
DECENTRALISED COOPERATION TO DEMOCRATISE CITIES

PROJECT TO IMPROVE THE INSTITUTIONAL CAPACITIES
OF LOCAL AUTHORITIES IN BRAZIL AND MOZAMBIQUE
AS ACTORS OF DECENTRALISED COOPERATION





United Cities and Local Governments and our members are committed to decentralised cooperation, and have a long history of supporting solidarity and learning among local and regional governments around the world. **Members of UCLG are present in all world regions, organised into seven Regional Sections, one Metropolitan Section and one Forum of Regions. With over 170 associations of local governments as our members, UCLG represents more than 240,000 cities, towns, and local and regional governments. Through the City Future project initiated in 2007 with the support of the Ministry of Norway and 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 had a particular impact on cooperation between Brazilian and Mozambican cities. UCLG, the National Association of Local Authorities of Mozambique (ANAMM) and the National Front of Mayors of Brazil (FNP) have developed various initiatives through political coordination between municipalities, and by identifying the significant needs of the cooperation. Project coordination agreements were signed within the aforementioned organisations and logistical support and a technical interface between the cities were provided by our project partner Architects without Borders – Catalonia (ASF-Cat) and our academic partner UNESCO Chair's Intermediary Cities Network (CIMES) at the University of Lleida. The project was financed by the European Union, the Norwegian Government, Cities Alliance and the City of Barcelona.



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PREFACE

The role that cities play in countries with emerging markets must not be underestimated. In struggling against issues of poverty and driving for sustainable urbanisation, Brazilian and Mozambican cities have made a significant commitment to facing global challenges, often employing successful initiatives.

We, as the mayors of these cities, bear in hand global responsibilities and challenges, and we must administer and facilitate urban development in an accelerated and decisive manner. However, we must also prioritise our administrative duty to respond to the needs of the population, which, in accordance with democratic processes, entrust those they elect to improve the economy and use of space in their cities.

To optimise the learning process, local, political and technical leaders must implement solutions based on experiences that have overcome significant obstacles, and which contribute towards the creation of a better world. Our associations and networks should therefore not only promote a city's democracy and rights as theoretical concepts, but also through the exchanges of practical initiatives that may be applied on a daily basis.


The **Brazil–Mozambique Decentralised International Cooperation** is a project conceived to promote the consolidation of Local Authorities, to improve their institutional capacities, and to

enable them to work as actors in international collaboration. Advances in the management of local development in terms of effective governance, sustainability and participation to extend citizens' right to the city in these countries also fall within the scope of this cooperation.

We joined UCLG because we share the conviction that local governments are the main actors for sustainable development, and we need to ensure that the capacities of our cities and communities are developed to face new challenges. We are further convinced that the experiences and know-how accumulated through peer-to-peer exchanges not only benefit our cities and associations directly, but can actually provide useful inputs to our global positions and trigger changes in global policies.

Mauricio Lacerda
President of the FNP and
Mayor of Belo Horizonte

Tagir Carimo
President of ANAMM and
Mayor of the city of Pemba



The promotion of local democracy and solidarity is at the heart of UCLG's activity and is among the founding principles of the century-old movement that gave origin to the World Organisation.

The activities promoted by UCLG and our members respond to demonstrated experiences on how strengthening local government in any country strengthens the entire nation, as well as the global community, by ensuring more effective and democratic public policies.

Municipal international cooperation and decentralised cooperation, partnerships, twinning, international local government diplomacy, sister city links, and mutual assistance through capacity-building programmes and peer-to-peer learning are the cornerstones of a peaceful and sustainably-developed world.

Among the many positive outcomes achieved in this regard, the following results of the activities developed within the framework of this programme are worth highlighting:

- Increased dialogue among different spheres and actors of governments such as mayors, councillors and parliament members around enhanced democratisation and inclusive governance;
- Improved skills of managers and city administration in the use of urban management tools (Participatory Budgeting; Inclusive Cadastres: land, social and tax management; and Urban Planning);

- Establishment of participatory mechanisms to define priorities, and the creation of a network for learning in partnership.

South-South and triangular cooperation is very enriching, and we have learnt a great deal by enabling members from such different contexts to cooperate. As we face the adoption of the New Development Agenda, the hands-on experience of our membership will be instrumental to achieve the ambitious goals the international community has set.

Building on the positive experiences accumulated by our members and partners in this domain, UCLG will continue to offer a safe port where new ideas and methodologies can be tested, and where specific thematic learning circles and communities of practice are developed, addressing the concrete urgencies and interests of our members.

We hope this publication can serve as inspiration for the possibilities that open up when solidarity among peers, political will and expertise are combined.

We thank all partners and members for their immense commitment to local democracy by supporting this project.

Josep Roig
Secretary General of UCLG

A blue and white train engine is the central focus, with a woman in a patterned skirt carrying a basket of bananas on her head in the foreground. The background is filled with lush green trees.

01

INTRODUCTION

IT IS IMPORTANT TO RECOGNISE CITIES AS ACTORS OF DEVELOPMENT AT NATIONAL AND INTERNATIONAL LEVEL, THROUGH SOUTH-SOUTH AND TRIANGULAR COOPERATION

In a scenario marked by a reconfiguring of international relations, Brazil focused on forming coalitions, searching for new markets and strengthening its political and economic relations with the development and consolidation of new strategic partnerships.

Also with cooperation in mind, Brazil turned its sights to forming a comprehensive agenda of technical, scientific and technological cooperation with 37 African countries. On the global level, President Lula's government prioritised multilateralism, the development of a more assertive trade policy and a diverse range of South-South partnerships with large semi-periphery countries (South Africa, China and India).

According to data from the Brazilian Institute of Applied Economic Research (IPEA), from 2005 to 2009 the Brazilian government invested R\$3.2 billion (0.02% of the country's GDP) in international cooperation projects for the development of humanitarian, scientific-technological, economic, educational and technical aid.

In the case of Mozambique, on a local level, cities and towns saw the creation of Executive Councils in a context marked by a lack of human, financial and material resources and an unprecedented countryside-city exodus sparked by the war, which pressured and moulded the urban fabric across all of Mozambique's urban centres and human settlements. All of these factors combined to create cities with large populations and great economic, social and planning shortfalls.

In terms of cooperative arrangements developed between Brazil and African countries, a standout example is Brazil's role in the Community of Portuguese Language Countries (CPLP), characterised by the strengthening of the organisation's institutional structure and the promotion of technical knowledge in strategic sectors among other members of the group. In 2006, Brazil came to be represented by a Permanent Delegation and sponsored the Resolution adopted in 2008 on the "Reinforcement of Civil Society's Participation in the CPLP". Over a period of eight years, the community established regular meetings to discuss the main sectors of Public Administration in the eight member countries. Among the main areas of knowledge exchange were: human resource management, telecommunications, electoral cooperation, food safety, public health, administrative management, electronic governance and environmental education.

To complement these initiatives aimed at the joint development of countries with emerging markets, United Cities and Local Governments (UCLG), the National Association of Municipalities of Mozambique (ANAMM) and the National Front of Mayors of Brazil (FNP) established and coordinated the Brazil-Mozambique Decentralised International Cooperation project.



THE PROJECT'S AIM WAS TO IMPROVE THE MANAGEMENT OF LOCAL DEVELOPMENT IN TERMS OF EFFECTIVE GOVERNANCE, SUSTAINABILITY AND PARTICIPATION TO EXTEND THE POPULATION'S RIGHT TO THE CITY

Architects without Borders – Catalonia (ASF-Cat) and the University of Lleida's UNESCO Chair – the Intermediary Cities Network (CIMES) – provided logistical support and an interface between the cities, with the project funded by the European Union.

The idea behind the project was to unite actors by means of triangular cooperation. Decentralised Cooperation has been developed with the support of the participating cities and the European Union (EU) over many years with positive results. South-South Cooperation brings an innovative approach to the experience, focusing on empathy, knowledge and an understanding of what Brazilian cities have to add to the experience due to their particular contexts. The combination of Brazilian cities' experiences and expertise, European support and Mozambican leadership has proven to be particularly advantageous, making the partnership both highly appealing and relevant.

Initiated in January 2013 and finishing in June 2015, the project's aim was to improve the management of local deve-

lopment in terms of effective governance, sustainability and participation to extend the population's right to the city in both countries. The cooperation also aimed to improve the institutional capacities of Local Authorities to manage development, consolidating them as development agents on a local level and as actors of development on national and international levels in the sphere of South-South decentralised cooperation.

An assessment of the project's relevance must also take into account the process of decentralisation and the implementation of municipal policies and instruments for urban management practised in Mozambique. Although similar to the Brazilian method due to their recent use, municipalities in Mozambique are still somewhat limited in their legal, financial and technical capacities for reducing poverty and generating employment and income. However, even with the differences between the Brazilian and Mozambican policies that were natural and fully expected, there were key similarities between the two countries that produced beneficial cooperation for all parties involved.

02

PROJECT BACKGROUND AND OVERALL CONCEPT



THE PROPOSAL MADE TO THE EUROPEAN COMMISSION WAS BUILT UPON THE PREVIOUS EXPERIENCES OF THE CITY FUTURE PROJECT, FUNDED BY THE NORWEGIAN GOVERNMENT AND CITIES ALLIANCE SINCE 2010

THE TIMING AND FOCUS OF CITY FUTURE IN BRAZIL, MOZAMBIQUE AND THE PARTICIPATING INTERMEDIARY CITIES ENABLED THE PROJECT TO:

- ⇒ Harness the experiences of the City Future III Project to co-fund the project proposal to the EU
- ⇒ Highlight the relevance of the cooperation themes in terms of strategic planning and exchange with development partners and several of the interested cities
- ⇒ Maintain the momentum between the proposal, application, approval and launch



Before the official launch of the project in February 2013, various international missions and workshops were held in Brazil and Mozambique in which UCLG and UCLG-A, along with ANAMM and the FNP, discussed the project's themes and identified the relevance of knowledge exchange between the cities in both countries. A preliminary selection of cities was proposed by the associations according to the interest shown by the cities in continuing or initiating a decentralised cooperation process.

The results and goals of many cities participating in former phases of the project were achieved. The city of

Maputo initiated a learning agenda in a UCLG and ILO event on urban management and markets involving partner cities such as Porto Alegre, Belo Horizonte and Durban, as well as 11 Mozambican cities. The offer by some cities to lead and extend opportunities to other cities in Mozambique, particularly those of Maputo, Nampula and Dondo, boosted the dynamic and the impact on the municipalities' capacities and readiness to assume their role. Throughout 2012, bilateral international collaboration experiences were initiated or maintained between several of the associated cities: Xai-Xai and Vitória; Inhambane and Porto Alegre; Maputo, Belo Horizonte and

Durban, South Africa; Varzea, Paulista and Lichinga.

Furthermore, with the aim of deepening the collaboration in Mozambique, since 2011, UCLG, ASF and the UNESCO chair have applied the "base plan" basic mapping methodology with positive results in the cities of Lichinga and Manhiça, in collaboration with local municipal agents. Based on this context and the cities' interest in maintaining the exchange processes formerly initiated with their "partners", local authorities defined the areas of collaboration and the support of partnerships for the project by means of the associations.

ROLES AND INTERESTS OF EACH PARTNER IN THE PROCESS

UCLG's partnership with the **CIMES** (intermediary cities) network was established in 2010, mainly due to a mutual interest in the approach taken by the **UCLG Strategic Urban Planning Committee**, and the CIMES network. This voluntary partnership helped to promote the agenda on intermediary cities and planning instruments; however its resources were limited.

Through CIMES, the **NGO Architects without Borders (ASF)** also became interested in UCLG's work and vice versa. ASF saw the collaboration as an opportunity to provide technical support and assistance with project management. Shared visions were thus identified for application in Mozambique, and ASF's involvement led

to the NGO offering its support in the application process to the EU.

Mozambique's **ANAMM association** was identified as a key partner and beneficiary of the City Future project. The association has played a unique role in recent years as a catalyst for cooperation both for development and within local authorities, driving for expansion to all cities in the country and to bridge the gaps between Maputo and the rest of Mozambique's cities. The association has also worked with Cities Alliance, and nominated the project's beneficiary cities, employing criteria involving cities and towns of a range of sizes and across different regions in the country.



The association the **National Front of Mayors of Brazil (FNP)** began collaborating with UCLG's Strategic Urban Planning Committee at a training event in Durban, South Africa, which was attended by a variety of Brazilian cities. The FNP was particularly interested in developing international cooperation, as was Brazil as a whole, offering funding to such projects. The FNP thus called upon its most active members to participate, involving existing entities such as the National Forum for Municipal Mayors and International Relations Secretaries (FONARI), its Executive Office and political leaders active in the association in order to encourage Brazilian cities to cooperate with Mozambican cities.



An innovative methodology of **decentralised South-South cooperation** between cities and associations, in conjunction with several actors: NGOs, the academic sector and relevant institutions



CITY-TO-CITY COOPERATION METHODOLOGY

One of the project's strengths is the involvement of a range of actors. Politicians, technical experts and academics have different interests and fields of knowledge, as well as different capacities to hone these skills.

These actors were divided into two main groups according to their roles:

1. Facilitators. This group mainly refers to associations, organisations and academia: UCLG, ANAMM, the FNP and ASF. Universities also played a role in this group, assisting technical experts and providing knowledge acquired on existing concepts.

2. Implementors. Municipal officials and politicians committed to the partnerships. Along with specific dialogues between technical experts or politicians, this group worked as a team

so that technical leaders were able to try to share knowledge and request approval from politicians, and vice versa.

Building a support team

The first group was the main target in the introductory phase. The associations and partnerships focused their efforts and attention on collecting basic data and motivating municipal leaders. A support structure was established in order to ensure ongoing communication throughout the implementation phase. The role of the associations as promoters and facilitators of decentralised cooperations was also revised and addressed during this phase. From a methodological point of view, the focus was placed on the team's general formation and on the establishment of working parameters, as well as

on training, in the aim to reduce performance shortfalls.

Facilitating city-to-city learning

The implementation phase initiated after the seminar held in Nampula in August 2013 saw the confirmation of the partnerships and pairs of cities. Such groups also took the reins in organising the agenda, becoming directly engaged with the project.

As demonstrated by the partnership between Nampula and Guarulhos, planning instruments did exist, however all public planning required updating, being seen as impractical, due to the lack of implementation. The partnership helped the municipal council to approach all spheres of planning and build coherence into the planning for regions, municipalities, neighbourhoods and special areas.



The working methodology between the various pairs in the partnerships facilitated the customisation of recommendations in order to overcome the specific difficulties and challenges related to each place. Brazilian technical experts inspired confidence not just among their pairs, but also among the city teams.

METHODOLOGIES

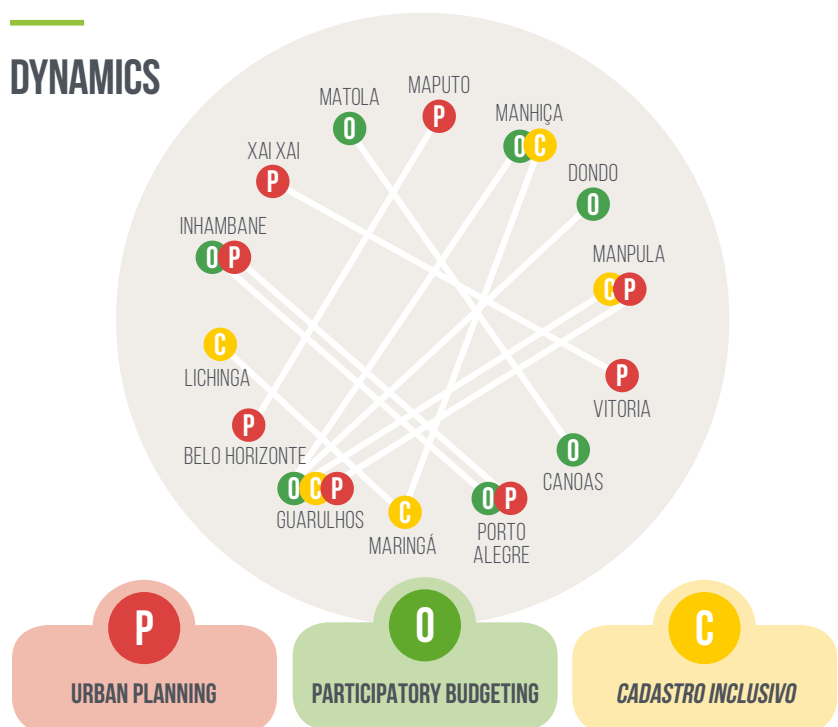


DURING THE 2.5 YEARS THE PROJECT WAS CARRIED OUT, SIX METHODOLOGICAL STAGES WERE IMPLEMENTED IN THE EXCHANGES BETWEEN PAIRS

The pair methodology was aptly described by Rene Souza, a technical expert from Porto Alegre: "I visited Inhambane after having been in contact with technical experts in order to monitor results and develop a mission. Once I arrived, we met with the mayor for 10 minutes in order to inform him of our plans. We then began working with technical experts for two or three days and confirmed what was to be



DYNAMICS





done, often writing it down in the form of official documents. We then went to meet with the mayor again, restating our plans and asking him to sign the document”.

