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HUMAN SETTLEMENTS

MOZAMBICAN NATIONAL REPORT ON
HUMAN SETTLEMENTS

PREPARED FOR HABITAT II

Prepared by:

Manuel G. Mendes de Araújo
(Ph.D. in Human Geography)
(Professor at Eduardo Mondlane University)

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INTRODUCTION

The Second United Nations Conference on Human Settlements (Habitat II), designated as "The City Summit", will be held in Istanbul from June 3-11, 1996.

It is envisaged that in this Conference governments and local authorities will pledge themselves to undertake actions which will lead to the improvement of their capacity and services in order to resolve urbanization and housing-related problems. Likewise, the private sector ought to take responsibility for playing a greater leadership role in the utilization of available resources and in the resolution of social, economic and environmental problems. The non-governmental organisations (NGOs) should also engage in strengthening the capacities that have to be developed in order to stimulate the civil society as an agent of socio-economic development.

The preparation process for "The City Summit" began in 1976 with the holding of the First United Nations Conference on Human Settlements which defined the "global strategy for housing by the year 2000".

In the context of sustainable development, the general objectives of "The City Summit" will be the following:

- to design plans and strategies aimed at slowing down the deterioration of housing conditions in order to create a sustainable living environment, paying special attention to the needs of and contributions of women and other vulnerable social groups whose quality and participation in social development have been neglected, thus endangering their sustainability;

- to adopt principles and formulate a global plan of action which may serve as a guideline both at national and international levels.

Mozambique is one of the members of the United Nations which has been subject to a situation of warfare and emergency in the last decades, and as a result has not made significant progress in the

preparation of HABITAT II. During this troubled period, the country did not have a strong institutional link with HABITAT; this link was only felt through a few programmes/ projects developed by certain institutions, such as the MOZ projects

inserted in the then Ministry of Construction and Water Affairs, the National Environment Commission, the National Institute for Physical Planning and the "Urbe Group".

During the 2nd session of the Habitat II Preparatory Committee held in Nairobi in April 1995 it was recommended that the PALOP's (Portuguese-speaking African Countries), in particular Angola and Mozambique, should, as soon as possible, carry out preparatory activities for Habitat II, one of which was the establishment of the National Commission on Human Settlements (CNAH). In turn, this Commission would have to elaborate the national report on the current situation of human settlements in the country and to define the national plan of action for their harmonious and sustainable development.

Thus, in August 1995 the establishment of CNAH was proposed and subsequently approved by the Council of Ministers in September of the same year, with the composition as shown in Annex II.

CNAH organized itself in 3 working groups (see Annex II) and defined the following as its major immediate activities: participation at the Johannesburg Ministerial Conference; preparation of the national report for Habitat II; proposal of priorities and sectoral policies.

On November 1, 1995 the preparation of the national report was initiated with the collection of data in the CNAH's selected cities of Maputo, Beira and Nampula so as to analyse the current situation. On December 20, CNAH held a seminar in which a first draft of the report was presented and the priorities and guidelines for the national plan of action were defined.

The present report has been elaborated in accordance with the guidelines suggested by Habitat II for national reports and consists of:

- an evaluation of the current situation based on the data it was possible to collect in the 3 selected cities;

- an assessment of national policies which were carried out in the last 20 years;

- a long and medium-term plan of action;

- comments on the government's major concerns and on resources available to the country.

In the annex I was presented the indicators that was possible to collect for the 3 cities selected (Maputo, Beira e Nampula), and the annex II present the CNAH composition.

I-EVALUATION OF THE CURRENT SITUATION

The most objective evaluation possible of urban habitat conditions in Mozambique is attempted in this Chapter. This objective, right from the start, is complicated by the profound and radical transformations which have characterized the last twenty (20) years, from a highly centralized and centralizing State intervention in the past to a phase in which the State has begun to withdraw and various other participants are emerging in the urban process at present, from the private sector to NGOs and local authority, but all of this is still very embryonic.

1. GENERAL ASPECTS

The current situation is characterized as transitional and, as such, a phase in which one looks for adjustments amidst serious shortages of information, enormous dispersion of data and, not seldom, very disparate quantitative data for the same indicator.

This was the major obstacle to carrying out the present evaluation which, therefore, in some cases runs the risk of being less objective and more subjective. In addition to this, time was very limited (less than 60 days) for the collection and analysis of information which, even in the institutions, was dispersed, incomplete or unsuitable for the objectives of this report. For a more objective and reliable analysis, it would be necessary to collect, select and analyse basic information over a long period, and thus obtain a different kind of data. Information is sometimes, even in the urban authorities, more adjusted to the previous philosophy since they have not had time to introduce the necessary changes to the system of information collection, treatment and circulation.

There are 23 cities in Mozambique, in terms of Decree-Law N°.4/86 of June 25, 1986 and Resolution N°.8/86 of June 25, 1986. In view of the objectives of the present report and the allocated time for its conclusion, the National Human Settlement Commission (CNAH) has decided to choose the three most representative cities of the country, in demographic, socio-economic and infrastructural terms - Maputo, Beira and Nampula.

In addition, these cities also represent a geographic coverage of the country since they are located in the South, Centre and North of the territory.

But these 3 cities do not in any sense reflect the image of the whole country because the situation is characterized by great

disparities and imbalances amongst the various human settlements, even if only the urban ones are considered.

It is necessary at this point to make a brief reference to the historical development of human settlements in Mozambique where about 75% of the population remains rural today.

In a country where the population is dispersed and basically rural, the present distribution and characteristics of human agglomerations - as they are conceived today - has been marked by the colonial penetration of the nineteenth century. Colonising attention was centered on the development of the coastline where various port-towns were created, which are today the major Mozambican towns, and through which inland products for export were channelled. In this way, a clear differentiation began to develop between the more urbanized coastline and the basically rural countryside.

The development of economic activities in the countryside connected to agriculture, livestock and extractive activities led to the establishment of a large number of rural villages which began functioning as administrative and economic centres for their areas of influence, but which always depended on the coastal towns.

With an economy based on the export of raw-materials and on the rendering of port and railway services, it is not surprising to find that the main development activities centered around the 3 major port cities - Lourenço Marques (now Maputo), Beira (in the center) and Nacala (in Nampula province) - which functioned and still function as the principal routes of entry and exit for the hinterland.

Moreover, cities and towns showed a neatly dual characteristic: the city/town of European structure equipped with essential basic infrastructure; and around it, a densely populated space emerges, spontaneously occupied by population arrived from rural areas and who built their houses with traditional materials, deprived of all basic urban infrastructure.

This past still marks human urban settlements in Mozambique in a distinct way, despite the major transformations which have occurred since independence.

Because the majority of the population still lives in rural settlements and because they were the most affected by the long years of war and various natural disasters, the government continues to give them its primary attention and resources.

2. SUMMARY OF INDICATORS

(See annex I)

It is quite difficult to produce a consistent summary out of a situation in which information is seriously lacking. This situation is aggravated by the fact that individual cities gather information oftenly without established norms, which renders comparison difficult, since very disparate data may be supplied for the same indicator.

For many indicators needed for this report, there is no information at all or only for one or two of the three cities. In such cases where the most adequate data could not be found, the indicator was cancelled. When information was, at least, indicative of the situation, it was this data that was used. When information only existed for one or two of the three cities, it was nevertheless used for all because, as the situation amongst them is quite similar, it would serve as important reference. In this regard, the modules with most gaps are those on transport, environment, local government and housing. Data on income, finance and gender are seriously lacking.

What has just been referred to leads us to conclude that a profound and careful work on information harmonization and standardization and on data investigation and analysis is necessary to enable a more efficient application of medium and long-term plans of action.

In this phase of transition and with shortages in objective information, it is not simple to define tendencies resulting from policies still in their initial phases.

However, on the basis of the indicators it was possible to collect for the 3 selected cities and which constitute Annex I to this report, a few conclusions can be drawn, which should nevertheless be considered with great caution, since they cannot be extrapolated in a linear way to all towns in the country.

For Maputo City, the national capital, the administrative area is 482 sq.Km. The urbanised surface represents 60.4% and the habitat occupies 69.4%.

Beira and Nampula cities data does not permit quantification of the urbanised area since unoccupied areas, which on the table are referred to under other, were included within the cities administrative boundary.

Despite disparities between total areas with regard to the formal residential area, the values are adjusted to the socio-economic dimension of the cities.

Maputo City concentrates 6.3% of all national population and 41.3% of the country's urban population which was 2,550,236 in 1991.

In the three (3) cities there live 10.3% of the country's total population and 67.0% of the urban population.

According to the 1980 census, more men than women lived in these cities. In 1994 this situation reversed completely, and more women began living in cities (50.3% in Maputo, 50.4% in Beira and 52.0% in Nampula).

According to some studies by the National Statistics Directorate and the Centre of Population Studies at the Eduardo Mondlane University, this change in sex-ratio is due to the great rural-urban migratory movement caused by the war in the 1980's, since families, particularly women, came to join their household heads, who were already city dwellers, in order to work in the urban areas. This can also partially explain the increase in the average household size observed in the three cities as Table D5 shows (Annex I).

The annual population growth rate according to the sources was 4.3% in Maputo, but this indicator for urbanized areas all over the country was 6.0% in the period 1980-91. The urban population growth rate for these 3 cities seems to be underestimated. Over this period (1980-91), a large migratory movement towards towns occurred as a result of war-caused instability, and thus a great number of displaced people began settling in towns.

Even in peace and with security re-established nationwide, it is difficult to contemplate relocation of displaced rural populations. The level of infrastructure destruction and loss of economic and social capital in many rural areas will severely hinder eventual relocations of these populations. It is probably more realistic to say that most rural populations in and around cities and towns will not relocate to the countryside, at least during the coming years. This fact associated with high natural population growth rate will mean that urban populations will continue to increase rapidly in the near future.

For the City of Maputo, over the period 1980-94, and according to data of the National Statistics Directorate, the birth rate was 39.36 per thousand and the death rate was 9.02 per thousand. These values represent a natural increase rate of 3.0%. Considering the annual growth rate of 4.3%, as indicated on the table, the percentage of the migratory flow towards Maputo City was only 1.3%, which reinforces the above referred idea that the demographic data has been underestimated.

The number of woman headed households, which is available only for Maputo and Beira, reveals a marked disparity between both cities. One of the difficulties in getting the number of female headed households relates to the concept itself as,

normally, only widows and women whose husbands have been absent for a long time are considered. An additional obstacle relates to cultural aspects which may cause underestimation of data for this indicator.

