



UN-HABITAT COUNTRY PROGRAMME

MOZAMBIQUE

2018-2021



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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.

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