Widening the network to include peer learning and the sharing of results

The project was characterised by extensive dialogue. As language sometimes serves as a barrier limiting involvement, the larger seminars were an opportunity to share information and make comparative analyses. The project cities participated in a seminar on the challenges faced by intermediary cities and solutions in Africa in Kwadukuza in June 2014, coordinated and co-financed by South African cities and city and regional associations. Another opportunity was provided by UCLG’s World Congress held in Rabat.

Bilateral relations in Brazil were also of utmost importance in motivating political and technical leaders and in developing a vision on where and how



far to proceed. Such meetings were organised and coordinated by Brazilian technical experts and supported by the FNP, which had prior experience of the reality in Mozambique. **During these visits, Mozambican delegations often involved more team members than the project resources were able to cover. On these occasions, the city invested its own resources to ensure the participation of key politicians and other public actors, such as national water and electricity companies.**

03

CONTEXT



THE COUNTRIES' POLITICAL, INSTITUTIONAL AND LEGAL CONTEXTS

BRAZIL

Brazil's urban development policy was first developed in the 1960s and 70s, with the 1963 National Seminar on Housing and Urban Reforms reflecting on possible demarcations of city growth (Ferreira, 2005).

These decades saw a strong focus placed on urban planning. *Planos Diretores* multiplied, but with no guarantee of a suitable direction for city growth, economic inequalities among the country's regions intensified.

In parallel, the government also promoted "private urbanisation". Despite the fact that this strategy had been successful among the middle and upper classes, it kept the rest of Brazil's citizens on the fringes of the city, living in precarious and vulnerable housing.

As a consequence of the reality described, cities expanded to become characterised by a concentration of infrastructure and services in a few areas and by densely populated, precarious suburbs, which had become increasingly cut off.

From an environmental point of view, this pattern of growth created an unsustainable [urbanisation] model, opening up new boundaries and permanently "expelling" the poorest populations from the areas controlled by the market, in an attempt to minimise territorial losses to the land use market by controlling the natural geography (Rolnik and Klink, 2009).

As of the 1990s, governments began to invest in urbanisation policies for precarious settlements, in a period coinciding with Brazil's redemocratisation process. The end of the 1980s and the beginning of the 1990s was a period characterised by intense debate in the country among civil society, political parties and governments on the role of

citizens and their organisations in city management, with these being organised in the **National Movement for Urban Reform (MNRU)**¹.

The regulation of the chapter on urban policy in the Brazilian Constitution did however take 13 years to be developed. During this period, the MNRU maintained strong pressure on Congress, seeking the approval of the draft known as the **City Statute**. This project became federal law in 2001.

The City Statute consolidates the principles of democratic management and cities' social function, establishing the guidelines and instruments for the development of urban policies.

The main objectives of this instrument are related to land inclusion and the reduction of inequalities in urban land present in the majority of Brazilian cities. The Statute emphasises the right to housing, urban services and access to regulated urban land for all citizens. In order to meet these objectives, the City Statute provides tools which must be regulated and implemented on a municipal level.

PLANOS DIRETORES MULTIPLIED, BUT WITH NO GUARANTEE OF A SUITABLE DIRECTION FOR CITY GROWTH, ECONOMIC INEQUALITIES AMONG THE COUNTRY'S REGIONS INTENSIFIED

¹ For further information on the history of the National Movement for Urban Reform, see publication "O Estatuto da Cidade Comentado", available at http://www.cidades.gov.br/images/stories/ArquivosSNPU/Biblioteca/PlanelamentoUrbano/EstatutoComentado_Portugues.pdf. The article by José Roberto Bassul entitled "Estatuto da cidade: a construção de uma lei" offers several interesting contributions towards a better understanding of the movement.

MOZAMBIQUE

The decentralisation process in Mozambique has been one of gradual implementation that began in the 1990s and is currently ongoing. In creating 53 administrative areas to organise citizen participation in the solving of problems in their communities, it aims to promote local development and further consolidate democracy in the country.

This process is enacted by local administrative areas, known as municipalities, as well as cities, towns and villages, which correspond to the headquarters of administrative posts or districts.

Land planning in Mozambique has also been under development since the colonial period, with restructuring taking place since independence in order to meet the priorities of the New State.

Two periods may be highlighted in the post-independence period:

Socialist period from 1975 to 1990

Upon independence in 1977, the **National Directorate for Housing (DNH)** was established by the **Ministry of Housing and Public Works (MOPH)**, with the aim of resuming their studies on the suburban areas in Lourenço Marques, the former name for the city of Maputo.

Multipartite period from 1990 to the present

With the introduction of the Constitution of the Democratic State in 1990, the institutions responsible for urban planning underwent alterations in order to fit the politics of the times, adopting a decentralisation of governmental power.

In 1995, the **National Institute of Physical Planning** was shut down and its functions were assumed by the **Ministry for the Coordination of Environmental Affairs (MICOA)** with the appointment of the **National Directorate for Land Planning and Management**, an institution which safeguarded physical planning activities



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LAND PLANNING IN MOZAMBIQUE HAS BEEN UNDER DEVELOPMENT SINCE THE COLONIAL PERIOD, WITH RESTRUCTURING TAKING PLACE SINCE INDEPENDENCE

in the country until 2014. Currently, with the new government, the structure has undergone alterations, with the MICOA being shut down and the creation of a **Ministry for Land, Environment and Rural Development**, which is still consolidating its structure.

On a local level and in light of the State Programme for the Reform of Local Bodies, Municipal Councils have been established in cities, towns and villages in order to ensure the development of urban planning activities in these areas. Since then, urban planning activities have been developed without legally established bases. It was only in 2007 that Law No. 19/2007 of 18 July was established, framing the Policy and Law on Land Use in Mozambique, followed

by the respective Regulation in 2008 and other complementary articles.

Brazil and Mozambique share a common factor contributing to the urban format of their cities, despite the fact that there are many significant institutional differences and gaps in resources. This common factor is the population's self-construction of the urban habitat and what might be known as the "informal city". In both cases, governments have developed new urban policies in order to improve human settlements.

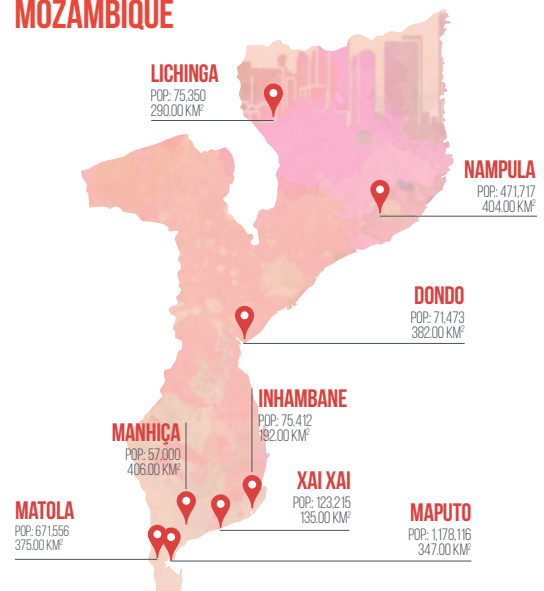


LAND AND URBAN MANAGEMENT ANALYSIS

BRAZIL



MOZAMBIQUE



This section aims to present a territorial and urban management analysis of the 14 towns participating in this project, six in Brazil (Belo Horizonte, Canoas, Guarulhos, Maringá, Porto Alegre and Vitória) and eight in Mozambique (Dondo, Inhambane, Lichinga, Manhiça, Maputo, Matola, Nampula and Xai-Xai). The main sources of data used were the project partners, the National Association of Municipalities of Mozambique (ANNAM), the National Front of Mayors of Brazil (FNP), Architects Without Borders (ASF) and city municipalities..

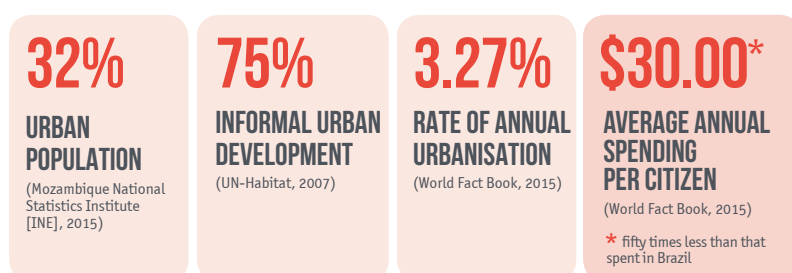
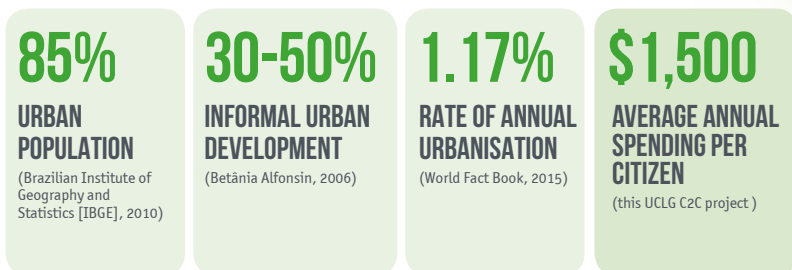
Urban networks in Brazil and Mozambique

According to the Brazilian Institute of Geography and Statistics (IBGE), 84% of Brazil's population is said to live in urban areas (2010)². A 2007 IBGE study entitled "Cities and Regions of Influence" (REGIC), defined the hierarchy of urban centres (5,570), delimiting the associated regions of

influence and facilitated a definition of networks throughout the various areas.

Mozambique's National Statistics Institute (INE) estimates the country's urban population to be around 32%³ (INE, 2015), however there is no single definition of what constitutes an "urban area" in Mozambique, with essential differences between the spatial unit of analysis and the levels of economic development of the area in question. This study used the definition set out by Law 19/2007 on Land Use, that defines urban land as "the entire area that falls within the perimeter of any legally instituted municipality, town or village (headquarters of administrative posts and localities)", and Decree No. 60/2006 that approves the Urban Land Regulation, which aims to "regulate the Land Law in terms of its system of use and exploitation of the land in the areas of legal towns and cities and human settlements or agglomerates organised according to an urban plan".





Size of urban centres and population densities

An analysis of the population living in the 14 municipalities under study demonstrates that the population of the cities in Mozambique is approximately 30% lower than the cities in Brazil. The population of 60%

of the cities analysed in Mozambique is less than 150,000, with the population of 25% of cities having between 150,000 and 1,000,000 inhabitants, and only Maputo with over 1,000,000 inhabitants. There are three main city

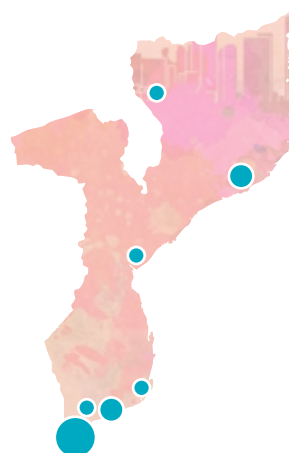
sizes in Brazil: the first with around 350,000 inhabitants, the second between 1,000,000 and 1,500,000 inhabitants, and Belo Horizonte with over 2,000,000 inhabitants.

LOCATION AND SIZE OF THE MUNICIPALITIES ANALYSED

BRAZIL



MOZAMBIQUE



POPULATION (INHABITANTS)

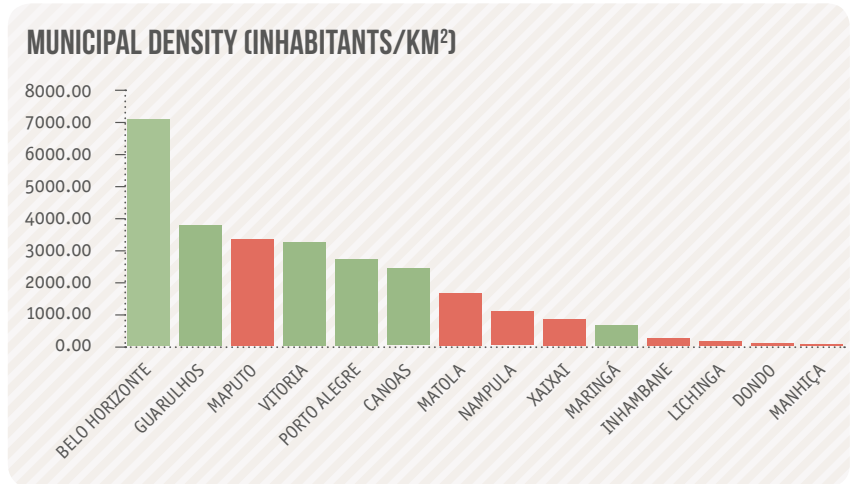


Source: INE and IBGE

²<http://7a12.ibge.gov.br/vamos-conhecer-o-brasil/nosso-povo/caracteristicas-da-populacao>. Demographic Census 2010, Brazilian Institute of Geography and Statistics.

³<http://www.ine.gov.mz/> Mozambique National Statistics Institute.

The municipal boundaries of the cities in this project are very similar in both countries (320km² on average), with the population densities in Mozambique significantly lower. It is important to note that the density of 75% of the municipalities in Mozambique is less than 1,000 inhab./km², while in Brazil the average density is 3,400 inhab./km².



Level of urbanisation of the urban fabric

Municipal boundaries encompass different types of urban forms and fabrics, varying from consolidated urban areas to peri-urban villages and

spaces with rural use, predominantly agriculture. The urbanised zones of the cities under study in Brazil occupy almost 70% of the municipal areas, while those

in Mozambique only occupy 40%. The following types of urban areas were identified:

CONSOLIDATED URBAN AREA (ZUC):

The city's most consolidated area of land use, with a structured network of streets and grids, generally with a marked densification of constructions of several storeys.

TRANSFORMATION/IMPROVEMENT AREA (ZMU):

Areas with more sparse land use, with plots still being taken over for use or a transition between the urban and the rural landscape, generally with informal settlements.

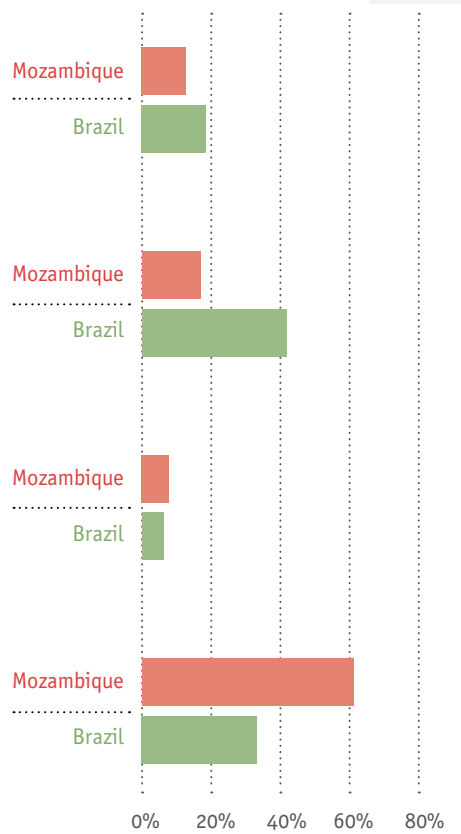
URBAN EXPANSION AREA (ZEU):

Areas classified by the General Municipal Plan or the *Plano de Estructura* according to their potential for urbanisation with buildings for future urban expansion. Infrastructure is generally minimal, however the plots are ordered.

ENVIRONMENTAL PROTECTION AREA (ZPA):

The network of free spaces and green areas. It is important to note that in the majority of municipalities in Mozambique, such areas are home to informal settlements and subsistence agriculture.