In 1994 the average household size was larger in Maputo (6.7) than in the other two cities. The same situation occurred in 1980 but the average household size increased considerably (2 persons in Maputo) during the period 1980-1994. This fact renders difficult any estimation of household formation ratio over this period. If the average household size in 1980 had been maintained, this ratio would have been the percentage shown in the table D6, and the highest rate would be shown by the city of Beira with 5.43%.

Household income distribution could not be found individually for the cities concerned. While presented national values may provide us with an idea of the household income distribution, they appear nevertheless distorted due to the impact caused by the rural areas where, in principle, the values will be lower.

City product per person is only available for Maputo City. Total product of this city in 1994 was US\$6,143,499.4 (Maputo City Finance Directorate). As the city population in that year was 1,052,189, the city product per person amounted to US\$5.8.

It may be anticipated that the remaining cities may not have a better situation than that enjoyed by Maputo.

This value does not take into account the product of the whole informal activity which - even without access to quantitative data - is known to engage a great percentage of the urban population. As a result, the city product per capita emerges distorted.

Despite the difficulty in obtaining values for household income, it is estimated that in 1994, more than 60% of the households had incomes below the poverty line.

For the female-headed households below the poverty line, there is no information but the National Statistics Directorate estimates that it is higher than 65.0% for all towns in the country.

The poverty datum line in US\$ per month for different households was estimated by the National Statistics Directorate and the Office for Support to the Vulnerable Population (GAPVU) at the urban national level as:

One person	US\$ 2.9
Two persons	US\$ 4.68
Average household	US\$ 7.6

The available data for tenure type presented on table D9 includes regular and permanently-built as well as precarious and

spontaneous habitats. This fact accounts for high values in housing ownership. The ownership of formal houses is not more than 7.0% in Maputo and Beira cities, and 12.7% in Nampula.

Taking into account the current situation, most owned houses are built with precarious material.

The main housing renter is the State through its Real Estate Administration Agency (APIE). This situation will be changed rapidly by the government's current policy of divestiture of state housing stock. The effects of this policy are beginning to be visible, and are documented on the table for the cities of Beira and Nampula. As for the City of Maputo, it was not possible to gather data on the situation regarding the ongoing process of housing purchase.

The relation between the value of the house rent and the household income should have been presented in terms of household socio-economic categories because very marked differences can be noted. As information was lacking, the option was to present average values for house rent to income ratio and complete the information through a comparison of the values collected by APIE for maximum, minimum and average rents with the national minimum salary. Maputo is the city in which the house rent consumes the highest percentage of household income (11.7%). However, these values as well as others in which incomes and expenditures are involved must be considered with great reservation.

The health and educational situation is equally quite critical since it has not accompanied the demographic growth. About 100 persons per hospital bed in Maputo and around 600 in the other two major cities. Child mortality is high, being 70 in Maputo, 110 in Beira and 86 per thousand in Nampula.

School classrooms are overcrowded, in the range 45-55 for both primary and secondary schools in Maputo and Nampula but the situation in Beira is unbearable (130-150 children per classroom). However, the values for the city of Beira, which were supplied by the Provincial Directorate of Education, may not correspond to reality; it is most likely that they include three functioning shifts. If this is the case, the average number will be 45-50, which gets closer to the values of the other two cities.

Illiteracy of poor is available only for Maputo and Nampula Cities. According to the Office for Support to the Vulnerable Population (GAPVU), 56% of the poor aged 15 and over are illiterate in Maputo City and Nampula reached 90%.

Information available at the Maputo City Health Directorate shows that 11% of the children under five in the city are malnourished, in terms of WHO standards.

Life expectancy at birth for both sexes in Maputo City is 58.6 years (Maputo City Health Directorate).

Data on informal employment is non-existent. However, a study commissioned by the Ministry for Coordination of Environmental Action, in the context of the Local Government Reform Programme (PROL), and conducted in the city of Nampula in 1995 concluded that only 5% of the working age population had officially-declared employment ("Environmental Profile of Nampula City and District", Centre of Population Studies, Eduardo Mondlane University, 1995).

Female unemployment, considering the formal workforce, is substantially greater than male unemployment. However, available data, even that dealing only with the City of Maputo, does not reflect the real unemployment situation in urban centres where, according to some estimates, the informal sector of the economy engages more than 50% of the working age population, and more especially the female population.

In the City of Maputo, 73% of households have access to potable water but only 28% have a piped domestic supply. The remaining households have access to potable water through water standpipes (21%), wells and purchase from neighbours. The situation in the other two cities is more serious, and in Nampula households with access to piped domestic supply do not reach the 13% mark.

The average price per 100 litres in three major cities is US\$0.3. Households without direct access to tap water or those who pay for re-sold water are penalized, in economic terms. Some studies show that households in Maputo buying water from neighbours pay more than US\$0.5 per 100 litres.

Information on urban transport is scarce or even non-existent. However, for the people living in or visiting Mozambican cities the enormous shortage of transport is evident, a shortage which affects, in particular, the suburban and peri-urban areas. In Maputo City, the average time spent by workers commuting from home was estimated at 120 minutes.

Access to basic urban services is unbalanced. Sanitation, water drainage, and collection, dumping and treatment of solid waste are problematic in most (if not all) cities and towns of Mozambique. Maintenance, cleaning and rehabilitation of septic tanks and sewage systems require urgent intervention.

The data supplied by the urban services for solid waste generated may be considered as being somehow unreliable since solid-waste collection occurs only regularly in some city areas, particularly in central and more wealthiest residential areas. In suburban areas, solid-waste is not collected or very rarely is.

According to information disclosed by the Nampula Municipal Council the percentage of 7.6 of households enjoying regular solid-waste collection correspond approximately to the number of families who live in the cement city.

It is not easy to obtain quantitative information in order to know what the floor area per person is. Some studies undertaken by the National Institute for Physical Planning (INPF) show a very diversified situation with very marked contrasts. There are houses in the informal sector with a total surface of 27 sq. meters where families of 5 or 6 members live, and this corresponds to 5.4 and 4.5 sq.meters per person.

Inversely, in the formal sector, the situation varies from 10 to more than 25 sq.meters per person.

Despite the lack of data for the city of Beira, the available data on permanent structures in Maputo and Nampula - indeed very low values - reveals that housing quality in Mozambican cities is quite poor. In fact, more than half the houses are built with semi-permanent or temporary materials.

Decision-making power is very centralized, leaving local authorities with only a very reduced margin for manoeuvre. This situation makes local authorities very dependent on budgets from central government and on decisions emanating from it. This situation may be reversed with the development and application of the Local Government Reform Project (PROL).

From what has just been presented in terms of the available indicators, living conditions in Mozambican cities are very precarious. However, it is possible to clearly distinguish two groups: one with reasonable access to services and infrastructure and with less stifling socio-economic conditions, which corresponds to the structured urban area and that of formal/permanent construction. This group constitutes the minority of the urban population. The second group consists of the largest majority of the suburban, periurban and, at times, urban population for whom services and basic infrastructure are lacking, and the economic situation of households is very poor.

However, due to the situation in which the country has lived in the last years, the major preoccupation and scarce available resources have to be directed to the rural areas, in particular for re-settling populations in the countryside and for food production. Without overlooking urban problems, the priority of cities will only be greater once basic problems related to re-settlement of displaced populations and food production have been minimally resolved. Until such time, the urban question will always be viewed as a second priority, notwithstanding activities which have to be carried out in order to minimize the serious problems of the cities, but through recourse to foreign aid. This preoccupation is manifested in the following chapters on policies which have been adopted and on the national plan of action.

II. POLICY ASSESSMENT

The purpose of this Chapter is to provide an overview of policies carried out in the last 20 years in the domain of human settlements and their impact on the population's living conditions. This assessment ought to be as accurate as possible but a systematic shortage of objective data renders this kind of analysis difficult. Thus, the assessment will be more qualitative, and therefore more subjective; an assessment of political decisions taken and implemented.

The document "National Housing Policy Outline" produced by the Ministry of Construction and Water Affairs, the "National Urban and Housing Development Programme", which is part of Project MOZ/93/020, the "Local Government Reform Project (PROL) - urban and environment component" and the Government's Programme will serve as the basis for this assessment.

1. PERIOD 1975-1986

Until 1975, the year of national independence, the role of the State was limited to a marginal regulating position with some indirect intervention in the area of basic urbanisation and support for self-construction. Various economic, public, private and cooperative agents were involved in the collection and use of private savings for the purpose of housing construction.

After 1975, the following actions were carried out in the general area of human settlements and in the specific domain of housing:

- a programme for the creation of "communal villages" whose objectives were rural development and the reduction of urban-rural imbalances;

- the Constitution of the Republic vested the State with ownership of land;

- the nationalization of the housing stock through Decree-Law n°5/76 of February 5, 1976 which transferred to the State the exclusive right to rent accommodation, which had various immediate effects such as:

 - the State became the holder of the majority of housing stock in the urban areas;

although the law provided for the use of savings in the housing sector, potentially interested economic agents did not feel encouraged by it;

the State began subsidizing rents through central funds, since rents were fixed on the basis of salary levels, and accommodation was provided according to needs;

activity, incentives and savings for housing construction were drastically reduced or disappeared.

In 1977, in the aftermath of the decisions taken at the III Frelimo Party Congress, State intervention focussed on the organization of human settlements in rural environment, and this was substantiated in the policy of "communal villages". In the cities, State action was more indirect through pilot intervention in urban re-organization with local participation and through improvement of infrastructure - water, electrical power and drainage - as well as the dynamization of informal production of construction materials. Direct intervention in housing by the State was confined to the completion of some unfinished housing units and to the provision of housing to key economic projects. Through indirect State interventions, infrastructure and social equipment for self-help construction and housing improvement was supplied, with great emphasis in rural areas. The National Housing Directorate was set up in order to support and coordinate these activities.

The National Housing Directorate developed a few pilot-projects and concentrated its resources on physical planning, the supply of basic infrastructure and support for self-help housing construction. Experience, and the resolutions emanating from the First National Meeting on Cities and Communal Neighbourhoods determined that it was necessary to develop direct State support to self-help housing construction through the Executive Councils, created in 1978 to replace the colonial Town Halls.

In 1981, a State plan was prepared for the period 1980-1990, with specific targets for housing provision. This plan highlighted, once again, the need for:

direct State intervention in new housing construction, with priority to agro-industrial projects and to the urban centres to support industrial development;

indirect State support to self-help housing construction through the Executive Councils.

Due to the major difficulties which developed, direct and indirect State support was substantially reduced. The reasons given for this were the slow development of the City Executive Council structures and their great limitation in resources, which kept them fully dependent on central State funding.

