

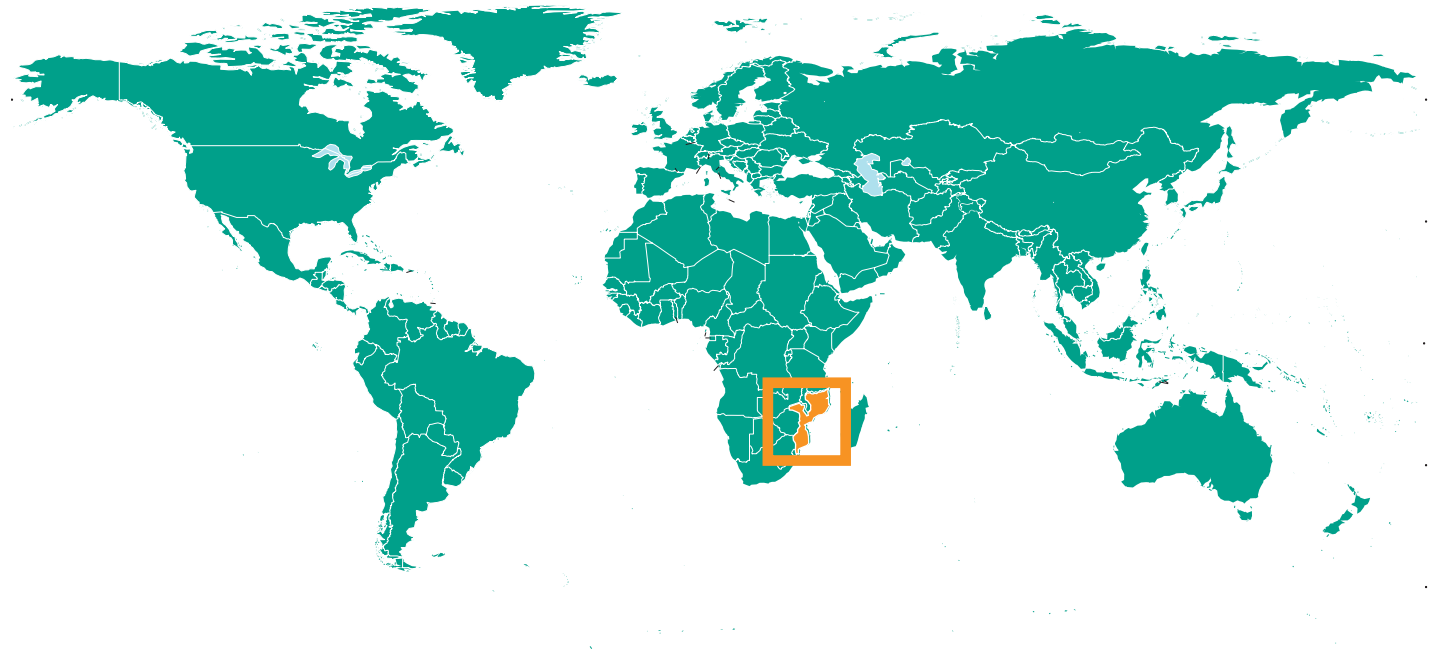
COUNTRY  
PROGRAMME  
DOCUMENT  
2008 – 2009

# MOZAMBIQUE



United Nations Human Settlements Programme  
Regional Office for Africa and the Arab States

UN  HABITAT



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## FOREWORDS

### EXECUTIVE DIRECTOR



In April 2007, the Governing Council of UN-HABITAT approved our 2008-2013 Medium-Term Strategic and Institutional Plan. This plan intends to promote the alignment of UN-HABITAT normative and operational activities at country level.

The UN-HABITAT Country Programme Documents are tangible components

of this Plan as well as a genuine endeavour by UN-HABITAT to better coordinate normative and operational activities in a consultative and inclusive process involving UN-HABITAT's in-country focal points, UN-HABITAT Programme Managers, national governments, UN country teams, sister-UN agencies, development partners and all divisions of our Agency. The UN-HABITAT Country Programme Documents are strategic tools designed to guide all UN-HABITAT activities over a two year period. A major dimension of the UN-HABITAT Country Programme Document is to advocate UN-HABITAT's mandate and address the urban challenges facing the world's developing countries.

The UN-HABITAT Country Programme Documents identify national urban development goals and priorities including shelter, urban governance, access to basic services and credit. Important cross cutting issues such as the environment, gender, responses to disasters and vulnerability reduction are also addressed. The UN-HABITAT Country Programme Documents focus on UN-HABITAT country programming.

They serve as a work plan for UN-HABITAT Programme Managers and as a reference tool for national and local actors involved in sustainable urban development. According to the Medium-Term Strategic and Institutional Action Plan adopted by the UN-HABITAT Committee of Permanent Representatives on 6 December 2007, twenty UN-HABITAT Country Programme Documents are to be completed during 2008, including the One-UN Pilot countries where UN-HABITAT is active.

In line with the United Nations reform process, UN-HABITAT Country Programme Documents seek to strengthen the role of the United Nations and to demonstrate our commitment. I wish to thank our UN-HABITAT Programme Managers for their input and dedication and for putting together these UN-HABITAT Country Programme Documents under guidance of the Regional and Technical Cooperation Division and with the support of all branches and programmes of the Agency.

A handwritten signature in black ink, which appears to read 'Anna K. Tibaijuka'. The signature is fluid and cursive.

Anna K. Tibaijuka  
Executive Director ,UN-HABITAT

## MINISTER



The Constitution of the Republic of Mozambique establishes in its article 91 that every Mozambican has the right to a decent home. Since its independence in 1975, the Government of Mozambique has been striving to provide better housing to the people.

In pursuing the goals set forth, the Government has established

long standing partnerships with the relevant UN agencies, notably UN-HABITAT, whose historical ties go back to 1976, when Mozambique attended the inauguration ceremony of the then UNCHS, in Vancouver, Canada. In the late 1970's the UNCHS was instrumental in providing multifaceted assistance to the Government through the Ministry of Public Works and Housing. Together with the Government, UN-HABITAT has been instrumental in promoting better housing for all through various initiatives such as setting up the Fund for Housing Development and formulation of the Housing Policy, in compliance with the national priorities as set forth in the five-year Government Programme.

The 2005 – 2009 Government Programme has put human settlement issues at the top of the list of priorities,

The partnership between the Government of Mozambique and UN-HABITAT has a broad outreach and is materializing in other areas such as governance, environment and disaster risk management.

The Ministry for the Coordination of Environmental Affairs benefited from direct technical assistance from UN-HABITAT between 2002 and 2007.. In recent years UN-HABITAT has also delivered relevant inputs during the formulation of the PARPA II (phase II of the country's PRSP) and through its participation in coordinating the Donor Working Group for Municipal Development.

A handwritten signature in black ink, appearing to read 'Alcinda'.

Dr. Alcinda António de Abreu  
Minister for the Coordination  
of Environmental Affairs

## SITUATION ANALYSIS

### NATIONAL URBAN POLICY CONTEXT

Mozambique is particularly exposed to extreme climatic events because of its geographic location. This exposure is further exacerbated by the fragile socio-economic environment of the population and by the impact of climate change. Over the past decade the country has been frequently tormented by droughts, floods and cyclones. Recently, Mozambique was affected by an unprecedented 7.5 Richter magnitude earthquake contributing to a new vulnerability in the long list of natural disasters.