PERCENTAGE OF LAND USE (%)



Source: Our own work based on classifications by the Plano Diretor/Municipal Plano de Estructura

The development of infrastructure in cities improves the prospects for economic expansion, the population's quality of life and the preservation of the local environment. A functional analysis of the provision of public services and

infrastructures in the cities in this project demonstrates that access to and the provision of urban services is generally better in Brazilian cities, in which almost 100% of the population is served by all of the services analysed.

DRINKING WATER SUPPLY:

Water is fundamental to human life and a clean water supply is vital for health.

ELECTRICITY:

Efficient and accessible electricity services are necessary to guarantee sustainable development.

BASIC SANITATION:

A lack of adequate sanitation is a public health problem. Due to its impact on health and the environment, inadequate sanitation also has considerable implications for economic development.

TELECOMMUNICATIONS NETWORKS:

Access to the Internet and mobile phone networks is an indispensable tool for promoting equality and fostering the population's creativity, productivity and economic growth.

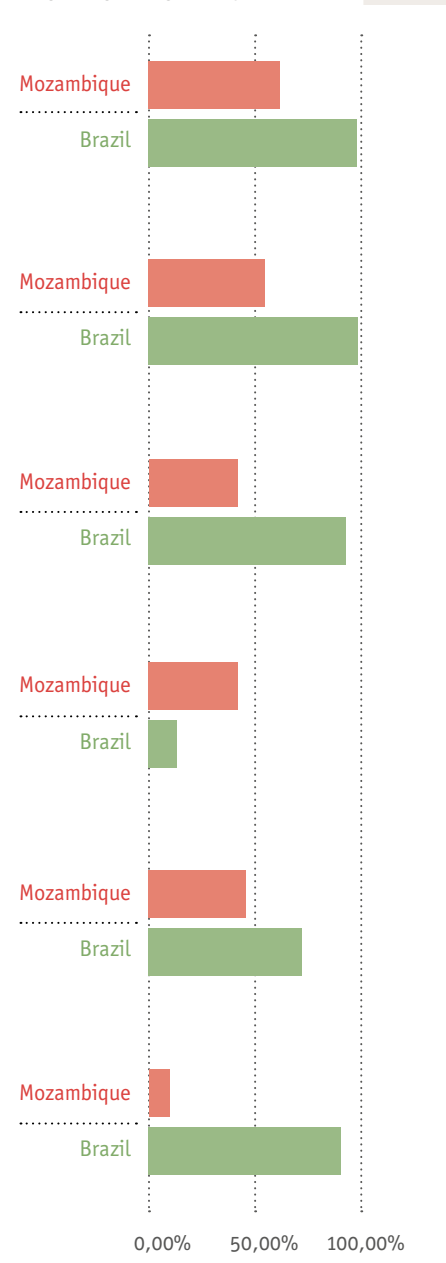
ROAD NETWORKS:

Formed by the main roads and streets that compose the urban networks.

PUBLIC TRANSPORT NETWORK:

Access to other systems based on public and non-motorised transport should be promoted in order to guarantee high-quality urban transport services.

PERCENTAGE REACHED (%)



Source: ANAMM, FNP, ASF and involved municipal councils.

Municipal organisation

The political and functional relations between these different government representatives and the respective bodies and officials from the local government that share the geographical space are varied, complex and constantly evolving. Effective coordination between the urban functions such as governance, urban planning, laws, regulations and institutional structures aims to ensure the city's prosperity. Decentralisation shifts the responsibilities to sub-national governments in order for them to be able to perform a more significant role in the development of cities.

The municipal structures in the cities under study are similar in number and type of offices/councils, as well as in the number of municipal councillors/secretaries, with this figure slightly higher on average in the Mozambican municipalities: 37,000 inhabitants,

compared with 30,000 in Brazil. If we compare the number of inhabitants per civil servant, however, we see that the average figure for municipalities in Mozambique is 10 times greater (800 inhabitants) than that for municipalities in Brazil (80 inhabitants).

Municipal spending

In Mozambique, the average spend per citizen in the municipalities

analysed is 30 times less than in Brazil (US\$900.00), with the difference due to the fact that health, education and water management are funded by the municipality itself in Brazil.

An analysis of municipal revenue demonstrates that none of the municipalities in either country generates enough resources to cover the costs of operation, suggesting their structural dependence on other forms of funding.

THE DEVELOPMENT OF INFRASTRUCTURE IN THE CITIES IMPROVES THE PROSPECTS FOR ECONOMIC EXPANSION, THE QUALITY OF LIFE OF ITS POPULATION AND ENVIRONMENTAL PROTECTION

REVENUE MADE:

Municipalities in Mozambique generate an average municipal revenue of 25%, while Brazilian municipalities generate 35%.

FEDERAL AND STATE TRANSFERS:

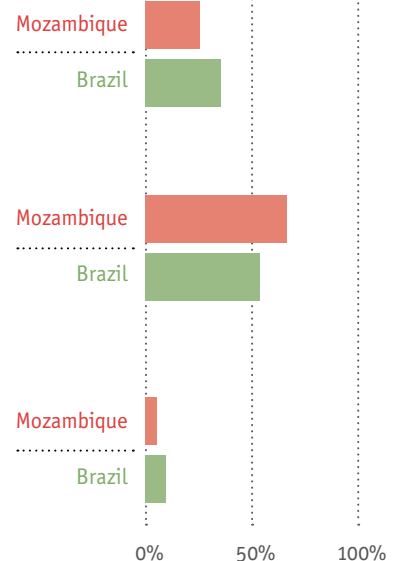
70% of municipal revenue in Mozambique is transferred from the state, while in Brazil the figure is 55%.

DONATIONS/OTHER:

Donations from other sources are less than 10% in both countries.

Source: ANNAM, FNP, ASF and involved municipal councils

PERCENTAGE OF DISTRIBUTION (%)



URBAN POLICIES IN INTERMEDIARY MOZAMBICAN CITIES: HDI ANALYSIS AT THE LOCAL SCALE

The EXIT group of the University of Catalunya (UPC) took advantage of the framework of the project promoting decentralised cooperation in Brazil and Mozambique led by UCLG in order to reflect on the Human Development Index (HDI) in Mozambique. Particular emphasis was placed on the situation of intermediary cities, their levels of technical capacity and the minimum requirements for a policy of effective decentralisation. In support of

the concept of the intermediary city, the following cities were studied: Maputo, Matola, Nampula, Xai-Xai, Lichinga, Manhiça, Inhambane and Dondo.

The strategy used for analysis primarily focused on population size. All of these cities, except Maputo, could be considered intermediary cities, but - as we shall see - size tends to clearly condition urban policies. Four categories were established:

Cities with between **50,000** and **80,000** inhabitants



Manhiça, Inhambane and Dondo

Cities with between **100,000** and **150,000** inhabitants



Xai-Xai and Lichinga

Cities with between **450,000** and **700,000** inhabitants



Nampula and Matola

Cities with over **1,000,000** inhabitants



Maputo

The position of these cities within the administrative structure of their respective countries was also a key factor, as was their distance from their national capital, as this peripheral factor has tended to condition their development.

The Human Development Index concept and how it is calculated for cities

The Human Development Index (HDI) is a measurement that summarises key dimensions of human development. It measures the average level of progress achieved by a given country with respect to three basic dimensions of human development:

- **Long and healthy life**
- **Access to education**
- **Decent standard of living**

This data about cities is based on Local District Statistics (INE, 2010) collected by Mozambique's National Institute of Statistics and relate to the year 2007. Most of these statistics come from the General Census of Population and Housing for the year 2007. This type of census is carried out at 10-year intervals. Although we have principally worked with cities, we have used data relating to districts because in six of the eight cities studied, the two administrative boundaries coincide.

In view of the lack of adequate data for the cities of Dondo and Manhiça, we have used data for their respective districts, making proportional adjustments to adapt the information collected to the proportions of their respective populations.

A methodology was then developed to obtain the HDI for Mozambique at the municipal scale and the respective HDIs for each of the eight cities that have been studied up to now.

Respecting the methodological structure of the HDIs obtained by the UNDP, the indicators available were selected for the municipal scale, which enabled us to obtain a better differential and comparative result and a Municipal Human Development Index (MHDI) for the whole of Mozambique.

Each of the different aspects of the HDI were then introduced and the indicators chosen were highlighted in each case:

- **Long and healthy life.** Life expectancy at birth.
- **Access to education.** As these indicators were not available, we used a combination of:
 - Level of illiteracy
 - School population aged between 6 and 13
- **Decent standard of living.** Although the indicator proposed by the UNDP for decent standard of living is expressed in monetary terms, for this study we did not have economic data broken down along these lines. We therefore

obtained a rough idea from the two following indicators:

- Homes possessing durable goods (radio, television, telephone, computer, car, motorcycle and/or bicycle).
- Homes with basic sanitary system.

In the case of the Index associated with long and healthy life, **the indicator of life expectancy** is the most relevant and provides standardised data. In the case of the Index of access to education, **the indicators of illiteracy and the school population** are key references in the majority of studies. In the final case, associated with the standard of living, it is evident that there is a **strong correlation between the variables related to the availability of durable goods and access to basic sanitation**, which are two of the indicators of easiest access and which correlate well with local GDP.



.....

IT IS POSSIBLE TO UNDERLINE THAT FOLLOWING A LOGIC IN WHICH THE GREATEST INEQUALITIES ARE FOUND ON THE PERIPHERIES OF THE LARGEST CITIES, THERE IS NO EVIDENCE OF A CLEAR POLICY FOR PROVIDING THEM WITH SUFFICIENT ADMINISTRATIVE RESOURCES (CIVIL SERVANTS AND TECHNICAL EXPERTS) TO DEAL WITH THIS SITUATION

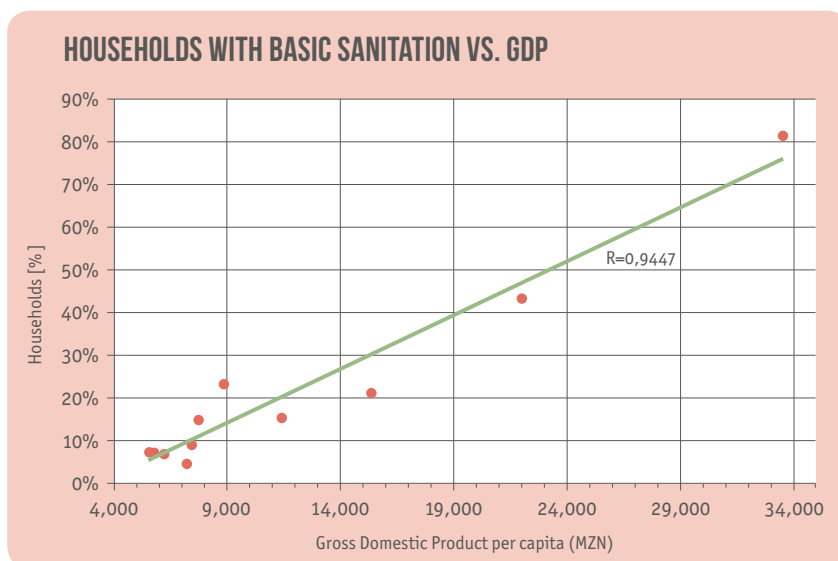


Figure 1. Correlation between the % of families with basic sanitation and per capita GDP. Source: Own data

Classification of the different indices according to the components of the HDI, population size and the distance from the national capital

Once the indices had been calculated (see fig. 2), we analysed the correlations between the different components, the size of the population and the distance from the national capital.

The municipal HDI was calculated based on the aforementioned indices; this made it possible to classify Mozambique's cities according to their level of human development within a scale adapted for this country:



It is generally held that the greater the size of population, the greater the HDI index and its component parts. We also analysed the disparities associated with distance from the national capital, Maputo.

City	MHDI	Health Index	Education Index	Standard of Living Index	Population	Distance from Maputo
Maputo	0.89	0.74	0.99	0.99	1	1
Matola	0.78	0.77	0.94	0.66	2	2
Inhambane	0.72	1.00	0.82	0.46	4	3
Xai-Xai	0.70	0.59	0.91	0.64	3	2
Nampula	0.54	0.79	0.54	0.37	2	5
Lichinga	0.43	0.73	0.39	0.27	3	5
Manhiça	0.29	0.63	0.48	0.08	4	2
Dondo	0.27	0.47	0.54	0.08	4	4
MOZAMBIQUE	0.21	0.63	0.10	0.15	–	–

Figure 2. Indices associated with the municipal HDI and the classification of cities based on their population and distance from Maputo. Source: Own Data

An initial analysis of the classification of Mozambique's cities based on HDI indicators, administrative structure and population shows that the HDI was largely determined by decent standard of living. As previously indicated, this can be measured by the ownership of property and access to basic sanitation. These were two key indicators for analysing strategic interventions in different neighbourhoods. On the other hand, we should highlight the low HDIs of the populations of Nampula and Lichinga, despite the size of their populations. In fact, it is evident that despite the general logic of "the larger the population, the higher the standard of living", these values were more conditioned by the greater distance from the national capital.

On the other hand, it is also necessary to highlight the high level of health index of the city of Inhambane. This city has been favoured by its tourism activity and by health programmes associated with cooperation projects; these have helped to improve its standard of living. In contrast, we should emphasize the low level of health found in cities like Xai Xai, Dondo and Manhiça. These are located near rivers with floodable plains and have a greater incidence of malaria.

From our analysis of the correlation between HDI and the organisation of the administrative structure (civil

servants/1000 inhabitants and number of technical experts) (see fig. 3), it is evident that the cities on the periphery of other large cities (such as Matola) and the cities on the periphery of the national territory (such as Nampula) have relatively low numbers of civil servants. In contrast, it should be highlighted that the cities with a greatest percentages of civil servants coincide with those that have significant political institutions: Planning in Maputo, Participative Budgets in Dondo, Tourism and Health in Inhambane and Land Register in Xai-Xai. Similarly, the Mozambican cities that have significant experience related to good practices in international cooperation have a large percentage of technical experts: Lichinga, Dondo, Inhambane and Xai-Xai. Along these lines, it is possible to underline that following a logic in which the greatest inequalities are found on the peripheries of the largest cities, there is no evidence of a clear policy for providing sufficient administrative resources (civil servants and technical experts) to deal with this situation.

It is also important to highlight the qualitative jump between the largest intermediary cities (Matola and Nampula) and those of a smaller size. Amongst these, it is possible to highlight the case of Xai-Xai which has been able to combine a good level of civil servants, good experiences in the field

of cooperation and an acceptable level of technical experts. The smaller cities and those located further from the national capital require specific policies. However, we cannot generalise when we discuss intermediary cities. There are different degrees of peripheral location: institutional, related to the level of municipal technicians, and related to a lack of specialisation.

In conclusion, it can be stated that within a policy that places greater emphasis on improving quality of life, there continues to be significant deficits in important cities that are located on the peripheries, whether of the metropolitan area (Matola) or of the national territory (Nampula). Furthermore, in the case of smaller cities (75,000-150,000 inhabitants), the improvements in quality of life have been very sensitive to the existence of cooperation projects associated with special programmes because the level and number of their technical experts is very basic. Only very proactive cities with high-level politicians and technical staff are able to receive programmes offering greater institutional innovation (Xai-Xai, Inhambane and Dondo). In intermediary cities, an urban policy must clearly differentiate between settlements of different population size and be capable of identifying technical experts who can carry out decentralisation plans that can really improve the quality of life of their inhabitants.

City	Inhabitants	MHDI	Distance from Maputo	Civil Servants	Civil Servants /1,000 hab.	High level technical experts	High level t. experts /1,000 hab.
Maputo	1,087,000	1	1	4,802	4.4	61	33
Lichinga	75,350	6	5	241	3.2	5	10
Dondo	71,473	8	4	258	3.6	4	2
Inhambane	63,867	3	3	218	3.4	3	13
Xai-Xai	116,343	4	2	327	2.8	5	35
Manhiça	56,700	7	2	122	2.2	1	3
Nampula	477,771	5	5	841	1.8	5	14
Matola	729,443	2	2	728	1.0	23	116

Figure 3. Indices associated with the municipal HDI, number of inhabitants and level of civil servants. Source: Own data



04

THEMATIC FOCUS OF THE PROJECT



LOCAL LEADERS MUST RESPOND TO THE POPULATION'S NEEDS AS WELL AS THOSE OF PUBLIC AND PRIVATE ACTORS WITH EFFICIENT MANAGEMENT OF URBAN DEVELOPMENT. NOT ALL MAYORS MAY APPLY THE SAME STRATEGIES OR IMPLEMENT THE SAME SOLUTIONS, SINCE THEIR POINTS OF DEPARTURE DETERMINING THE POSSIBILITIES FOR ACTION.

While the project was being implemented, we identified the following five elements as the “determining factors” of urban and land development management.



1 OPPORTUNITY

Urban growth responds to economic and social dynamics. When the macroeconomy undergoes shifts, cities become more attractive due to their connection to markets and services and employment in the service sectors, with the economic growth of a region reflected in more services and jobs in its cities. An example is the growth in the city of Nampula, related to mining activities and its location in the new economic corridor.

Rural populations also migrate to cities in flight from poverty or conflict and in search of basic and social services in the nearest city. The poorer the new population, the less the financial investment in the construction and real estate sectors, including informal urbanisation. Opportunities in cities are never the same, and empower the administration to initiate develop in a different way.

2 INSTRUMENTS

Instruments are tools that allow authorities and administrations to enact the roles and powers attributed to them. If a certain administrative board is responsible for land management, the instruments allow it to protect areas out of public interest, as well as to fund services, licences and rights to construction and use.

3 CAPACITIES

The administration's technical capacities are key to its efficiency and performance. Technical experts should be professionally qualified and able to work in teams, in order to optimise the use of instruments and manage growth and services. A geography expert using (georeference) instruments such as GIS should work alongside other technical experts in other fields, such as finance, for example, in order to apply geographical evidence to tax management and to the scale of investment. The leader's ability will help coordinate the team's work.

4 SPACE FOR POLITICAL DECISIONS

Decisions on development are based on technical evidence, although made in a political space. Investment in and consideration of vulnerable groups

should be decided under maximum transparency and according to political, social, environmental or competitive criteria. The interests of the "actors": the population, institutions and private actors should be taken into consideration.

- By means of decentralisation, the central government delegates planning, land management and basic services.
- Citizens, by means of democratic voting and dialogue processes, demand services and land use planning, expressing these needs to local authorities, as these are their closest representatives of public power.
- The private and investment sector needs an environment to act in and seeks favourable conditions for sustainable investment.

5 FUNDING AND FINANCING

Public funding for development is key to creating realities in the territory, particularly in developing countries, which are administered with a constant lack of resources. The search for funding may overlap with the other aforementioned factors. Private funding is related to opportunity; instruments that increase funding (licences) are prioritised, technical capacities come at a cost to municipalities (salaries) and investment interests dominate public debate.

In order to address and promote development, local administrations and authorities must consistently and comprehensively improve on these five factors.

In light of the decentralisation process and the evolution of the legislative system in Mozambique, cooperation between cities was focused on land planning instruments and development management. **Partnerships and peer learning between cities serve as a great opportunity for this integral development, not only influencing technical knowledge, but also political leadership.**

PROJECT TOOLS

Among the wide range of tools normally applied to urban planning and management were three socio-political instruments selected for this project and applied in the sphere of 14 cities in Brazil and Mozambique. These instruments were:

1

THE LAND MANAGEMENT POLICY: plans.

2

THE CADASTRO INCLUSIVO: a land, social and tax management tool.

3

PARTICIPATORY BUDGETING: a democratic tool allowing citizens to make decisions on public spending involving different budgets and types of land.

1.

LAND MANAGEMENT POLICY/PLANS

Plans are planning instruments that orient the different actors in an area of land during a government's term in office, listing the aims, challenges, policies and development programmes in an orderly fashion. They are not merely the result of the ways in which land development has evolved, but also a response to commitments acquired by local governments in their programmes.

Plans facilitate the making of decisions that guide a municipality's development. If an area of land has touristic potential, for example, the plan would allow the government to organise the area's retail or rural areas in such a way so as to identify recreational areas, or those featuring restaurants or educational or cultural spaces.

Base plans for identifying the use of the land are the strategic plans or urban plans that define the

land's structure, classifying it as urban and suitable or unsuitable for urbanisation, and defining the rights and responsibilities of the owners of each of the classes of land.

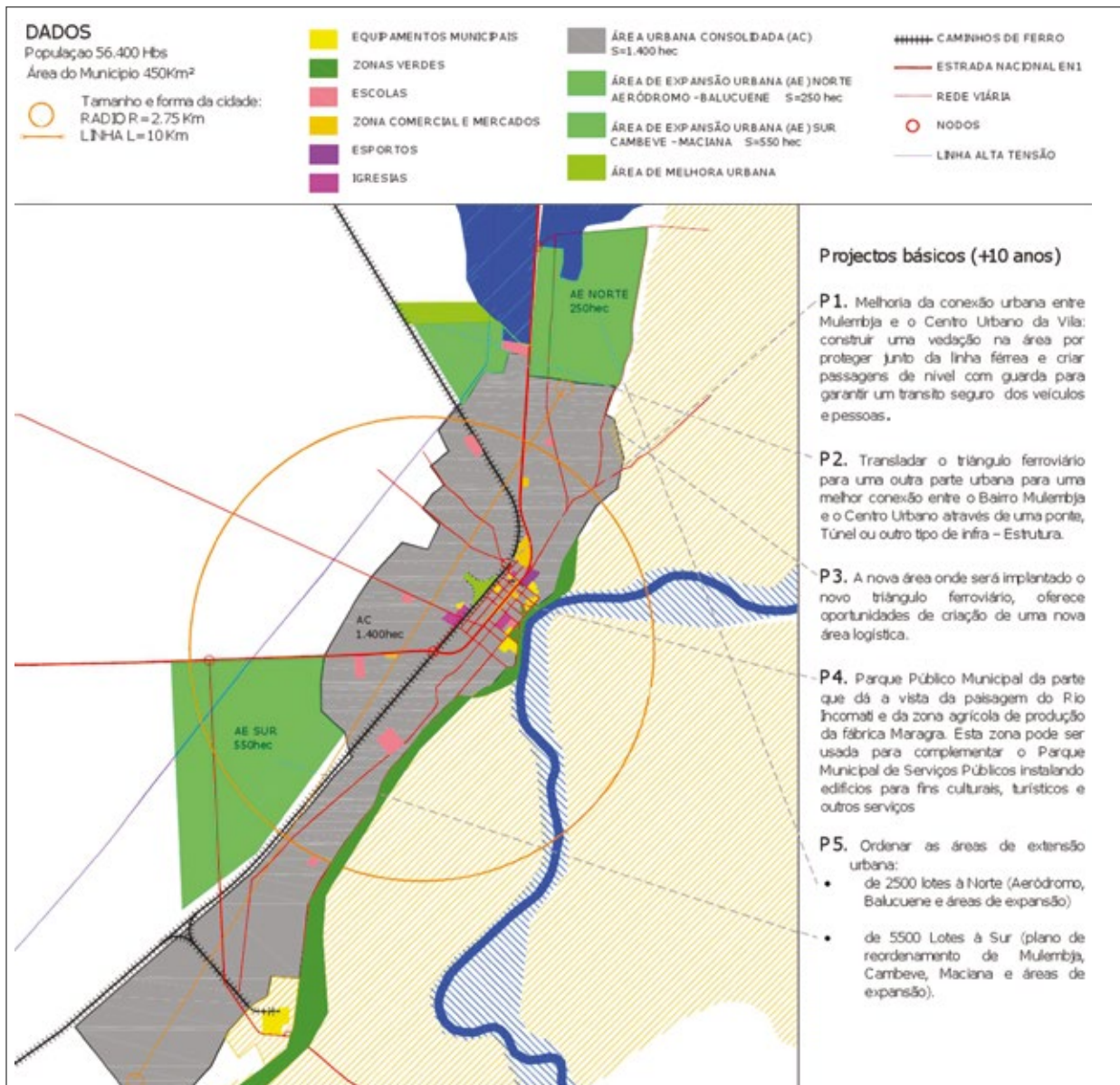
The project ties in with the processes of decentralisation and the strengthening of local governments in both countries and is closely linked to the process of building a democracy.

In Brazil, the regulatory framework is the first point of establishment of an urban policy oriented towards urban reforms, and introduces land planning and management tools. As well as



other management instruments and as outlined in the 1988 Democratic Constitution, a "*Plano Diretor*" is drawn up as the main tool for development, aimed towards development and urban expansion policies. It was created in order to introduce management tools for municipalities with over 20,000 inhabitants. The experience of local urbanisation policies and urban management would later pave the way for Law 10.257\01- "*City Statute*" which regulates the Participatory *Planos Diretores* (PDPs), rendering their use compulsory for municipalities located in metropolitan regions or areas of special touristic or environmental interest.

BASE PLANS FOR IDENTIFYING THE USE OF THE LAND ARE THE STRATEGIC PLANS THAT DEFINE THE LAND'S STRUCTURE.



Base Plan. Manhica - Moçambique

Mozambique has also developed a decentralisation policy using similar planning instruments known as the “*Plano de Estructura Urbana*” (PEU), “*Plano Parcial*” and “*Plano do Pormenor*”. The *Plano de Estructura Urbana* is the urban management tool used on a municipal level, establishing the entire spatial organisation of the municipality, the parameters and regulations for its use in light of the current land use, infrastructure and social facilities already in place or yet to be implemented in the municipality’s spatial structure.

The *Plano de Estructura* was introduced in the 1980s after Mozambican independence. Its legislative bases are the Land Use Legislation (LOT) from 2007 and the 2008 Regulation. The PEU is widely used across Mozambique’s municipalities; however its practical application indicates that the majority of municipalities still face challenges in its implementation. The *Plano de Estructura* requires active organisation and social participation on a local level in order for the process of land use to be authentic, legitimate and practical. Traditionally, plans were not particularly sensitive to the reality of urban areas,

THE PLANO DE ESTRUCTURA REQUIRES ACTIVE ORGANISATION AND SOCIAL PARTICIPATION ON A LOCAL LEVEL IN ORDER FOR THE PROCESS OF LAND USE TO BE AUTHENTIC, LEGITIMATE AND PRACTICAL

and therefore the *Plano de Estrutura Urbana* facilitates a determination of the uses for each section of land in the municipality (whether urban or rural).

The challenge facing the instrument's implementation is that not all municipalities have approved and/or updated it. The *PEU* is an instrument with a long-term vision that contributes to a physical re-organising of a municipality's land use according to economic, social and environmental development aims, in order to guarantee access to urban areas, as well as to recognise that all citizens have the right to urban services.

Direct collaboration in the project between the local authorities dynamised the land strategies, with their implementation in cities carried out using the instruments themselves, highlighting the importance of working with this combined vision seeking implementation across all scales to promote the development of the tools. Academic assistance was also provided to complement rather than to substitute the existing instruments, especially on urbanisation and strategic planning. The UNESCO Chair and the CIMES network's work on "intermediary Cities – Urbanisation and Development" applied a transversal and complementary method known as the Base Plan in the three project cities of Lichinga, Nampula and Manhiça. This plan intersects initiatives and projects over the physical base of each city to visualise and prioritise planning and management challenges. UPC also carried out analyses on development indices across different neighbourhoods in order to potentialise the *Base Plan*. Further, the University of Lúrio and UN-Habitat participated in the application of new methodologies, expanding the group both in the academic sphere and in terms of the cities that make up the Nacala corridor.



2. THE *CADASTRO INCLUSIVO* AND *MULTIFINALITÁRIO* AS INSTRUMENTS OF LAND MANAGEMENT AND CONTROL

The *Cadastro* is defined as a tool to guarantee the organisation of the geographical space aimed towards development, through knowledge of the land, by means of a physical, political, fiscal, local and legal description and its economic value. As instruments of land management and control conceived as a source of information, the *Cadastr*os are oriented towards providing a service to the municipality's community through initiatives in order to update the information to be gathered. These processes are built on Geographical Information Systems (GIS) and other systems such as Integrated Development Environments (IDE) that provide tools to collect, store, transform, analyse, manage and edit geographical data and cadastral information. The *Cadastro* uses the land registered and the urban unit as a basic entity, and cartography as an indispensable support. Not all *Cadastr*os are georeferenced however, particularly in Mozambique.

The inclusion of information that is social - and tax-based in nature in databases opens up the possibility for

later stratification of basic services and public investments that favour a reduction in poverty and promote equality. Data related to healthcare and employment must be assessed and managed by local governments in order to add value to the analyses and decisions made on land policies.

Applying a *Cadastro Inclusivo* entails guiding strategic municipal planning towards minimising social exclusion, according to indicators reflecting social inequality in the form of data and statistics.

The surveying of these indicators aims to strengthen democracy and consolidate the commitment between local authorities and the population, in order to resolve cities' problems and promote social inclusion.

In Brazil, the instrument has many dimensions, and is therefore said to be *multifinalitário* [multipurpose]. The concept has also evolved over the years, across three different levels. It originally focused on tax collection, thus collecting economic and territorial information. It then developed to reflect legal data (property, insurance, etc.) for purposes of land use analysis. Finally, the concept was developed to include social data (social and environmental inclusion), added to the information already collected, resulting in an integrated planning tool for holistic management.

This latest type of *Cadastro* is more efficient than the original, as it assists both urban planning and social and fiscal policies, which in turn facilitates the development of public investments focused on promoting social equality and reducing poverty, as well as on providing basic and social services based on evidence.

Mozambican legislation lacks a *Cadastro Único* or *Inclusivo*. The Land Law does however define the *Cadastro Nacional de Terras* as the total data required to: (i) define the economic-legal use of the land; (ii) define the types of occupation, use and exploitation, as well as assess the fertility of the soil, forests, water resources, flora and fauna, and areas used for mining or tourist use; (iii) effectively organise the use of the land, in order to protect and preserve it; and (iv) determine regions for specialised production. Yet this law lacks reference to the *Cadastro* for urban land, deferring requests to use and exploit the land to municipal councils for them to authorise and register.

In practice, there is a proliferation of different *Cadastros* with specific themes in Mozambique, known as *Cadastro de Terras Rurais*, *Cadastro das Cidades e Vilas*, *Cadastro Mineiro*, and *Cadastro de Contribuintes das Finanças*, ("cadastros" or rural land, towns and cities, mining and contributions to finance), among others. A shared feature of these *Cadastros* is the absence of a formal link between them, which sometimes leads to an overlapping in the attribution of Rights of Use and Exploitation, and can in turn result in conflict between the users of these services.

Land in Mozambique is the property of the state and may not be sold or otherwise disposed of, nor may it be mortgaged or subject to attachment. As a universal means of creating wealth and social well-being, all Mozambicans have the right to use or exploit the land,

however the conditions for use and exploitation of the land are determined by the state. Therefore if the *Cadastro* refers to the Right to the Use and Exploitation of the Land, it is linked to the application of the Municipal Property Tax (IPRA), provoking various tensions on a local level.

In large informal settlements in a city's municipality in Mozambique, *Cadastros* should also be linked to occupation of the land made in good faith, consolidated after three years have passed. This time period is short and very different to that established in Brazil. However, although the process is gradual, and involves tax registers rather than the *Cadastro Inclusivo*, *Cadastros* are being used in municipalities in Mozambique, despite limitations. In Brazil, on the other hand, they are a vital instrument.

With the experience in Maringá as a point of reference, the project created synergies with the *Cadastro Inclusivo* project, managed by Architects without Borders and funded by Barcelona City Council. This project strengthened the management of the *Cadastro* in the municipalities of Maxixe, Inhambane and Manhiça, developing a survey and pilot methodology in three neighbourhoods in the municipalities, with different characteristics. With this methodology, the municipalities and technical experts developed knowledge to improve the "governance and management of the *Cadastro*".

3. MANAGEMENT AND PARTICIPATORY BUDGETING

The Participatory Budgets (PBs) are up-to-date and applied instruments that play a vital role in participatory democracy in both countries. This instrument consists of involving citizens in the definition of priorities for public investments. This new perspective on citizen participation seeks to break with the tradition of decision-making being left to the exclusive realm of elected government officials and technical experts.

Participatory budgets were first developed in Brazil at the end of the 1970s, with the country still under a military dictatorship. Several Brazilian municipalities managed to foster debate on municipal budgets with the population. These experiences were not however particularly visible or long-lasting, due to the political context of the time.

