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

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

DECENTRALISED COOPERATION

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

Since its foundation, the strategic mandate of UCLG has been to support learning by promoting decentralised cooperation and international cooperation between local governments and their associations, and to foster peer to peer ties as a means of furthering mutual learning and understanding.
the Cities Alliance and the city of Barcelona. The European Union, the government of Norway, Catalunya. The project was financed by the CIMES and University of Polytechnic of UNESCO – Medium-sized Cities Network support from the University of Lleida’s Cátedra from the project partner Architects without and a technical interface between the cities signed, which also received logistical support bodies project coordination agreements were signed, which also received logistical support and a technical interface between the cities from the project partner Architects without Borders – Catalonia (ASF-At) and academic support from the University of Lleida’s Cátedra UNESCO – Medium-sized Cities Network (CIMES) and University of Polytechnic of Catalunya. The project was financed by the European Union, the government of Norway, the Cities Alliance and the city of Barcelona.}

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UNITED CITIES AND LOCAL GOVERNMENTS

**AFRICA**

Matola
Mayor Calisto Moisés Gossa
Mr. Beatriz Tembe
Mr. Leonel Simango
Mr. Arselino Soares
Maputo
Mayor David Simango
Ms. Natacha Morais
Mr. César Cuguaara
Dondo
Mayor Castigo Xavier Chiutu
Former Mayor Manuel Cambezo
Mr. Anselmo Martins Figuera
Inhambane
Mayor Benedito Guilmino
Mr. Caetano Jose
Mr. Ismael Valoy
Manhica
Mayor Luís Jossias Munguambe
Mr. Isaac Gove
Lichinga
Mayor Salide Amido
Mr. Jorge Malita
Mr. Zainadino Basar
Sr. Silva Guilherme
Nampula
Mayor Mahamundo Amurane
Former Mayor Mr. Castro Sanfins
Namuede
Mr. Sergio Sabao
Mr. Pédoso Pamela
Mr. Luis Pereira Mussa (rest in peace)
Mr. Clodomiro Muiambo
Mr. Sedique
Mr. Tapuk Kara
Xai Xai
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Mr. Justino Massingue
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**LATIN AMERICA**

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Mr. René Souza
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Mr. Fernando Santomauro
Ms. Elisândia Alfonso
Maringá
Mayor Carlos Pupin
Former Mayor Silvio Barros
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Mr. Nelson Pereira
Vitória
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United Cities and Local Government members are committed to decentralized cooperation, and have a long history of supporting solidarity and learning among local and regional governments the world round. With the City Future project initiated in 2007 with support of the ministry of Norway and the Cities Alliance, UCLG renewed opportunities to develop a South-South and Triangular peer to peer exchange that has become stronger throughout the years.

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

**EVIDENCE OF CHANGE**
* Source: UN Habitat

- **1900**: 2 in 10 people lived in urban areas
- **1990**: 4 in 10 people lived in urban areas
- **2010**: 5 in 10 people lived in urban areas
- **2030**: 6 in 10 people will live in urban areas
- **2050**: 7 in 10 people will live in urban areas

**URBANISATION PROCESSES ARE ASSOCIATED WITH:**
* Diversified economies with more employment opportunities
* Effective management of good quality services (water, sanitation, healthcare, schools, etc.)
* Citizen participation in local government
* The density and efficiency of planned urban areas may provide environmental benefits such as a lower consumption of resources, reduced waste, the optimisation of infrastructure and better waste management
* Growth that exceeds local authorities’ planning and management capacities
* Inequality and urban poverty
* Concentrated consumption of resources: land, water, energy, etc.
* Pollution, in the case of poor management or inadequate planning
* A disconnection between humans and the natural and rural environments
* Stress and less healthy lifestyles
* A growth in the informal economy

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

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

**BRAZIL**

- **Guarulhos**
  - POP.: 1,312,197
  - 341.00 km²

- **Maringá**
  - POP.: 321,802
  - 487.05 km²

- **Porto Alegre**
  - POP.: 1,409,351
  - 496.68 km²

**MOZAMBIQUE**

- **Belo Horizonte**
  - POP.: 2,375,151
  - 331.00 km²

- **Canoas**
  - POP.: 323,827
  - 131.10 km²

- **Dondo**
  - POP.: 71,473
  - 382.00 km²

- **Maputo**
  - POP.: 1,178,116
  - 347.00 km²

- **Matola**
  - POP.: 671,556
  - 375.00 km²

- **Nampula**
  - POP.: 471,717
  - 404.00 km²

- **Vitória**
  - POP.: 327,801
  - 98.20 km²

- **Xai Xai**
  - POP.: 123,215
  - 135.00 km²

- **Maputo**
  - POP.: 1,178,116
  - 347.00 km²

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**SHARED CHALLENGES**

- **URBAN POVERTY AND INEQUALITY**

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

**Brazil**

- **85% URBAN POPULATION**
  - (Brazilian Institute of Geography and Statistics [IBGE], 2010)

- **30/50% INFORMAL URBAN DEVELOPMENT**
  - (Betânia Alfonsin, 2006)

