

DECENTRALISED COOPERATION TO DEMOCRATISE CITIES



URBANISATION AND ITS CHALLENGES: POVERTY, CLIMATE CHANGE, RESILIENCE AND CONSUMPTION ARE SOME OF THE DEFINING QUESTIONS OF OUR TIME

Cities are not just a geographical phenomena. The challenges related to accelerated growth processes and the complexity of urban systems very often exceed the capacities and skills of the political and technical teams responsible for managing them. **It is therefore fundamental to invest both funds and effort in to supporting local leaders who work to improve the quality of life in cities on a daily basis.**

DECENTRALISED COOPERATION

In an increasingly urbanised world, cities must be recognised as drivers of for change. And in this context, cities have come to recognise the value of sharing experiences and knowledge in order to optimise solutions and avoid repeating mistakes.

This is the current **scenario of development of Decentralised Cooperation**

Since its foundation, the strategic mandate of UCLG has been to support learning by promoting decentralised cooperation and international cooperation between local governments and their associations, and to foster peer to peer ties as a means of furthering mutual learning and understanding.

DONDO

MATOLA

MANHIÇA

United Cities and Local Government members are committed to decentralized cooperation, and have a long history of supporting solidarity and learning among local and regional governments the world round. With the City Future project initiated in 2007 with support of the ministry of Norway and the Cities Alliance, UCLG renewed opportunities to develop a South-South and Triangular peer to peer exchange that has become stronger throughout the years.

This project has particularly impacted on cooperation between Brazilian and Mozambican cities. UCLG, the Association of local authorities Mozambique ANAMM and the FRONT OF MAYORS Brazil FNP developed various initiatives by means of political coordination between municipalities and by identifying the significant needs of the cooperation. Within the aforementioned bodies project coordination agreements were signed, which also received logistical support and a technical interface between the cities from the project partner Architects without Borders – Catalonia (ASF-Cat) and academic support from the University of Lleida’s Càtedra UNESCO – Medium-sized Cities Network (CIMES) and University of Polytechnic of Catalunya. The project was financed by the European Union, the government of Norway, the Cities Alliance and the city of Barcelona.

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THE GLOBAL URBANISATION PROCESS

Urbanisation: city growth in terms of both population and territorial expansion

EVIDENCE OF CHANGE

* Source: UNHabitat



60% OF THE GLOBAL POPULATION WILL LIVE IN CITIES IN 2030

80% OF ALL URBAN GROWTH OVER THE NEXT 20 YEARS WILL TAKE PLACE IN AFRICA AND IN ASIA

URBANISATION PROCESSES ARE ASSOCIATED WITH:

-  * Diversified economies with more employment opportunities
- * Effective management of good quality services (water, sanitation, healthcare, schools, etc.)
- * Citizen participation in local government
- * The density and efficiency of planned urban areas may provide environmental benefits such as a lower consumption of resources, reduced waste, the optimisation of infrastructure and better waste management

BUT ALSO WITH:

-  * Growth that exceeds local authorities' planning and management capacities
- * Inequality and urban poverty
- * Concentrated consumption of resources: land, water, energy, etc.
- * Pollution, in the case of poor management or inadequate planning
- * A disconnection between humans and the natural and rural environments
- * Stress and less healthy lifestyles
- * A growth in the informal economy