The 1988 Constitution established democratic management systems across various fields of Public Administration, as well as participatory planning (Art. 29, XII).

Supported by this legal framework, and continuing local participatory initiatives, **the municipality of**

APPLYING A *CADASTRO INCLUSIVO* ENTAILS GUIDING STRATEGIC MUNICIPAL PLANNING TOWARDS MINIMISING SOCIAL EXCLUSION ACCORDING TO INDICATORS REFLECTING SOCIAL INEQUALITY IN THE FORM OF DATA AND STATISTICS



Porto Alegre adopted a Participatory Budget as an instrument for public management in 1989, during the first term of the Workers' Party (PT). This experience has been internationally recognised as the framework for the instrument's implementation, becoming a reference point for other progressive administrations in Brazil and abroad.

Montevideo (Uruguay), for example, adopted a practice based on the Porto Alegre model in the 1990s, and other cities, including in Europe, have included a PB in their governmental programmes, mainly after the World Social Forum of 2001. Generally speaking, there are many advantages to implementing a Participatory Budget, as it represents a new governmental approach based on transparency,

co-management, leadership and empowerment for the community, along with active citizenship and civic education.

The evolution of participatory budgeting in Mozambique has become confused with the country's process of creating administrative areas.

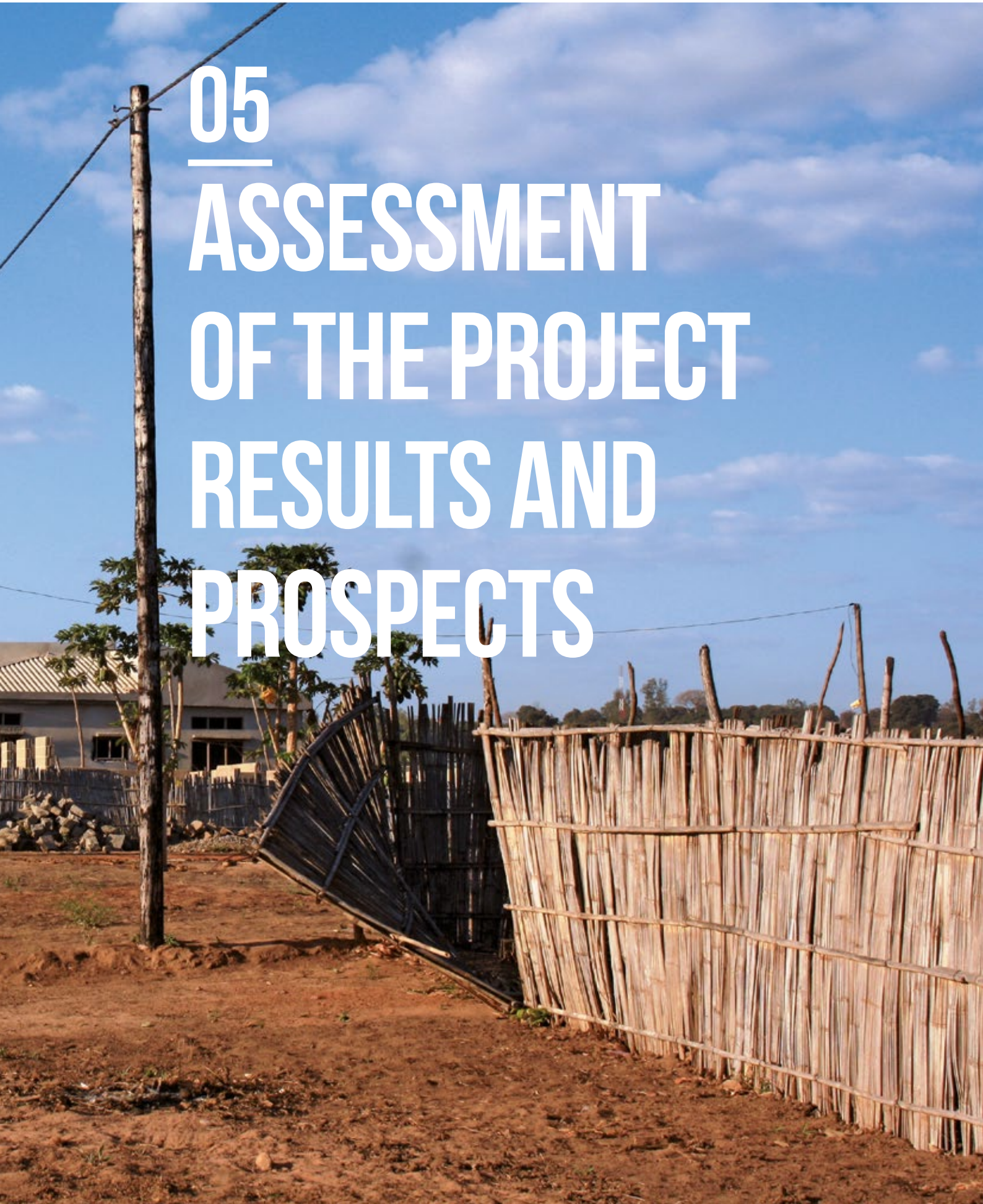
Reflecting a gradual evolution, literature points to the city of Dondo as a pioneer of participatory budgeting, taking its first steps after the institutionalisation of the administrative area in 1998, with institutional support from the Swiss Agency for Development and Cooperation.

The results of this process quickly became clear, with budget increases

for infrastructure projects identified by the community, such as roads, drainage channels, markets, fountains and improvements in the neighbourhoods' land use. Given the positive impact of the PB on Dondo's quality of life, it quickly spread to other municipalities across Mozambique, with even the capital Maputo referring to a PB to prioritise funding for investments in its neighbourhoods, as well as those in other cities such as Inhambane and Matola, which today chairs the Presidency of the International Observatory on Participatory Democracy (IOPD).

05

ASSESSMENT OF THE PROJECT RESULTS AND PROSPECTS



PARTNERS' EVALUATION OF THE PROGRAMME

It is a great honour and privilege for us to be present in this international space in which cities and municipalities have come together through the impact of the friendships forged.

Here we can gauge the evolution of each partnership and the advantages of relations between cities and between municipalities, based on multilateral and bilateral collaboration.

We are very much aware that being in this universally shared space inspires reflections that transcend national borders, placing us in the very "locus" of the international system.

We are also aware that there is no turning back from here, from this inspiring and unique environment of international cities, which makes looking at our own city like holding up a mirror to effective governance.

We are convinced that the satisfaction of our communities, citizens and municipalities is the result of positive experiences, of good practices honed on the stage upon which various cities and municipalities produce spectacular displays of public management.

In the sphere of participatory management, which served as one of the main strengths of our municipal government project, we are currently aiming to develop effective governance in the city of Matola by means of a preliminary adoption of Participatory Budgeting.

To do so, we have sought to collect positive experiences, and we can affirm that we are content with the project. By means of the cooperation established with support from the National Association of Municipalities of Mozambique (ANAMM) and Canoas City Council in Brazil, as well as with the municipality of Maputo in Mozambique, we have been able to collect experiences that will allow us to create our own platform for participatory budgeting.

We are currently in the process of adapting these experiences to fit our own reality and our own municipalities.

It is this participatory democracy governance mechanism that allows citizens to influence or make decisions on the budgeting of municipal public investments, placing the city of Matola on the right path for effective community participation processes.

In addition to this internal work process, the city of Matola held a Seminar to **Assess Results and Prospects for the Project to Increase the Capacities of Local Authorities in Brazil and in Mozambique as Actors of Decentralised Cooperation**, which was attended by cities and municipalities from Mozambique, Brazil, Malawi and Spain, as well as international NGOs and representatives from the European Union.

The seminar analysed the results of technical cooperation and the exchange



A MUNICIPALITY WITH A 17-YEAR HISTORY, THE CITY OF MATOLA IS WELL ON THE PATH TO DEVELOPMENT



and sharing of good management practices featuring cadastral tools, participatory budgeting, urban planning and sanitation, in a truly educational exchange of positive experiences on the management of cities and municipalities.

Also in the sphere of cooperation between cities, next year the city of Matola will organise, host and preside over the **16th Conference of the International Observatory on Participatory Democracy 2016**, in a year which also marks 40 years of Mozambique's independence, as a result of its unanimous election by the members of the plenary meeting. A municipality with a 17-year history, the city of Matola is well on the path to development, seeking both past experiences as well as promising current ones.

In light of this, we would like to express our most profound gratitude and pride for the partnership established with UCLG, which has offered technical mobility mechanisms in order to deepen knowledge on specific issues for improving service provision and

strengthening the quality of the execution of activities of public interest.

We have, without a shadow of a doubt, registered immeasurable gains in decentralised cooperation, with the city of Matola now committed to consolidating other forms of intervention and methodologies to approach participatory governing.

We aim to continually improve the mechanisms we have used, and now employ our own approach along with the municipalities in Matola, by means of "*Governança Municipal Sem Paredes*", in which the President, accompanied by councillors, municipal managers and representatives from various technical and administrative municipal departments install an open-air office on a Saturday in a previously announced location, in order to discuss matters with the municipalities' citizens.

We also employ Open and Participatory Governance in which the municipal council holds scheduled sessions to interact with people to jointly monitor and demonstrate transparency in public spending on a local level.

This governance model aims to put the municipal government in touch with groups representing the municipality's population, so that they can listen and interact with them on what Matola should be, inviting all of the participants to monitor and assess the municipal government's initiatives in an open, participatory and transparent fashion.

As it may be gauged, Matola has gained a reputation beyond its urban boundaries for its friendship and international relations with the United Cities and Local Governments platform, in order to strengthen its governmental capacities.

This approach is perfectly in keeping with our proposal and with our motto: "Pela Matola que Queremos" ["For the Matola we wish to see"].

Calisto Moisés COSSA

President of the Municipal Council of the City of Matola – Mozambique

"The project's decentralised cooperation model is a South-South cooperation model, but it is also a model for city-to-city and association-to-association technical cooperation. It strengthens the economy, cities and also municipal associations".

Eduardo Tadeo, ABM President





On 4-5 March, the city of Matola held a **Seminar to assess the results and prospects of the project to improve the capacities of local authorities in Brazil and Mozambique**, mainly focusing on the themes of *Cadastrros*, Urban Planning and Participatory Budgeting.

Prior to the seminar, technical visits were made to the municipalities of Nampula, Xai-Xai and Manhiça to grant continuity to the exchanges on the subjects of land planning, the *Cadastro Inclusivo* and Participatory Budgeting.

Delegates from the cities participated by presenting the results of the work carried out over the two years of the project in the sphere of the partnerships, as well as the challenges to be faced in maintaining

them. Six municipal presidents also attended, as did delegates from the partnerships, associations, universities and NGOs, and those representing other cooperations, donors, those to have been invited due to their interest in the project, as well as representatives from the cities of Mzuzu, Lilongwe, Blantyre and the Municipal Learning Institute (MILE).

The seminar provided an opportunity to share experiences and was also an occasion for joint learning. An activity for drawing conclusions was transformed into an opportunity to express commitment to sustaining the partnerships and methodologies worked on, highlighting positive results in terms of the cities political and technical work.



CONCLUSIONS TO BE HIGHLIGHTED:

- 1 The three instruments that were the object of the Brazil-Mozambique exchange adhere to a certain logic with three main features: tax and revenue monitoring, both in terms of the development of the *Cadastro Inclusivo* and the impact on the city's taxation, as well as citizen' participation and the promotion of democracy.
- 2 A knowledge of each city and municipality and its needs is vital, as with this knowledge cities may be planned in order to promote participation and generate participatory and democratic workshops, mainly promoted by means of public policies driven by technical support and public will.
- 3 The history of each city highlighted that there is no "single formula" or working methodology to be used in all of the cities. Political support and the identification of skilled technical experts willing to become involved proved absolutely vital.
- 4 The time dedicated to understanding each collaborator's context, as well as the creation of trust facilitating the flow of information and mutual collaboration is very important. These factors were highlighted as important factors to ensuring a fruitful exchange between cities.

PARTNERSHIP PROCESSES AND RESULTS

CANOAS MATOLA

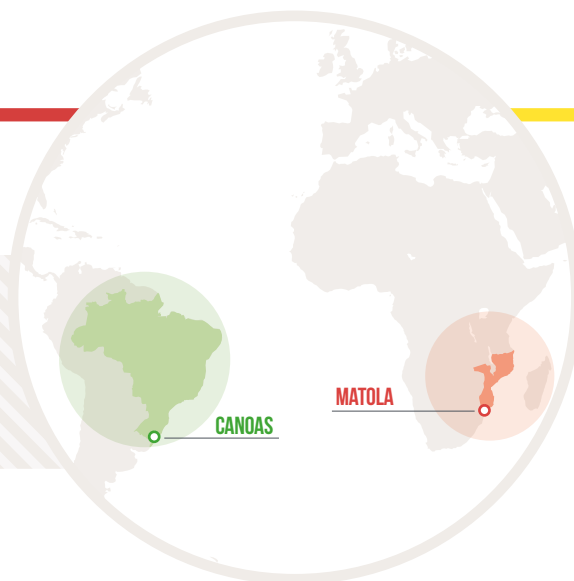
BASIC INFORMATION

323,827 POP.

131.10 KM²

671,556 POP.

375.00 KM²



Main theme: Participatory budgeting

Period of exchange: June 2014 – March 2015

Partnership background:

Cooperation agreement signed between Canoas and Matola at the International Seminar for Metropolitan Regions (November 2010 in Canoas).

Goals and scope:

Training on PB and launch of the first PB cycle in Matola.

Partnership history:

1st visit by the Matola delegation to Canoas

Technical visit by Canoas to Matola – PB training

Technical visit by Canoas to Matola – seminar assessing Brazil-Mozambique cooperation project results

Technical-political visit by Matola to Canoas

JUNE 2014

AUGUST 2014

MARCH 2015

JUNE 2015

PARTNERSHIP DESCRIPTION

ACTORS

BODIES: FNP, ANAMM, ASF, UCLG and the EU.

MUNICIPALITY OF CANOAS

Municipal Mayor:

Mr. Jairo Jorge

International Relations Secretariat:

Deise Martins and team

Institutional Relations Secretariat:

Célio Piovesan and team



MUNICIPALITY OF MATOLA

President of the Municipal Council:

Mr. Calisto Cossa

Cooperation Department:

Anselmo Soares and Beatriz Mahumane Tembe

PB Coordination:

Leonel Simango and team

EXCHANGE PROCESS METHODOLOGY**1**

Political visits by the mayors

2

Technical visits by Matola to participate in projects in Canoas

3

Technical visit by Canoas to the neighbourhoods of Matola to identify differences

4

Visits and conversations with community leaders in Matola

5

Training sessions held by Canoas for technical experts and secretaries from Matola's neighbourhoods

POLITICAL AND TECHNICAL INVOLVEMENT IN THE PROCESS:

Political commitment consolidated in a meeting between the two municipal presidents in June 2014 in Canoas. Intensive technical involvement, with three missions for exchanging experiences.

**LESSONS LEARNT AND MAIN RESULTS****LESSONS**

- The political will of both municipal presidents is fundamental to the success of the cooperation.
- The perception of the strong identity between the municipalities, cohesion between the work teams and the identification of new fields of cooperation.

RESULTS

- Implementation of the "municipal governance without walls" (July 2014).
- Launch of the 1st Matola PB cycle.
- Cooperation, with adequate technical consultation in the implementation of participatory budgeting and ample capacities in other areas of cooperation.

GREATEST CHALLENGES FACED BY THE PARTNERSHIP

- Need for a longer period of training and experience exchange.
- The definition of methodology and limitations for the implementation of Participatory Budgeting in Matola, as it is a populous city with 42 neighbourhoods.



PORTO ALEGRE INHAMBANE

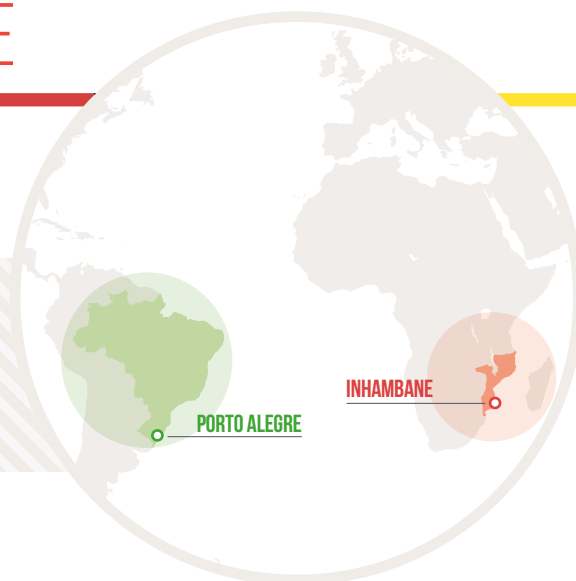
BASIC INFORMATION

1,409,351 POP.

496.68 KM²

75,412 POP.

192.00 KM²



Main theme: Participatory budgeting and urban management

Period of exchange: Nov. 2012 – June 2015

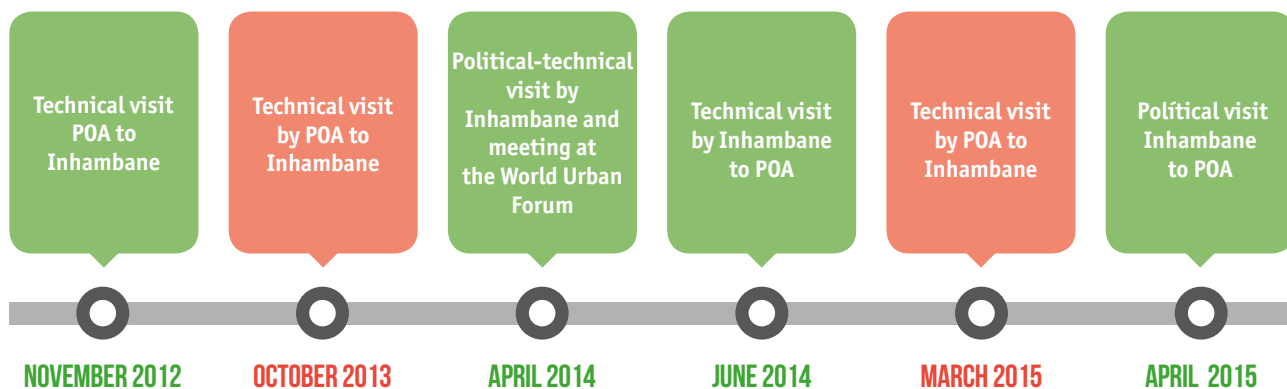
Partnership background:

Porto Alegre had the opportunity to discuss its practices and reflect on its citizen participation process and land regulations, which were themes selected by Inhambane for the partnership during a visit supported by UCLG in November 2012.

Goals and scope:

Establishment of a community debate dynamic in the process of defining priorities, followed by the consolidation of works after decisions were made.

Partnership history:



PARTNERSHIP DESCRIPTION

ACTORS

- Brazilian technical experts that pass on Porto Alegre’s methodology and experience
- Inhambane technical experts that outline their difficulties and local reality
- Political leaders from the two cities
- The community

POLITICAL AND TECHNICAL INVOLVEMENT IN THE PROCESS:**Political implications:**

Allow and enable the technical team involved in the partnership to debate the subjects without worrying about exposing their practices or experiences.

Technical implications:

Learning capacity promoted by the partnership, the involvement that the process enables, motivating members to continue with the work.



LESSONS LEARNT AND MAIN RESULTS
LESSONS

- Maintaining the information and knowledge exchange once back in the respective countries and upon the opportunities to work together.
- Applying the ideas or lessons learnt in one city to the other is not always possible, as each city is conditioned by its own social, economic, political and technical characteristics.
- These processes require time: their incorporation will take time, as there are internal debates, skills assessments, consultations, economic resources and a consensus to be implemented.

RESULTS

- The cooperation adds value to the PB in both cities, with proven results.
- The execution of work in Inhambane resulting from priority being placed on the community.
- The holding of more than one plenary OP cycle in POA, which registered the highest citizen participation in the 25-year history of the process in the city.
- Identifying technical experts involved and motivating them to develop and share knowledge.



GUARULHOS DONDO

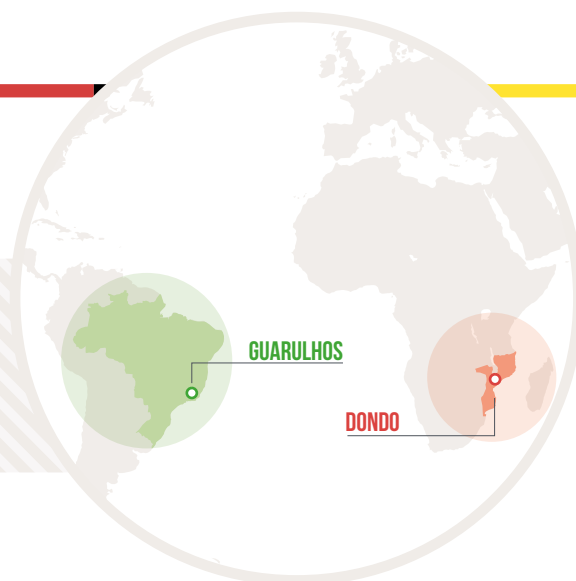
BASIC INFORMATION

1,312,197 POP.

341.00 KM²

71,473 POP.

382.00 KM²



Main theme: Participatory budgeting and social participation

Period of exchange: January 2013 – June 2015

Partnership background:

Experience exchange on participatory democracies promoting dialogue between technical experts with the aim of facilitating an exchange of experiences and an in-depth examination of the themes.

Goals and scope:

Stimulate the exchange between the cities in order to strengthen public policies with social participation.

Partnership history:

Technical visit by Guarulhos to Dondo

AUGUST 2013

Technical and political visit by Guarulhos to Dondo

DECEMBER 2013

Meeting and presentation of the partnership at the UN-Habitat World Urban Forum in Medellín, Colombia

APRIL 2014

Sharing of lessons learnt and learning on PB between technical experts, politicians and community leaders in Manhiça

FEBRUARY 2015

PARTNERSHIP DESCRIPTION

ACTORS

- Guarulhos Participatory Budgeting Department
- Dondo Participatory Budgeting and Finance Department
- International Relations Secretariats

EXCHANGE PROCESS METHODOLOGY:

The methodology was developed horizontally. According to the participatory dynamic, municipal technical experts decided to build an agenda which was positive for all of those concerned, so that all parties could provide and receive cooperation (without the imposition of an agenda).

POLITICAL AND TECHNICAL INVOLVEMENT IN THE PROCESS:**Political implications:**

Authorisation of secretaries and managers to participate in such a space with the aim of strengthening public policies with social participation.

Technical implications:

Promote dialogue between technical experts with the aim of facilitating an exchange of experiences and an examination of the themes.

**LESSONS LEARNT AND MAIN RESULTS****RESULTS**

- Revision of the public policies by means of exchanging experiences with other cities in order to seek solutions to common challenges.

MAIN CHALLENGES FACED BY THE PARTNERSHIP

- Creation of a routine for regular communication.
- Definition of available speakers.
- Creation of a culture of international cooperation.

GUARULHOS NAMPULA

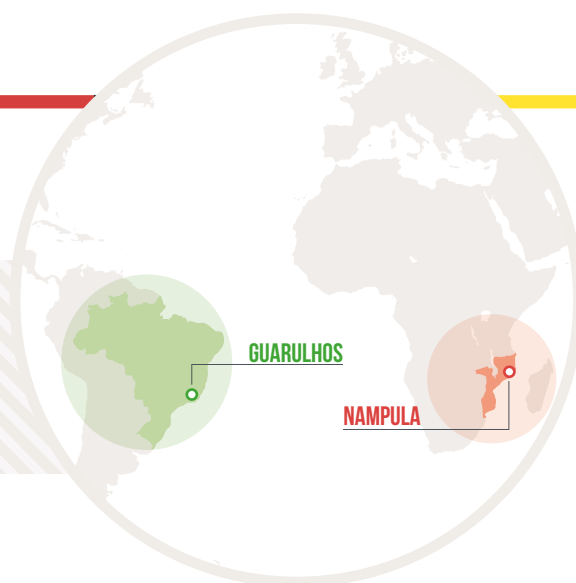
BASIC INFORMATION

1,312,197 POP.

341.00 KM²

471,717 POP.

404.00 KM²



Main theme: Urban planning and *Cadastro Inclusivo*

Period of exchange: August 2013 – March 2015

Project background:

Interest of both cities in improving urban planning instruments and practices.

Goals and scope:

Assist in the revision of the *Plano de Estruturação Urbana* and in the development of the *Planos de Pormenores* for areas under expansion and the *Planos de Melhoramento* for informal settlements, as well as to improve the management of urban land by implementing the *Cadastro Inclusivo*.

Partnership history:



PARTNERSHIP DESCRIPTION

ACTORS

Along with the actors involved in the South-South Cooperation project, the Guarulhos-Nampula partnership also featured participation by *Universidade de Lúrio* Department of Architecture in Nampula and Profs. Josep Maria Llop and Francesc Magrinya, who contributed to the seminars and studies for developing urban plans in Nampula.

EXCHANGE PROCESS METHODOLOGY:

Participatory methodology for the construction of the partnerships. Presentations on the experiences in the fields of physical land planning, participatory budgeting and *Cadastro*; the holding of planning workshops mainly on the *Cadastro* and land planning; consultations and exchanging of documents and files; debates and round tables; technical visits to various bodies of the councils of Guarulhos and Nampula; production of material aimed at disseminating information obtained in Brazil.

POLITICAL AND TECHNICAL INVOLVEMENT IN THE PROCESS:

The Guarulhos-Nampula partnership employed the methodology adopted to construct a direct participation process, not just among the technical experts involved in the themes selected, but also among the Mayor and councillors and local partners, such as Mozambican electricity provider EDM and the national water company FIPAG. This guaranteed that the cooperation was maintained in spite of the change of government. The planning workshops helped raise problems and identify solutions.

**LESSONS LEARNT AND MAIN RESULTS****LESSONS**

- The cooperation served to help better understand the Brazilian and Mozambican realities. The exchange helped municipal technical experts understand how each one sought to overcome problems related to Physical Planning and the *Cadastro*. It also helped train the technical team and promoted knowledge transfer.

RESULTS

- The lack of capacity for investment into cadastral surveying and the acquisition of the equipment necessary for computerising the work on *Cadastro* and physical planning were overcome.
- Extending the partnership to other public service providers (EDM, FIPAG and others).

- This was the first time we were able to bring together academia and Guarulhos Municipal and City Councils in order to jointly decide on solutions to urban problems in Nampula. The interest shown by architecture students in developing studies and research on the city was also a highlight.

MAIN CHALLENGES FACED BY THE PARTNERSHIP

- One of the main challenges faced by the cooperation was guaranteeing the project's continuity, as with the end of the South-South decentralised cooperation programme, there is a real risk of the project stagnating. However, one of the initiatives under development aims to twin Guarulhos with Nampula Municipal Council.

VITÓRIA XAI-XAI

BASIC INFORMATION



Main theme: Urban planning

Period of exchange: 2012 – 2015

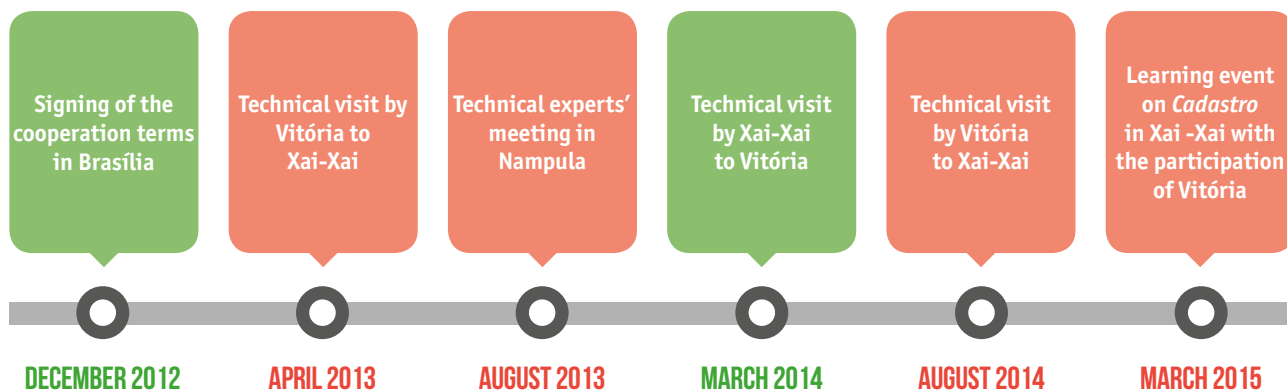
Partnership background:

2011 – Vitória Council sought partnerships to respond to the public notice for Brazil-Africa bilateral cooperation; March 2012 – Visit by Vitória technical delegates; December 2012 – Signing of the cooperation terms in Brasília.

Goals and scope:

- Transfer technologies in a participatory fashion that is also integrated with the community.
- Train managers and technical experts in the participatory drawing up of integrated local development plans.

Partnership history:



PARTNERSHIP DESCRIPTION

ACTORS

- Municipality of Xai-Xai; Vitória City Council; Capixaba Research Institute, Technical Assistance and Rural Extension – INCAPER; State System of Science, Technology, Work and Innovation.
- *Universidade Federal do Espírito Santo*.
- Vitória Development Company; ABC; FNP and ANAMM.

EXCHANGE PROCESS METHODOLOGY:

The project was developed with 13 activities related to 4 results:

1. Training;
2. Drawing up of a Local Development Plan; reading, diagnoses, participation by the local population, prognosis, assessment;
3. Training of agricultural technical experts;
4. Dissemination of experiences and publication.

POLITICAL AND TECHNICAL INVOLVEMENT IN THE PROCESS:

Both sides demonstrated engagement.



LESSONS LEARNT AND MAIN RESULTS

LESSONS

Participatory planning; transfer of monitoring techniques and mitigation of the erosion of urban land; *Cadastral* (structuring of a georeferenced database); transfer of new agricultural techniques and food safety.

**RESULTS**

- The suburban community was trained in land use techniques which reduced negative impacts on the environment.
- Farmers improved their production capacities and their outputs.

MAIN CHALLENGES FACED BY THE PARTNERSHIP

- Transforming the plan under construction into a concrete proposal.
- Attempting to develop a study plan.

MARINGÁ LICHINGA-MANHIÇA

BASIC INFORMATION

357,077 POP.

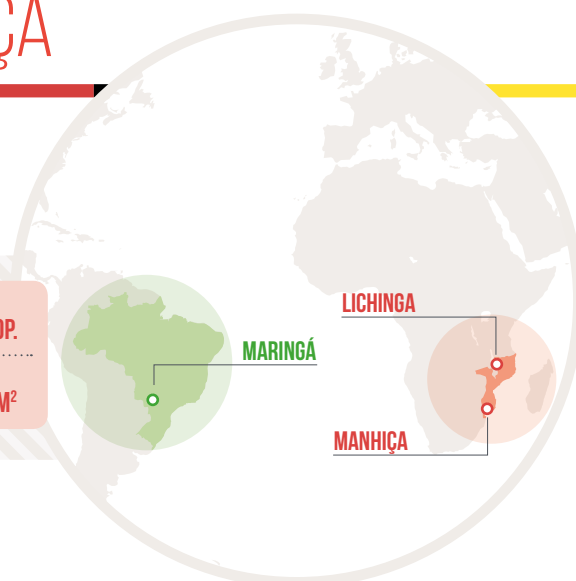
487.05 KM²

73,350 POP.

290.00 KM²

57,000 POP.

406.00 KM²



Main theme: *Cadastro Inclusivo – Multifinalitário*

Period of exchange: August 2013 – March 2015

Project background:

Visit by the actors in the cities involved. Knowledge of the cities' realities in order to become acquainted with the public facilities, work with council technical experts in GIS, technical mapping and city planning.

Participation in events related to the subject. On-site visit by Isac and Zainadino to Maringá.

Goals and scope:

Give the technical experts in the cities the ability to use cadastral planning and GIS technology and allow them to become familiar with interventions in the dividing up of degraded land. Observe public facilities in use.

Partnership history:

Technical visit by Maringá to Lichinga

Training meeting on the *Cadastro Inclusivo* in Inhambane and technical visit

Technical visit by Lichinga and Manhiça to Maringá

Technical visit by Lichinga, Manhiça and Maringá to Xai-Xai

AUGUST 2013

JULY 2014

OCTOBER 2014

MARCH 2015

PARTNERSHIP DESCRIPTION

ACTORS

Technical experts from Maringá, Lichinga and Manhiça and municipal presidents from the cities.