There is an urgent need to identify and implement resilience building, vulnerability reduction and institutional development strategies to establish response and recovery processes that will facilitate sustainable urban development. With the current reconstruction of its National Disaster Management Institute, Mozambique is proceeding in the right direction, but more needs to be done, especially in sustainable resettlement and in the implementation of coping mechanisms, such as the “living with floods” initiative.

The country, however, achieved one of the highest growth rates in the world in 1997-1998, and has experienced consistent economic growth since. Mozambique had one of the lowest Human Development Indexes in the world in 2004, occupying 168th out of 177 countries. Mozambique currently faces difficulties in finding adequate solutions to human settlements and addressing human needs in urban areas.

Concerns related to the development of human settlements are highlighted in different ways in the Agenda 2025 “the Nation’s vision and strategies”; in the Government’s Five year Plan (2005 – 2009); as well as in the Plano Para a Reducao da Pobreza Absoluta II. Often policy documents on human settlements issues are not clearly spelled out due to lack of funding and coordination.

Part one of the HCPD is divided into the mutually reinforcing focus areas of UN-HABITAT’s Medium-Term Strategic Institutional Plan for 2008-2013, as approved by the Governing Council in 2007.

### FOCUS AREA 1: ADVOCACY, MONITORING AND PARTNERSHIPS

#### INSTITUTIONAL SET UP AND CAPACITY DEVELOPMENT

The framework for municipal development is based on several ministries sharing tasks and responsibilities pertinent to human settlement issues. However, poor cooperation between ministries often constrains capacity development. In order to coordinate departments more efficiently, and to ensure that they are accountable, in 2005 the government established the Inter-Ministerial Workgroup for Municipal Development. Learning from 8 years of experience setting up municipalities, the government was able to identify a number of objectives that needed to be achieved to secure sustainable municipal development. These objectives include the completion and improvement of a legal and institutional framework and the regulation of relationships between municipalities and local Government bodies.

#### STATISTICAL OVERVIEW

##### Urbanisation (2008)

- Total population: 21 m
- Urban population: 8 m (38%)

##### Annual population growth rates (2005-2010)

- National: 2%
- Urban: 4.1%

##### Population of major cities (2008)

- Maputo: 1.4 m

*Source: UN DESA*

##### Slum indicators

- Slum to urban population: 79%

##### % population with access to:

- Safe water source: 69%
- Improved water sanitation: 40%
- Sufficient living area: 81%
- Durable housing: 56%

*Source: UN-HABITAT, 2003*

Despite the recently approved Territorial Planning Law, planning capacity remains weak at both government and local government levels. Although the planning dimension has gained more attention at a higher institutional level, there is a general lack of will to involve residents in the planning process, which often generates serious problems during the implementation phase. More needs to be done to ensure participatory physical planning mechanisms in Mozambique.

In spite of attempts aimed at better coordination among government institutions and development partners, the Ministry of State Administration has expressed concern over the prevalence of duplication in human settlement interventions. To avoid this in the future, it has been proposed that all actors should collaborate to formulate a Strategy for Urban and Municipal Development. It envisages 10 to 15 years for implementation, providing for a long-term resource mobilization/investment strategy for human settlements. However in Mozambique, it is important to remember that capacity shortages in human settlement planning is the result of a lack of finances and inadequate human resources, combined with weak institutional structures.

## GENDER EQUALITY IN HUMAN SETTLEMENTS

According to the 1997 census, 52.1 percent of the Mozambican population consists of women, the great majority (71 percent) of whom live in rural areas. In urban areas, 21.6 percent of households are headed by women. Statistics also reveal that women have less access to education, health, employment and credit facilities.

According to the traditional Land Law, women run the risk of losing land and property to other members of their extended family in the event of a divorce or the death of a husband, even if she still has the responsibility to sustain children and other relatives.

The Government of Mozambique is busy adjusting this legal framework so that it complies with the Convention on the Elimination of all forms of Discrimination against women, the Government Five year plan 2005-2009 and the Plano Para a Redução da Pobreza Absoluta II all of which place gender as a cross-cutting issue. Both the government and civil society are engaged in ensuring greater visibility of gender issues and empowering of women at all levels.

## DISASTER MANAGEMENT AND RECOVERY: POLICIES

*The Plano Para a Redução da Pobreza Absoluta II* acknowledges that natural resource management and preservation can reduce environmental degradation and help alleviate poverty.

Agenda 2025 outlines the most likely development scenario for Mozambique in the medium term. This document was prepared in a participatory manner in 2002-2003, advocating sustainable development through proper access to land, security of tenure and improvement of land management and community training in the sustainable use of environmental resources, while also creating areas for protection.

Mozambique's Master Plan for Prevention and Mitigation of Natural Calamities places emphasis on preventive measures: such as, advance warning systems for climate-related events, including floods, droughts and cyclones. The plan also identifies and maps out areas and zones at risk of natural disasters.

The National Adaptation Plan of Action to Climate Change highlights disaster preparation and management, as well as environmental management.

All stakeholders have learnt from the reconstruction challenges created by the floods of 2000, 2001 and 2007. In response, there was a surge in the production of building materials in Mozambique and several significant industrial projects were initiated (also known as mega projects.) However, in light of the work that needs to be done, building operations are limited and heavily reliant on obsolete technologies.





In general, critical efforts need to be carried out to develop more sustainable post-disaster strategies in Mozambique. They should take advantage of the reconstruction period in re-thinking the technological solutions that could be applied to reduce vulnerability and restore resilience among communities.

## FOCUS AREA 2: PARTICIPATORY URBAN PLANNING, MANAGEMENT AND GOVERNANCE

### LOCAL URBAN GOVERNANCE

The process of local government decentralization is part of a government legal reform strategy that began in 1996-1997 with the submission to the Parliament of the Autarchic Legislative Package. This set of Autarchic Laws allows 33 Municipalities (Mayors and Municipal Assemblies) to develop a series of functions independently from the main state apparatus, which is locally represented by nominated bodies, such as 128 District Administrators and 11 Provincial Governors. Municipal elections were held in June 1998 and November 2003.

Despite this positive decentralisation process, the government still faces several challenges: such as inadequate urban planning capacity, missing legislation, lack of trained staff in most municipal sectors and limited financial resources for allocation to municipalities. Acknowledging the rapid “slumification” trend in Mozambican cities, the government has initiated a proactive urban management system by devolving power and decentralising services to the municipalities.

### ECONOMIC DEVELOPMENT AND RURAL-URBAN LINKAGES

Mozambique’s pre-colonial economic development relied on the use of intensive, forced or contract labour in the production of export crops and mining. The country became dependent on transactions with South Africa. However, a long period of war and natural disasters has converted a promising economic environment into an economy heavily reliant on foreign aid (about 50% of the State budget), contributing to an unprecedented rural exodus. The livelihoods of many Mozambicans have become increasingly dependent on the informal market, estimated to employ about 75% of the active labour force in Mozambique.



In the past decade Mozambique's economic development indicators have been steadily improving. There has been a reduction in absolute poverty at the national level: from 69% in 1997 to 54% in 2003. The perception of economic prosperity is, however, stimulating an unsustainable rural exodus, leading to the proliferation of slum areas and contributing to an environmentally unsustainable situation. About 80% of the total household energy consumption comes from wood biomass (about 6,468,000 tons/year), and less than 40% of all households have access to improved water sources. Such pressures on the environment may increase as the country's economic advantages are heavily reliant on its natural resources.

