaders at all tiers of government approach current and future urban areas in such a way it increases equity and resilience.

24. With relation to access to affordable housing, it is believed that the relation between housing and land, and those government entities that are working on both topics, need to develop a common approach. Dignified housing does not solely depend on creating access to finance or improving materials, but is a result of good urban planning, creating access to basic facilities and the availability of a well working land system.

25. This requires, among other aspects: (i) a better understanding of the current municipal set up and stronger community involvement in urban development processes; (ii) the need to promote a national discourse and agenda for sustainable urbanisation in Mozambique, in particular by strengthening urban-rural linkages; (iii) an improved urban governance capacity and coherence throughout all concerned government institutions, at the different levels; and (iv) better plans, strategies and legal frameworks that include urban resilience and disaster risk reduction, meant to accommodate future social, economic and population growth in cities/urban areas.

5. PROGRAMME PRIORITIES

26. Based upon the needs defined by the Government of Mozambique, meetings with government representatives at central and local level, UN-Habitat's past and ongoing projects, programmes and experiences, and an assessment carried out in 2015 that showed that UN-Habitat's added-value is the highest in the fields of urban planning,

land management, access to basic services and housing, and disaster risk reduction, three programme pillars are defined:

1. Sustainable Urbanisation

2. Disaster Risk Reduction and Climate Change Adaptation

3. Security of Land Tenure and Affordable Housing

27. The three pillars are based upon the government's priorities and are contextualised into global, regional and national development frameworks, including UN-Habitat's seven focus areas, namely: (i) Urban Legislation, Land and Governance, (ii) Urban Planning and Design, (iii) Urban Economy, (iv) Urban Basic Services, (v) Housing and Slum Upgrading, (vi) Risk Reduction and Rehabilitation and (vii)



Research and Capacity Development. Globally, reference is made to the Sustainable Development Goals (SDGs) and especially SDG 11: 'Make cities inclusive, safe, resilient and sustainable'.

28. At the national scale, there is currently no common approach for urban development. Various ministries have designed and developed different programmes that improve some aspects related to urbanisation, with a specific focus such as roads construction, electricity and water supply, sanitation, municipal finances, etc. However, a coordinated and coherent approach, in which economic development and resilience also play a key role, as well as the definition of a territorial system of cities with reinforced urban-rural linkages, is still missing. Coherence between urban planning and design, urban finance and economy, and a legal framework to support implementation and enforcement should constitute the foundations of a sustainable urban development framework

Sustainable Urbanisation

29. Making urban areas resilient and sustainable requires a comprehensive understanding of national and local spatial realities, in order to adapt to the needs regarding socioeconomic development the prevention, preparation and mitigation of risks. Therefore, insight in the territorial context, the needs to preserve the environment, the needs to mitigate negative impacts of economic / urban

growth and reduce risks are aspects that justify greater attention to regional development and planning.

30. The process of urbanisation and the migration from rural to urban areas is difficult to predict and impossible to steer. However, government can create the conditions under which urbanisation is better controlled. Currently, in Mozambique, the perception of what is "urban" is unclear. Regardless of the exact definition, urban areas are growing; unlike other countries, Mozambique has not yet been able to fully benefit socially and economically from this irreversible trend. 'Rural' and 'urban' areas have not yet been clearly defined from a functional perspective. Assessing the situation, creating an understanding of the formal and informal relations between cities, towns and villages, agriculture and industry, where to build and what to protect, and the impact of rapid growth could serve as basis for elaborating a strategy for territorial development, where people can benefit more equitably from the locational potentialities. Improving the system of urban and rural will benefit both, however, a clear understanding on the functioning of a regional spatial system is critical to know where and what to invest in.

31. Urban population growth does not automatically lead to more equal opportunities, considering the high unemployment rate in urban areas. Nevertheless, the urban areas are growing mainly because of people looking for a job, better income opportunities, better services, and also to move away from remote/isolated areas where the living conditions are difficult due to political crises, food insecurity, etc. However,

this situation can be improved through better territorial planning and management. The latter would likely lead to increased socioeconomic development, by improving access to basic services, infrastructure and jobs, decreasing travel time and transportation costs, and through stronger urban-rural linkages. In terms of regional/territorial planning and economic development, there is a need to increase the focus on food security, especially in (peri-)urban areas. Promoting Local Economic Development (LED) is also important. The Government of Mozambique acknowledges the importance of regional development and therefore designed programmes for establishing development corridors. However, the need to build a stronger linkage between rural and urban development has not yet been made explicit.