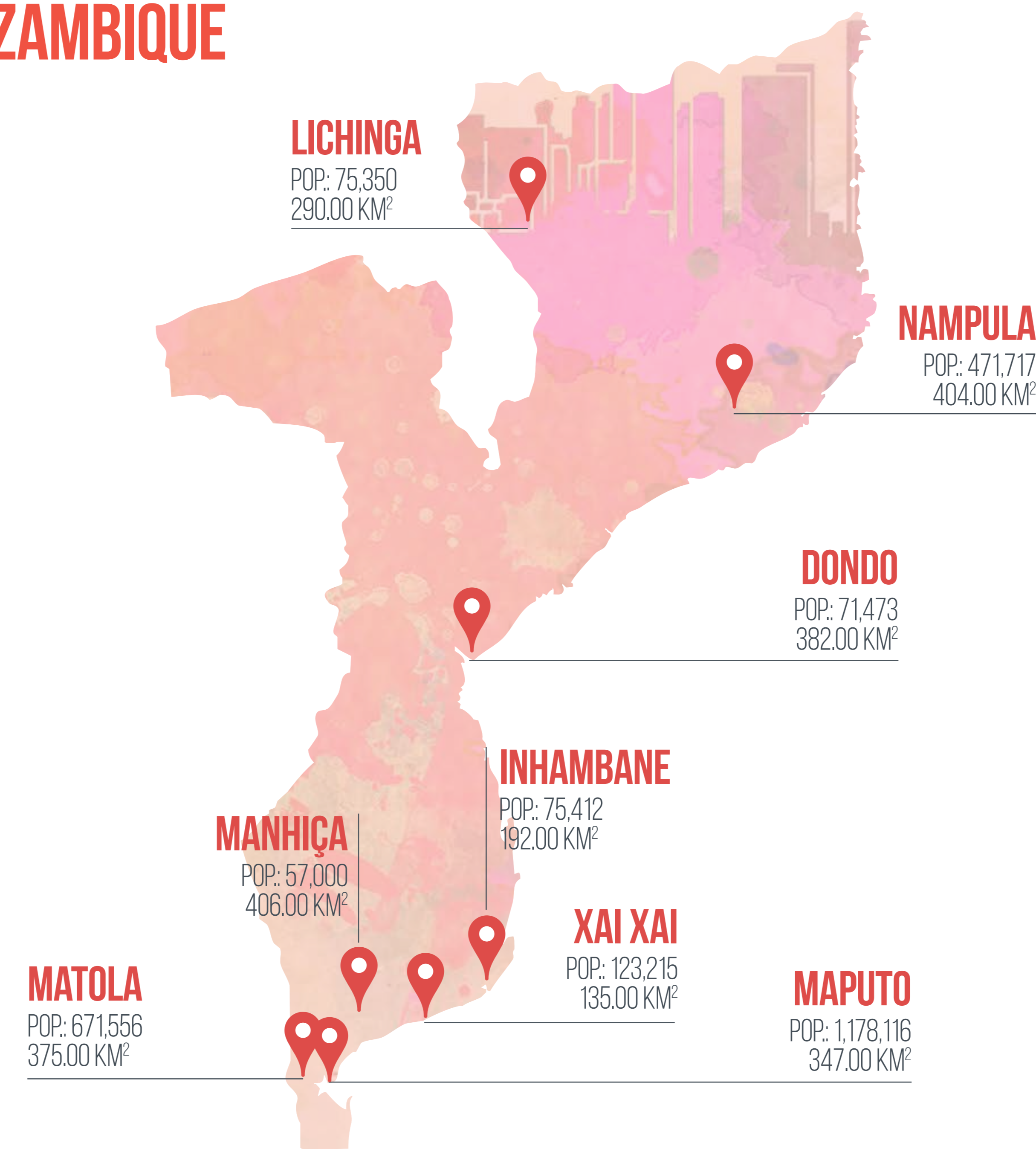
PROJECT CITIES



BRAZIL



MOZAMBIQUE



85%

URBAN POPULATION

(Brazilian Institute of Geography and Statistics [IBGE], 2010)

30/50%

INFORMAL URBAN DEVELOPMENT

(Betânia Alfonsin, 2006)

1.17%

RATE OF ANNUAL URBANISATION

(World Fact Book, 2015)

\$1,500

AVERAGE ANNUAL SPENDING PER CITIZEN

(this UCLG C2C project)

32%

URBAN POPULATION

(Mozambique National Statistics Institute [INE], 2015)

75%

INFORMAL URBAN DEVELOPMENT

(UN-Habitat, 2007)

3.27%

RATE OF ANNUAL URBANISATION

(World Fact Book, 2015)

\$30.00*

AVERAGE ANNUAL SPENDING PER CITIZEN

(World Fact Book, 2015)

* fifty times less than that spent in Brazil

SHARED CHALLENGES



URBAN POVERTY AND INEQUALITY

The histories of both Brazil's and Mozambique's cities are characterised by social inequality, perhaps as part of their colonial legacies. Majority of the low income groups and most socially-vulnerable live in the most deprived areas of these cities, which often lack basic services such as drinking water, sanitation, electricity, transport and public spaces.