Faced with this situation, the National Housing Directorate decided to concentrate resources on physical planning and training in order to guarantee a basic minimum support to the Executive Councils for the development of basic urbanisation schemes in the suburban and peri-urban areas.

The results of direct State intervention for the period 1977-1982 were the following:

- provision of 3,450 housing units;

- improvement of water supply and sanitation, particularly in urban areas and "communal villages";

- subsidies estimated at about 50% of the total mortgage cost of the State housing stock.

Indirect interventions in urban areas was limited to the spatial re-organization pilot-project conducted in the Maxaquene Residential Quarter in Maputo.

In 1983 due to difficulties and problems in the control of planning and investment in housing construction, it was felt necessary to decentralise construction capacity and to establish a housing policy with clearly defined mechanisms aimed at encouraging self-help construction.

In an attempt to respond to these concerns, the National Housing Directorate was transformed into the National Institute for Physical Planning, and the Ministry of Public Works became the Ministry of Construction and Water Affairs. Responsibility for direct investment in housing was transferred to the Executive Councils, but these continued to suffer from absolute lack of capacity and resources, remaining totally dependent on central State funding. But weak sensitization to financial mechanisms of support with regard to activities in the field of housing disheartened efforts to intervene at the local level.

As the general economic situation deteriorated, housing construction in durable materials was almost entirely paralysed, and this resulted in a very slow occupation of the few residential areas created.

According to the Ministry of Construction and Water Affairs document, "An Outline of National Housing Policy", the result of direct and indirect State intervention in housing up to the end of 1983 was reduced to a minimum, and it focussed, particularly, on the following:

- an attempt to finish some apartment buildings;

- actions geared to create basic urbanisation areas in urban peripheries, provided with the most basic level of infrastructure;

application of simple criteria in urban planning and land use control;

testing of a few self-help construction support mechanisms;

small-scale local production of upgraded traditional materials;

house production in rural areas;

utilization of construction brigades and low-cost technical solutions.

A considerable part of the previously mentioned action received support from international non-governmental organizations and local community organizations, particularly agricultural, housing and construction cooperatives, which benefitted from State support. However, these interventions made little general impact and were confined to a few hundred housing units built by the State.

2. POLICY TESTING AS FROM 1987

In 1987, the Government approved the "Programme of Housing Promotion" (PPH) with the objective of promoting the implementation of the State's housing policy measures by means of mobilising savings. This programme aimed to reach the following population strata:

families of Mozambican emigrants working in South Africa and other neighbouring countries;

families with a medium income;

families of Mozambican miners or those involved in agriculture;

families with above-medium income.

The PPH outline presented concrete proposals of which the following were highlighted:

adoption of a policy of mobilising private savings in order to re-activate the housing construction sector;

annual allocation of 1.2 million US dollars derived from house rents generated by the Real Estate Administration Agency (APIE) in order to support the foreign currency component of the construction programme;

establishment of an investment management enterprise with the objective of promoting housing construction and the management of development programmes in the area;

creation of a housing development fund to be administered by the management enterprise;

elaboration of a study for the launching of housing savings certificates.

Since the savings capacity of low and even medium-income population was very poor, the PPH contemplated two stages in its development:

a first phase in which priority was given to the mobilisation of savings from the above-medium income population, the construction of high-cost houses for sale and the creation of surpluses;

in the second phase, the programme contemplated low-cost housing construction through:

collection of the surplus created in the first phase;

savings generation from the medium and low-income population;

participation by the State.

Although concrete and elaborated in detail, PPH's results were not felt apart from a few houses built with funds out of the State's general budget.

One of the reasons that account for the failure of low-cost housing dwells on the fact that, albeit considered low-cost, the houses for the target population became indeed extremely expensive on the face of the household's economic power; this is what happened with the low-cost housing construction project at Campoane village.

In 1987, a Ministerial Diploma established the Housing Programmes Office (PROHABITA) with the following functions:

to promote the elaboration of construction plans for housing complexes and infrastructure, to define technologies to be employed, resources needed and costs;

to provide incentives for the construction of housing complexes and, in particular, to assist Provincial Governments, Executive Councils and enterprises in carrying out housing construction programmes;

to aggregate the information related to housing programmes undertaken in the country;

to participate in the definition of a housing policy for the country, in particular with regard to construction-related aspects.

Fulfilment of these programme objectives is far below the desirable minimum.

Since 1988 the World Bank has financed the Urban Rehabilitation Project (PRU) whose general objectives are:

the rehabilitation of urban infrastructure in the cities of Maputo and Beira;

the creation of workposts.

As for the housing-related sub-component, PRU defines the following objectives:

creation of financial mechanisms which enable the population's participation in self-help and low-cost housing construction programmes;

provision of basic infrastructures (access, water, sanitation, electricity) which enable a re-organization of the population in housing areas with minimum habitable conditions;

make available local and low-cost construction materials, and investigation and popularisation of alternative construction technologies;

institutional strengthening through placement of technical staff who can build the capacity of local government organs responsible for developing housing construction.

But in order to make PRU feasible, it was necessary to introduce major reforms in the housing sector, some of which have not yet materialized or have simply started. These reforms were introduced through the adoption of the following measures:

a revision of rent policy;

the introduction of an interest rate subsidy policy which takes account of the population's current level of savings;

a re-organization of urban informal settlements, providing them with minimum housing conditions;

the definition of financial mechanisms to support self-help construction and low-cost housing construction;

basic urbanisation in new areas which makes it possible to develop self-help construction and cooperative-based construction projects;

assistance to a building materials production project geared towards the promotion of large-scale social housing construction project;

investigation of local construction materials, promotion of their production in small and medium-scale, and also involving the informal sector;

professional training.

On the basis of the foregoing exposition and on the face of those indicators presented in Annex I, the present situation can be considered as a product of the policies adopted throughout these years and can be characterized in the following way:

the structuring of the institutional apparatus was strictly conditioned by the strategic lines adopted in different stages;

despite the repeated affirmation of the role that housing plays in upgrading people's living standards, its importance as a functional sector has nevertheless been underestimated on the one hand, and the contribution of private savings to its development has been neglected, on the other. Emphasis has been laid on direct State intervention for the solution of all problems;

the preponderant vector of institutional practice has been a compartmentalised one with a lack of articulation and harmonization amongst different sectors, which drastically reduced the chances for change in strategies, processes and working methods;

as far as urban land use and management is concerned, no consensus was reached in relation to the hierarchy and articulation between the various sectors involved nor with regard to the types of services to be supplied. This has not permitted the definition of an inter-sectorial intervention model, thus making it impossible to establish the necessary land occupation policies and the adequate phasing of infrastructure and services to be laid out;

the organizational level of the organs of territorial administration in respect of urban land use management is very poor;

urban land use activity is carried out in the framework of powers assigned to Executive Committees (current Municipal Councils);

as land, in general, and urban land, in particular, is not liable to market transaction, urban land use production, management and control becomes particularly important;

however, the Municipal Councils' responsibilities at various levels of decision making have not been fully defined.

the Land Policy programme of the Government, which render difficult the transaction of land and property;

the Land Law and its regulations are not sufficiently explicit with regard to land allocation for housing in urban areas, and the Land Use Regulations have not been minimally applied;

the lack of price regulation for land is one of the causes that has led to the existence of variable "land banks" in the hands of private individuals;

due to serious problems relating to the allocation of the rented housing sector and the high cost of rent value, the Assembly of the Republic approved Law No. 8/91 of

January 9, 1991. The Law aims at promoting private housing construction and increasing the size of the State housing stock with a view to developing a national housing policy which will:

- prioritise social housing;

- approve and perfect legal and administrative conditions for the promotion and regulation of the activities of construction, sale and rental of housing;

- stimulate public housing, the private sector and social institutions to build housing for sale or rental;

existing housing is scarce in terms of its demand and generally displays a condition of serious degradation;

construction prices are high, because most construction materials are imported;

even the price of public housing is still very high for the economic conditions of the population for whom they are meant.

3. ECONOMIC, SOCIAL AND PHYSICAL SITUATION IN URBAN AREAS

Source: "National and Housing Development Programme", UNDP/UNCHS, Project MOZ/93/020, Maputo, 1993.

The situation presented by the source referred to here has not changed substantially in the present, since the impact of some of the measures already initiated has not really been felt yet and, at times, the initial results have shown to be onerous for the population, in particular the least favoured groups. For this reason the overview presented then is considered to be current.

The economic, social, physical, environmental and sanitary situation in urban areas has seriously deteriorated in the last 20 years. This situation could continue or be aggravated due fundamentally to:

- the absence of explicit policies on urban development, distribution and hierarchization of human settlements and urban planning;

- the lack of a policy for dealing with areas of spontaneous occupation, thus resting unclear whether they are supposed to be improved or terminated;

- the present infrastructure of the urban economy lacks the capacity to respond to the needs imposed by population growth;

- the high levels of poverty, restrictions on access to credit and unequal opportunities for income generation;

- the deficiency of physical infrastructure, social equipment and basic services;

- the illegal and/or irregular character of human settlements whether spontaneous or promoted by the public sector, which restricts the possibilities for realising investments;

- excessive densification of structured or minimally structured areas and the uncontrolled expansion of illegal or irregular spontaneous occupations;

- continuing high rates of population growth in urban centres and the maintenance of an insufficient level of investment in infrastructure and services.

This situation is translated into:

- lack of criteria for urban planning and horizontal expansion of human settlements;

non-existence of urbanisation and hierarchization norms for human settlements;

little clarification on how to deal with spontaneous occupation areas;

growing levels of insalubrity with increasing occurrence of endemic disease;

increasing social instability with considerable rise in levels of marginality and criminality;

physical and environmental degradation of urban and peri-urban areas;

restriction on housing construction or upgrading, and on improvement, on recovery or expansion of infrastructure and urban services;

reduction of employment and income generation opportunities;

increase in levels of degradation as a result of lack of maintenance;

increase of environmental degradation in urban spaces, particularly in relation to levels of erosion and destruction of vegetation due to the form of occupation and the need to obtain woodfuel.