32. During the past years UN-Habitat has been working in close collaboration with the Government of Mozambique and municipalities to improve urban development in cities throughout the country by supporting plan development, delivering training and promoting community participation processes. Getting a better understanding of the territorial context, the need to preserve the quality of the environment, the need to mitigate the negative impact of economic/urban growth and to reduce risks, all justify a stronger focus on regional planning and development. For example, UN-Habitat's experience showed that there is a need for a legal framework that enables neighbouring municipalities and districts to prepare joint development /land use plans. UN-Habitat has therefore proposed the elaboration of an inter-district land use plan (Plano Interdistrital de

Usó de Terra – PIDUT) for the Special Economic Zone of Nacala. Since local capacity is limited and the focus is often on short term interventions, the number of proposed actions in territorial planning and development should be limited to a handful of key transformative actions that are well explained and communicated. In addition, UN-Habitat’s community participation approach leads to for a more sustainable process to develop and implement urban plans, as it increases the buy-in and the understanding of the concerned populations.

33. During the coming five years UN-Habitat intends to build upon the good results of past experiences and to initiate the following programmes:

- Foster the national debate for strengthening Local Economic Development in urban areas;
- Strengthen advocacy and dialogue for re-defining the urban agenda in Mozambique;

- Enhance local revenue collection in order to increase investments in basic facilities and infrastructure at municipal level.

- Support to improving public spaces, focussing on safety of youth and women

During the period of implementation of the HCPD, we foresee development of the following projects/ programmes (not limited):

- Develop a National Urban Policy;
- Scale up the preparation of city-wide development strategies (such as the ones elaborated for Nampula, Nacala and Tete) to other municipalities, in collaboration with ANAMM;
- Develop a guide supporting municipalities to improve urban planning (if possible in cooperation with other Lusophone African countries), in collaboration with MITADER, ANAMM and IMPFA (Instituto Medio de Planeamento Físico e Ambiente).;

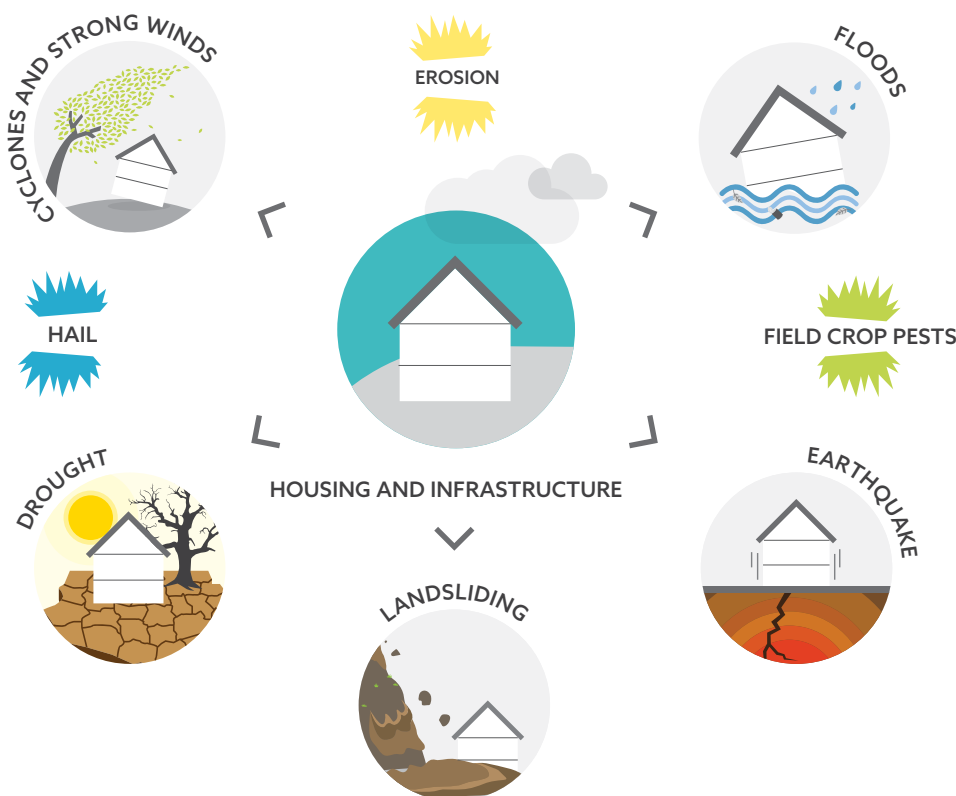
- A project on urban mobility with greater Maputo area