PROJECT TO IMPROVE THE CAPACITIES OF LOCAL AUTHORITIES IN BRAZIL AND MOZAMBIQUE

AS ACTORS OF DECENTRALISED COOPERATION

DESCRIPTION

The project aims to improve the development and management capacities of eight municipalities in Mozambique and six in Brazil, and also as well as of two Local Government associations (the Mozambican National Association of Municipalities [ANAMM] and the Brazilian National Front of Mayors [FNP]), through initiatives involving the exchange of good practices, institutional training and networking with Local Authorities (LAs).

SPECIFIC AIMS



To improve the **institutional capacities** of Local Authorities (LAs) to manage development



To **consolidate** the role of Local Authorities as agents of South-South decentralised cooperation



To **consolidate networking** among Local Authorities through Local Authority Associations

ACTORS

UCLG. THE GLOBAL NETWORK OF CITIES, LOCAL AND REGIONAL GOVERNMENTS

UCLG AFRICA

ARCHITECTS WITHOUT BORDERS

UNIVERSITY OF LLEIDA

WITH THE FINANCIAL SUPPORT OF

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CITIES ALLIANCE

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BARCELONA CITY COUNCIL

PROJECT ASSOCIATIONS

ANAMM. MOZAMBIKAN NATIONAL ASSOCIATION OF MUNICIPALITIES

BRAZILIAN NATIONAL FRONT OF MAYORS [FNP]





THINKING THE CITY: URBAN PLANNING

BRAZIL ● MOZAMBIQUE ●

DESCRIPTION

According to the Brazilian Constitution of 1998, the **Plano Diretor** serves as a **basic tool in the development of urban expansion policies**, and is mandatory for: municipalities with over 20,000 inhabitants, municipalities located in metropolitan regions, conurbations and areas of special tourist or environmental interest. Mozambique is currently developing planning tools similar to those used by its Brazilian partners, such as those defined by the **“Land-Use Planning Law”** (2008). This law allows and obliges local authorities to plan growth and expansion and to define their services.



SIMILARITIES

- SPONTANEOUS OCCUPATION** in sensitive areas
- ACCELERATED GROWTH** in cities in recent years
- PLANO DIRETOR, PLANO DE ESTRUTURA (PEU);** land management and planning tools
- LEGISLATION** on land use
- IMPOSING** mega-projects
- ABSENCE** of laws on urban resettling
- Plot **OCCUPANCY RATE**



DIFFERENCES

- Land is property of
 - PRIVATE
 - STATE
- Concession areas of (m²)
 - 125
 - 450/1500
- Percentage of informal urban development
 - 20%
 - 80%

Source: Nampula Report, 2013



REQUIRES

Government commitment: a clear definition of the tools and circumstances required for citizen participation and also the technical training and financial resources needed to develop and implement the plan.

RESULTS

Better use of the urban territory, defining a proposal for each area that meets the needs of both the government and the local community. The definition and classification of land uses, producing financial resources derived from planned urban development (licences and regulations) as well as taxation, in accordance with existing land rights.

PARTNERSHIPS WORKING ON URBAN PLANNING

GUARULHOS NAMPULA

Assistance with the revision and development of plans

Improving the management of the use of urban land by implementing and updating a *Cadastro Inclusivo*

BELO HORIZONTE MAPUTO

Contributing to the implementation of the Spatial structural plan for the Municipality of Maputo

Application of integrated and participatory methodologies and interventions to deal with informal urban development within the city

VITÓRIA XAI-XAI

Promoting technology transfers and fostering civic participation and the integration of the wider community

Training managers and experts to promote greater participation in the design of local development plans



GETTING TO KNOW THE CITY: THE CADASTRO INCLUSIVO

BRAZIL ● MOZAMBIQUE ●

DESCRIPTION

The *Cadastro Inclusivo* gathers important land, social and tax data for access and management by local governments in order to add value to analyses and decisions on **land policies**.

The concept of a “Cadastré” has evolved in Brazil over the years across three different levels. It originally focused on **tax revenue**, therefore collecting data on the economy and land use. **Legal data** was included later (on property and insurance, for example) to facilitate analyses on land use. Finally, the concept was expanded to include **social data** (social and environmental inclusion), with this added to the information already collected, and resulting in an **integrated planning tool**.

PARTNERSHIPS WORKING ON URBAN PLANNING

MARINGÁ MANHIÇA, LICHINGA

Asses sing the cadastre to integrate physical and financial registers

Improving the management of the use of urban land by implementing and updating the *cadastro inclusivo*



SIMILARITIES

THE CADASTRE IS A TOOL for land control.