Aware of these problems, which directly affect the country's socio-economic development, and with the support of various international and national bodies, the Government has initiated a few programmes, projects and actions which have acted or should act towards transforming the current urban reality. Because of their importance, the following activities, which are, actually, in development, should be highlighted:

the Economic and Social Rehabilitation Programme and resultant monetary and fiscal policies which point to the promotion of legal, institutional and financial reforms with a view to stimulating private activity, the market economy and the re-definition of relations between the public and private sectors;

the Urban Rehabilitation Project (PRU) which created the need to build the capacity of Municipal Councils and to introduce cost recovery mechanisms for investment;

the National Housing Policy, adopted in December 1990, which defines specific guidelines for the rationalization and privatization of the State housing stock, the promotion of social housing, development of the construction materials industry, institutional strengthening and technical training;

the Local Government Reform Project (PROL) which will embody the institutionalisation and autonomy of municipalities, by promoting the conditions required for greater efficacy and efficiency of local management and for making them more effective agents of development;

the Social Housing Programme which aims to promote and support self-help housing construction through technical and financial parameters to be identified;

the National Environmental Management Programme (PNGA) which, in addition to specific actions on environmental protection, envisages capacity building of local government in the management and use of natural resources, training, awareness and the definition of environmental profiles.

It is necessary to refer that these programmes, projects and activities are still in execution; for that reason the plan of action for the next years will be marked by them.

3.1. NATIONAL HOUSING POLICY

In December 1990, the Government adopted a National Housing Policy which began directing its action in this area.

For the Government, housing constitutes a right of each household and for this reason it promotes and protects the constitution of housing property rights.

The Government's perspective is the establishment of a National Housing System which will integrate the various sides of the question of housing development in the country, which includes a National Housing Programme.

In the housing domain, the Government's current objectives are the following:

- to promote a quantitative increase in housing construction in the rural areas;

- to upgrade the foundations of rural and peri-urban housing through the introduction of technologies involving local materials and resources;

- to promote low-cost housing development programmes for the lowest-income population strata;

- to promote self-building projects for skilled labour, paying particular attention to young couples;

to sell off the State's housing stock, guaranteeing and protecting property over the same on the part of buyers;

to value State-administered housing through measurees which encourage its maintenance by the respective tenants;

to adopt measures which improve administration of the State's housing stock.

In order to achieve these objectives, the Government intends to adopt the following strategy:

to promote research of local materials and simple construction technologies, and to popularise them among communities and economic agents;

to promote the production and marketing of construction materials in rural and peri-urban areas and to stimulate their use in housing construction;

to encourage individuals, cooperatives, national and foreign enterprises and other organizations to involve themselves in social and commercial housing construction;

to promote the creation and development of public and private financial institutions oriented towards the provision of housing credit, and to encourage the creation of building society funds;

to establish measures that encourage purchase of State housing by their tenants;

to improve the system of housing stock administration, making it more efficient and transparent;

to create incentives for the participation of tenants and other economic agents in the management of the housing stock.

3.2. ENVIRONMENTAL POLICY

For many years the environment in general, and the urban environment in particular, was not a major institutional concern. This attitude has led, therefore, to the emergence of serious environmental situations, particularly in the urban areas subject to profound transformations in the occupation of space and great demographic pressure. The problems faced by the cities of Beira, Nampula and Nacala provide flagrant examples, some of which may rapidly become irreversible.

At present, the Government is showing great concern for environmental issues, particularly those of the urban areas. This new attitude was manifested through the creation of the Ministry for the Coordination of Environmental Action and the undertaking of various activities and studies aimed at protecting and preserving natural resources. This new attitude is also revealed in the important role assigned to this Ministry with regard to the Local Government Reform Project (PROL).

In the present situation of profound and rapid change and of high levels of poverty and misery, rational management and use of natural resources should orientate the whole decision-making process. Human re-settlement and national reconstruction programmes ought to take into consideration the precautions to be observed in the utilization of natural resources.

Thus, the Government proposes to implement the national policy on the management of environment and natural resources, enclosed in the recently approved National Environmental Management Programme (PNGA), in order to guarantee sustenance and quality of life for present populations and future generations. In this context, the following are the fundamental objectives:

- to manage the environment through the National Environmental Management Programme (PNGA);

- to apply efficient measures for control of environmental degradation;

- to ensure central environmental and inter-sectorial coordination with local organs;

- to guarantee the inclusion of environmental principles in economic policies and development programmes;

- to establish an environmental management capacity in all sectors of the State;

- to ensure decentralization of the central institution of environmental management to local organs;

- to guarantee that each citizen knows his/her environmental rights and duties;

- to implement an environmental awareness programme to ensure participation of all sectors of society in environmental management;

- to establish mechanisms for surveillance and control of degradation and other changes in the environment;

- to decentralise and democratise natural resources management;

to ensure that communities benefit from the utilization of local natural resources;

to privilege women, chiefly in rural areas, in natural resources management;

to educate children and youth in environmental principles and practices as a contribution to a sustainable development;

In order to attain these objectives, the Government intends to undertake the following actions:

to implement the National Environmental Management Programme (PROL);

to promote the basic law on the Environment and ensure that the specific legislation of each sector complies with it.

3.3. URBAN DEVELOPMENT

Despite the preoccupations raised on several occasions concerning urban development and problems, there are as yet no explicit policies on urban development, distribution and ranking of human settlements or urban planning. But due to the serious economic, social, sanitary and environmental situation affecting urban centres, there is a greater need to promote integrated actions at various levels.

The complexity of urban development and its multi-disciplinary and multi-sectorial characteristics require a rational coordination between different sectors and levels of government and between these and civil society and economic agents. In this context, the Government proposes to:

create conditions for the establishment of a National Urban Development Programme with the aim of defining new housing areas provided with minimum infrastructure and basic services for the settlement of populations living in unsuitable areas, and to take care of demand caused by the natural expansion of urban centres;

carry on promoting studies and investments in urban infrastructure, giving priority to satisfaction of basic needs of the population and establishing appropriate mechanisms for management and maintenance of services rendered;

proceed with the introduction of mechanisms which facilitate access to legal occupation of urban land as well as the regularisation of acquired rights, creating conditions and facilities for housing transactions;

encourage private and cooperative investment in urbanisation and housing to enable the satisfaction of economic and social demand for real estate;

improve technical and administrative procedures for allocation and legalization of urban land occupation with a view to enabling access to construction or upgraded housing.

It is on the basis of these policies, of the priorities derived from them and the ongoing activities that the National Plan of Action will be defined in the long and the medium-term.

III. PLAN OF ACTION

In the last decades, Mozambique has undergone profound political, economic and social transformations. The civil war just ended in the country caused the migration of several million people, forced to abandon their places of origin, fundamentally in the rural areas. These forced migrations occurred towards neighbouring countries and urbanised centres in the country.

This situation has created great difficulties for the medium and long-term implementation of development policies because, for conjunctural reasons, the State was forced to concentrate its attention and resources on emergency plans in order to respond immediately to more pressing needs of the groups which were most directly affected by the war effects and natural disasters.

The establishment of peace has seen a considerable return of displaced populations, particularly those who had taken refuge in bordering countries; a return which was both spontaneous and organized with the support of international organisations, and which has required a major concentration of resources for their re-settlement.

The socio-economic disarticulation caused by war and various natural disasters as well as the return of populations has further sharpened the socio-economic problems, particularly in the rural areas, but these are also directly reflected in urban human settlements. Unable to find minimum social and economic conditions in the countryside, the population has sought out towns and cities with their informal (non-structured) circuits as a resource for survival.

For this reason, the Government has defined as a fundamental priority the re-establishment of the social fabric and the recovery of the productive structure in the rural areas, which will require the re-settlement of populations in the countryside.

The immediate and fundamental concern, in the medium-term, is the re-settlement of the returned population, mostly rural, by minimizing spontaneous or/and emergency settlements and encouraging the creation of conditions for settlement as well as the recovery of self-management and self-construction mechanisms.

To that effect, any plan of action on human settlements must reflect this priority.

The government's attention has therefore turned primarily to rural human settlements (establishment, recovery, development) and to the rehabilitation of intermediate centres.

But the urbanisation process is inevitable and cannot be stopped, particularly in the context of the development of a market economy in which private agents are more and more preponderant.

For this reason, in its plan of action, the Government has not abandoned its function but has rather attempted to assume, in this context, a role which is more regulating, initiating, guiding and monitoring than that of a direct agent, reserving this latter role for the private, cooperative and community sectors and NGOs.

Intrinsically associated with the priorities indicated above, or as part of them, is the decentralization and autonomy of the local organs of power. As a matter of fact, in order to materialize a minimally efficient plan of action in the context of human settlements it is vital to provide local governments with capacities for decision, management and action.

It is through local government capacity-building that authorities will be capable of participating in the initial phase of establishing and/or recovering human settlements, in territorial planning and in monitoring adopted rules and orientations; these are functions that cannot be renounced by them.

But all this requires that human and financial resources are available. To this end, the plan of action must prioritise the training of human resources which are badly needed by the country, and the mobilisation of financial means. These have to be sought not only through the international community but also through a growing involvement of the private sector and by encouraging local initiatives.

The current economic, social, sanitary and environmental situation which characterizes human settlements, particularly urban ones, and the growing economic role that they will have in national recovery and development make it necessary to promote integrated activities, both horizontally and vertically. The complexity of the issues related with the development of human settlements, their multi-disciplinary and multi-sectorial characteristics as well as the substantial and lasting character of the required legal and institutional changes, imply the necessity of a firm articulation between the various actors in the process.

Faced with the situation as described, it is not easy to define an objective plan of action, with concrete activities. For this reason the plan of action is presented in the form of areas of implementation and definition of norms, laws, rules and programmes of action.

1. LONG-TERM NATIONAL PERSPECTIVES

Rather than a long-term plan of action, the aspects presented below constitute the Government's major concerns. For this reason, the plan for the next 20 years (long-term) is presented in the fashion of major policies which aim at the following general objectives:

1. to support and dynamise the economic and social recovery and transformation as well as the territorial organisation of human settlements, the priority being assigned to rural ones;
2. to monitor the transformations and minimize and manage existing imbalances in the national space;
3. to improve, encourage and guide the social integration of the whole population, particularly the most vulnerable groups;
4. to improve, develop and encourage an adequate management of the environment and natural resources;
5. to create conditions for the development of the national housing policy in order to improve the population's housing conditions;
6. to define and develop the role of local power;
7. to define and guide urbanisation policies.