Disaster Risk Reduction and Climate Change Adaptation

34. In Mozambican urban areas, approximately 80% of the urban population live in informal settlements. The absence of effective land use management and planning systems to meet the needs of the largely informal poor urban dwellers may ultimately hinder the capacity to sustain crucial and ecosystem-dependent industries, such as fishing and tourism. In Maputo alone, some 75% of the urban population lives in ‘bairros informais’ with limited or no services and poor housing conditions. In other larger municipalities, unregulated informal settlements make up roughly 90% of the municipal territory¹⁴.

35. Unplanned urbanization can create or increase vulnerability to disasters. Fast-paced urban growth is often

MAIN DISASTER RISKS IN MOZAMBIQUE



uncontrolled in sub-Saharan Africa, since the waves of newcomers (mostly poor) face important challenges to access land within cities. Many need to resort to informal mechanisms to access land, settling in high-risk vulnerable areas. As a consequence, urban vulnerabilities are exacerbated by the increased impact of disasters in cities/towns. Mainstreaming disaster risk management practices within urban planning is crucial to build urban resilience and reduce risks urban areas. Sustainable urban planning that takes into account the threats from natural disasters, through preparedness and mainstreaming of disaster risk reduction and climate change adaptation, should be introduced into land use management instruments¹⁵.

36. To reduce the impact of natural hazards such as flooding and cyclones in urban areas, maintain access to arable lands and benefit from economic opportunities that derive from proximity of facilities, housing and jobs, the urban development process should become resilient at all levels and from different angles. For example, by developing methodologies to reinforce critical buildings, such as school, health posts and administrative facilities, by identifying needs for improvement (e.g. physical, legal and/or training needs) at the scale of the municipalities or districts, or by estimating future risks to better plan mitigation measures. Urban resilience, however, is a much broader concept than just improving buildings and urban planning. In particular, it is a process that requires the buy-in from the communities and other key local stakeholders, which should therefore be bottom-up and participatory in nature.

37. During the past few years, UN-Habitat in Mozambique has been working extensively with the government and partners in the field of urban resilience, especially through key programmes such as Safer Schools or the establishment of the sub-regional Technical Centre for Disaster Risk Management, Sustainability and Urban Resilience (DiMSUR). With the latter, UN-Habitat has developed an enabling tool to quickly assess risks and define concrete actions to increase resilience, the City Resilience Action Planning (CityRAP) Tool, under

the full leadership of municipalities themselves. Furthermore, UN-Habitat has placed a lot of effort in developing adequate and easy to understand awareness-raising materials at the different levels: at the community level through games, movies and public debates; at the technical level through tailored trainings and tools; at the political/decision-making level through the elaboration of national/local strategies and regulations.

38. In the coming five years UN-Habitat envisions to implement further activities urban resilience and development (all development should be resilient!). This means that, besides the on-going programmes related to safer schools and housing development, a stronger focus will be on further developing and piloting tools and delivering training on urban resilience and the sustainable development of urban areas in Mozambique.

During the coming years, the following programmes are foreseen:

- Further piloting and scaling up of the City Resilience Action Planning Tool;
- Making resettlement programmes more human and sustainable, by working in close collaboration with MITADER and the International Organization for Migration (IOM).