Currently the government is focusing its attention on rural development: empowering districts to stop migration into cities and promoting local economic development. However, rural development cannot be discussed and planned in isolation. Proper planning, land management, improved infrastructure and local economic development has to be designed from a territorial perspective in order to promote integrated, rural-urban, sustainable development. The Ministry for Coordination of Environmental Affairs lacks the resources for the dissemination and implementation of the new legislation on Territorial Planning and has approached development partners including UN-HABITAT for support. In a letter from the Minister of State Administration to the UN-HABITAT's Regional Office Director, Mozambique has requested specific assistance to design and implement an integrated programme for urban and autarchic development in Mozambique.



## HOUSING POLICY AND PLANNING

The government of Mozambique prepared a National Housing Policy shortly after the introduction of a neo-liberal economic system to attract private investment. In 1990, a draft of the Policy was submitted to Parliament, which included issues such as developing the building materials industry, setting up a housing market, providing affordable housing and capacity building. While the Policy was not approved, it inspired the formulation of several legislative tools that: (i) liberalised the real estate industry, (ii) allowed Mozambicans to acquire nationalised houses, and created the Housing Fund. After 10 years of activity and a remarkable effort, the Housing Fund was able to provide only about 7500 plots of land with access to infrastructure and basic services, and supported the construction of 2000 houses.

The formulation of a housing policy was recognised as a priority by the Agenda 2025 as well as by the government Five Year Plan. Nevertheless a lot needs to be clarified and done on this particular subject.

## FOCUS AREA 3: PRO-POOR LAND AND HOUSING

### LAND TENURE AND HOUSING

Land in Mozambique, as per the Constitution of the Republic, is owned by the State. The Constitution and the current Land Law (known as Law 19/97), which came into effect in January 1998, gives land rights and guarantees of tenure to any Mozambican citizen, man or woman.

Rights to use the land are acquired and held through long-term leaseholds. Communities have permanent rights by dint of occupation, and good-faith occupiers, on unclaimed land, are able to request a land use title. This is an important attempt to regularize land concessions in the country. Few people or households legalize their holdings or fully exercise their rights and guarantees.

Although customary rights are enshrined in the legislation, it is important that each household or person ensure legal documentation of the land(s) they occupy. Legalisation on land tenure could lead to a reduction in conflict.

According to the National Institute of Statistics (1997), only 27.5% of the urban population lives in modern or adequate dwellings.



The remainder 72.5% live in traditional huts (made of grass, thatch or palm leaves) or housing made of flimsy material. In the urban areas the housing backlog is reaching one million units, and the housing market is being conditioned by legal and administrative bottlenecks impeding any sort of responsive dynamics.

For rural areas the data indicates that the vast majority of households, more than 85%, live in traditional houses. Data on the homeless shows that this is an insignificant phenomenon in Mozambique in statistical terms: it is only a fraction of one percent.

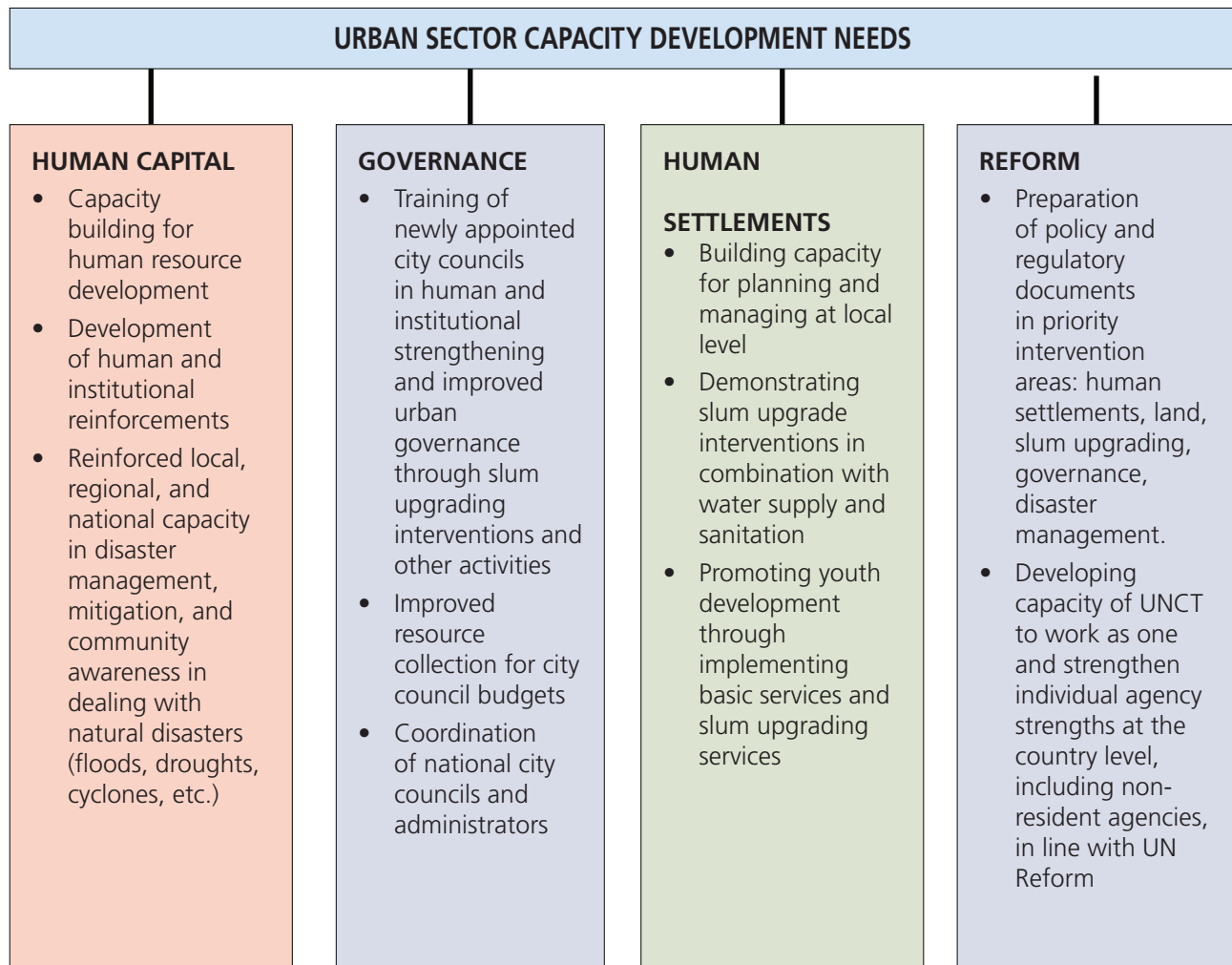
#### **FOCUS AREA 4: ENVIRONMENTALLY SOUND BASIC URBAN INFRASTRUCTURE AND SERVICES**

At an annual rate of five percent, the urban growth rate in Mozambique has soared since the 1980's. High growth has resulted from increased rural migration to urban areas, with people looking for improved housing, basic services (water and electricity supply, sanitation facilities, etc.), basic social infrastructure (school, health centre, etc.) and economic opportunities (informal market, employment, etc).

The rural exodus was exacerbated by the civil war (1977-1992) and by the impact of recurring natural disasters - droughts, cyclones and floods - in 2000 and 2001. Poor living conditions of the new settlers combined with a lack of urban planning and management capacity at local level, has produced an explosion of informal settlements around the city centres.