The following strategies must be applied in order to concretise the abovementioned objectives:

- a) to increase the productivity and competitiveness of economic activities in rural and urban areas by encouraging the development of the public, cooperative and private sectors, and by adjusting development programmes to socio-economic shifts;
- b) to encourage the development of production and service rendering companies (public, mixed and private);
- c) to outline, monitor and audit rural and urban space development programmes, and define norms and orientations for territorial planning, zoning and land property and use management;

- d) to upgrade maintenance of infrastructures by mobilising local resources, by recovering of self-building and self-management experiences and by involving the community and the private sector;
- e) to integrate non-structured (informal) activities for the benefit of the countryside and city economies;
- f) to carry out and encourage activities and programmes for the integration of the most vulnerable populational groups, with particular emphasis on displaced populations, women and youth;
- g) to guarantee an adequate division of public resources, financing and private investments in order to reduce disparities among different national territories;
- h) to promote and ensure training and capacity-building of human resources, at all levels, in management of the territory and of social and economic transformations;
- i) to develop and encourage development of social infrastructures and basic urban services in intermediate or rural centres through participation of the local power, the community and private sector;
- j) to support and encourage the environmental preservation and management policy through allocation of capacities and resources both at central and local levels, promoting the participation by the private and various socio-economic sectors and by recovering previously used experiences and mechanisms;
- k) to promote the search for balance between the socio-economic development, the population's needs and the preservation of environment and natural resources;
- l) to adjust the national housing policy to socio-economic development and institutional transformations by promoting and encouraging financial mechanisms and the construction of social and marketing housing.

In order to achieve the general objectives defined above through the application of these strategies, the following actions will be carried out:

1. Regular and periodic re-assessment and adjustment of the Economic and Social Rehabilitation Programme (PRES) with a view to adapting it to the realities and needs of the community and public, private and cooperative sectors.

Responsibility, coordination and control - Central Government through the Ministries of Planning and Finance, and of Foreign Affairs and Cooperation.

Participation - Various Ministries, local governments, Municipal Councils, economic agents and civil society.

2. Implementation of the Local Government Reform Programme (PROL) by establishing autarchies throughout the country and by capacitating them in the discharge of their functions.

Responsibility, coordination and control - Ministry of State Administration.

Participation - Other Ministries, local governments, Municipal Councils and traditional authorities.

3. Re-settlement of displaced populations by defining new areas and/or recovering areas of spontaneous occupation.

Responsibility, coordination and control - Ministry of State Administration, National Institute for Physical Planning, National Directorate for Geography and Cadastre, Municipal Councils and local governments.

Participation - Ministry of Public Works and Housing, Ministry for the Coordination of Environmental Action, Ministry for the Coordination of Social Action, NGOs, community, Health and Education.

4. Definition and establishment of intermediate population centres in order to dynamise rural development and de-congest the main overcrowded urban centres.

Responsibility, coordination and control - Ministry of State Administration.

Participation - Ministry of Public Works and Housing, Ministry for the Coordination of Environmental Action, Municipal Councils, local governments, National Institute for Physical Planning, National Directorate for Geography and Cadastre, economic agents, NGOs and community.

5. Implementation, at all levels, of the national policy for preservation and management of the environment and natural resources.

Responsibility, coordination and control - Ministry for the Coordination of Environmental Action.

Participation - Various State organs, Health, Education, local governments, community and public and private enterprises.

6. Implementation and development of land property and land use regulations, with clear definition of the mechanisms for land use and possession and rural and urban land property management.

Responsibility, coordination and control - Ministry of Agriculture and Fishing.

Participation - Ministry for the Coordination of Environmental Action, Ministry of Industry, Commerce and Tourism, National Institute for Rural Development, National Institute for Physical Planning, local governments, Municipal Councils, community and economic agents.

7. Implementation, development and adjustment of the national housing policy to the socio-economic development.

Responsibility, coordination and control - Ministry of Public Works and Housing.

Participation - Municipal Councils, local governments, community and cooperative, public and private construction sectors.

8. Promotion of public, private and community housing assistance funds.

Responsibility, coordination and control - Ministry of Public Works and Housing.

Participation - Ministry of Planning and Finance, bank institutions, public and private enterprises and community.

9. Revision, adaptation and definition whenever necessary, of norms and regulations for the promotion of construction, self-building and management of housing by private, public and cooperative enterprises, NGOs and community.

Responsibility, coordination and control - Ministry of Public Works and Housing.

Participation - Municipal Councils, local governments, NGOs, community and public, private and cooperative construction and housing management enterprises.

10. Definition and application of an urban development policy, with special attention required towards the application of structure plans, rehabilitation of degraded areas and fundamental urban infrastructures.

Responsibility, coordination and control - Ministry of Public Works and Housing, Ministry for the

Coordination of Environmental Action, National Institute for Physical Planning, Municipal Councils, public and private enterprises and NGOs.

For the implementation, development, evaluation and control of all these actions, a fundamental advisory, accompanying and counselling role should be assigned to the National Human Settlements Commission (CNAH) which must be empowered for such purposes.

2. MEDIUM-TERM NATIONAL PLAN OF ACTION

In the next 4 to 5 years, the Government's major efforts will be concentrated on the recovery of production, particularly food production, and the re-settlement of the displaced population and those returning from neighbouring countries where they had taken refuge. Future activities in other areas will, therefore, be conditioned by this fundamental concern. However, with the involvement of various sectors of civil society, and in particular through the projected stimulus from initiatives by the private sector and various organisations, the Government shall define a medium-term programme of action, in which essentially reserved to it are a normative and surveillant function, the definition and creation of incentives to broaden participation of the civil society and the responsibility for the erection of basic urbanisation infrastructures.

Since there are as yet enormous gaps with regard to laws, regulations and norms and as the role of different sectors and levels requires definition or clarification, the national plan of action has to foresee real achievements in this domain. Another aspect worthy of special attention is training and human resources development, without which no plan will be successful.

Against this background, the national plan of action will, essentially, focus on the following until the end of the century: HUMAN SETTLEMENTS, particularly rural ones; HOUSING; DECENTRALIZATION AND AUTONOMY OF LOCAL GOVERNMENTS; ENVIRONMENTAL PRESERVATION AND MANAGEMENT; JOB CREATION.

The natural inter-connection amongst these is evident and necessary, which is why the objectives, strategies and actions are, very often, common ones.

In developing this plan of action, it falls to the State, as applied strategy, to:

define and promulgate laws, norms and regulations;

create incentives to broaden participation by civil society, social and professional organisations and enterprises in the definition and application of "technological policies";

engage in the construction of basic infrastructures and in urbanisation;

promote capacity-building of the organs of local power;

control and survey the various strategies and actions.

2.1. HUMAN SETTLEMENTS

OBJECTIVES

1. To guide and promote the re-settlement of displaced populations;
2. To define landed property and use production and management norms which allow for and encourage re-structuring and upgrading of areas of spontaneous occupation, regulate occupation of new areas and reduce uncontrolled occupation of land;
3. To adjust the existing institutional structure and establish coordination and articulation mechanisms at national level and instruments for inter-governmental interaction;
4. To build capacity of local governments in planning and management of land use and in coordination of expansion and improvement of infrastructures and services;
5. To assess, restart and broaden activities and interventions aimed at improving, rehabilitating, expanding and managing basic services, through the involvement of the community and NGOs and the private sector.

STRATEGIES

Due to existing bottlenecks and obstacles, ongoing political and administrative transformations, shortages in skilled personnel and support possible to mobilise, the strategies to be adopted must maximize the impact resulting from use of existing resources or of those likely to be mobilised, bringing in the various local organs of power and civil society. These strategies are materialized in the following:

- a) To monitor and assess ongoing concrete experiences or those about to be implemented, bearing in mind the need to define legal, normative, regulatory, technical and administrative parameters which serve as support to the establishment of production, planning and landed property and use management processes and which enable the promotion and financing of locally-based interventions;
- b) To give coordinated technical assistance to the realization of studies and elaboration of proposals on measures and intervention which take account of the most relevant social, economic, financial and instrumental aspects;
- c) To promote participation of the community, non-governmental and private organisations in the planning and implementation of development programmes;
- d) To strengthen the capacity of local governments and municipal councils in dealing with human settlements growth and management problems;
- e) To further institutional cooperation and coordination, and the education and training of technical and administrative personnel.

ACTIONS

1. Definition and implementation of permanent mechanisms for institutional and inter-sectorial coordination and articulation, at national and local levels.

Responsibility, coordination and control - National Human Settlements Commission (CNAH).

2. Definition of criteria for distribution and allocation of public resources for promotion and establishment of human settlements.

Responsibility, coordination and control - Ministry of Planning and Finance and local governments.

Participation - Ministry of State Administration, Ministry of Public Works and Housing, Ministry for the Coordination of Environmental Action and Ministry for the Coordination of Social Action.

3. Definition of mechanisms for the mobilisation, collection and application of private savings in human settlement interventions.

Responsibility, coordination and control - Ministry of Planning and Finance.

Participation - Ministry of Public Works and Housing, local governments, Municipal Councils, NGOs, bank institutions and the private sector.

4. Definition of new areas of occupation and study of areas of spontaneous occupation in order to determine their feasibility and to define changes or the activities needed to rehabilitate them.

Responsibility, coordination and control - Municipal Councils, local governments, National Rural Development Institute and National Institute for Physical Planning.

Participation - Ministry of State Administration, Ministry for the Coordination of Environmental Action, Ministry for the Coordination of Social Action, Ministry of Public Works and Housing and National Directorate of Geography and Cadastre.

5. Re-settlement of displaced populations and/or populations removed from areas of spontaneous occupation considered inadequate.

Responsibility, coordination and control - Municipal Councils and local governments.

Participation - Ministry for the Coordination of Social Action, Ministry of Public Works and Housing, NGOs, community and National Directorate of Geography and Cadastre.

6. Definition and application of cost recovery mechanisms in social projects, in the landed property and use management process and in investments in and maintenance of existing infrastructures and services, taking into account economic and social aspects of the target population.

Responsibility, coordination and control - Ministry of Public Works and Housing.

Participation - Municipal Councils, local governments, NGOs and economic agents.

7. Conception, experimentation with and adoption of a national human settlement planning process which deals with current needs and which can adjust to existing technical and administrative capacities or to those likely to be mobilised at the local level.

Responsibility, coordination and control - Ministry of State Administration.

Participation - Ministry of Public Works and Housing, National Institute for Physical Planning, Municipal Councils, local governments and community.

8. Conception, experimentation and adoption of a model of concession, mapping and registration of rights to land use and exploration adjusted to the population's socio-economic and financial characteristics and local capacities in order to reduce uncontrolled and spontaneous occupation of land.

Responsibility, coordination and control - National Directorate of Geography and Cadastre.

Participation - Ministry of State Administration, National Institute for Physical Planning, local governments and Municipal Councils.

9. Realization of studies, interventions and investments in infrastructures, giving priority to satisfaction of the population's basic needs and to the establishment of the necessary mechanisms for management and maintenance of services rendered.

Responsibility, coordination and control - Municipal Councils and local governments.

Participation - Public and private institutions and enterprises, community and NGOs.

10. Capacity-building of selected municipal governments through practical experience and training, with a view to initiating the local process of production, planning and management of municipal land use, relying on participation by enterprises, non-governmental and community organisations.

Responsibility, coordination and control - Municipal Councils.

Participation - National Institute for Physical Planning, NGOs and public and private enterprises.

2.2. HOUSING

OBJECTIVES

1. To promote a quantitative increase in housing construction in the rural areas;
2. To upgrade the patterns of rural and peri-urban housing through the introduction of appropriate technologies involving local materials and resources;
3. To promote low-cost housing development programmes for the lowest-income population strata;

4. To promote self-building projects for skilled labour, paying attention to young couples;
5. To sell off the State's housing stock, guaranteeing and protecting property over the same on the part of buyers;
6. To value State-administered housing through measures which encourage its maintenance and to adopt measures which improve administration of the State's housing stock.

STRATEGIES

In order to achieve these objectives, State organisms ought to adopt a new attitude and the participation of other economic agents is indispensable. For this reason, the strategies will be:

- a) To promote investigation of local materials and simple construction technologies, and to popularise them among communities and economic agents;
- b) To promote the production and marketing of construction materials in rural and peri-urban areas and to stimulate their use in housing construction;
- c) To encourage individuals, cooperatives, national and foreign enterprises and other organisations to involve themselves in housing construction;
- d) To promote the creation and development of public and private financial institutions oriented towards the provision of housing credit, and to encourage the creation of building society funds;
- e) To establish measures that encourage purchase of the State's housing stock by their tenants;
- f) To simplify the system of housing stock administration, making it more efficient;
- g) To encourage the participation of tenants and other economic agents in the management of the housing stock.

ACTIONS

1. Recovery of self-building and low-cost construction experiences, popularisation of local materials and proven simple technologies and their application to other areas.

Responsibility, coordination and control - Local governments and Municipal Councils.

Participation - Community, NGOs and enterprises.

2. Regulation and legislation of the financial activities of the housing sector and the Assistance Fund to housing.

Responsibility, coordination and control - Ministry of Public Works and Housing.

Participation - Local governments, Municipal Councils, bank institutions and private sector.
3. Mobilisation of financial resources and creation of conditions to afford technical, financial and administrative assistance to the sector's institutions.

Responsibility, coordination and control - Ministry of Public Works and Housing.

Participation - Municipal Councils, local governments, economic agents and NGOs.
4. Elaboration of construction programmes and definition of tax, credit and rent policies with privilege social housing.

Responsibility, coordination and control - Ministry of Planning and Finance.

Participation - Ministry of Public Works and Housing, Ministry for the Coordination of Social Action, Municipal Councils and local governments.
5. Continuation of divestiture of the State's housing stock to the benefit of tenants.

Responsibility, coordination and control - Ministry of Public Works and Housing.

Participation - Municipal Councils, local governments and community.
6. Rehabilitation of the housing stock, defining priority areas for immediate intervention.

Responsibility, coordination and control - Ministry of Public Works and Housing.

Participation - Municipal Councils and public and private construction enterprises.
7. Promotion of private and cooperatives enterprises of construction material production and of housing.

Responsibility, coordination and control - Ministry of Public works and Housing.

Participation - Local governments, Municipal Councils and economic agents.

8. Introduction of incentives for the creation of public and private real estate management societies in the provincial capitals.

Responsibility, coordination and control - Ministry of Public Works and Housing.

Participation - Municipal Councils, local governments and economic agents.

9. Establishment of norms and incentives for liberalization of the real estate market.

Responsibility, coordination and control - Ministry of Public Works and Housing.

Participation - Ministry of Planning and Finance, Municipal Councils, local governments and economic agents.

10. Creation of new building standards and regulations.

Responsibility, coordination and control - Ministry of Public Works and Housing.

Note: Points 2.1. and 2.2. were elaborated on the basis of: "National Urban and Housing Development Programme", Maputo, UNDP/UNCHS, Project MOZ/93/020, 1993.

"National Housing Policy", version amended in accordance with decisions taken at the 1st session of the Assembly of the Republic (Parliament), 1991.

2.3. ENVIRONMENTAL PRESERVATION AND MANAGEMENT

OBJECTIVES

1. To manage the environment through the National Environmental Management Programme (PNGA);
2. To apply efficient measures for environmental degradation control;
3. To establish an environmental management capacity in all sectors of the State;
4. To ensure decentralization of environmental management and natural resources utilization;
5. To implement an environmental awareness and natural resources utilization programme;

6. To prepare and popularise educational programmes on the environment and utilization of natural resources;
7. To establish mechanisms for control of degradation and other changes in the environment;
8. To improve and preserve the urban environment.

STRATEGIES

- a) To ensure environmental coordination at various levels and between different sectors;
- b) To guarantee the inclusion of environmental principles in economic and social policies and development programmes;
- c) To decentralise the environmental management and natural resources use to local organs;
- d) To popularise environmental rights and duties among citizens;
- e) To promote participation of the civil society in environmental management and natural resources utilization;
- f) To privilege women in the natural resources management;
- g) To educate children and youth in environmental principles and practices.

ACTIONS

1. Popularisation and implementation of the National Environmental Management Programme (PNGA).

Responsibility, coordination and control - Ministry for the Coordination of Environmental Action.

Participation - Municipal Councils, local governments, mass media and civil society.

2. Promulgation of a basic law on environment and ensure that the specific legislation of each sector complies with it.

Responsibility, coordination and control - Ministry for the Coordination of Environmental Action.

3. Elaboration of environmental profiles for urban and rural areas.

Responsibility, coordination and control - Ministry for the Coordination of Environmental Action.

Participation - Municipal Councils, local governments and research institutions.

4. Training and capacity-building, at all levels, for environmental management and natural resources use.

Responsibility, coordination and control - Ministry for the Coordination of Environmental Action.

Participation - Municipal Councils, local governments, research institutions and NGOs.

5. Promotion of courses in environmental awareness and training as well as natural resources use in schools and community.

Responsibility, coordination and control - Ministry for the Coordination of Environmental Action.

Participation - Ministry of Education, Municipal Councils, local governments and civil society.

6. Definition and popularisation of the citizens' environmental rights and duties.

Responsibility, coordination and control - Ministry for the Coordination of Environmental Action.

Participation - Local governments, Municipal Councils, mass media and community.

7. Definition of environmental protection zones.

Responsibility, coordination and control - Ministry for the Coordination of Environmental Action.

Participation - Local governments and Municipal Councils.

8. Implementation of urban and coastal environmental preservation and recovery programmes.

Responsibility, coordination and control - Municipal Councils and local governments

Participation - Ministry for the Coordination of Environmental Action, National Institute for Physical Planning and civil society.

9. Development of urban sanitation programmes and projects in the major cities.

Responsibility, coordination and control - Municipal Councils.

Participation - Ministry of Public Works and Housing, NGOs, community and public and private enterprises.

10. Definition of sanitation rates and promotion of private initiatives in urban sanitation.

Responsibility, coordination and control - Municipal Councils.

Participation - Ministry of Public Works and Housing and economic agents.

11. Carrying out of works of protection against urban erosion and improvement or introduction of drainage systems.

Responsibility, coordination and control - Municipal Councils.

Participation - Ministry of Public Works and Housing, Ministry for the Coordination of Environmental Action, NGOs and public and private enterprises.

12. Creation of alternatives to the consumption of some of the most used natural resources.

Responsibility, coordination and control - Ministry for the Coordination of Environmental Action.

Participation - Local governments, Municipal Councils, community, research institutions and business sector.

Note: Elaborated on the basis of the National Environmental Management Programme (PNGA).

2.4. DECENTRALIZATION AND AUTONOMY OF LOCAL GOVERNMENT AND URBAN MANAGEMENT

OBJECTIVES

1. To develop and implement the Local Government Reform Programme (PROL), which includes:
 - 1.1. To improve living conditions in urban centres;
 - 1.2. To guarantee access to basic urban services and infrastructures;
 - 1.3. To decentralize urban management to Municipal Councils;

- 1.4. To foster popular and private participation in the supply of urban services and in city management.

STRATEGIES

- a) To build capacity of the urban public services for a better and greater rendering of services;
- b) To encourage the private sector in service rendering;
- c) To build the capacity of Municipal Councils in urban management;
- d) To make urban service rendering profitable.

ACTIONS

1. Elaboration of a system and norms for collection and systematisation of urban information.

Responsibility, coordination and control - Ministry of Public Works and Housing.

Participation - National Statistics Directorate, Municipal Councils and research institutions.

2. Development of programmes and policies for the autonomy of local governments.

Responsibility, coordination and control - Ministry of State Administration.

Participation - Local governments, Municipal Councils and civil society.

3. Rehabilitation and expansion of potable water supply and sanitation systems, encouraging community and private participation.

Responsibility, coordination and control - Municipal Councils and Ministry of Public Works and Housing.

Participation - Public and private enterprises, NGOs and community.

4. Improvement and increase in urban public transport both in quality and quantity, involving the private sector.

Responsibility, coordination and control - Municipal Councils.

Participation - Public and private transport companies.

5. Training and capacity-building of municipal services.

Responsibility, coordination and control - Ministry of State Administration.

Participation - Municipal Councils and NGOs.

6. Expansion of urban services in primary education, health centres and leisure services, involving the community and private sector.

Responsibility, coordination and control - Municipal Councils.

Participation - Ministry of Education, Ministry of Health, Ministry of Culture, Youth and Sports, private sector, NGOs and community.

7. Creation of programmes aimed at transforming the informal sector into an embryo for future small and medium enterprises capable of generating economic and social activities.

Responsibility, coordination and control - Municipal Councils.

Participation - NGOs, economic agents and community.

2.5. EMPLOYMENT CREATION

OBJECTIVES

1. To reduce the current unemployment rates, particularly among youth and women;
2. To increase participation by women and youth in economic and social activities.

STRATEGIES

- a) To encourage community initiatives for the development of economic activities;
- b) To make private initiatives feasible for the creation of small and medium enterprises;
- c) To integrate the urban informal sector.

ACTIONS

1. Creation and promotion of small and medium enterprises which involve women and youth.

 Responsibility, coordination and control - Local governments and Municipal Councils.

 Participation - Economic agents, NGOs and community.
2. Promotion, integration and transformation of the informal sector through creation of conditions of access to credit.

 Responsibility, coordination and control - Local governments and Municipal Councils.

 Participation - Credit institutions, Ministry of Labour, NGOs and community.
3. Creation of incentives for community and business activities developed by youth and women.

 Responsibility, coordination and control - Local governments and Municipal Councils.