During the period of implementation of the HCPD, we foresee development of the following projects/ programmes (not limited):

- Continuation of the Safer School programme and support to the Ministry of Education and Human Development;
- Development of a toolkit that promotes urban resilience through urban development and smart interventions at the city level;
- Implementation of actions to build capacity and increase urban resilience in Chokwe through Adaptation Fund.

Secure Land Tenure and Affordable Housing

39. Access to adequate housing is a basic human right that is high on the agenda of both the Government

of Mozambique and UN-Habitat. It is also a very complex topic that comprises many aspects, among others: security of land tenure, financing, building materials and basic infrastructure provision. Since the scale at which interventions are needed to provide adequate housing to all Mozambicans is tremendous, and current policy interventions target the individual, making a notable difference is complicated. UN-Habitat is therefore suggesting an approach that targets a more systematic change in combination with pilots that give more (private) parties an insight in the actual needs and possibilities.

40. Progress has been made with the support from UN-Habitat in formulating a National Housing Policy, which was approved in 2010. However, little development has been seen in terms of operationalizing and implementing this policy. In part, this is due to the poor coordination within and between responsible Ministries. In particular, this refers to the Department of Housing and Urban Development (Direcção Nacional de Habitação e Urbanismo - DNHU) and the National Housing Fund (Fundo de Fomento da Habitação- FFH), which hold prerogatives respectively in the areas of policy/regulation, and execution/finance of housing. In addition, the lack of technical capacity and of a housing finance strategy also undermines the implementation of the National Housing Policy.

41. Access to secure land tenure is a basic condition for developing adequate housing and ending slums. International experience shows that people that have access to secure land rights are more likely to invest in their house and improve their neighbourhood. When the land tenure is clear, municipalities will also be better equipped to collect local fees and taxes that can be used to improve their city/town.

42. UN-Habitat is supporting the Government of Mozambique to improve its Housing Policy by focussing on the identification of proper housing finance mechanisms. For the coming years the following programmes are foreseen:

- Improve Government understanding and recognition of citizens' expectations in order to plan concrete

measures for the housing sector;

- Collaborate with MOPHRH to improve the Housing Policy and in the definition of a concrete and viable implementation of the same strategy;
- Develop mechanisms for low-cost housing development and a better financing mechanism for sustainable

and economic housing;

- Prepare a project related to land tenure security;
- Stimulate the use of local materials in housing construction;
- Follow up to Participatory Slum Upgrading Programme in Nampula. Per 31/12/2016 the current programme finished.

During the period of implementation of the HCPD, we foresee development of the following projects/ programmes (not limited):

- Elaborate a Housing Sector Profile.

14 and 15. UNDAF Mozambique preparation documents 2015, prepared by UN Mozambique

6. CROSSCUTTING ISSUES

43. Throughout the whole programme, UN-Habitat will pay specific attention to the following crosscutting issues: Gender Equality, Youth, Climate Change and Human Rights. It is not UN-Habitat's intention to initiate specific programmes for these crosscutting issues (although not ruled out at all), but rather more these issues will be considered throughout everything UN-Habitat is doing. For each programme or project, is possible, aggregated data on participants will be collected; in pilot projects and working with communities attention will be paid to give a voice to all members of society..

7. ORGANIZATION

44. UN-Habitat Mozambique is part of the UN family and works in close collaboration with other UN Agencies in the country, such as UNICEF, UNDP, WFP, UNHCR, FAO, UNESCO and IOM, among others. UN-Habitat contributes to development platforms, for example on resilience and early recovery. UN-Habitat, being a non-resident agency, is organised under the Regional Office for Africa (ROAf) based in Nairobi, Kenya. Throughout the passed years, UN-Habitat Mozambique has increased its cooperation with other Lusophone country offices, leading to more publication and planning tools available in Portuguese.