DIFFERENCES

The cadastre is

INTEGRATED

It's the responsibility of each individual/institution to search for the information required

NON-INTEGRATED

Each institution has its own system

The cadastre is managed by

EACH SECTOR MANAGES ITS OWN

MUNICIPALITIES

Concept of the cadastre

LAND AND SOCIAL

LAND

Purpose

MUNICIPAL PROPERTY TAX (IPTU) AND POLICIES

TAXES

Source: Nampula Report, 2013



Source: Base Study developed by Articulação Sul, 2013, adapted from Erba, 2005. Our translation.



REQUIRES

Investment in qualified staff, technology and urban research. Development of a political strategy to ensure requests for information are clear and accessible to the entire population, and that there is no doubt as to why the government collects data and how it performs the tasks involved with such a collection.

RESULT

An accurate knowledge of urban areas and social realities, paving the way for the development and implementation of well-structured social and tax policies.

The existence of this type of register will also result in strategic management, as it will facilitate communication between the various municipal departments.



DECIDING WITH THE CITIZENS: PARTICIPATORY BUDGETING

BRAZIL ● MOZAMBIQUE ●

DESCRIPTION

A tool for the city's democratic management, directly linked to budget management and characterised by a process of debates, public hearings and consultations on proposals for applying the municipal budget resources.
The Participatory Budget is a management and urban planning tool and is therefore directly linked to other municipal planning tools.



SIMILARITIES

Both cases involve community participation in the budgeting process



DIFFERENCES

DECENTRALISED Financial and patrimonial autonomy	CENTRALISED
Budget source EACH SECTOR GENERATES ITS OWN	Budget source MUNICIPALITIES
PERMANENT SOCIAL INCLUSION	THE POPULATION IS NOT INCLUDED IN THE PLANNING PROCESS
(SIGNED) AGREEMENT to ensure the continuity of activities	LACK of continuity of activities and supervision



REQUIRES

Government commitment.
Technical knowledge and skills in the development of the instrument and the monitoring processes.
Monitoring the performance of the departments responsible for the budget implementation.

RESULTS

A participatory democracy that therefore directs the budget toward initiatives by means of consensus with the population.
Ample understanding of the need to prioritise investments according to budget limitations.

Source: Nampula Report, 2013.

PARTNERSHIPS WORKING ON URBAN PLANNING

PORTO ALEGRE INHAMBANE

Establishment of a community debating dynamic in the process of defining priorities, followed by the consolidation of work according to decisions taken

CANOAS MATOLA

Training on participatory budgeting, assisting in the planning and launch of the first budget cycle in Matola