 Participation - Community, NGOs and economic agents.
4. Promotion and popularisation of use of local resources and materials.

 Responsibility, coordination and control - Local governments and Municipal Councils.

 Participation - Mass media, community and NGOs.
5. Education and training of women and youth for the development of employment generating activities.

 Responsibility, coordination and control - Local governments and Municipal Councils.

 Participation - NGOs and community.
6. Definition of norms which facilitate access to credit, in particular by women and youth.

 Responsibility, coordination and control - Ministry of Planning and Finance.

 Participation - Local governments, Municipal Councils and credit institutions.

7. Reduction of illiteracy rates among women and children.

Responsibility, coordination and control - Ministry of Education.

Participation - Ministry for the Coordination of Social Action, local governments, Municipal Councils, NGOs and community.

2.6. POVERTY ALLEVIATION

OBJECTIVES

1. To improve the living conditions of the most ill-favoured populational groups;
2. To reduce the number of households situated below the poverty datum line.

STRATEGIES

- a) To encourage, accomodate and support local production initiatives;
- b) To encourage non-governmental organisations (NGOs) in the development activities aimed at the most ill-favoured populational groups;
- c) To integrate informal activities.

ACTIONS

1. Creation of local production activities, through use of appropriate technologies, and involving the lowest-income population.

Responsibility, coordination and control - Local governments and Municipal Councils.

Participation - Ministry for the Coordination of Social Action, NGOs and community.

2. Development of mutual assistance systems through recovery of traditional forms.

Responsibility, coordination and control - Ministry for the Coordination of Social Action.

Participation - Municipal Councils, local governments, NGOs and community.

3. Education and training in simple production techniques.

Responsibility, coordination and control - Ministry for the Coordination of Social Action.

Participation - Competent Ministries, local governments, Municipal Councils, NGOs and community.

4. Creation of production cooperatives.

Responsibility, coordination and control - Local governments and Municipal Councils.

Participation - Ministry for the Coordination of Social Action, NGOs, economic agents and community.

5. Elaboration of studies aimed at defining the most affected areas and groups, the causes and ways used to overcome the situation.

Responsibility, coordination and control - Ministry for the Coordination of Social Action.

Participation - Local governments, Municipal Councils, research institutions and NGOs.

3. CONTROL AND ASSESSMENT

Responsibility for the realization of actions has been indicated for each activity presented. The institution responsible for action also coordinates and controls it. The process as a whole will be coordinated and assessed by the National Human Settlements Commission (CNAH). An important advisory and counselling role to institutions responsible for the actions is equally assigned to this Commission.

CNAH presents itself, by virtue of its composition, as annexed, as the most convenient body to perform the overall functions of coordination, control and assessment of the entire process, without interfering with the competencies of each institution responsible for specific actions.

Control and assessment shall consist of:

- periodic visits to places where actions are carried out (3 control visits per year);

- elaboration of objective reports on action progress (semesterly reports);

- consultation with the community and studies of the impact of actions;

- examination and gauging of proposals of laws, regulations and norms;

- holding of discussion and assessment meetings with all participants (1 annual meeting);

- annual presentation of current assessment to the Government and the Assembly of the Republic.

In order to control and assess efficiently and independently, CNAH must be empowered with financial and material resources, besides requiring a small but capable executive secretariat.

IV. CONCLUSIONS AND COMMENTS

The "City Summit", to be held in Istanbul in June 1996, based on the recognition that "human settlements management constitutes a prerequisite for sustainable development" (United Nations Conference on Development and Environment, Rio de Janeiro, 1992), will seek the commitment of governments to improve their capacity and services for the solution of problems related to urbanization and housing. It also aims to find the best ways of involving the private sector and the Non-Governmental Organisations (NGOs) in the solution of economic, social and environmental problems through the most adjusted application of available resources.

The Istanbul Conference proposes to define global strategies which take account of regional and national realities in order to tackle the deterioration of housing conditions.

The national reports will constitute the instruments on the basis of which there will be an attempt to define a global plan of action which will function as a guideline at the international, regional and national levels.

As referred to on several occasions throughout the present report, Mozambique finds itself in a complex transitional phase which forces the Government to direct its major attention and resources towards the development of food production, the prime form of poverty alleviation, the re-structuring of the economy and the assistance to and re-settlement of displaced populations. These being the major preoccupations, it is natural that mobilisation for the participation of NGOs and the private sector may also take place in that direction.

The private sector in Mozambique is itself in a very embryonic phase of its establishment and development, which limits its participation. This sector's role is still ill-defined, thus requiring norms and regulations. It is only in this way that the sector will develop and intervene more actively in the upgrading of the living conditions of the various human settlements.

The assessment of the situation regarding human settlements in Mozambique, as presented in this report, is, in view of various circumstances, made on the basis of indicators for only 3 cities. It does not therefore reflect the country's general situation. However, it cannot but serve as a useful indicator for familiarisation with the great difficulties faced by the country as well as the priority areas of action.

In order to consider its major preoccupations, Mozambique needs financial and material resources which are extremely scarce, and for this reason it will have to resort to the support of the

international community. Without such support no plan of action will be feasible.

The qualitative situation regarding human resources is very precarious. With the support of non-governmental organisations and civil society, the Government, at its different levels, will have to invest in training and capacity-building as well as in institutions. This must be a priority activity in order to guarantee materialization of the remaining actions.

An additional preoccupation, which the present report seeks to reflect, is that of giving continuity to steps already taken and the recovery of previous experiences which have involved local communities, very especially women, and which served to find low-cost solutions to problems affecting the population. One such example is the Project MOZ 4721/WFP (Basic Urban Services).

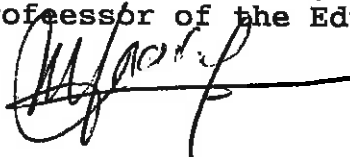
In spite of all these difficulties, Mozambique is aware of how fundamentally important "The City Summit" may turn out to be, and aware of the need to develop more activities which substantially improve urban and peri-urban living conditions, involving the various sectors in society.

The Plan of Action, presented on this report, is the plan which shows itself to be necessary and feasible in the light of the situation in the country. It reflects current preoccupations of the government and civil society in the field of human settlements, in which the need to legislate and to define each sector's role is highlighted.

Maputo, January 1996

The Consultant

Manuel G. Mendes de Araújo
(Ph.D. in Human Geography)
(Professor of the Eduardo Mondlane University)



ANNEX I

URBAN INDICATORS

ANNEX I

0. BACKGROUND DATA MODULE

D1 - LAND USE

MAPUTO CITY

	Area in sq km	% related with total city area
Residential formal	36.63	07.6
Residential informal	43.37	09.0
Business	..	..
Agricultural	147.31	30.6
Transport	..	..
Other*	254.69	52.8
Total	482.00	100.00

Source: National Statistics Directorate (D.N.E.), GZV, DRESSAGEM, 1994

* Includes areas meant for business and transport

BEIRA

	Area in sq km	% related with total city area
Residential formal	15.719	02.4
Residential informal	105.711*	16.7
Business	..	..
Agricultural	..	..
Transport	..	..
Other**	511.570*	75.1
Total	633.000	100.0

Source: Beira Municipal Council.

* Estimated areas by the Beira Municipal Council.

** Includes business, agricultural and transport areas.

NAMPULA

	Area in sq km	% related with total city area
Residential formal	12	3.0
Residential informal	25	6.2
Business	..	..
Agricultural	80	19.8
Transport	23	5.7
Other*	264	65.3
Total	404	100.0

Source: Nampula Municipal Council and Nampula Provincial Service
for Physical Planning

* Includes business area

When only the residential areas (formal and informal) are considered, the situation is quite different:

MAPUTO	80 Km ²	.....	48.8%
BEIRA	47 Km ²	.....	28.6%
NAMPULA	37 Km ²	.....	22.6%

TOTAL164 Km²

D2 - CITY POPULATION BY SEX - 1994

City	Male	Female
MAPUTO	523,255	528,934
BEIRA	223,000	227,000
NAMPULA	98,733	106,961
NATIONAL	8,053,600	8,560,300

Sources: National Statistics Directorate. 1991 National Demographic Survey and 1994 Statistics Yearbook; Provincial Planning Commissions and Town Planning Commissions

SEX-RATIO VARIATION BETWEEN 1980-1994

Cities	1980	1994
MAPUTO	115.0	98.9
BEIRA	132.0	98.2
NAMPULA	113.7	92.3

Source: National Statistics Directorate

D3 - POPULATION GROWTH RATE (1980-1991)

	MAPUTO	BEIRA	NAMPULA	NATIONAL
Annual growth rate	4.3*	4.0**	4.3**	6.0*

* Source: National Statistics Directorate - 1980/1991.

** Source: Provincial Planning Commission and Town Planning Commission - 1980/1991.

D4 - WOMAN HEADED HOUSEHOLDS

	Number	%
MAPUTO	29,812	17.0
BEIRA	23,700	30.0

Source: Town Planning Commissions and Social Action

D5 - AVERAGE HOUSEHOLD SIZE

Cities	Total households		Average household size	
	1980	1994	1980	1994
MAPUTO	137,950	157,043	4.75	6.7
BEIRA	51,839	79,000	4.14	5.7
NAMPULA	35,284	38,811	4.13	5.3

* Source: National Statistics Directorate. 1994 Statistics Yearbook and "Workshop on methodological bases for investigation into urban population growth tendencies in Mozambique".

D6 - HOUSEHOLD FORMATION RATE (1980-1994)

MAPUTO 3.44%
BEIRA 5.43%
NAMPULA 2.49%

Source: National Statistics Directorate and Town Planning Comissions

D7 - HOUSEHOLD INCOME DISTRIBUTION - 1991**NATIONAL LEVEL**

Quintile	Interval (US\$)	Average income (US\$)
1	0.12 - 2.80	14,49
2	2.80 - 3.99	22.15
3	3.99 - 5.53	27.64
4	5.53 - 8.58	36.69
5	8.58 - 153.12	71.57

Source: National Statistics Directorate, 1995

D8 - CITY PRODUCT PER PERSON

MAPUTO 5.8 US\$ in 1994

Source: Maputo City Finance Directorate and National Statistics Directorate.

D9 - TENURE TYPE

Cities	Owned %	Rental %	Other %
MAPUTO	67.1	31.0	1.9
BEIRA	63.3	19.6	17.1
NAMPULA	91.9	4.0	4.1

Source: National Statistics Directorate. Statistics Yearbook, 1994 and Municipal Councils

If the situation regarding the formally-built urban area is considered alone, the percentages are as follows:

Cities	Owned %	Purchasing %	Rental %	Other %
MAPUTO	06.0	..	96.0	..
BEIRA	06.7	04.6	85.9	02.8
NAMPULA	12.4	04.4	83.2	..