It is estimated that slum dwellers represent more than 80% of the total urban population in Mozambique. The majority of informal settlements are situated in areas prone to floods and other natural disasters, and lack access to water and sanitation services. Poor drainage and poor road network conditions prevent local authorities from effectively delivering basic services. This situation provokes the spread of water-borne diseases, such as diarrhoea, cholera and malaria. Statistics on water and sanitation coverage in urban areas for 2003 are estimated to be 69% and 40% respectively, these figures decrease dramatically in slum areas.

## URBAN SECTOR CAPACITY DEVELOPMENT NEEDS



The table above presents the four main capacity development needs of the following components: Human capital, Governance, Human settlements and Reform. As these are cross-cutting components, they highlight capacity development priorities for all focus areas of the Mozambique UN-HABITAT Country Programme Documents.

## RECENT AND ON-GOING WORK

The following tables provide an introduction to projects recently implemented or currently underway in Mozambique, by UN-HABITAT and its partners. The matrix illustrates details of donors, budgets and outlines the main activities and objectives of each programme.

### UN-HABITAT

Project Title	Time frame	Budget (USD)	Funding Partner(s)	Partner(s)	Main Activities
Water for African Cities (II) for Mozambique	Apr. 07 Apr. 09	1,500,000	UN-HABITAT	DNA, FIPAG, CRA, City Councils, Local authorities	Promote pro-poor WATSAN governance, strengthen local capacity, implement decentralisation strategies and WATSAN interventions in selected slum areas of Beira and Dondo.
Capacity Building for Mainstreaming Urban Governance in Mozambique	Jun. 07 Jun. 09	700,000	Spanish Govt.	MAE, ANAMM	Strengthen municipal capacities/processes, local leadership, gender mainstreaming, participatory planning, budgeting finance and accountability.
Improving Water and Sanitation in Mafalala Neighbourhood, Maputo City	Jun. 05 Jun. 08	203,700	UN-HABITAT	Maputo City Council, DNA	Improve WATSAN & drainage conditions and waste management through community involvement and local capacity building
Improving Water and Sanitation in Quelimane City	Jun. 06 Jun. 08	500,000	Cities Alliance	Quelimane City Council, DANIDA, UNICEF, World Bank, FIPAG	Improve access to water and sanitation, drainage and roads conditions and waste management through community involvement and local capacity building
UN-HABITAT Response Activities to the 2007 & 2008 Floods and Cyclone in Mozambique	Apr. 07 Mar. 08	170,000	IOM, UNDP	INGC, MICOA, MOPH, CVM	Provide urgently required assistance to flood and cyclone victims in resettlement and reconstruction processes.

## PARTNERS

Project Title	Time frame	Budget (USD)	Partner(s)	Main Activities
Water and Sanitation Project	2007-12	506 m* (*Shared with BDAP)	Ministry of Planning & Development Provincial Governments of Nampula, Cabo Delgado, Niassa, Zambezia	Increase the productivity and competitiveness of the economy of Mozambique's by focusing on water/sanitation and private sector development
Business Development Assistance Project (BDAP)	2007-12	500,000	Ministry of Planning & Development, Provincial Governments of Nampula, Cabo Delgado, Niassa, Zambezia	Increase the productivity and competitiveness of the economy of Mozambique's by focusing on water/sanitation and private sector development
Urban Environmental and Financial Management	2005-10	5,300,000	MICOA, select municipalities and districts	Capacity building and technical support through CDS; Investments in sustainability in 7 Municipalities and Greater Maputo Area
Municipal Governance Increasingly Democratic (PROGOV)	2005-10	8,500,000	Select Municipalities, Government (MAE, IGF), ANAMM, Tribunal Administrativo (3 <sup>a</sup> Secção)	Citizen's participation and civic education, Urban management and planning, Municipal finances and service delivery, Coordination, Transparency and accountability
Decentralization and Municipalisation process (PADEM)	2000-10	10,000,000	Five Select Municipalities in the Northern Region	Capacity building of municipal institutions and civil society, and dissemination of best practices at national level for replication
Municipal Development Project (PDM),	2001-07	55,990,000	MAE and Select Municipalities	Legal and institutional framework for municipalities and training of municipal staff and politicians, Capacity building
Municipal Strengthening and Institutional Capacity	2005-08	2,905,960	Municipalities, IFAPA, MAE, Autoridade Nacional da Funcao Publica	Municipal capacity building; Creation of a documentation centre at IFAPA; Support to ANAMM
PADM - Support Project for Districts and Municipalities	2005-07	3,536,483	Districts/Municipalities (Beira, Dondo, Marromeu), DPPF, DPAC	Institutional and technical capacity building in decentralisation and Rural Development

## STRATEGY

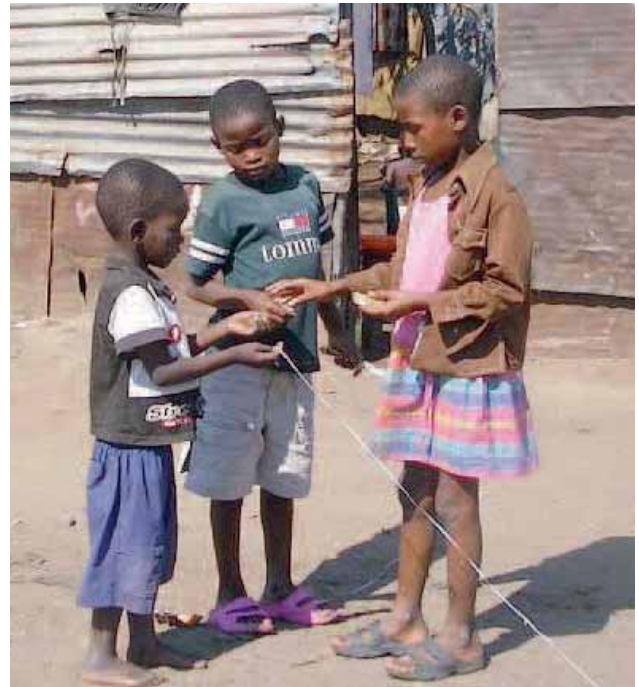
The thematic areas where UN-HABITAT will have joint programme interventions are governance and vulnerability reduction, land, housing, slum upgrading and water and sanitation. UN-HABITAT can play a vital role in achieving the objectives stated in the current United Nations Development Assistance Framework III. The objective is to develop an environment in which every one enjoys the option to express his/her views on issues of national interest, make his/her own choices and participate freely in decision making processes at all levels. The thematic areas where UN-HABITAT will have joint programme interventions are governance and vulnerability reduction, land and housing and slum upgrading and water and sanitation. UN-HABITAT can play a vital role in achieving the objectives stated in the current UNDAF III. The objective is to develop an environment where every one has the option to express his/her views on issues of national interest, making his/her own choices and participate freely in decision making processes at all levels.

## NATIONAL DEVELOPMENT GOALS AND PRIORITIES

The Government's Five Year Plan (2005 - 2009) demonstrates a strong commitment to human settlements issues. Identified priorities in the plan are: Housing policy, territorial planning legislation, natural disaster vulnerability reduction and increased access to water and sanitation for up to 55% of the population.

Agenda 2025 serves as the country's major policy paper until 2025 and is the only instrument clearly addressing the issues of human settlements, highlighting the irreversibility of urbanisation trends, the importance of municipal management, periodic formulation/reviews of housing policies and their incorporation into the overall policy framework.