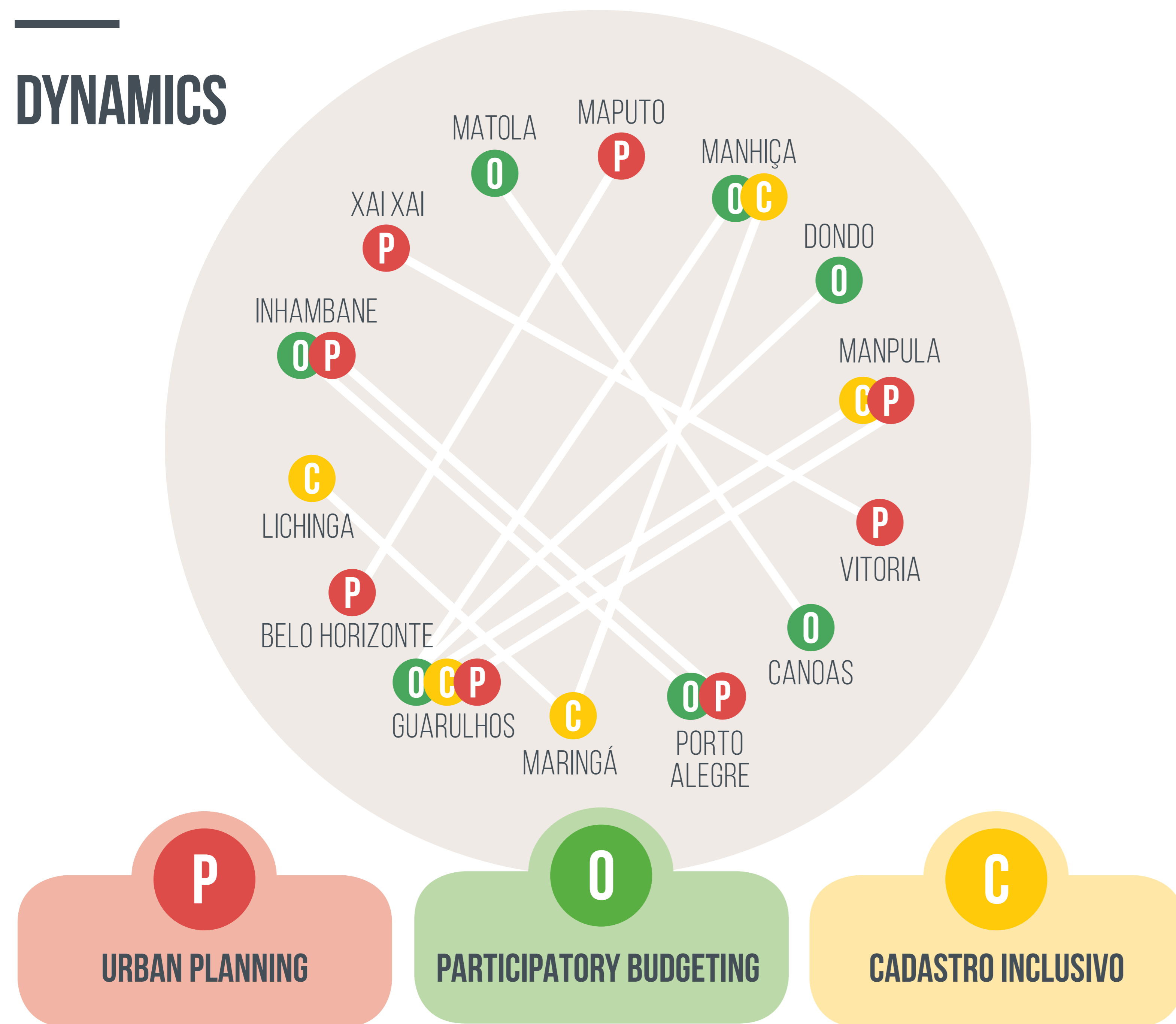
GUARULHOS DONDO

Encouraging exchanges between the cities in order to strengthen public policies with social participation



PARTNERSHIPS: DYNAMICS AND METHODOLOGIES

DYNAMICS



METHODOLOGIES

01

Develop diagnostics and identify needs

02

Identify similarities and differences

03

Define priorities and transferable knowledge

04

Develop a work plan mutually, defining results and allocating roles

05

Exchange practices and instruments according to the selected themes

06

Assess the results, gauge the time periods involved and the effectiveness of the tools of the exchange (reformulation/adaptation)

NOTES ON METHODOLOGIES:

- **Constant** involvement from political and technical actors.
- Technical experts implement work plans and agreements and monitor progress by means of in-situ **technical missions** and long-distance communication.
- The associations ensure communication and alignment with the political agenda of the South-South cooperation in the various cities.
- **Technical support** is provided by ASF (in Mozambique) and by UCLG to its partners in order to guarantee the definition of technical results, documentation and dissemination.





LEARNING AND REFLECTIONS

Innovative South-South city-to city and association-to-association **decentralised cooperation methodology** in conjunction with various actors such as NGOs, academia and other related institutions

The success of the initiatives meant that trust grew between the **actors involved and the cooperation partners** (the EU and other financial collaborators)

Positioning of the FNP and ANAMM as **mobilisers of decentralised cooperation** and to defend the importance of including the involved municipalities in international cooperation

Deepening of **knowledge on urban development** in both countries

Effective exchange by engaging the Brazilian and Mozambican experts in order to support and give continuity to cooperation initiatives

Bringing together academic institutions and local authorities and consolidation of knowledge mobilised by the project in academic curricula

Mobilisation and political commitment by Brazilian mayors and Mozambican municipal presidents



“If you want to go fast, go alone. If you want to go far, go together.”

- African Proverb -

We would like to express our gratitude to all of the partners and municipalities involved for the example set and the knowledge made available in the aim of improving and strengthening municipal administration.



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Brazil and Mozambique as Actors of
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DECENTRALISED COOPERATION TO DEMOCRATISE CITIES



WITH THE FINANCIAL
SUPPORT OF:

