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**United Nations Human Settlements Programme**  
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.	



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