Plano Para A Reducao da Pobreza Absoluta II (2006 – 2009) is the second generation Poverty Reduction Strategy Paper for Mozambique. It is supposed to be adjusted and updated annually through the Medium-Term Fiscal Framework, the Economic and Social Plan, and the State Budget, which are tools used to implement the Government's Five Years Plan. Plano Para A Reducao da Pobreza Absoluta II consists of three thematic pillars: governance, human capital, and economic development and a fourth one dedicated to cross cutting issues. This policy document acknowledges that urban poverty has declined significantly slower than rural poverty during the period between 1997 and 2003. Data on access to water and sanitation for the same period, comparing rural and urban areas, show a similar trend.



Nevertheless, government has prioritised the rural development agenda and placed the district at the centre of sustainable development concerns.

The United Nations Development Assistance Framework III (2007-2009) is clearly aligned and supportive of the current national development framework, including Agenda 2025, the Government's Five Years Plan and PARPA II. As an important step towards the harmonisation and alignment of United Nations efforts with those of Government and development partners, the UN Country Team agreed not to conduct a Common Country Assessment, but rather to adopt the Plano Para A Reducao da Pobreza Absoluta II as its third generation Common Country Assessment. The Country Team will then align the contents and cycle of the United Nations Development Assistance Framework with the Plano Para A Reducao da Pobreza Absoluta II, developing a three-year framework for 2007-2009. United Nations Development Assistance Framework III displays greater alignment to United Nations government priorities. United Nations Development Assistance Framework III outcomes/outputs involve at least two United Nations agencies – single United Nations Agency activities are not included. United Nations Development Assistance Framework III is supported by four pillars namely governance, human capital, HIV/AIDS and economic development.

The latter pillar prioritises, amongst others, the support to government sector plans and strategies, including the Housing Policy and the Cities Development Strategy.

In an effort to achieve “increased and equitable economic opportunities to ensure sustainable livelihoods for women and men,” several United Nations agencies have formulated a fourth United Nations Development Assistance Framework III pillar, United Nations Development Assistance Framework Plus. Through this exercise, the UN-HABITAT’s mandate has been mainstreamed into the UN Country Team priorities under the economic development pillar in contributing towards the following Country Programme Outcomes:

- Efficient policies, plans, and strategies are ensured to promote equitable and sustainable economic development
- Sustainable local economic development (rural and urban)
- Pro-poor economic growth strengthened by promoting decent employment, rural economic activities, access to markets, trade, financial services and infrastructure.

## HABITAT’S PROPOSED STRATEGY FOR THE URBAN SECTOR

UN-HABITAT had the privilege of participating in the formulation of the Plano Para A Reducao da Pobreza Absoluta II, of the United Nations

Development Assistance Framework including its economic development pillar, and more recently, in the formulation of the Delivery as One action Plan including three out of its eleven joint programmes. Studies such as the Cities Without Slums and the Rapid Urban Profiling phase of the Participatory Slum Upgrading Programme were able to take stock of the main priorities at national and local level. The Government has considered UN-HABITAT as a key advisor and partner for matters relating to human settlements providing first hand information on challenges and policy priorities.

The Medium-Term Strategic and Institutional Plan for 2008-2013, is a UN-HABITAT institutional response to meeting the “Urban Challenge” by addressing particularly the Millennium Development Goals 7 (Targets 9, 10 and 11) on sustainable development, water and sanitation and improving the living conditions of slum dwellers. The Medium-Term Strategic and Institutional Plan is focused on the following main areas:

- Advocacy, monitoring and partnerships
- Participatory urban planning, management and governance
- Pro-poor land and housing
- Environmentally sound basic infrastructure and services
- Strengthening human settlement finance systems



It was considered that the country needs human settlement interventions at the national, regional and local levels. The country also needs normative, technical and practical interventions with crosscutting efforts to build human and institutional capacity and mainstream a gender approach. A long-term development goal was defined, with its focus essentially on mid-term priority thematic components, which, if undertaken, could create synergies that improve other priorities. To cover selected priority components a series of interrelated projects were prepared. In each project special attention was given to: (a) include normative, technical and field activities with feed back mechanisms ensuring a pragmatic approach (b) continuous institutional and human capacity building through diversified mechanisms (c) gender mainstreaming in project definitions and in its activities and (d) sustainability of the project outputs.

The country programme development goal is to contribute to slum upgrading and vulnerability reduction in Mozambique. For the achievement of such goals the mid-term inter-related thematic components are:

- Urban Governance and Vulnerability Reduction – Strengthening policy, pro-poor decision making, and institutional framework and reducing the vulnerability of local communities to disaster risk.
- Building capacities of local authorities on participatory planning, land use planning, budget preparation, management, civil society inclusion and, service delivery, specially addressing peri-urban needs;
- Implementing pilot key activities at community level. Coordinating shelter response to natural disasters and implementing sustainable early recovery and reconstruction activities.
- Land and Housing - Assisting government and CSO at national and local levels to engage in inclusive formulation and implementation of pro-poor sustainable housing and land management through enabling policies and improved regulatory frameworks.
- Slum Upgrading, Water and Sanitation - for effective slum upgrading through community participation and expanding access to adequate clean water, improved sanitation, waste management, and ecologically sound transport, energy and appropriate technologies in urban and peri-urban areas.

## PROGRAMME OBJECTIVES

The main objective of the UN-HABITAT Country Programme for Mozambique is to focus on long-term development strategies.

Collaborating with the Government in coordination with other United Nations Agencies operating in the country, UN-HABITAT expects to consolidate a comprehensive programme for Slum Upgrading and Vulnerability Reduction.

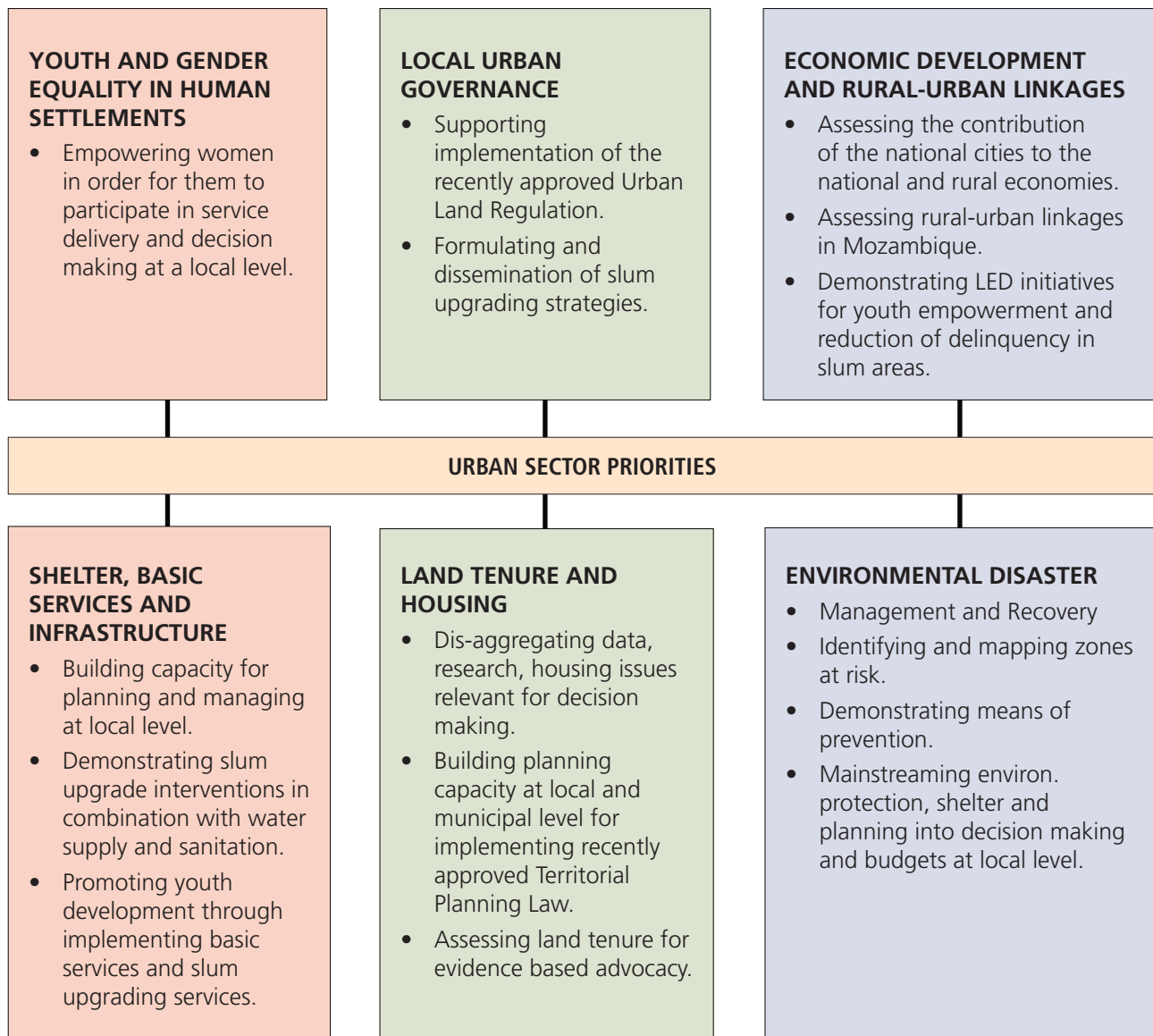
Based on the above strategy, this Country Programme encompasses the following three inter-related components:

1. Urban Governance and Vulnerability Reduction
2. Land and Housing
3. Slum Upgrading, Water and Sanitation.

Building on internal policy frameworks, such as the Agenda 2025 “the Nation’s vision and strategies”, the Government’s Five year Plan (2005–2009), and the Plano Para A Reducao da Pobreza Absoluta II in alignment with the United Nations Development Assistance Framework III, the Mozambique UN-HABITAT Country Programme Document will be used as a tool to assist the government in its effort to place the Habitat Agenda and the Millennium Development Goals, high on the national priority list, particularly in the forthcoming programming framework such as the forthcoming Plano Para A Reducao da Pobreza Absoluta. More specific programmes and project objectives are described in the next table.



## URBAN SECTOR PRIORITIES



The above chart organizes the sub-sectoral priorities of the Mozambique UN-HABITAT Country Programme Document into: youth and gender equality, economic development, environmental disaster management, governance, land and housing and shelter, basic services and infrastructure. Proposed interventions to each sub-section are presented in the context of broader development goals highlighted by Plano Para A Reducao da Pobreza Absoluta II, United Nations Development Assistance Framework and the Medium Term Development Plan.

## IMPLEMENTATION ARRANGEMENTS

### KEY PRINCIPLES

UN-HABITAT will implement its projects with its partners by providing technical, administrative and managerial assistance. At the national level, the preparation and implementation of projects will be done with the full participation of a national counterpart, which will vary depending on the main theme of the project.

Modalities for implementation are multiple, in some cases larger components will be managed by the agency (where local capacity is not well developed or available) and in others, by local institutions and national staff, strengthening and reinforcing national capacity.

Agreements of Cooperation with non-governmental organisations and non-profit organisations will be encouraged. Joint programmes (i.e: Environmental Mainstreaming and Adaptation to Climate Change) and disaster risk reduction and emergency preparation will have a different coordination mechanism for implementation. One UN agency will play the lead role assuming core coordination responsibility and for each project activity a lead agency will be chosen based on the comparative advantage of each technical agency. One or more United Nations agencies might intervene in the implementation of an activity. Each technical agency will manage its portion of the allocated funds.

Project Steering Committees will be created where required, otherwise tripartite meetings, during the project implementation period, will help in ensuring all partners are on board with the project implementation.

UN rules and procedures for the implementation of programmes/projects will apply and all payments from donor or UN-HABITAT sources will be authorised by UN-HABITAT through the United Nations Development Programme country office.

### INFORMATION

Most projects have a built-in component for publication and dissemination of technical and informative material. Conventional and non-conventional tools will be produced, such as games, posters, graphic documents, radio programmes, reports, publications and so forth.

The distribution mechanism will be selected on case-by-case basis, using local media, massive distribution, community channels and other outlets as required. UN-HABITAT and national web sites will also be used for information sharing.



## PROGRAMME FRAMEWORK

### RESULTS/RESOURCES BY THEMATIC COMPONENT

RESULTS/RESOURCES BY THEMATIC COMPONENT			
Expected Results	Objective	Key Partners	Resources (USD)
<b>HCPD component A: Urban Governance and Vulnerability Reduction</b>			
<b>Sub-Component I: Youth and gender in human settlements</b>			
1. Empowering Urban Women Entrepreneurs through Housing Development and Land Ownership	To empower urban women entrepreneurs and improve their living standards by increasing their access to and ownership of land and housing, housing upgrading or construction, employment creation, increasing income earning capacity and awareness to women's human rights.	MMAS	350,000
2. Activities of the UN-HABITAT GPI-GWA	To create conditions for supporting advocacy and the participation of the former president Joaquim Chissano, in his capacity of UN-HABITAT Good Will Ambassador in the WUF4, GC22 and other relevant events to the global or regional Human Settlements Agenda	FJC	75,000
3. Women empowerment for environmental management	To turn households as centres of environmental education through women empowerment for the rational use of natural resources, sustainability and health education.	MICOA ANAMM	300,000
4. Youth awareness and entrepreneurship initiatives	To promote youth empowerment through a Youth One Stop (Municipal) Shop and the implementation of demonstrative interventions for converting slum areas with particular political, cultural or sportive value into living museums and tourist attractions in order to move youth out of delinquency and enable income generation.	MIJUD, MEC, FJC, ANAMM	150,000
<b>Sub-Component II: Economic development and rural-urban linkages</b>			
1. Joint Programme for support to decentralization and integrated local development	To coordinate a sustainable implementation of different UN projects/programme in Mozambique in order to ensure efficient delivery of targets such as the contribution to the MDGs and the UNDAF through the enrichment of the different expertise of the different involved UN agencies.	UN in Moz, MPD, MAE, MOPH	500,000
2. Urban environment statistics and disaggregated data	To standardize the methodologies of surveying, compiling and disseminating statistic information and indicators in urban areas, by engaging Municipalities in producing and publishing regularly updated and dis-aggregated statistics.	INE, MICOA, ANAMM	800,000

