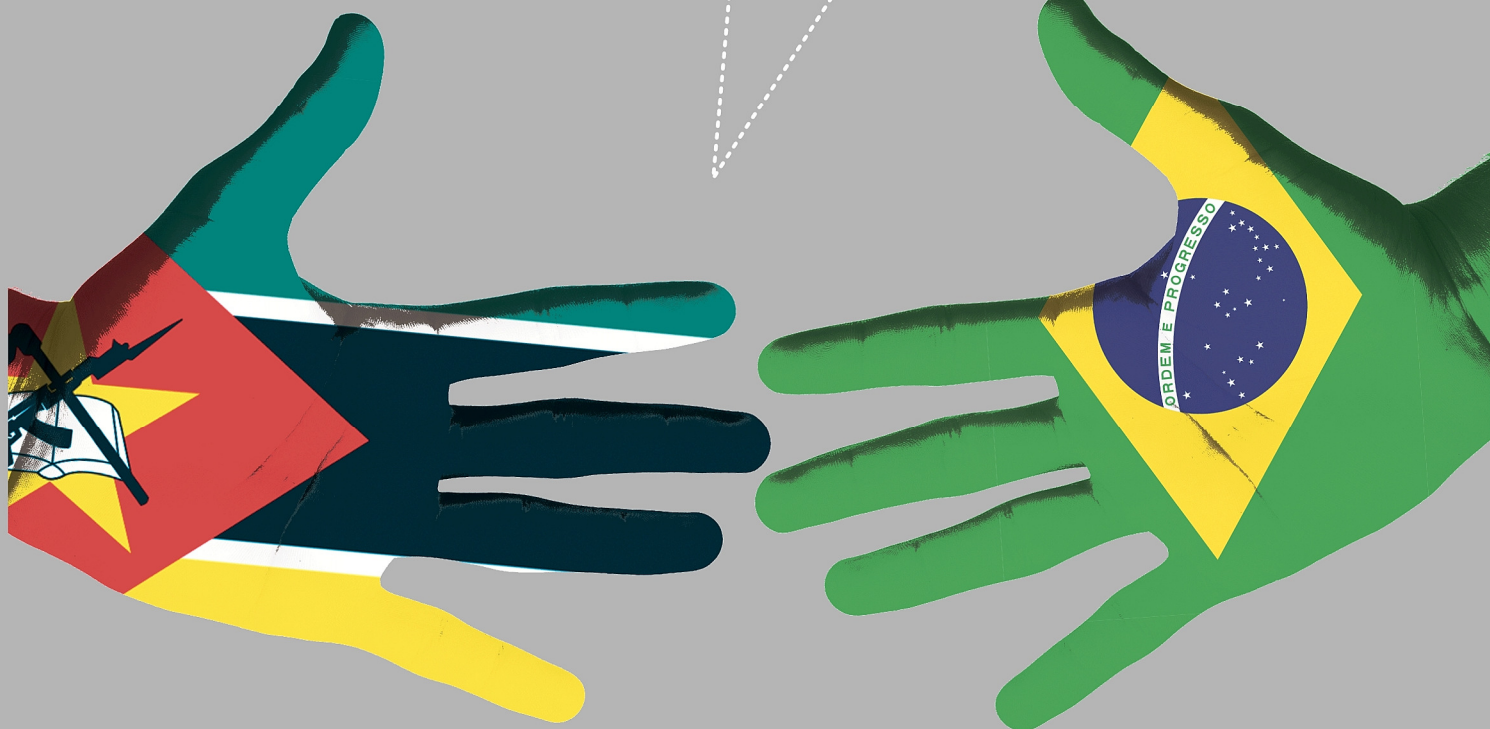


06

technical exchange
between peers
decentralized cooperation
Brazil and Mozambique

" If you want to go fast, go alone,
if you want to go far, go together"

African proverb



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O LIST OF ABBREVIATIONS

ANAMM	National Association of Local Authorities of Mozambique
ASF	Architects without Borders
CIMES	Intermediary Cities network
CMCN	Nampula City Local Authority Council
FNP	National Association of Mayors -Brazil
MCA	Millennium Challenge Account
UCLG	United Cities and Local Governments
UN- HABITAT	United Nations Human Settlements Programme
UPC	Polytechnic University of Catalonia
ZEIS	Special Zones of Social Interest

PREFACE



The examples of best practices outlined in this **report**, resulting from the technical meeting held **to exchange experiences between local authorities in Brazil and Mozambique**, reiterate their great importance and innovation in the context of promoting and sharing best examples of decentralized South-South cooperation.

Against this background, this report aims to provide, on behalf of all the local authorities involved and the beneficiaries of this project (Mozambique / Brazil), an advantageous platform from which to share knowledge produced by the local authorities, and from which they can consult and discuss directly with academia and various partners working for the urban development of cities.

Furthermore, this publication is particularly important because it comes at a time of consolidation of local governments in Mozambique, which allows us to envisage the main challenges ahead as we discuss important and sensitive issues such as urban planning in cities, land registry and participatory budgeting. The latter is seen as an essential condition for urban planning, as well as for citizen participation with a view to the fair distribution of priorities and to correcting social inequalities.

It has been noted that Mozambique, and in particular the local authority of Nampula City, became aware from an early stage that combining urban management tools with the land registry constituted a key action for the financial autonomy of any local authority. In recognition of the advanced experience of partner cities in Brazil, these were invited to the event, from the perspective that they could share their experiences with cities from Mozambique. There is also a concern to offer everyone, not merely the project's partner cities, a consistent understanding of the topics of planning, participatory management and land registry.

The project provides an opportunity to articulate with the local authorities about their demands and concerns and thus comply with the responsibilities and challenges faced by unprecedented urban planning. It also allows us to share management experiences, successes and difficulties as a way of learning, as well as applying the changes and innovations side by side with partners.

We invite the Government, the international community and universities to join in with these processes and partnerships, alongside the important role played by the associations in fulfilling their goal of providing knowledge to their members, promoting a more balanced access to internationalization.

A final word therefore in praise of the great merit of this "**Project for Improving Capacities of Local Authorities in Brazil and Mozambique as Decentralized Cooperation Actors**", and a special recognition to all the partners and beneficiary local authorities from this project, for the example and knowledge offered for the improvement and strengthening of local authority government.

I thank you and urge you all to keep up this Project's good work.

Dr. Castro Safins Namuaca

President of Nampula City Local Authority Council

Vice - President of the National Association of Local authorities of Mozambique

01 SUMMARY

In Nampula City, from the 26th to 27th August the “**Meeting to exchange experiences between technicians from Local Authorities in Brazil and Mozambique**” was held. In total, 45 people took part; among them were politicians, technicians and delegates from partner institutions. From Mozambique, technicians from Lichinga, Inhambane, Dondo, Maputo, Matola, Manhiça and Nampula Local Authorities came to the meeting while Brazil brought technicians from Belo Horizonte, Vitória, Guarulhos, Canoas and Maringá Local Authorities to the event.



The meeting stands within the framework of the “**Project for Improving Capacities of Local Authorities in Brazil and Mozambique as Decentralized Cooperation Actors**” which aims to improve the management of development at local level under a perspective of good governance, sustainability and participation for the extension of the “right to the city” of the population of Mozambique and Brazil.