Source: Real State Administration Agency (APIE) and Municipal Councils of Maputo, Beira and Nampula.

1. SOCIOECONOMIC DEVELOPMENT

HOUSEHOLDS BELOW POVERTY LINE

MAPUTO	60.6%
BEIRA	65.0%
NAMPULA	68.3%
TOTAL URBAN	60,0%

Source: This indicator was estimated by the UPP for 1994, National Statistics Directorate.

ILLITERACY OF POOR

MAPUTO	56%
NAMPULA	90%

Source: Office for Support to the Vulnerable Population (GAPVU)

MALNOURISHED CHILDREN UNDER FIVE

MAPUTO	11.0%
NAMPULA	08.7%

Source: Maputo and Nampula City Health Directorates

INFORMAL EMPLOYMENT

No official information is available.

UNEMPLOYMENT RATES

With regard to this indicator, it was only possible to gather information on the City of Maputo for the formal workforce.

- unemployed male 04.3%
- unemployed female 35.1%

Source: National Statistics Directorate and Maputo City Municipal Council.

HOSPITAL BEDS

Cities	Persons per hospital bed
MAPUTO	104
BEIRA	600
NAMPULA	559

Source: Provincial Health Directorates of Sofala and Nampula and Maputo City Health Directorate

CHILD MORTALITY

Cities	Child mortality /1000
MAPUTO	70
BEIRA	110
NAMPULA	86

Source: Maputo City Health Directorate and Provincial Health Directorates of Sofala and Nampula.

SCHOOL CLASSROOMS

Cities	School children per classroom	
	Primary school	Secondary school
MAPUTO	55	46
BEIRA*	150	135
NAMPULA	50	40

Source: Maputo City Education Directorate and Provincial Education Directorates of Sofala and Nampula.

* Includes the three periods of teaching.

CRIME RATES

Cities	Reported crimes annually per 1000	
	Murder	Theft
MAPUTO	12.56	123.0
BEIRA	49.0	146.0
NAMPULA	1.8	142.0

Source: Police Commands in the Cities of Maputo, Beira and Nampula.

REFUGEES

Towns were most affected by flows of refugees from the countryside, trying to escape the effects of warfare. There is, however, no quantified information to measure this indicator.

2. INFRASTRUCTURE

HOUSEHOLD CONNECTION LEVEL

Cities	Percentage of households connected to			
	Water	Sewerage	Electricity	Telephone
MAPUTO	28.0%	..	45.0%	36.8%
BEIRA	15.0%	02.0%	17.0%	04.0%
NAMPULA	12.9%	09.8%	16.0%	06.8%

Source: Electricity of Mozambique; Telecommunications of Mozambique; Water Company of Maputo; Water Company of Beira; Water Company of Nampula; Municipal Councils of Maputo, Beira and Nampula.

ACCESS TO POTABLE WATER

MAPUTO 73% of households

Source: Water Company of Maputo and Municipal Council of Maputo.

CONSUMPTION OF WATER

The average consumption of water in litres per day, was estimated by the Water Companies at Maputo, Beira and Nampula as:

MAPUTO 80.4 litres
BEIRA 24.0 litres
NAMPULA 75.5 litres

MEDIUM PRICE OF WATER

Cities	Medium price per 100 litres (US\$)
MAPUTO	0.4
BEIRA	0,1
NAMPULA	0.5

Source: Water Companies of Maputo, Beira and Nampula

SOURCES OF WATER

Cities	Piped connection	Communal tap	Vendor or truck	Well, Stream Lake, Dam	Other
MAPUTO	28.0%	21.0%	..	14.0%	..
BEIRA	15.0%	45*	..	52*	..
NAMPULA	12.9%	24*	..	..	..

Sources: Municipal Councils and Water Companies of Maputo, Beira and Nampula

* Number of communal tap and well. Values in absolute figures, since the number of households supplied by these sources is unknown.

3. TRANSPORT

MODAL SPLIT

Information for this indicator is not available.

TRAVEL TIME

MAPUTO 120 m - Average time
BEIRA 90 m - Longest trip
NAMPULA 40 m - Average time

Source: Municipal Councils of Maputo, Beira and Nampula; Departement of Geography, Eduardo Mondlane University.

EXPENDITURE ON ROAD INFRASTRUCTURE

An annual amount of 90,000,000.00 MT (about US\$9,000) was spent in Nampula in the calendar years 1993 and 1994 (Municipal Council of Nampula City). For Maputo and Beira was not possible any information.

AUTOMOBILE OWNERSHIP

MAPUTO 24.5 vehicles per 1000 population

Source: Municipal Council of Maputo

FUEL PRICE (current)

Petrol 0.45 US\$/l

Diesel 0.26 US\$/l

Source: PETROMOC

TRANSPORT HOUSEHOLD BUDGET SHARE

Cities	Average of household income spent in travel (%)
MAPUTO	4.7
BEIRA	3.7
NAMPULA	2.2

Source: National Statistics Directorate. Statistics Yearbook, 1994

PUBLIC AND MASS TRANSPORT SEATS

MAPUTO 5,320 seats

This value only refers to seats offered by the present urban public transport fleet which consists of 60 operational units.

In the City of Maputo there are still 23 registered units which are part of the private semi-collective passenger transport. The number of seats offered per unit oscillates between 15 and 30. This information is not available for the cities of Beira and Nampula.

4. ENVIRONMENT MANAGEMENT

PERCENTAGE OF WASTEWATER TREATED

There are no wastewater treatment systems in Beira and Nampula.

The City of Maputo has wastewater treatment system but there is no information on the percentage of these waters treated.

SOLID WASTE GENERATED

Cities	ton/person/year
MAPUTO	0.03
BEIRA	0.02

Source: Urban Service Directorates of Maputo and Beira.

DISPOSAL METHODS FOR SOLID WASTE

In the three cities the method used for solid waste disposal is open dump.

REGULAR SOLID-WASTE COLLECTION

BEIRA	69.4%	of total households
NAMPULA	07.6%	" " "

Source: Municipal Councils of Beira and Nampula.

FUELWOOD USAGE

In Maputo City, 71.5% of households use fuelwood (Maputo City Executive Council).

HOUSING DESTROYED

According to the Municipal Council of Nampula, 6,396 houses were destroyed by natural disasters (erosion and tropical cyclone Nadia) in 1994, and this corresponds roughly to 24% of the city's total number of houses. This destruction has affected almost exclusively the precarious informal construction areas.

As for the city of Beira, despite the problems that sea erosion has caused to residential areas, there is no information available, and the same occurs for the City of Maputo.

5. LOCAL GOVERNMENT

LOCAL GOVERNMENT PER-CAPITA INCOME

MAPUTO	US\$ 5.80*
BEIRA	US\$ 0.98**
NAMPULA	US\$ 0.32*

Source: Maputo City Finance Directorate and Beira and Nampula City Planning Commissions.

* only for 1994

** Average of 1992, 1993, 1994

SOURCES OF INCOME

Cities	Taxes (%)	User charges (%)	Other ownsour- ce inco- me (%)	Transfers from higher levels of government (%)	Other income (%)
MAPUTO	8.84	..	10.40	80.74	0.02
BEIRA	1.30	12.50	50.20	36.00	0.00
NAMPULA	6.70	..	58.90	34.40	..

Source: Maputo City Finance Directorate and Beira and Nampula City Planning Commissions.

PER-CAPITA CAPITAL EXPENDITURE

The average of capital expenditure per person in the last three years was the following:

MAPUTO	US\$ 20.0
BEIRA	US\$ 03.0
NAMPULA	US\$ 01.6

Source: Maputo City Finance Directorate and Beira and Nampula City Planning Commissions.

DEBT SERVICE CHARGE

This indicator is available only for the City of Maputo and it was estimated as 3.5% by the Maputo City Finance Directorate.

LOCAL GOVERNMENT EMPLOYEES

MAPUTO 11.4/1000

BEIRA 02.0/1000

NAMPULA 13.6/1000

Source: Maputo City Finance Directorate and Planning Comissions of Beira and Nampula cities.

WAGES IN THE BUDGET

MAPUTO 8.0%

BEIRA 51.0%

Source: Planning Commissions of Maputo and Beira.

CONTROL BY HIGHER LEVELS OF GOVERNMENT

Can higher levels of government (national, provincial)

-Close the local government?	yes
-Remove councillors from office?	all

Can the local government, without permission from higher governments

-Set local tax levels?	some
-Set user charges for services?	some
-Borrow funds?	yes
-Choose contractors for projects?	some

Is the amount of fund transfers from higher levels of government known in advance of the local budget setting process?
About 60%

Source: Municipal Councils

GOVERNMENT LEVEL PROVIDING SERVICES

	Public		Other	
	Local government	National government	Semi-Public	Private
Water	x			
Sewerage	x			
Refuse collection	x			
Electricity	x	x		
Telephone			x	
Public or mass transport	x			x
Emergency (fire/ambulance)	x			
Road maintenance	x	x		
Education		x		x
Health care		x		x
Public housing		x	x	x
Recreation/sports facilities	x	x		x

Sources: Municipal Councils of Maputo, Beira and Nampula

6. AFFORDABLE AND ADEQUATE HOUSING

HOUSE RENT TO INCOME RATIO

MAPUTO	11.7%
BEIRA	8.5%
NAMPULA	5.8%

Source: National Statistics Directorate. 1994 Statistics Yearbook

FLOOR AREA PER PERSON

MAPUTO	12m ² per person
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Sources: Ministry of Public Works and National Institute for Physical Planning

PERMANENT STRUCTURES

MAPUTO	38.0%
NAMPULA	19.2%

Source: Maputo City Urban Services Directorate, State Real Estate Administration Agency (APIE) and Nampula Provincial Service for Physical Planning.

HOUSING IN COMPLIANCE

MAPUTO	100.0%*
NAMPULA	15.4%

Source: Maputo City Urban Services Directorate, State Real Estate Administration Agency (APIE) and Nampula Provincial Service for Physical Planning

* Only formal housing was considered, whereas for the city of Nampula the indicated value refers to all types of housing.

7. HOUSING PROVISION

LAND DEVELOPMENT MULTIPLIER

NAMPULA

The medium price of:

one square meter of raw land that has not been subdivided
and without infrastructures 40 US\$/sq.meter

one square meter of urban land subdivided and with
infrastructures 70 US\$/sq.meter

Source: Nampula Municipal Council