## RESULTS/RESOURCES BY THEMATIC COMPONENT

RESULTS/RESOURCES BY THEMATIC COMPONENT			
Expected Results	Objective	Key Partners	Resources (USD)
<b>Sub-Component III:</b> Environmental disaster management and recovery			
1. Joint Programme for disaster risk reduction and emergency preparedness	1. To mainstream disaster risk and vulnerability reduction in national development plans and programmes, incl. development of policy and norms; 2. To strengthen Government and Civil Society capacities for disaster risk reduction (DRR) at central, provincial and local levels; 3. To set up a National Information System including Early Warning System, inter-sectoral information sharing and knowledge management for DRR.	INGC, MICOA	990,000
2. MDG-TF Joint Programme: Environmental mainstreaming and adaptation to climate change	To support the Government of Mozambique's efforts towards sustainable development through (i) mainstreaming of environment and climate change policies, and (ii) adaptation of human activities to climate change.	MICOA	1,180,000
3. Contingency for response activities to human settlements and environmental disasters and extreme climate events in Mozambique	To support the Government of Mozambique preparedness to implement environmentally sustainable assistance to communities at risk of unexpected natural disasters such as floods and cyclones; to plan in a participatory fashion resettlement and reconstruction process in close coordination with the UNCT, the academic sector and the NGOs community, to promote continuity between emergency and development interventions.	INGC	200,000
<b>Sub-Component IV:</b> Local urban governance			
1. Capacity Building for Local Participatory Planning, Budgeting & Gender Mainstreaming Programme	To strengthen municipal capacities/processes, training municipal staff, elected leaders and civil society in urban governance, local leadership, gender mainstreaming, local participatory planning, budgeting finance and accountability, and enhancement of NGOs and CBOs to perform their tasks more effectively and efficiently.	MAE ANAMM	700,000
2. State of Cities Report for Mozambique	To identify potential and constraints of the ten main Cities in Mozambique through a diagnosis that touches upon main governance, socio-economic and infrastructure characteristics of each city.	ANAMM	250,000
3. RUSPS II - Participatory Slum Upgrading Programme	To conduct regional capacity and policy seminars; To undertake feasibility studies in selected slum areas.	MOPH	100,000

## RESULTS/RESOURCES BY THEMATIC COMPONENT

RESULTS/RESOURCES BY THEMATIC COMPONENT			
Expected Results	Objective	Key Partners	Resources (USD)
<b>HCPD component B: Land and Housing</b>			
<b>Sub-Component V: Housing policy and Planning</b>			
1. Initiatives for strengthening human settlement policy and institutional framework	To take stock of UN-HABITAT normative role, global campaigns and land mark events to flag best practices, promote peer exchanges, quick assessment and raise awareness in specific matters. Main topics will be Housing Policy, Slum Upgrading Strategies, Integrated Municipal and Urban Development. Platforms to be utilized will be WHD 2008 and 2009, WUF 4, GC 22 and relevant national events.	MICOA MOPH	150,000
2. Sustainable socio-economic and urban development of Ilha de Moçambique	To support a sustainable socio-economic and urban development of Ilha de Moçambique through direct community involvement.	MEC; FAPF-UEM; Italian Co-operation	3,500,000
<b>Sub-Component V: Housing policy and Planning</b>			
1. Pilot regularization of urban land cadastre in Maputo, Manica and Nacala (RUSPS)	To set up simplified mechanisms for managing the use urban land and regularizing unplanned settlements. To entrust monitoring progress of informal settlements to local communities.	MICOA, MOPH	1,500,000
<b>HCPD component C: Slum Upgrading, Water and Sanitation</b>			
<b>Sub-Component VI: Shelter, basic services and infrastructure (water and sanitation)</b>			
1. Improving Water and Sanitation in Quelimane City	1. Strengthen the capacity of the City Council and of the community in WATSAN and slum upgrading projects; 2. Plan and implement activities for improving drainage and road systems efficiency; 3. Identify and apply sustainable solutions to facilitate access to safe drinking water; 4. Reduce sanitation risks by proposing innovative technology and improving hygienic conditions; 5. Set up an effective waste management system.	Municipal Council of Quelimane	300,000
2. Water for African Cities (II) for Mozambique	1. Promote pro-poor urban WATSAN governance through participatory approach; 2. Implement decentralization strategies to enhance monitoring & evaluation capacity at the local level; 4. Implement WATSAN interventions and awareness activities in slum areas.	DNA	1,500,000
3. Slum Upgrading and City Development Strategy for Nampula City	To contribute to poverty reduction of the population of Nampula City and surrounding areas through improved planning practices	Municipal Council of Nampula	400,000

## REQUIRED BUDGET

The table reflects the budget for the Mozambique UN-HABITAT Country Programme Document. The budget presents a sum of the programme for the three main thematic components covered in the Country Programme. The table displays funding over a 2-year period and highlights the secured versus the non-secured funding for each programme component presented

REQUIRED BUDGET						
Thematic Areas / Programme Components	Year 1 (USD)	Year 2 (USD)	Secured Funds (USD)	Unsecured Funds (USD)	Total (USD)	
<b>HCPD component A: Urban Governance and Vulnerability Reduction</b>						
A 1.1 Empowering urban women entrepreneurs	175,000	175,000	350,000	0	350,000	
A 1.2 Activities of the GPL-GWA	40,000	35,000	0	75,000	75,000	
A 1.3 Women empowerment for environmental management	100,000	200,000	0	300,000	300,000	
A 1.4 Youth awareness and entrepreneurship initiatives	50,000	100,000	0	150,000	150,000	
A 2.1 Joint Programme for Support To Decentralization And Integrated Local Development	200,000	200,000	400,000	0	400,000	
A 2.2 Urban environment statistics and dis-aggregated data	300,000	500,000	0	800,000	800,000	
A.3.1 Joint Programme for DRR and Emergency Preparedness	495,000	495,000	990,000	0	990,000	
A 3.4 Developing adaptive capacity of communities to climate change in the Limpopo Basin \$ #	500,000	1,000,000	0	1,500,000	1,500,000	
A 4.1 Capacity Building for Local Participatory Planning, Budgeting & Gender Mainstreaming Programme \$	400,000	300,000	700,000	0	700,000	
A 4.2 State of Cities Report for Mozambique	100,000	150,000	0	250,000	250,000	
A 4.3 RUSPS II, Participatory Slum Upgrading \$ ¥	20,000	80,000	100,000	0	100,000	
Component 'A' Total	2,960,000	3,885,000	3,720,000	3,275,000	6,945,000	
<b>HCPD component B: Land and Housing</b>						
B 5.1 Initiatives for strengthening Human Settlement policy and institutional framework	50,000	100,000	0	150,000	150,000	
B 5.2 Sustainable socio-economic and urban development of Ilha de Moç	1,500,000	2,000,000	0	3,500,000	3,500,000	
B 6.1 Pilot regularization of land cadastre in Maputo, Manica & Nacala	500,000	1,000,000	0	1,500,000	1,500,000	

## REQUIRED BUDGET

The table reflects the budget for the Mozambique UN-HABITAT Country Programme Document. The budget presents a sum of the programme for the three main thematic components covered in the Country Programme. The table displays funding over a 2-year period and highlights the secured versus the non-secured funding for each programme component presented

REQUIRED BUDGET						
Thematic Areas / Programme Components	Year 1 (USD)	Year 2 (USD)	Secured Funds (USD)	Unsecured Funds (USD)	Total (USD)	
Component 'B' Total	2,050,000	3,100,000	0	5,150,000	5,150,000	
<b>HCPD component C: Slum Upgrading, Water and Sanitation</b>						
C 7.1 Improving Water and Sanitation in Quelimane City †	300,000	0	300,000	0	300,000	
C 7.2 Water for African Cities (II) for Mozambique ††	700,000	800,000	1,500,000	0	1,500,000	
C 7.3 Slum Upgrading and City Development Strategy for Nampula City † ¥	200,000	200,000	0	400,000	400,000	
Component 'C' Total	1,200,000	1,000,000	1,800,000	400,000	2,200,000	
<b>Programme Management</b>						
Total Programme Management	283,000	263,000	256,000	290,000	546,000	
<b>GRAND TOTAL</b>	<b>6,493,000</b>	<b>8,148,000</b>	<b>5,676,000</b>	<b>9,115,000</b>	<b>14,741,000</b>	

Notes: \$ Represents a Regional Programme

† Shows Government co-funding

¥ Part of a larger programme

## BIBLIOGRAPHY

I Approved by parliament during its 2nd extraordinary sitting of July 1997, also reaffirmed in the new Constitution of the Republic of Mozambique, in force since 2004

II Formulated with technical assistance from the United Nations Centre for Human Settlements (UNCHS)

III Under the Security of Tenure and Policy Preparation Project and other initiatives UN-HABITAT has been assisting Government to formulate a housing policy document. Ownership and timing of the process is being entirely mastered by Government counterparts.