The exchange project between the two countries sets itself apart in that it is one of the few experiences of South-South Cooperation directly between Local Governments, since it promotes direct cooperation between technicians with a view to sharing experiences and best practices.

During the three-day meeting, the main topics discussed revolved around three main issues the project aims to address which are: participatory budgeting, territorial planning and management and land registry.

On the issue of Territorial Management, it was pointed out that in cities from both countries there are similarities concerning the tools used. As a result of growth in the urban population –which has been confirmed recently, and which has led to among other consequences, spontaneous and irregular land occupation particularly in complex areas - this field has been one of the greatest challenges presented to cities. Other challenges identified relate to the launch of mega projects, which has brought pressure in terms of land distribution and use in both cases.



In relation to land registry management, the different cities have shown that the process is managed differently in each of them, both between the cities in Mozambique as between those in Brazil. However, it is important to note that there are some aspects that set the cases of Brazilian cities and those from Mozambique apart.

In Mozambique, in general, land registry is done in scattered order. This means that each institution is placed on the land registry in accordance with the type of services provided and this is more geared to territorial aspects and revenue acquisition. In Brazil, the registry is unified and covers a range of information that can be used by different institutions. As a result it is both territorial and social-based, an **Inclusive registry**. It is worth observing that this subject seemed to have been what most caught participants' interest, especially the Mozambicans, given the ease it offers to local authority management.

Regarding the theme of **Participatory Financial Management and Budgeting**, it was understood that there is a concern from local authorities in both countries to integrate communities into budgetary activities. Participatory management enables communities to identify and define their priorities, which will then be incorporated into action plans. It also allows communities to become closer to their service providers and be able to monitor the implementation of plans.

After sharing their experiences, the technicians considered that the Brazilian tools may be applied to the Mozambican context. However some aspects have to be adapted to fit the Mozambican reality, considering the differences in legislation, public policies, and socio-economic, social and cultural factors between the two countries.

The exchange of experience meeting was preceded by a set of activities, most prominently the analysis carried out in the Mozambican cities for the purpose of assessing the main areas for support, as well as the potential in each local authority. Overall there is a great potential at local authority level in Mozambique, particularly with regard to technical potential, taking into account that mainly young people are involved that hold specific training in crucial areas for local authority management.

As expected, the meeting culminated in the drafting of the proposed partnerships, including the definition of the action areas and the preparation of work plans between cities. Proposals for partnerships were defined as follows: Urban Planning for the pairs of Belo Horizonte-Maputo and Nampula-Guarulhos; Inclusive Registry: Maringa, Lichinga and Manhiça; Participatory budgeting for Dondo and Guarulhos and Inhambane and Porto Alegre; The cities of Matola and Canoas will work,

in partnership, in the areas of Territorial and Financial Management and will be able to investigate future focus areas for cooperation.

02 OBJECTIVES

The objectives of the Exchange meeting were set out as the following:

- a) **Clarify doubts about the scope and results of the project**
- b) **Contribute to the creation of a peer learning network:**
 - Consolidate the technical contact between the two countries with a view to implementing the work in subsequent months; and
 - Circulate communication channels created through the project to strengthen technical distance-based exchanges.
- c) **Contrast and contextualize the different local authority management tools:**
 - Exchange ideas on the realities of cities in both two countries, and the evolutionary and current status of urban focus;
 - Share views on the challenges , obstacles and lessons learned from the implementation of urban planning and management tools / instruments;
 - Share positive experiences and circulate best practices;
 - Capitalize on partnerships to strengthen the capacity of local authorities, and
 - Develop a joint working plan for the implementation of a tool / instrument that is approved by the Local Authority Council from the partner city.

03 METHODOLOGY

To encourage exchange among technicians, the methodology was based upon:

- **Presentations by partner cities** of the experiences and projects in implementing urban management and planning tools
- **Debates in focus groups**
- **Exchange of experiences in working groups** around specific topics
- **Construction of roadmaps for partnerships** in a participatory manner

04 IMPORTANCE OF THE MEETING AND THE ROLE OF PARTNER INSTITUTIONS

This meeting from Nampula carries much significance in the relations between Brazilian and Mozambican cities because it shows the beginning of effective partnerships between cities from both countries. It also represents the start of contact at technician level and the beginning of planning for partnership projects. Another relevant aspect of the meeting is that it was a unique moment in which the cities shared their experiences and ideas, in a technical language; and above all, it has been a meeting to transfer and harmonize understanding between the cities.

The implementation of the Project for Improving Capabilities of Local Authorities in Brazil and Mozambique, has involved a group of institutions that have performed and will perform specific roles during the entire project implementation phase. The following are the partner institutions that were included in the meeting: FNP- Brazil, ANAM, UPC, ASF, UN-Habitat and Unilúrio.

It is important to point out that the partner institutions have the role to ensure the partnership among cities in order to boost the work done at local authority level, through the introduction of new understanding and sharing of best practices towards an efficient local authority management.

It is also important to highlight that there is a concern from associations of local authorities from both Brazil and Mozambique to work in order to create and engage in effective partnerships of this nature. It is ANAMM and FNP's role, amongst others, to circulate information and knowledge to other local authorities, not directly involved in the project. This activity raises even further the importance of the project as its results may be replicated by other cities in the improvement of local authority management at national scale.

The role of partner institutions extends also to the areas of training and technical support in order to improve technical capacity in the local authorities. This will be done through the following universities: Unilúrio in Nampula, UPC and by ASF.

"The event is important because it will allow for the technical relationship between cities and transfer of knowledge to be strengthened". UN-Habitat.

"What is important is that the technicians share their experiences and their way of working. They discuss, learn and communicate amongst themselves in a common technical language. It has been very interesting to know what the similarities and the differences are, what the challenges are in each city and country and what the previous lessons learnt are. The event from Nampula is a decisive moment in promoting partnerships between cities. Above all, it represents the beginning of effective work and understanding between the local authority technicians". ASF.

"We take on the role of facilitators and catalyzers in order that the event can be the most interesting and useful it can be. We also act as coordinators and organizers beforehand in order to make the event both possible and a success. ASF takes on the role as technical adviser for the project in Mozambique." ASF

"The importance of the event is that the urban planning technicians from Mozambique, coming from the main cities had an opportunity to share urban planning practices and to learn about good practices from Brazilian cities". UPC.

"It's up to the national associations to systematize these good practices and disseminate them to their members, because not all local authorities have been represented at the meeting. The national associations have the role of lobbying, advocating and promoting exchanges among them to acquire experiences and disseminate best urban management practices". ANAMM.

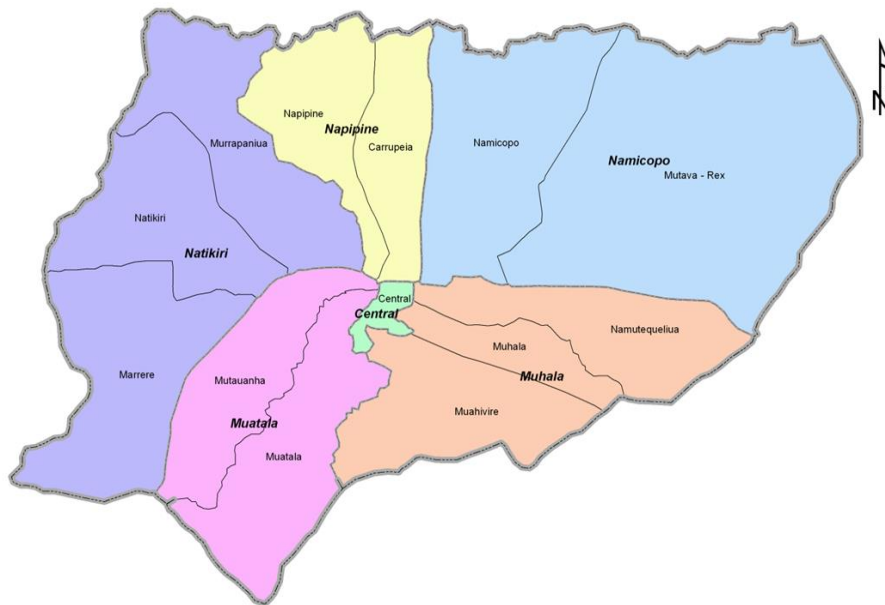
"FNP is a local authority institution and represents the interests of mayors from Brazil; it organizes activities and urges Brazilian cities to involve themselves in partnerships with Mozambican cities; it co-ordinates actions encouraging the approximation between cities". FNP Brazil.

"The event offered an overall outlook of the current Territorial management situation and the experiences of Local Authorities from Brazil and Mozambique". Unilúrio, Nampula

"We have the great responsibility of being able to support the training of institutional technicians so that they can manage urban planning. We stimulate new events to train our teachers to become trainers". Unilúrio, Nampula.

05 BRIEF PROFILE OF NAMPULA CITY

Nampula Local authority was created on 22 August 1955 spreading over a total land area of 404 km². It is one of the most economically- dynamic cities in the country as a result of its location in the center of Nampula Province, in the heart of highly productive agricultural areas and in the Nacala Development Corridor that connects Malawi and Zambia to the coastal Port of Nacala passing through the mining area of Tete.



Nampula city has six (6) Local authority administrative Posts, as follows: Central, Naticopi, Muatata, Muhala, Natikiri and Napipine, 18 neighborhoods, 121 villages, and 1,224 residential blocks. It is surrounded entirely by Nampula District in which it ostensibly forms the center. In the north, it is bordered by the Monapo River that

separates it from Rapale administrative Post, in the west it also meets Rapale administrative Post, Namaita and Anchilo, in the South and in the East it is bordered again by Angilo administrative Post. Due to the factors mentioned previously, Nampula has seen rapid growth, increasing from 53,970 inhabitants in 1970 to 158,099 in 1980 and to 306,074 in 1997.

Nampula is one of the most economically dynamic cities in the country thanks to its location in the center of Nampula Province, in the heart of highly productive agricultural areas and in the Nacala Development Corridor, which connects the mining areas around Tete, Malawi and Zambia to the coastal Port of Nacala.

The concrete area of the city occupies the higher ground and is surrounded by dispersed suburban neighborhoods, where about 80% of the city’s total population live; meaning only 20% reside in the “formally planned” settlements. The suburban neighborhoods have been developed

in the low-lying areas and are characterized by a lack of environmental control, high population densities and low level of infrastructure and public services. Apart from this zone, there is an extensive rural area that represents the greater part of the local authority jurisdiction area. Its main economic activities are: trading (the most predominant with a percentage of 82.36%), industry, tourism, service provision, agriculture and cattle breeding.

The city is laid out on a ridge and as it is surrounded by hills, there is an availability and abundance of stones and sand for building houses.

In terms of population, the estimated number of inhabitants living in the city is roughly 480,000 (data from the 2007 population census). If this growth trend continues (5.7% per year), projections show that the city will have about 710,000 inhabitants by 2015, with an annual increase of 30 to 50,000 people. This will bring tremendous pressure on urban land and infrastructure and on the local authority services as well.

The population growth from Nampula city follows the growth trend at national level which is characterized by an increase in the urban population. It is estimated to reach 70% by 2050 in contrast to the current 36%, when compared with the rural population.

This pressure on cities brings many challenges to the Local authorities, especially in terms of Territorial management issues. Looking specifically at Nampula Local authority, growth has been accompanied by the appearance of spontaneous and informal housing and neighborhoods, built in a disorganized manner in areas prone to flooding and erosion, and that house population primarily with low income. It is also noted in these places that there remains a lack of public spaces for collective use that complement housing functions; the presence of activities that appear incompatible with quality urban life such as storage and informal trading on the streets; and the obstruction of roads access by houses. As a result, the Local authority faces major difficulties in these neighborhoods, mainly with garbage collection and the provision of infrastructure like water and electricity.



The absence of an updated urban structure plan is also one of the current challenges that the city faces. The existing plan is from 1999, and it was meant to have a ten-year lifespan. It is therefore four years out-of-date. However, in partnership with UN-Habitat, the preparation of an urban and territorial plan using a participative approach is underway.



territorial plan using a participative approach is underway.

In spite of the difficulties that the Local authority faces due to urban growth both from the territorial and population viewpoints, Nampula city does have urbanized and structured areas with access to circulatory infrastructure, water and electricity supply. The city has also potential to offer responses to population growth, as it has land that can



be put in to service for expansion areas.

The rapid investments along the Nacala Corridor have had a strong influence on the socio-economic geography of cities and like other cities affected by it, Nampula city itself also follows this pattern. If on the one hand this increases pressure on the cities, on the other it can be an opportunity to generate more revenue and improve the urban setup. However, talking specifically about the case of Nampula city, the investments are yet to make a direct impact in terms of urban gains.

The city of Nampula is currently the second largest urban center of Mozambique and is considered the “capital” of the North. In spite of the difficulties and challenges it faces, Nampula is a city clearly growing both in terms of population and from the economic standpoint.

Taking into consideration the aspects presented, the exchange meeting between technicians from Brazil and Mozambique brings particular meaning to the city because on the one hand it means that special attention is being brought to Nampula, especially in this phase as it faces the challenges of urban growth and the appearance of huge foreign investment. While on the other hand, the meeting brings great challenges and responsibilities to Nampula city in the different fields of local authority management, given its selection as host city for the meeting and the place where city-to-city partnerships were confirmed, an crucial milestone for the project.

“We are very happy to have you all here; holding this seminar is an important act for the co-operation that we need to see developed, deepened and consolidated. We want to go far and fast because there are people that lack the bare minimum recommended to be considered “humans”. And we want to use our intelligence, our understanding, our know-how to contribute in order to lift these people out of poverty”. **Mayor of Nampula Local Authority: Castro Namuaca.**

06 OPENING SESSION

Present at the opening ceremony were politicians’ representatives, local authority technicians, and representatives of Universities and institutions that form part of the project. **The opening ceremony was chaired by Mr. Castro Namuaca, the Mayor of Nampula.** Also presiding over the meeting, were the Chairman of Nampula Local authority Assembly, **Mr. Tiago Fumo**, General Secretary of ANAMM – National Association of Local authorities of Mozambique, **Mr. Dionísio Cherewa**, **Mr. Paulo Oliveira**, International Advisor for FNP – National



Association of Mayors, and **Mrs. Sara Hoeflich** from UCLG – United Cities and Local Government.



"If you want to go fast, go alone. If you want to go far, go together". This African proverb is the idea that we want to guide us in our work: we intend to have accelerated results. We want to reach far and we must listen to everybody that is part of the process. This project is a new experience for us because we have a project with almost 40 supporting actors and partners, participating and taking decisions. We need to focus on results based management and application of knowledge".
Sara Hoeflich, UCLG

"This meeting must be seen and used as a platform for decentralized co-operation from which we all must build peer and network learning. I hope that this international meeting that puts representatives from UCLG, the National Association of Mayors and the Local Authorities from Brazil and Mozambique in the same room, can serve as a platform for experiences to be exchanged. This should not be merely on the three (3) focus areas previously identified, but on all aspects of municipal administration and management, based both on the Brazilian context and the Mozambican one".
Dionísio Cherewa, ANAMM General Secretary



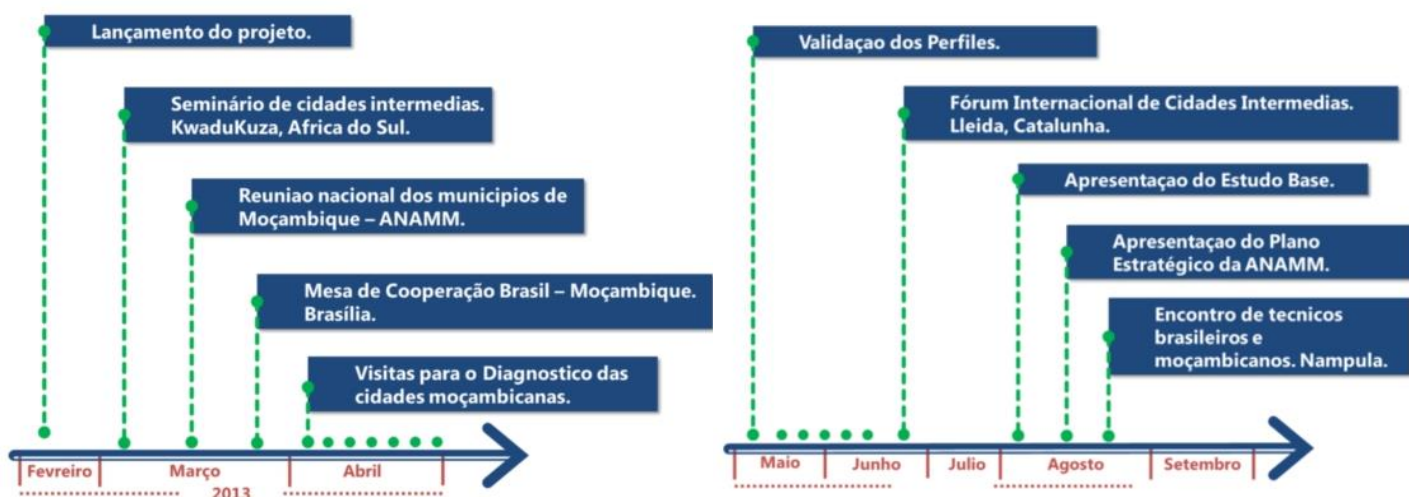
"We have here an action that I see as an unparalleled event in decentralized international co-operation, in which we have six (6) Brazilian cities and eight (8) cities from Mozambique, brought together without assistance from the central governments. I see this as a really positive thing in what we call decentralized international co-operation that is: Us as a local authority in a direct dialogue with another local authority".
Paulo Oliveira, FNP Brazil



07 SUMMARY ON THE PROGRESS OF ACTIVITIES DEVELOPED IN MOZAMBIQUE AND IN BRAZIL OVER THE COURSE OF THE PROJECT

Representatives from ANAMM, FNP and ASF presented the chronological evolution of the activities and important events that have taken place in Mozambique and Brazil as a result of the project. These took place between March and August this year (2013), with particular mention for the following:

- Launch of the project;
- Intermediary cities seminar, March 18 - 20, 2013 in KwaduKuza, South Africa;
- National Meeting of Mozambican Local authorities, March 25-28 2013, ANAMM;
- Brazil – Mozambique Cooperation round-table in celebration of the II Meeting of Local authorities with Sustainable Development, April 2013;
- Visits for analyses of the Cities of Mozambique by ANAMM / ASF technicians, April 2013;
- Validation of the findings, May and June 2013; and
- Presentation of the ANAMM Strategic Plan / Nampula Meeting, August 2013.



08 INTRODUCTORY APPROACH ON THE SITUATION AND CHALLENGES OF URBANIZATION IN MOZAMBIQUE – Lurio University, Nampula

Analyzing the urban situation in Mozambique, it was pointed out during the presentation that the Mozambican population is currently mostly rural, representing 64 % of the total population compared with 36% as urban population. However, projections indicate a tendency to reverse the current scenario, as it is estimated that in 2050 the percentage of the Mozambican urban population

could rise to 70%. Nampula city in particular has also been recording recently a fast growth rate of nearly 4.3% and this is forecast to increase to 5.7% by next year 2014.

Regarding the use of urban land, it has been recognized that there are problems related to poor urban planning, such as obstruction of access routes, lack of drainage systems, buildings on sensitive routes and infrastructure. It was discovered that in general the Mozambican cities have a high level of environmental degradation, urbanization plans that are often not implemented or are implemented poorly, lacking the environmental integration component. It was also pointed out that there is a weak specialized technical base, principally in the fields of environmental and urban management.



09 WORKING SESSIONS

TECHNICAL FOCUS GROUP VISITS TO NAMPULA CITY

The afternoon of the first day began with focus group visits to the city. The technicians were divided into three groups according to the topics included in partnership, namely: participatory management and budgeting, territorial planning and registry. The groups were organized to integrate technicians from local authorities of both countries.

Visit 1: Land Registry Management visit

The Registry group visited the Registry Unit at Nampula City Local Authority Council, led by the head of Registry Services, Joao Setimane. In general, major efforts can be seen to organize the city through the support of the Millennium Challenge Account - Mozambique (MCA) project. As a result of this visit the following findings were produced:



- There is limited social and strategic housing data
- 1000 records of land purchase for occupancy per year;
- Over 80% of the population live in spontaneous settlements;
- New formalizations in expansion area with payment of 4.00 MT per square meter since October 2013;
- 20% of new applications are commercial, with particular prominence for international requests; and
- A lack of precision on the impact of these activities in the local authority budget.



Visit 2: Participatory budgeting and financial management visit

The Financial Management Group, led by Sergio Sabão, visited Niarro Health Center, facilities built with direct involvement from the local communities. The initiative to build the center came from a process of popular consultation in which people expressed concerns about the long distances they had to travel to get access to basic health services. Likewise, through the participatory budget process, similarly to Niarro health center, paved roads were also built in some of the city's neighborhoods; cambering of access roads, and the forming of associations to collect solid waste in the suburbs. This visit highlighted, as a strategic priority, the need for understanding of the concept and the status of financial resources for all technicians in the planning team. The need to continue with the circulation of participatory budgeting at neighborhood and urban administrative post level was also mentioned, because despite the progress shown in this direction by Nampula city, it must be continued to become widespread.



Centro de Saúde de Niarro (Barragem)

Visit 3: Territorial management and planning visit

The Territorial Planning and management group visited Marrere neighborhood, an expansion area located on the outskirts of Nampula city. During the visit to Marrere neighborhood, the group had the opportunity to see the two phases of the urban planning process in this area.

Stage I

The area corresponding to the initial phase of the planning process was visited. There, the technicians had the opportunity to discover and receive explanations on how the planning process is carried out. The area also displays features of a semi-rural setting, with scattered houses, some land plots already allocated and demarcated, however very little has yet been developed in terms of new housing. However, it is expected that the zone will be effectively occupied over the next 5-10 years.



Stage II

The space was demarcated 10 years ago, is thus partially consolidated, so there are a considerable number of modern houses, water and electricity services have been introduced, as well as streets and trees.



The visiting team drew the following findings:

- Demarcation of plots for housing, commercial areas and land reserves (despite this the purpose of the areas for municipal reserves has yet to be defined, except for the area reserved for a cemetery. The experience from other cities has shown that it is important to define a purpose of reserve areas to enable better management)
- One of the issues causing difficulties in the planning process is the presence of family graves in the living areas of families, although technicians have been very cautious about this situation leaving the families to take the lead on the decisions to be taken. This is not always easy however;
- The expansion plan presented for Marrere took into account recreation areas (parks, gardens, green areas);

In the planning process there has been involvement from the community authorities in the design planning and decision-making process.

GROUP WORK: DISCUSSION OF THE FINDINGS OF THE NEEDS IN MOZAMBIKAN CITIES



Once the focus group visits had been completed, the participants organized themselves into groups to prepare the validation of the final assessment report on the needs of Mozambican cities. The diagnosis was based on visits to the cities, conducted by ANAMM and ASF, a joint effort with technicians from each one of the Mozambican local authorities.

For the group work, seven groups were formed, corresponding to the local authorities of Mozambique represented at the meeting. The discussion intended to give a

detailed review of the findings, taking advantage of the analytical capacity and management experience of the other local authorities and facilitators present at the meeting.

After the work in groups, the facilitators formulated questions for the Mozambican cities, which were to be developed throughout the event. The questions put forward were:

Manhiça Local authority

- How is participatory budget management done?
- How do you tackle the issue of expanding neighborhoods?
- How are the processes of handling land registry?

Lichinga Local authority

- How to improve the quality of service delivery with few qualified employees?
- What are the main strengths and opportunities for the city of Lichinga?
- How can universities contribute to the development of Lichinga in the fields of: territorial management instruments / human resources?

Maputo Local authority

- How is the management of informal settlements done?
- What are the challenges in terms of climate change?
- In the cadastral process, what is the forecast for issuance of DUATs?

Nampula Local authority

- Is a DUAT required to issue a building permit?
- What strategies is the local authority developing to reduce informal settlements? Do the urbanization and detail plans have some effect on this decrease?
- What types of land conflicts are more common? What strategies does the local authority use to solve them?

Matola Local authority

- Clarify whether the item "state registration" features on the "urban postures" document
- What is the date and the method of the last update of the land registry? What date appears on the previous structure plan?
- Clarify the use of the terms "informal settlements" and "spontaneous occupation."

Inhambane Local authority

- Does the register include socioeconomic data?
- What stage has been reached in the implementation of participatory budgeting?
- What are the strengths of the master plan for solid waste management?

Dondo Local authority

- If there is a deficiency of tools and technicians, how is fieldwork performed?
- How is the process of participatory budgeting done?
- What is the strategic plan in the local authority of Dondo for raising revenue?



10 COMPARISON OF TOOLS – Brazil and Mozambique



One of the most enriching moments of the event was the presentation of the experiences from each of the cities present at the meeting. The topics presented were: Territorial Management, Inclusive Registry and Participatory Budgeting.

These presentations were followed by reflections in groups about the main differences and similarities between the two countries in how the different tools are used. The possibility of applying the Brazilian tools in the Mozambican context was also subject for discussion.

Territorial management: Belo Horizonte, Vitória, Guarulhos, Canoas, Nampula, Lichinga, Maputo and Matola City.

Working group's conclusion: Territorial management

Similarities	Differences	
	Brazil	Mozambique
<ul style="list-style-type: none"> • Spontaneous occupation in sensitive areas • Rapid growth of cities in recent years • Master plan, PEU; instruments for Territorial management and planning • Legislation related to spatial territory • Imposition of Mega Projects • Lack of law for urban resettlement • Occupancy rate of plots 	Land is privately owned	Land belongs to the State
	Concession areas from 125m ²	Concession areas from 450m ² to 1500m ²
	Rate of Informal settlements 20%	Rate of Informal settlements 80%
	Strong participative intervention in service to citizens	Weak participative intervention in service to citizens

Case Study: Guarulhos The challenges of planning a city in constant transformation

The Brazilian Local Authority of Guarulhos ascended to city status in 2001 and occupies a land area of approximately 319 km². The city is peripheral to Sao Paulo and has registered a significant population growth in recent years, which has also influenced the increase of households in the municipal area. This has created constraints for spatial planning in terms of its management and planning. These constraints led to the emergence of ZEIS (Special Zones of Social Interest), given that spontaneous settlements arise especially among low-income populations with social needs. The ZEIS were identified respectively: ZEIS amounting to 132 corresponding to spontaneous settlements, occupied by people with low-income and without title deeds; ZEIS which are areas with irregular or illegal settlements, occupied by low-income population groups that are consolidated and do not meet urban requirements under the relevant laws (37 zones); and finally ZEIS G (7 areas) which are free unused or underused areas, suitable for placement of social interest housing programs for low-income population groups.

Guarulhos also brought the experience of having implemented integrated urban development projects in the slums of its industrial satellite town: Cumbica. This region, which is also characterized by inadequate land occupation, is expected through a project to transfer its residents to other locations. The project also encompasses aspects of social and environmental concern in addition to the urban re-qualification of the area.

Inclusive Land registry: Nampula, Maringá and Manhiça

Conclusion from Work Group: Inclusive land registry

The land registry is a tool for collecting data and information to be used in order to assess the characteristics of certain subjects. Usually in Mozambique the register is used to obtain information about land plots and as a result allows for control of their use. Consequently, at local authority level, the land registry comprises of information only for use in Territorial management. In Brazil the Inclusive registry is predominantly used: that besides information on Territorial management, also covers social, demographic and economic aspects of households.



Similarities	Differences	
The registry is a land control and management tool.	Brazil	Mozambique
	The registry is unified and it is up to each individual/institution to find the information they require	The registry is dispersed and each institution has their own land registry
	Each sector manages its own information and feeds into the land registry	The registry is managed by the Local authorities
	Concept of land and social registry	The concept is only for land registry
Purpose: IPTU(tax) and management policies	Purpose: Taxes	

Case Study: Maringá

The Inclusive registry put forward by Maringá Local Authority is aimed at the social inclusion of families in poverty and extreme poverty, targeting the development of these families and the promotion of access to basic social rights in health and education, to coincide with other complementary programs, aimed at the development of households.

This registration covers different areas (property, socio-economic and health) and the fact that all the registries are concentrated into one supports a quality service delivery to citizens. It also allows for greater control over social projects and the identification of the type of help needed.

Case Study: Nampula Registry – Millennium Challenge Account (MCA) Project

Nampula city in partnership with MCA increased its capacity, both institutionally and to act in terms of registry activities and the attribution of DUATs.

The Local Authority uses two types of register that are: manual technical (maps, files and cadaster records) and digital technical using the Library Information Management System- LIMS, which is a computerized system for managing information from the database. The LIMS has the advantage of reducing the number of data entry errors, real-time control of the quality of products: the generation of reports based on customer needs (CQ's), the automated sending of CQ's to Customers and the possibility of crosschecking information stored on the database.

With support from the MCA, it was possible to benefit disadvantaged people through the allocation of plots of land for housing and property titles. Importantly, Nampula city can continue with the same activities once the project reaches completion (expected to be until 2013), revenue for ensuring its upkeep will come from the charges made for issuing land titles to those families who are not coming from the group of needy families, and are therefore required to pay for the acquisition of a plot of land.

Management, Business Plan and Participatory Budgeting: Guarulhos, Dondo, Inhambane and Nampula

Working Group's Conclusion: Management, Business Plan and participatory Budgeting

Public budgeting with the participation of citizens in setting investment priorities made via a consultation process about resources to be invested during the year for a particular institution.

The presentations showed that there has been an effort from all the cities to involve citizens in their budget planning and allocation. We can highlight the experience of Dondo, which brought an example of application that may serve as an example for other cities, especially in Mozambique.

Similarities	Differences	
In both cases there is participation from the communities in the budgetary process	Brazil	Mozambique
	Decentralized; autonomy of finances and assets	Centralized
	Source of budget: Federal Government directly to the Local authorities; revenues	Source of budget: Central Government- Provincial Directorate of Planning and Finance-Local authority
Permanent social inclusion	Social exclusion in the planning process	
Pact (signed) for candidates to remain for activities to be followed.	Lack of continuity of activities /untargeted supervision.	

Case Study: Dondo Participatory Budgeting and Planning

Participatory budgeting in Dondo emerged as a result of the initiative from a group responsible for mobilizing the population to participate in the decentralization process in 1999. Currently 2,000 people take part in the different stages of the process.

Community participation in municipal management is an important practice in the decision making process. The demands from the community consultations are technically analyzed by members of the technical advisory board. The public also participates in the discussion about taxes.

Community mobilization is done through advertisements and debates between councilors and citizens on the radio program "Dondo in Progress", Bangue Informative newsletter from the Municipal Council, meetings in neighborhoods led by the mayor and councilors from the Municipal Council and the linking of these individuals to the neighborhoods.

Revenue collection is made through partners, the state budget and its own revenues. The city has major funding from development partners. The urban structure plan is based on community consultations.

From the experiences presented, the following considerations can be established:

Overall, the experience collected has shown that within the local authorities there are different local authority management methods in the fields mentioned. It should nevertheless be emphasized that the majority of the experiences in Mozambique showed that there are designed plans in place that still need to be consolidated.

From the presentations given on the experiences of cities, it became apparent that the theme of urban planning and land registry stirred considerable interest from the technicians, mainly from Mozambique. Nevertheless, one must consider that this in itself cannot solve most problems related to financial, territorial and social issues.

- Spatial and urban planning can be seen as tools through which communities participate in the decision-making processes;
- The register facilitates the mapping of the human development index, thus bringing concrete and updated social data, which can help improve the quality of political decisions. Additionally, it allows for precise information on the demand for social services to be obtained;
- Experience shows that there is a need to involve councilors from the finance area in planning activities;
- It is important that Brazilian concepts are adapted to the Mozambican reality;
- It is important a Unified / Inclusive Database is created in Mozambican cities;
- The experience of Dondo, (data collection by the population/ECAPAI) has been very positive and can be replicated by other local authorities.

With the presentations of the tools used in Brazil, which were analyzed during focus sessions and group discussions, the common conclusion felt is that these are relevant for the Mozambican reality. The analysis of the tools was made taking into consideration the similarities and differences in the two contexts, both in legislative as well as cultural and social terms. The groups also analyzed the possibilities that exist for the tools to be applied.

"I would like to commend people for their passion for territorial planning, because in the end what the Local Authorities should be doing is serving the public. I also want to congratulate the Mozambican technicians on their readiness to become better trained and more professional" **Sara Hoeflich, CGLU**

"With the capacity to read reality, and execute our activities in phases we will make further progress". **Kátia Lima, Guarulhos, Brazil**



11 PROPOSALS FOR PARTNERSHIPS

The third day of the meeting was also used for the design of the proposed partnerships. In order to make the plans applicable, participants were instructed to draw up plans taking into account the availability of resources (time, financial and human) required to implement them.

As a result, the following proposals for partnerships emerged from the meeting:

MAPUTO AND BELO HORIZONTE:

General purpose

Preparation of an Urbanization Plan and regularization of an informal settlement for Maputo.

Expected outcomes

- Development of urban, social and guideline proposals for regularization of the settlement;
- Preparation of budget proposals and prioritization for interventions
- Completion of the urbanization Plan and Regularization of informal settlement

GUARULHOS AND NAMPULA:

General purpose

- To improve planning and planning of the cities involved with a view to creating a healthy urban environment.
- To contribute to the development of the cities involved with territorial planning and integrated management of urban and peri-urban areas, increasing the capacity competencies of local governance;

Specific objectives

Provide the local authorities with management tools in order to improve their spatial planning systems;

- Improve and expand existing territorial management tools: Master Plan of Guarulhos and PEU Nampula seeking to build a base that allows us to think of effective strategies for urban development;
- Provide an exchange with a view to improving the technological and operational conditions for the use of digitized registry as well as the implementation of an inclusive registry;
- Exchange of experiences in the preparation of zoning plans, partial urbanization plans and in detail in order to enhance the respective plans;
- Regularization and reordering of informal settlements
- Provide technical theoretical understanding connected with physical planning, as well as learning simple tools for Territorial management and community participation practices in the planning process for new neighborhoods and expansion areas.

possible actions and outcomes

- Expansion of the theoretical and practical understanding of technicians responsible for Territorial management;
- Contribute to the development of a new unified registry system in Nampula local authority;
- Ensure the sustainability of the project to computerize the cadastral data from informal settlements (partnership initiated with MCA) concerning land located in Nampula local authority, by looking to regularize land tenure and increase revenue from the Local authority Property Tax (IPA);
- Have a new Urban Structure Plan - PEU prepared by managers and technicians from Nampula local authority, with support from a technical team from Guarulhos and direct participation of residents, being included in the same analysis, the proposals for intervention and solution guidelines for use and occupation of land;
- Complete the review of the Master Plan for Guarulhos and the Zoning Law with accompanied by technicians from Nampula Local authority;
- Redevelopment of the spontaneous occupation neighborhoods in Nampula;
- Preparation of partial urbanization plans in expansion areas in Nampula.