EXCHANGE PROCESS METHODOLOGY:

Visits to cities, exchange of correspondence (email) and congresses.

POLITICAL AND TECHNICAL INVOLVEMENT IN THE PROCESS:

- Availability of technical experts for partnerships and joint work focused on the creation of the *Cadastro Multifinalitário* [multifunctional cadastre] to be used for taxation purposes.
- Municipal presidents supported the project initiative.



LESSONS LEARNT AND MAIN RESULTS

LESSONS

- Maringá: Become better acquainted with the places in Maringá and other cities order to determine the administration's public initiatives.
- Lichinga and Manhiça: How to create and maintain integrated *Cadastrors* for analysis and making of decisions. Focus on taxation in higher-income areas.
- Use of technology to make decisions and utilise public facilities.

**RESULTS**

- The Deputy Mayor of Maringá suggested distance learning.
- Linking the *Cadastro* with other councils.
- Human resources training.

MAIN CHALLENGES FACED BY THE PROJECT

- Distance between partners.
- Maintaining the focus on the progress made.
- Continuing work without the support of the current institutions.
- The directions to be taken after obtaining the results expected from the project.
- Education: in technical fields and in higher education.
- Access to technology.

BELO HORIZONTE MAPUTO

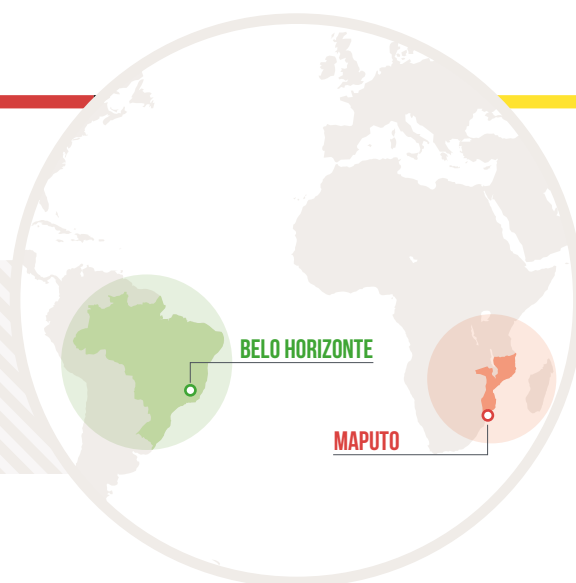
BASIC INFORMATION

2,375,151 POP.

331.00 KM²

1,178,116 POP.

347.00 KM²



Main theme: Urban and land management

Period of exchange: 2012 – March 2015

Partnership background:

Conceived during the Technical Cooperation Mission of August 2013, according to the weaknesses and potential in each of the municipalities present. Belo Horizonte's experience and the municipality of Maputo's need to dynamise the processes to improve informal settlements.

Goals and scope:

The partnership aims to contribute to the *Plano de Estrutura Urbana* developed in 2008 in the municipality of Maputo by means of integrated and participatory methodologies in intervention with informal settlements.

Project history:

The municipality of Maputo has a *Plano de Estrutura Urbana* developed in 2008 and a strategy for informal settlements developed in 2009. These two instruments have been used together in the municipality of Belo Horizonte, and more specifically by an urbanisation company in Belo Horizonte.

Partnership history:

Technical visit
by Belo Horizonte
to Maputo

Formal letters exchange
and identification of
neighborhoods towards
the development of the
project proposal.

Participation by Maputo
delegates in training
on interventions in
informal settlements in
coordination with the
Ministry of Cities, Brazil

Presentation of the
project developed
along with the project
assessment seminar

AUGUST 2013

JUNE 2014

DECEMBER 2014

MARCH 2015

PARTNERSHIP DESCRIPTION

ACTORS

Technical experts from the cities with planning skills.

EXCHANGE PROCESS METHODOLOGY:

Exchange of information and knowledge on informal settlements, in order to propose common interventions.

POLITICAL AND TECHNICAL INVOLVEMENT IN THE PROCESS:

Both parties demonstrated engagement.



LESSONS LEARNT AND MAIN RESULTS

LESSONS

Three main areas were established as direct components:

- Mapping the city, characterising it so as to be able to programme an intervention according to the specific needs of each settlement.
- Develop a *Plano de Pormenor* (detailed plan) alongside the community that may be applied by the municipality with the community.
- Institutional strengthening.

RESULTS

- Pilot project to be presented to the City Council of Maputo.
- Linking the instruments so that efforts were not duplicated.
- Maputo technicians sharing experience with planners of other municipalities.

MAIN CHALLENGES FACED BY THE PARTNERSHIP

- Assembling a coherent structure in light of the complexity of each of the themes. The structure of the municipality of Maputo was not ready to accommodate another project involving so many technical experts.
- Managing expectations, both within the municipality as well as those belonging to the community, which often has very high expectations.
- Guaranteeing safe areas for the resettling of families and guaranteeing that the population may participate and be involved in the entire process.
- Conceiving and implementing mechanisms that guarantee that operations are long-lasting and ensure social, environmental and financial sustainability.

06

CONCLUSIONS AND IMPACT



A PROFOUND KNOWLEDGE OF THE LAND AND ITS ECONOMIC VALUE ALONG WITH EFFECTIVE URBAN PLANNING BASED ON A POLITICAL AND INSTITUTIONAL ENVIRONMENT, INTRODUCED IN A PARTICIPATORY MANNER WITH LOCAL ACTORS, UNDOUBTEDLY SERVE AS THE CENTRAL AXES IN THE PLANNING AND MANAGEMENT OF DEVELOPMENT AND LAND USE

In this way, local authorities and administrations can provide responses to the challenges of urbanisation, strategically implementing decentralisation in a practical manner in order to avoid and mitigate the challenges of informal urban settlements.



The project served as an opportunity to improve on the learning agenda between partners, involving mostly African members who were already active on this front.

PARTNERS EXPANDING PARTNERSHIPS INVOLVED

The development partners in Mozambique were invited to provide advice and become involved in the project. When the project began, Cities Alliance approved the development of the country’s official programme and participated in its launch. UN-Habitat was also involved in the launch and then later in activities specifically related to Nampula. GIZ was involved from the launch and maintained this involvement over the course of the project, and as the group has technical experts in some cities, assisted in this fashion as well as through its support to ANAMM, which dates back several years.

ASF added a volunteer network which supported the project and was formed of both Master’s degree students working in cities as well as the tutors supervising their research projects.

The FNP contributed more active cities, including the cities under its presidency. It also contacted and pushed for the involvement of research institutes such as POLIS and the South-South Institute.

The University of Lleida/CIMES network became involved with the project with the aim of testing instruments such as basic mapping tools. It also sought to obtain evidence on intermediary cities, offering support to cities by means of mapping and expansion, and in particular to Lichinga, one of Mozambique’s most remote cities. Basic mapping was also tested as a means of methodology in Nampula and its surroundings and by students from the University of Lúrio. The University of Lleida also contacted Brazilian universities and academic networks

and promoted examples to be applied by UN-Habitat.

ASF and the **University of Lúrio** invited new actors to participate, such as the Universitat Politècnica Catalunya (UPC) with its Master’s degree programme in Cooperation for Development. Over the course of the project, a partnership with the University of Lúrio in Nampula was developed and resulted in two academic seminars on the project themes.

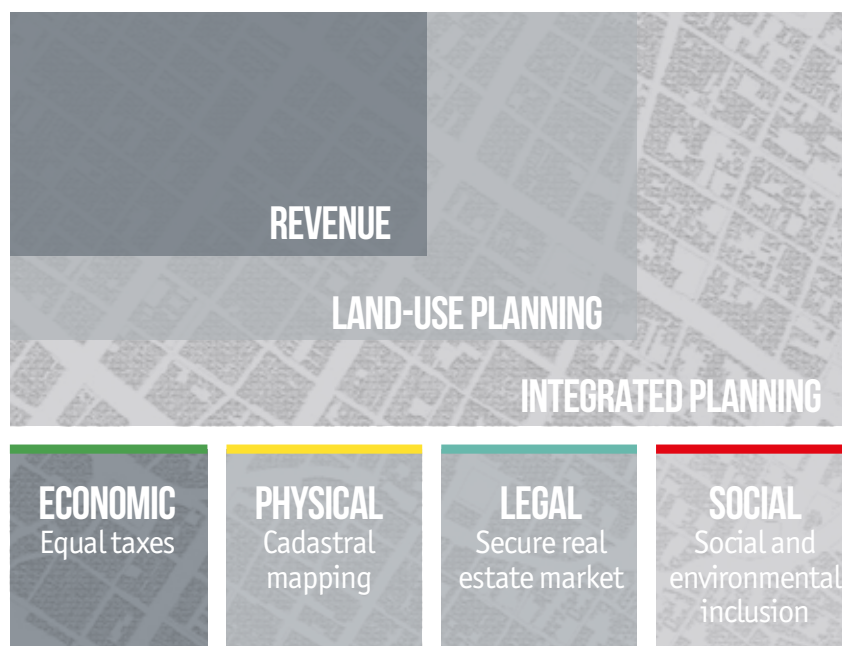
THE FNP CONTRIBUTED WITH ACTIVE CITIES, INCLUDING THE CITIES UNDER ITS PRESIDENCY

CONCLUSIONS EVALUATING THE INSTRUMENTS APPLIED

The main source of pressure on the local councils is the need to prevent and mitigate informal settlements, poverty and speculation and to offer services to the population. This requires instruments, skills and resources. **In this light, the project helped the councils to address these challenges and improve the use of instruments and resources.**

Urban planning

Urban plans were instruments of direct partnership or collaboration between municipalities. Many of the plans analysed in Mozambique point to the difficulty of their development or implementation, predominantly due to gaps in content reflecting municipal shortfalls, particularly in the low



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



THE POTENTIAL FOR THE *CADASTRO* TO BECOME A LAND POLICY TOOL WAS REVEALED BY VARIOUS LEADERS AND AUTHORITIES IN MOZAMBIQUE

number of technical experts and their lack of qualifications. The opportunity to improve these plans by means of participatory planning formulas was also a great challenge.

Cadastro Inclusivo

The assessment of this instrument is relative rather than direct. Although the *Cadastro* is not used in the same way in the two countries and their municipalities, there is some coherence in the types of categories and processes, such as in the identification and description of the land.

The potential for the *Cadastro* to become land policy tool was revealed by various leaders and authorities in Mozambique; not just for tax purposes, but also for environmental and social purposes.

Participatory budgeting

One of the requirements for the use of the instrument is political commitment,

in order to involve the population and make information clearer and more accessible. It also requires technical knowledge, the capacity to develop the instrument and the process of verifying it. This is essentially a process that unites representative democracy with direct, voluntary and universal democracy, by which people may debate the application of the budget and public policies.

The mayors supervised and gave the technical experts space to monitor the project's progress. In the words of the Mayor of Ihambane, we began to "believe and trust more in the work and visions of our experts". **The project improved decision-making in the cities.**

The Brazilian lessons and the political partnership developed during the visits to Brazil were recognised by the Mozambican cities, in turn incentivising the Mozambican politicians to lead innovative and participatory processes.

Impact in terms of democratising the city

The general aim of the project and the partnerships was to strengthen the democratic processes in line with what is understood as "**the right to the city**". The focus was therefore on improving the existing internal structures in order to optimise the planning and management of the city with an inclusive focus. **In this sense, the drive to involve the interested parties, citizens and critical actors was always with the municipalities, which were able to decide if they wanted to cooperate in terms of the planning of knowledge in the management of political processes. All of the instruments used featured technical and political components, and in all cities the aim was to promote growth and development with transparency, increasing dialogue with society and inclusive management.**

ANALYSIS AND EVALUATION OF THE PROJECT BY THIRD PARTIES

Upon the conclusion of the project, two studies were performed (by Urban Earth and Qualimétrica) in order to assess the results and the impact of the exchange of experiences on the two countries, based on the opinion of technical experts and municipal representatives, as well as other project leaders and contributors. Both studies featured a qualitative research approach, with an in-depth exploration of the opinions and expectations of those involved, as well as the project's main positive and negative aspects and lessons learnt.

It is, however, important to assert that the process of collecting data varied significantly between the two studies. The study undertaken by Urban Earth interviewed nine participants from Mozambique and one participant from Brazil, while the study carried

out by Qualimétrica interviewed one member from the EU, one member from the AMB, eight members from Brazil and four members from Mozambique. The Urban Earth report also analyses the project from a more holistic perspective, including not just in-situ interviews in Mozambican cities (Matola, Inhambane), but also analyses of other partnerships coordinated by UCLG, such as between Durban and São Paulo.

The Qualimétrica report is, however, only focused on the Brazil-Mozambique experience, offering not just general visions of the project, but also an assessment of the methodology employed, the impact of the learning on the cities involved, the role of different agents in the project and their impact and the possibility for extending the exchange, among other factors.

Generally speaking, both studies deemed the project a success, highlighting elements to have contributed to this result, such as the systematic selection of cities participating in the project which, due to their similar contexts and realities, were able to exchange experiences in a manner fruitful to both members of the partnership. The reports also characterised the methodology used as highly coherent, flexible and original. In this context, the involvement of technical experts and political representatives was vital to sustaining and implementing the project in the institutions. Several sections of the interviews performed by the researchers of the bodies cited illustrate such a learning process.

“The methodology used was rather unique, seeking to involve a large number of very different cities. It is not easy to launch a cooperation process between six Brazilian cities and eight Mozambican cities. (...) These cities have very different profiles and are organised very differently. So in a process like this one... the mere guaranteeing of the use of a methodology involving so many different actors is a challenge in itself.”

Quote taken from: “Avaliação do Projeto de Melhora das Capacidades de Autoridades Locais de Brasil e Moçambique como atores de cooperação descentralizada” by Pesquisas Qualimétrica. (2015).

The peer review of the cities was also considered vital to the project's success, as seeing the challenges faced by each municipality first hand

deepened the visitors' understanding, as was the case for the participatory budgeting experience shared by Porto Alegre and Inhambane.

"When we went to Porto Alegre, we didn't just meet officials to learn about participatory budgeting. We also went to meetings Porto Alegre had organised with the community, and therefore learnt a lot more through this hands-on experience."

Benedito Guimino, Mayor of Inhambane – Urban Earth study.

Quote taken from: "City to City Learning in Africa – UCLG's City Futures Project." by Amanda Botes, urban EARTH (2015).

"<post-project> Part of the city's budget is administered by the city. Before, we were using a top-down approach, but now we've started listening to the real needs of the community and begun developing the budget along with them."

Cassimiro Majenje

(Head of Inhambane Department of Urban Planning) – Urban Earth study

Quote from: "City to City Learning in Africa – UCLG's City Futures Project." by Amanda Botes, urban EARTH (2015).

"It was through this cooperation on participatory budgeting that we were able to celebrate the successful implementation of participatory budgeting."

Quote from: "Avaliação do Projeto de Melhora das Capacidades de Autoridades Locais de Brasil e Moçambique como atores de cooperação descentralizada" by Pesquisas Qualimetrica. (2015).

The active participation of organisations such as UCLG, the FNP and ANAMM, along with the involvement of government representatives and technical experts

were also considered elements that were key to the programme's success and differentiated the project from other initiatives held in the past.

"(...) if it hadn't been for the institutional support, we wouldn't have been able to develop the project, because it provided the conditions for the contact between the cities, as well as creating the institutional conditions and opportunities for exchange and providing the resources for the technical experts' travel, transport and accommodation."

Quote from: "Avaliação do Projeto de Melhora das Capacidades de Autoridades Locais de Brasil e Moçambique como atores de cooperação descentralizada" by Pesquisas Qualimetrica. (2015).

"Local associations such as ANAMM and the FNP played a fundamental role by offering support to cities and encouraging them to become engaged on subjects such as this. ANNAM provided assistance in many areas, including on the establishing of missions, the setting of priorities and the provision of logistical solutions, as well as the obtaining of visas for the technical experts."

Dionisio Cherewa, Secretary General, ANNAM.

Quote from: "City to City Learning in Africa - UCLG's City Futures Project." by Amanda Botes, urban EARTH (2015).



A standout feature of the project was the **high degree of coordination, technical rigour and assertive identification of methodology and the participating cities**. Some aspects were, however, deemed to have been negative or a source for concern, mainly in terms of the project's continuity and sustainability.