1 UNDP (2006), Human Development Report

2 UN-HABITAT (2006), Global Urban Observatory Report

3 Laws nr: 9/96; 2/97, of 18 February; 6/97, of 26 May; 7/97, 8/97, 9/97, 10/97 and 11/97, all of 31 May.

4 Approved by parliament during its 2nd extraordinary sitting of July 1997, also reaffirmed in the new Constitution of the Republic of Mozambique, in force since 2004

5 Formulated with technical assistance from the United Nations Centre for Human Settlements (UNCHS)

6 Under the Security of Tenure and Policy Preparation Project and other initiatives UN-HABITAT has been assisting Government to formulate a housing policy document. Ownership and timing of the process is being entirely mastered by Government counterparts.

7 UN-HABITAT (2006), Global Urban Observatory Report

8 United Nations Children's Fund (UNICEF), 2005

9 Formulated with technical assistance from the United Nations Centre for Human Settlements (UNCHS)

10 Under the Security of Tenure and Policy Preparation Project and other initiatives UN-HABITAT has been assisting Government to formulate a housing policy document. Ownership and timing of the process is being entirely mastered by Government counterparts.

11 Agenda 2025 - The Nation's Vision and Strategies (June 2003), page 105

12 PARPA II (pages 11, 63)

13 Report on the Millennium Development Goals – Mozambique, 2005 – page 40



## ACRONYMS

ADA	Austrian Development Agency
ADB	African Development Bank
ANAMM	National Association of Municipalities
BR	Boletim da República (Official Gazette)
CCA	Common Country Assessment
CDS	Sustainable Development Centre
CDS-ZU	CDS – Zonas Urbanas
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CP	Country Programme
CPAP	Country Pgm. Action Plan (UNDP)
CRA	National Council for Regulation of Water Supply
CSO	Civil Society Organization
CVM	Red Cross of Mozambique
CWS	Cities Without Slums
DANIDA	Danish International Dev't Agency
DINAFT	National Dir. for Land and Forestry
DINAHU	National Dir. of Urbanism and Housing
DINAPOT	National Directorate of Territorial Planning
DNA	National Directorate for Water Affairs
DNDA	National Directorate for Autarkic Dev't
EC	European Commission
FAPF-UEM	Faculty of Architecture and Physical Planning – E. Mondlane University
FCA	Government subsidy to Municipalities
FFH	Housing Fund
FIL	Fundo de Investimento de Iniciativa Local (Local Initiative Investment Fund)
FIPAG	Water Supply Assets Investment Fund
FJC	Joaquim Chissano Foundation
GBS	General Budget Support
GC	Governing Council (UN-HABITAT)
GEF	Global Environment Facility
GIDA	Interministerial Group for Municipal Development
GPI	Global Partnership Initiative
GWA	Good Will Ambassador
HCPD	Habitat Country Programme Document
HDI	Human Development Index
IFAPA	Institute for Training in Public and Autarchic Administration
IGF	Finance General Inspection
INE	National Institute of Statistics
INGC	National Institute for Disaster Mgmt
IOM	International Organization for Migration
LED	Local Economic Development
MAE	Ministry of State Administration
MCC	Millennium Challenge Corporation

MDG	Millennium Development Goal
MEC	Ministry of Education and Culture
MICOA	Ministry for Coordination of Environmental Affairs
MIJUD	Ministry of Youth and Sports
MINAG	Ministry of Agriculture
MMAS	Ministry for Woman and Social Affairs
MOPH	Ministry of Public Works and Housing
MPD	Ministry for Planning and Development
MTSIP	Medium Term Strategic Implementation Plan (UN-HABITAT)
NAPA	National Action Plan for Adaptation (to Climate Change)
NGO	Non Governmental Organisation
PADEM	Programme for Support to Municipal Development
PADM	Programa de Apoio aos Distritos e Municípios (Programme for Support to Districts and Municipalities)
PARPA	Plano Para a Redução da Pobreza Absoluta (PRSP Mozambique)
PDM	Municipal Development Programme
PROGOV	Programme for Democratic Governance
PRSP	Poverty Reduction Strategy Paper
ROAAS	Regional Office for Africa and the Arab States (UN-HABITAT)
UN	United Nations
UNCT	United Nations Country Team
UNDAF	UN Development Assistance Framework
UNDP	UN Development Programme
UNEP	UN Environment Programme
UN-HABITAT	United Nations Human Settlement Programme
UNICEF	UN Children's Fund
WATSAN	Water and Sanitation
WB	World Bank
WHD	World Habitat Day



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## 'DELIVERING AS ONE' OVERVIEW

Late in 2006, the UN Secretary-General's report on the recommendations of a High-Level Panel on UN system-wide coherence produced recommendations for implementing the 'Delivery as One' concept. Mozambique was officially designated as a 'Delivering as One' UN pilot country in January 2007. As part of the 'Delivering as One' initiative, Mozambique has put into place flexible aid modalities such as the Common Funds and General Budget Support mechanism that have allowed the United Nations Country Team to accelerate the implementation of country level reform activities. As a result, the United Nations Country Team has collaborated and functioned as one entity and communicates with one voice. Currently integrated in the extended UN Country Team via task forces and joint programmes, UN-HABITAT has the opportunity to bring its comparative advantage to the benefit of Mozambique. Since 2005, UN-HABITAT has been taking part in the preparation of United Nations programming instruments, particularly the United Nations Development Programme - Country Programme Action Plan, the United Nations Development Assistance Framework and more recently the 'Delivery as One' Joint Programmes and operational plan.

## EXECUTIVE SUMMARY

The Habitat Country Programme Document for Mozambique outlines the main objectives and priorities of UN-HABITAT. In collaboration with the government and other UN Agencies, the overall aim of this UN-HABITAT Country Programme Document is to promote the Habitat Agenda. UN-HABITAT plays an active role in urban development and urban policy. Through partnerships with various ministries, UN-HABITAT has assisted in identifying key urban issues and areas of support that can improve the urban situation in Mozambique. An analysis of eight key sectors include: institutional set up, vulnerability reduction, governance, urban planning, housing and basic services.

The Mozambique UN-HABITAT Country Programme Document provides an overview of the national policy context and the areas of intervention by the government in addressing its urban development challenges.

The multilateral programming instruments presented in the Mozambique UN-HABITAT Country Programme Document that help to guide national priorities and United Nations system priorities, are the government's 5-year plan (2005-2009), Agenda 2025, Plano Para a Redução da Pobreza Absoluta and the United Nations Development Assistance Framework.

Taking into account the United Nations Development Assistance Framework and other United Nations system activities, the country programme in Mozambique is currently formulating a strategy to approach the urban sector through the development of long-term development strategies. As a whole, the UN-HABITAT Country Programme Document presents a clear programme designed to guide UN-HABITAT's current and future work in Mozambique.



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