GUARULHOS AND DONDO:

Objectives:

The planned activities aim to improve the experiences of the OP and promote continuous dialogue between the cities.

Outcomes:

The expected outcomes can be summarized in four points, which are:

- Create a dialogue channel between the Brazilian and Mozambican cities,
- Review and support advances in the methodology of OP formats,
- Exchange information about the unified registry.
- Identify weaknesses and strengths of OP experiences.

PORTO ALEGRE AND INHAMBANE:

Objectives:

- Create technical and institutional capacity to address urban planning issues (PEU and Partial

Urbanization Plans), Participatory Budgeting (Design of participatory planning cycle and Institutionalize a working guide for residents and CC members) ;

- Work towards the creation of a digitized land registry.

Activities:

- Meeting with representatives from Porto Alegre Local authority, to get to know the evolution of the progress report signed in November 2012; (INHAMBANE), to prepare the cooperation agreements and joint plan of follow-up actions (September 2013).
- Signing of a cooperation agreement between the two local authorities (in October 2013 in RABAT).
- Visit to Porto Alegre Local authority by Mozambican technicians for a brief training in urban planning and participatory budgeting tools (1st SEMESTER OF 2014).
- Internal Training of Inhambane Local authority technicians instructed by Focal Point(1st semester 2014)
- Visit to the Inhambane Local authority, by a technician from Porto Alegre to Inhambane to evaluate on the progress of activities (2nd SEMESTER 2014).

Expected Outcomes:

- A group of trained technicians prepared to handle and replicate issues related to planning and participatory budgeting tools;
- Institutionalize and develop the planning process and development of participatory budgeting;
- Process map produced for urban planning and participatory budgeting.

MARINGÁ, LICHINGA AND MANHIÇA: Inclusive registry

Objectives:

- Increase tax collection;
- Support implementation of social and economic projects;
- Organize and train land registry staff.

Activities:

- Collection, organization and enhancement of information on the registry;
- Awareness and dissemination; Training;
- Construction of "Unified Database" (system);
- Data collection and power supply to the system.

MATOLA AND CANOAS:

Objective: Technical training for various agreed areas, and exchange of systems for management areas.

Activities:

- Technical visit to Matola: End of August 2013;
- Technical visit to Canoas: End of September 2013;
- Systematic exchange of technical information: October 2013 to March 2014;
- Mutual Monitoring of implementation: March to November 2014.

PERCEPTIONS FROM TECHNICIANS OF THE MEETING FOR APPLYING TOOLS

“The greatest difficulty when implementing participatory budgeting is to ensure broader popular participation in the Local Authorities. The experience from Dondo was interesting in that it secured participation from the communities”. **Guarulhos, Brazil.**



“The difficulty in implementing the Integrated Planning and Intervention Plan in informal settlements has to do with the viability of resources to cater for all the city slums. The fact that there are urbanization and regularization plans for each slum helps attract external resources to enable the implementation of activities”. **Belo Horizonte, Brazil.**

Some technicians shared some

considerations about the main difficulties they had encountered while applying the tools presented in the meeting. It is important to consider this since cities could currently have a base from which to analyze and reflect on the application of various tools, especially in the case of Mozambique with respect to the application of Brazilian tools. **In this context some obstacles were mentioned related to the difficulty of ensuring greater involvement from communities in planning and mobilization of resources to respond to the number of informal settlements and even in some cases, the weak interpretation of the laws regarding land use and an increasing number of occupied areas.**

OPINION FROM THE TECHNICIANS ON SHARED EXPERIENCES

On the sidelines of the meeting the representatives from the cities gave some considerations about the tools shared based on surveys that were sent to them to give a more thoughtful analysis of what possibilities lay for their use in Mozambique.

Questions

- Can the experiences from Brazil be applied to the Mozambican reality?

“The tools can be applied provided that they respect the reality and the local authority’s technical and financial capability”. **Kátia Lima Guarulhos, Brazil.**

- And to what extent are they relevant to the Mozambican reality?

“They can be applied, because the reality of informal settlements is similar and both countries recognize the need to invest in urban requalification. There is also similarity in the urban instruments for urban planning in both countries and local authorities”. **Maria Cristina Magalhães, Belo Horizonte, Brazil**

- Are there suitable conditions to apply them?

“Several of the experiences from Brazil can be conveniently applied in Mozambique with appropriate adjustments taking into account the historical, cultural and legislative context”. **César Cunguara, Maputo, Mozambique.**

“There are conditions to apply these tools, but local structures are still insufficient (a small number of teams). It is also important to invest in the consolidation of a Housing policy (guidelines, lines of action, programs and social control)”. **Maria Cristina Magalhães, Belo Horizonte, Brazil.**

12 CONCLUSIONS

- The meeting for exchange of experiences between technicians from Brazilian and Mozambican local authorities is an important milestone in the relationship of cooperation between cities from the two countries because it represents the beginning of an effective partnership between cities. As this is a unique event in the history of cooperation between Brazil and Mozambique, the meeting has even further benefit.
- The project into which the meeting forms part is being implemented in partnership with other institutions and includes training and technical support to increase capacity for urban management.
- The different experiences shared at the meeting have shown that there are several challenges to the cities participating in the project, resulting either from increase in urban population recorded in recent years, or the inadequate response offered by local authorities derived from both technical and financial factors. This applies to both the Brazilian reality as well as Mozambican. However the cities of Mozambique were those that showed a further need for considerable support, especially with regard to the technical aspects of local authority management, such as the case of the aspects related to spatial planning and urban structure.
- Given the partnership is between two countries with relatively similar problems and challenges (Brazil finds itself ahead in terms of the implementation of urban plans and the application of various tools), this contributed positively so that the cities could discuss and communicate through both technical language as well as sharing different strategies used to overcome any challenges.
- It should be noted that the experiences brought by the technicians of Brazil, aside from having shown a higher level of maturity in relation to those from Mozambique, are also experiences that have been achieved from the implementation of plans consolidated over time. In relation to the experiences from Mozambique, it has been noted that there is a major impact to implement the various tools. However, many of them still have some weaknesses. Such differences can be explained by the fact that Brazil started the management process of cities through local authorities a long time ago, which has made the interaction between the cities there more fruitful.
- Another aspect to take into consideration and one that was one of the major outcomes of the meeting, as well as an important factor for the project, relates to choosing from Brazil the appropriate and applicable tools for the Mozambican context. These must particularly take into account that certain similarities exist between cities from the two countries from the point of view of the problems that both face, as well as the challenges that have been identified. However, in spite of these similarities, the application of those tools must take into account aspects relating to legislation and policies that are different in the two countries.

- From the various topics discussed in the meeting, the topic of unified registry, for its relevance and usefulness was the high point of interest for all the technical participants. Still, it was cautioned that despite the importance of the Inclusive registry, attention must be paid to other technical areas that may contribute to the improvement of their activities.
- The cities completed their initial partnership proposals and prepared their action plans and at the end of the meeting, the technicians from Brazil made technical visits to their partner local authorities in views of continuing the work that has been initiated through the gathering.