According to the FNP's report, "there is a desire to continue with the project, and this was made clear during the debate surrounding its assessment". A lack of resources, poor communication due to the removal of intermediary organisations and other logistical issues may however threaten the progress made in both countries.

"The challenge now is to continue with the project without the resources we previously had access to. We need to create conditions to sustain the project and we would like the project to continue, as there are many other areas we could cooperate on."

Benedito Guimino, Mayor of Inhambane

Quote from: "City to City Learning in Africa – UCLG's City Futures Project." by Amanda Botes, urban EARTH (2015).

Throughout the project, the cities were warned of the limited support available, due to the short project cycle. Despite these limitations however, there was strong political and technical commitment to continue with the activities initiated and seek resources to sustain them. The cities also mentioned initiatives to expand the project, such as (1) developing a distance course on land management in partnership with local universities; (2) designing financial software adapted to the reality in Mozambique; (3) establishing contacts for the realisation of other partnerships with other cities.

Last but not least are several positive practices and lessons learnt in the Brazil-Mozambique project that will serve as lessons for future cooperation initiatives:

South-South and triangular decentralised cooperation has strong potential for the countries' international agendas. **In dealing with issues of urban transformation, local administrations may become more efficient provided that leaders, political representatives and technical experts are involved on a local level.** It is vital to recognise the tasks they perform, their capacity for management and their impact on

the urban reality in each city.

The 'Peer learning' methodology is extremely useful, as it ensures an empirical learning process, which has proven to be highly efficient and flexible, moulding the learning process according to the needs of those involved. An example of this flexibility was the emphasis placed by the cities on the subject of the participatory budget, which was spontaneous, reinforcing the project's democratic character. The sharing of such practices allowed local leaders to follow innovative routes and make direct commitments to their citizens.

07

FUTURE PROSPECTS



THE COOPERATION CONTRIBUTED TO IMPROVING LOCAL AUTHORITIES' INSTITUTIONAL CAPACITIES TO MANAGE DEVELOPMENT, CONSOLIDATING THEM AS AGENTS OF DEVELOPMENT ON A LOCAL LEVEL AND AS ACTORS OF DEVELOPMENT ON A NATIONAL AND INTERNATIONAL LEVEL IN THE SPHERE OF SOUTH-SOUTH AND TRIANGULAR DECENTRALISED COOPERATION

Based on the results of the activities implemented by the partnerships signed between the Brazilian and Mozambican municipalities in the framework of Decentralised Cooperation between the countries, we are able to highlight several advances made: the strengthening of the cities' knowledge on and capacity to use urban management tools; participatory budgeting, the *Cadastro* and urban planning; the establishment of a community debate dynamic in the process of defining its priorities; stimulating knowledge exchange between cities to strengthen public policies through citizen participation; the development of a profile for the cities in the project; the development of a *Cadastro* manual; the development of a guide for the Participatory Budget with collaboration from GIZ; a study on the role and understanding of the planning instruments (participatory budget, *Cadastro* and urban planning) for intermediary Brazilian and Mozambican cities; the establishment of bases for continuing the exchange between the Brazilian

and Mozambican cities on different themes; the creation of a pair-based learning network (local authorities and local authority associations); the creation of a network of contacts for future cooperation actions between the cities; and the revitalisation of cooperation partnerships and agreements previously established between Brazilian and Mozambican cities.

Although the project effectively fulfilled the premise of contributing to the strengthening of municipal capacities, it has brought to light the need to consolidate and maintain the initiatives initiated and to implement the activities that were

not consolidated. During the first 30 months, activities developed in the framework of the partnerships between the following cities were implemented Maputo, Matola, Manhiça, Xai-Xai, Inhambane, Dondo, Nampula and Lichinga in Mozambique and Vitória, Guarulhos, Maringá, Canoas, Belo Horizonte and Porto Alegre in Brazil.

In the context of the partnerships established, it is worth mentioning the results achieved by the peer cooperation. In Maputo and Belo Horizonte, the project maintained its focus on the management and requalifying of informal settlements and made significant contributions to

OVER APPROXIMATELY 30 MONTHS, DIFFERENT ACTIVITIES DESIGNED WITHIN THE FRAMEWORK OF THE PARTNERSHIPS BETWEEN CITIES IN MOZAMBIQUE AND BRAZIL PARTICIPATING IN THE PROJECT WERE IMPLEMENTED

the implementation of the *Plano de Estrutura Urbana* in the municipality of Maputo and the application of the integrated and participatory and intervention-based methodology in precarious settlements. Inhambane and Porto Alegre signed a partnership to improve the use of Land Planning, *Cadastro Inclusivo* (and, social and tax management) and participatory budgeting. The main results were the establishment of a community debate dynamic in the process of defining priorities, followed by the execution of works based on decision-making processes.

Lichinga, Manhiça and Maringá and Nampula and Guarulhos registered advances made in the sphere of the *Cadastro Inclusivo*, generating results in integrating the physical *Cadastro* with the financial (tax) *Cadastro* and the implantation and updating of the *Cadastro Inclusivo* to improve land management. Improvements were made in Nampula and Dondo on Participatory Budgeting, with support for the strengthening of public policies for social participation.

The participatory transfer of technology to involve the community and technical managers' training in the participatory drawing up of local development plans were the main results registered in the Xai Xai – Vitória peer learning. Matola and Canoas recorded advances made in the area of consulting and training technical experts in planning as well as the launch of the first cycle of the participatory budget in the city of Matola.

In light of the reality of the results recorded, the team coordinating the cooperation decided to extend the project, designing a second phase in which the Local Authority



Associations, namely the Association of Municipalities of Mozambique (ANAMM) and the National Front of Mayors of Brazil (FNP) played a leading role in the implementation of the initiatives. This was partly because one of the goals of the Brazil-Mozambique Cooperation Project was to train ANAMM and the FNP in the management of decentralised cooperation, due to the institutions' role as municipal entities.

In line with the context, decentralised cooperation is a fundamental element complementing cooperation on a state level or between donor and beneficiary, when the latter involves urban matters. It should be integrated in many types of cooperation that deal with the same themes. The project serves as a global example of the strengths and advantages of decentralised cooperation, which also functions in a triangular framework and in terms of South-South cooperation on a global level. We have built dialogues with the Ministry of Cities in Brazil, demonstrating conformity with the project goals and our interest in promoting it. The private sector in Brazil also has an interest in playing a more active role, and several cities will continue to explore cooperation using the social investment model.

In Mozambique, ANAMM continues to support and integrate the international cooperation partnerships with Mozambican municipalities.

With support from GIZ and the World Bank, Participatory Budgeting has been increasingly adopted, even in cities working in networks. UCLG's global network on participatory democracy (IOPD) is now presided over by Matola Municipal Council, opening up an opportunity to integrate with networks and cooperations on another scale.

In terms of urban planning, ties with UN-Habitat have exceeded mere recognition, particularly in municipalities along the Nacala, Nampula and Tete corridor, in which many actors have been articulated during seminars and universities.

The NGO ASF emerged as an innovative way to add value in the area of the *Cadastro*, and various municipalities will continue to develop this area. ANAMM's forecast is to continue encouraging actors. The National Government has expressed its interest in extending the use of *Cadastros* for safer tax collection, by means of ministries such as the Ministry for the Coordination of Environmental Action (MICOA).



POSTFACE

Long-term solidarity is the cornerstone of cooperation between local governments. What makes this solidarity unique is its people-centred character. The decentralised cooperation programme between Brazil and Mozambique cities is testimony to the extent to which cooperation can be widened and deepened when it involves local governments: the level of public authority closest to the people.

It is not surprising that the Human Development Index (HDI) was chosen as a point of departure for this peer learning exchange, since one of the characteristics of city-to-city cooperation is to bring a human and down-to-earth dimension to the rather cold and remote character of the cooperation between national states.

The implementation of the Brazil-Mozambique decentralised cooperation programme also shows the added value of South-South cooperation, in particular between cities in countries with a significant number of African descendants within their populations and African countries. The deep sense of unity, solidarity and commitment that this decentralised cooperation fostered within the two protagonist groups, who share a common cultural background (even though quite distant from each other geographically),

is one of the explanations of the remarkable success of the programme.

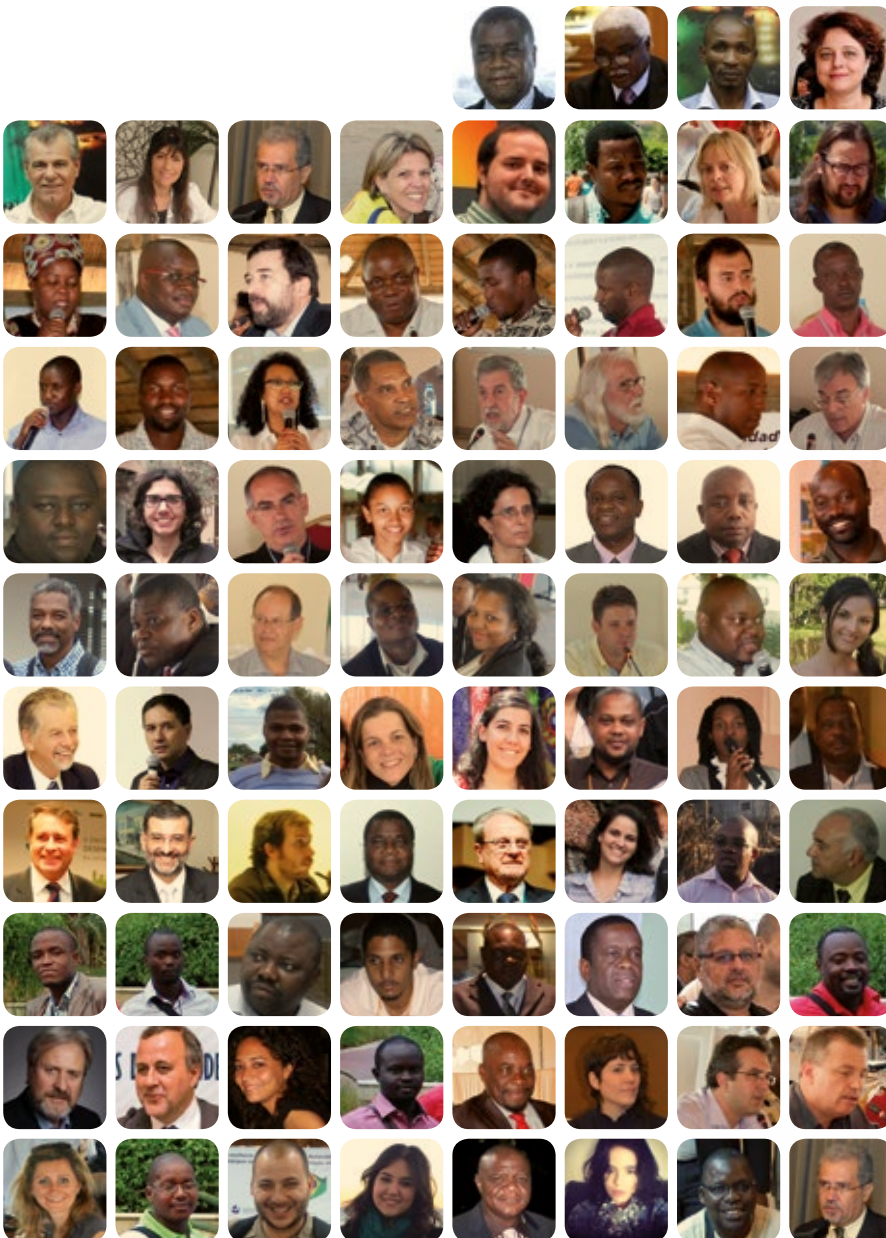
The results of this Brazil-Mozambique decentralised cooperation programme also demonstrate the benefits of organising regular encounters between Latin American and African Mayors, in particular during events such as the Africities Summits, the triennial flagship event of African local governments, on one hand, and through parallel events during the biennial meetings of Heads of State and Governments from Latin America and Africa on the other.

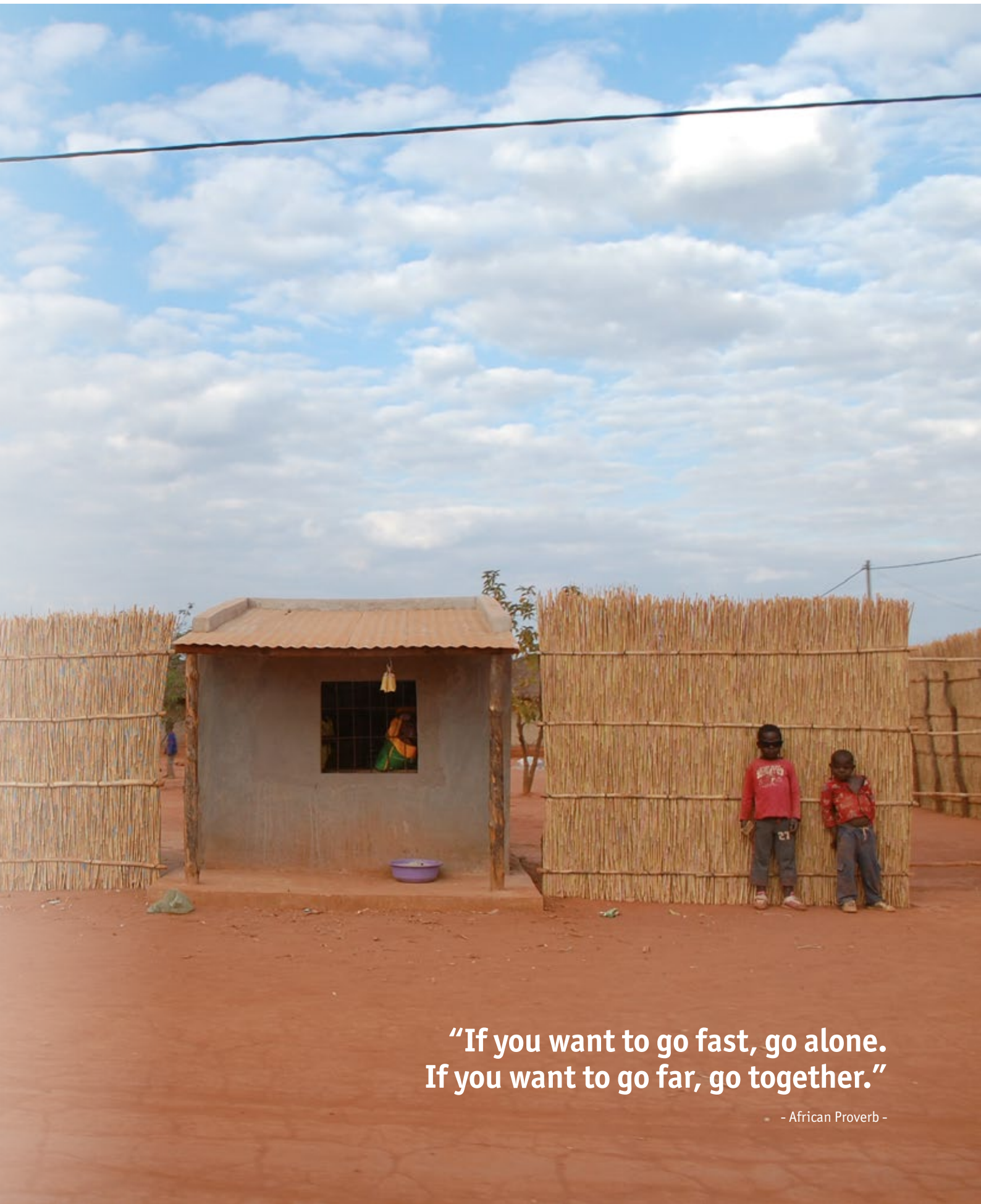
Our conviction at UCLG Africa is that the world has a lot to gain in terms of the implementation of the upcoming Sustainable Development Goals and improving solidarity and collective human dignity if it takes advantage of the formidable dynamic of sisterhood and brotherhood brought about by approaches like city-to-city partnerships and peer learning exchanges. Within the UCLG family, UCLG-A therefore endeavours to strive and reproduce these experiences across the African continent, thus contributing its share to building a better world for all of us.

Jean Pierre Elong Mbassi
Secretary General, UCLG-Africa

ACKNOWLEDGEMENTS AND COLLABORATORS

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.





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

- African Proverb -

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