ANNEX: ALIGNMENT BETWEEN UNDAF, COUNTRY PROGRAMME AND FOCUS AREAS

This table shows the (intended and not limited) programmes and projects in Mozambique for the coming 4 years and their relation with UNDAF and UN-Habitat's Focus Areas:

FA1: Urban Legislation, Land and Governance

FA2: Urban Planning and Design

FA3: Urban Economy

FA4: Urban Basic Services

FA5: Housing and Slum Upgrading

FA6: Risk Reduction and Rehabilitation

FA7: Research and Capacity Development

UNDAF		PROPOSED UN-HABITAT'S INTERVENTIONS (2016-2020)		CORRESPONDING FOCUS AREAS OF THE UN-HABITAT STRATEGIC PLAN 2014-2019*
RESULT AREAS	OUTCOMES	PILLAR(S)	INTENDED PROJECTS	
			Development of City Wide Development strategies for cities in Nacala corridor and a possible upscale to other municipalities (with the municipalities of Tete, Nacala, Nampula and ANAMM)	FA1, FA2, FA3
			Development of a National Urban Policy	All
			Spatial-Economic integration of Maratane refugee camp (Nampula) province into the greater Nampula area, focussing amongst others on the improvement of agricultural and non-agricultural value chains (in cooperation with WFP and UNHCR)	FA2, FA3
Prosperity	Outcome 2: Poor people benefit equitably from sustainable economic transformation	Sustainable Urbanisation	Fostering the national dialogue on urban development, by supporting the preparation of National Urban Fora, the elaboration of the Maputo Declaration	FA1, FA2, FA3, FA7
		Disaster Risk Reduction and Climate Change Adaptation	Capacity development programme on urban management and development, targeting both technical staff, city leaders, provincial and central government staff. In close collaboration with ANAMM	FA7
		Secure Land Tenure and affordable housing	A project around Secure Land Tenure	FA1, FA2, FA3
			City Prosperity Index (CPI) for 9 cities based on the Central Government's classification (Big, Medium and Small Cities for North, Centre and South Region of the country)	FA2, FA3, FA7
			Spatial Economic development strategies for rapid growing cities and the rural areas around the city, for example Quelimane	FA2, FA3

UNDAF		PROPOSED UN-HABITAT'S INTERVENTIONS (2016-2020)		CORRESPONDING FOCUS AREAS OF THE UN-HABITAT STRATEGIC PLAN 2014-2019*
RESULT AREAS	OUTCOMES	PILLAR(S)	INTENDED PROJECTS	
People	Outcome 6: People equitably access and use quality health, water and sanitation services	Sustainable Urbanisation Disaster Risk Reduction and Climate Change Adaptation Secure Land Tenure and affordable housing	Housing Policy and Housing Sector Profile: support the ministry of Public Works, Housing and Water Resources to improve and elaborate Mozambique's housing policy, paying special attention to housing financing. A joint project with the Housing and Slum Upgrading Branch.	FA5
			Follow up to Participatory Slum Upgrading Programme in Nampula: by 31/12/2016 the current programme finishes. A new programme will need to be developed.	FA5
	Training programme for urban management and urban development with ANAMM, the association for municipalities.		FA7	
	Fast Track Cities Initiative (FTCI): provide the technical assistance to the consultants in developing the FTCI technical implementation strategy integrating the spatial analysis of HIV/AIDS within urban areas (Matola, Maputo and Xai-Xai)		FA1, FA2	
	Public Spaces for Children: improving the quality of public space for children's use and giving equal opportunity to girls and boys to be heard about matters affecting their daily lives and influencing decisions about their city and strengthening children safety.		FA1, FA2	
Planet	Outcome 10: Communities are more resilient to the impact of climate change and disasters	Sustainable Urbanisation Disaster Risk Reduction and Climate Change Adaptation	School Reconstruction and Safer Schools: programmes in cooperation with MINEDH, World Bank and UNICEF around the development of school buildings that can withstand common hazards. Programmes include training of municipal staff, constructors, piloting and mainstreaming of rules and regulation into national legislation. In the same line a programme around safer hospitals could be developed with the Canadian Embassy	FA1, FA6
			Development of an urban resilience programme targeting capacity building and pilot projects.	FA1, FA2, FA6
			Mainstreaming actions to improve resilience in urban areas through scale up of the CityRAP Tool to other Mozambican cities and through cooperation with other donors, such as PRODEM and the Swedish Cooperation.	FA1, FA2, FA6
			Urban Resilience toolkit: Promoting urban resilience through urban development and smart interventions (at city level, not at the scale of individual buildings) in collaboration with MITADER and ANAMM	FA2, FA6



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