13 Annexes

List of participants

Name	Institution	City
1 Castro Sanfins Namuaca	President of Local authority Council	Nampula
2 Tiago Fumo	President of Local authority Assembly	Nampula
3 Roberto Bernardo	Local authority Council / UN-Habitat	Nampula
4 Clodomiro Muiambo	Local authority Council	Nampula
5 Antonio Machava	Local authority Council	Nampula
6 Sergio Sabao	Local authority Council	Nampula
7 Tapu Kara	Local authority Council	Nampula
8 Joao Setimane	Local authority Council	Nampula
9 Guilhermina Faria	Local authority Council	Nampula
10 Dionisio Cherewa	ANAMM	Maputo
11 Pedro Laice	ANAMM	Maputo
12 Aderito Cumbane	ANAMM	Maputo
13 Ana Carolina Cortés	ASF	Maputo
14 Albert Gerard Ventura	ASF	Barcelona
15 Francesc Magrinyá	UPC –Polytechnic University	Barcelona
16 Celso Fernandes	Lurio University	Nampula
17 Maurizio Berti	Lurio University	Nampula
18 Luis Martins	Lurio University	Nampula
19 Sara Hoeflich	UCLG	Barcelona
20 Alessa Bennaton	UCLG	Barcelona
21 Paulo Oliveira	FNP	Brasilia
22 Katia Lima	Local authority Council	Guarulhos
23 Plinio Soares	Local authority Council	Guarulhos

24	Celia Weffort	Local authority Council	Maringá
25	Sra Cassia Costa	Local authority Council	Canoas
26	Maria Cristina Fonseca de Magalhães	Local authority Council	Belo Horizonte
27	Airan Vescovi	Local authority Council	Vitória
28	Emidio Sibinde	Local authority Council	Dondo
29	Anselmo Martins Figueira	Local authority Council	Dondo
30	Jorge Malita	Local authority Council	Lichinga
31	Julio Guilherme	Local authority Council	Lichinga
32	Cesar Cunguara	Local authority Council	Maputo
33	Aurelio Catorze	Local authority Council	Maputo
34	Isac Victorino Sique	Local authority Council	Manhiça
35	Zedequias Francisco Timane	Local authority Council	Manhiça
36	Ines Goncalo Chilundo	Local authority Council	Matola
37	Amade Aly Miquidade	Local authority Council	Matola
38	Aurélio Salomão	Local authority Council	Matola
39	Beatriz Sheila Mahumane Tembe	Local authority Council	Matola
40	Júlio Américo Cossa	Local authority Council	Matola
41	Eugenio Casimiro Jose	Local authority Council	Inhambane
42	Adelia Andre Mutolo	Local authority Council	Inhambane

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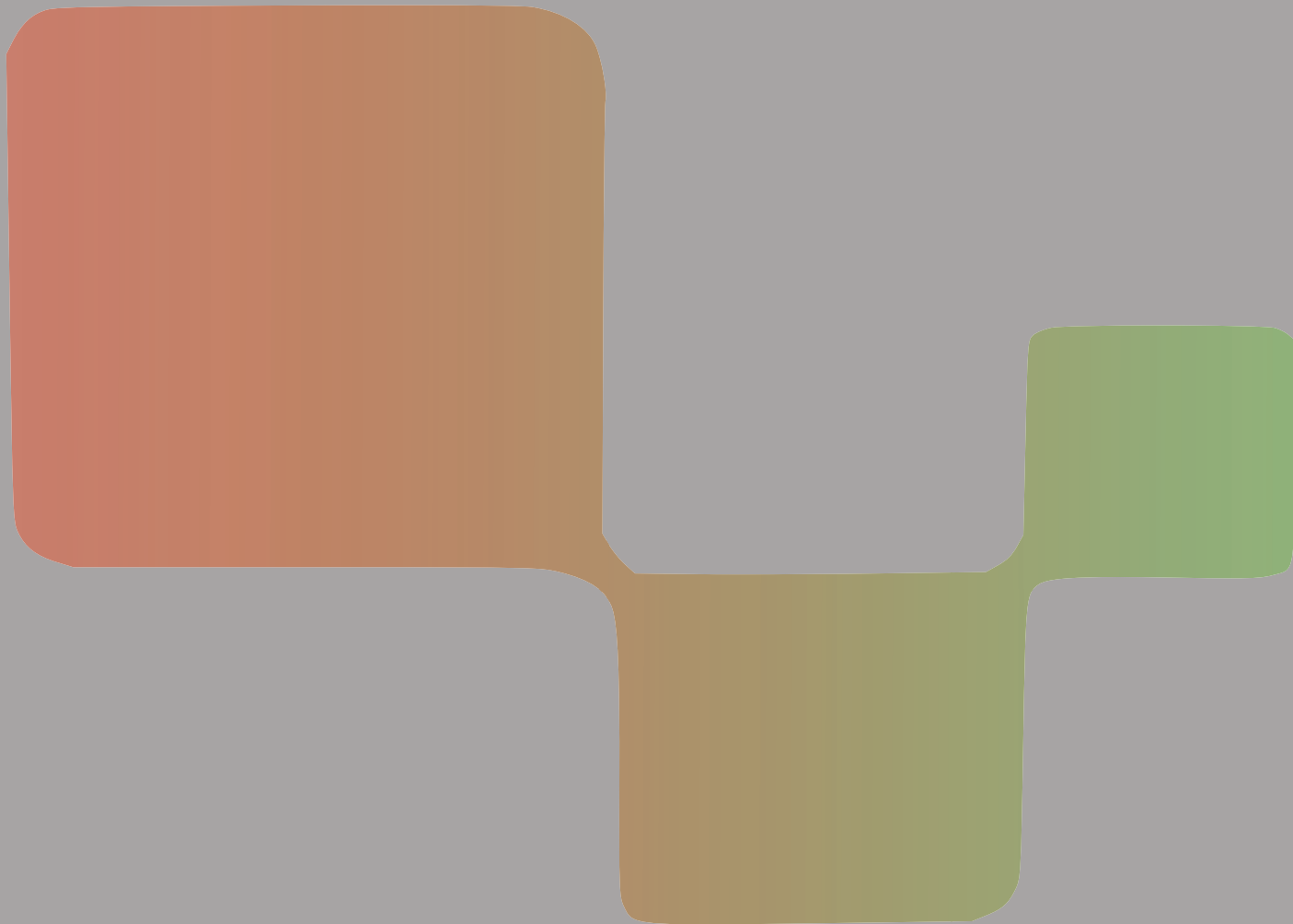
Organizing team for the event:

Nampula City Local authority Council
United Cities and Local Governments
Architects without Borders
National Association of Local authorities of Mozambique (ANAMM)
National Association of Mayors –Brazil (FNP)

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Link for more information:<http://urbaferamentas.wordpress.com/>



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**NORWEGIAN MINISTRY
OF FOREIGN AFFAIRS**

Cities Alliance
Cities Without Slums



**Ajuntament
de Barcelona**