- **1.17% RATE OF ANNUAL URBANISATION**
  - (World Fact Book, 2015)

- **$1,500 AVERAGE ANNUAL SPENDING PER CITIZEN**
  - (this UCLG C2C project)

**Mozambique**

- **32% URBAN POPULATION**
  - (Mozambique National Statistics Institute [INE], 2015)

- **75% INFORMAL URBAN DEVELOPMENT**
  - (UN-Habitat, 2007)

- **3.27% RATE OF ANNUAL URBANISATION**
  - (World Fact Book, 2015)

- **$30.00* AVERAGE ANNUAL SPENDING PER CITIZEN**
  - (World Fact Book, 2015)

* Fifty times less than that spent in Brazil.
PROJECT TO IMPROVE THE CAPACITIES OF LOCAL AUTHORITIES IN BRAZIL AND MOZAMBIQUE AS ACTORS OF DECENTRALISED COOPERATION

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

SPECIFIC AIMS

- **To improve the institutional capacities of Local Authorities (LAs) to manage development**
- **To consolidate the role of Local Authorities as agents of South-South decentralised cooperation**
- **To consolidate networking among Local Authorities through Local Authority Associations**

ACTORS
- UCLG, THE GLOBAL NETWORK OF CITIES, LOCAL, AND REGIONAL GOVERNMENTS
- UCLG AFRICA
- ARCHITECTS WITHOUT BORDERS
- UNIVERSITY OF LLEIDA

WITH THE FINANCIAL SUPPORT OF
- EUROPEAN COMMISSION
- CITIES ALLIANCE
- NORWEGIAN MINISTRY OF FOREIGN AFFAIRS
- BARCELONA CITY COUNCIL

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

**Description**

**Similarities**

- **Spontaneous Occupation** in sensitive areas
- **Accelerated Growth** in cities in recent years
- **Plano Diretor, Plano de Estrutura (PEU)**: land management and planning tools
- **Legislation** on land use
- **Imposing** mega-projects
- **Absence** of laws on urban resettling

**Differences**

- Land is property of:
  - **Private**
  - **State**

- Concession areas of (m²):
  - **Brazil**: 125
  - **Mozambique**: 450/1500

- Percentage of informal urban development:
  - **Brazil**: 20%
  - **Mozambique**: 80%

**Requires**

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

**Results**

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

**Partnerships Working on Urban Planning**

**Guarulhos Nampula**

- Assistance with the revision and development of plans
- Improving the management of the use of urban land by implementing and updating a Cadastro Inclusivo

**Belo Horizonte Maputo**

- Contributing to the implementation of the Spatial structural plan for the Municipality of Maputo
- Application of integrated and participatory methodologies and interventions to deal with informal urban development within the city

**Vitória Xai-Xai**

- Promoting technology transfers and fostering civic participation and the integration of the wider community
- Training managers and experts to promote greater participation in the design of local development plans
GETTING TO KNOW THE CITY: THE CADASTRO INCLUSIVO

DESCRIPTION

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

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

PARTNERSHIPS WORKING ON URBAN PLANNING

MARINGÁ MANHIÇA, LICHINGA

Assessing the cadastral situation and its integration with physical and financial registers. Improving the management of the use of urban land by implementing and updating the cadastro inclusivo.

SIMILARITIES

THE CADASTRE IS A TOOL for land control.

DIFFERENCES

The cadastral system has been integrated or non-integrated. The cadastral system is managed by each sector managing its own municipalities. The purpose of the cadastral system includes land and social tax policies and taxes.

REVENUE

LAND-USE PLANNING

INTEGRATED PLANNING

ECONOMIC

Equal taxes

PHYSICAL

Legal

Secure real estate market

LEGAL

Social and environmental inclusion

RESULT

An accurate knowledge of urban areas and social realities, paving the way for the development and implementation of well-structured social and tax policies. The existence of this type of register will also result in strategic management, as it will facilitate communication between the various municipal departments.

Source: Nampula Report, 2013

REQUIRES

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

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

SIMILARITIES
Both cases involve community participation in the budgeting process

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

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

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

PARTNERSHIPS WORKING ON URBAN PLANNING

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

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

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

**Partnerships: Dynamics and Methodologies**

**Dynamics**
- Maputo
- Manhiça
- Dondo
- Manpula
- Dondo
- Vitoria
- Porto Alegre
- Cadias
- Bebela Horizonte
- Guadaloupe
- Maringa
- Lichinga
- Inhambane
- Xai Xai
- Mafita
- Matola

**Methodologies**

1. Develop diagnostics and identify needs
2. Identify similarities and differences
3. Define priorities and transferable knowledge
4. Develop a work plan mutually, defining results and allocating roles
5. Exchange practices and instruments according to the selected themes
6. Assess the results, gauge the time periods involved and the effectiveness of the tools of the exchange (reformulation/adaptation)

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

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

- The success of the initiatives meant that trust grew between the actors involved and the cooperation partners (the EU and other financial collaborators).
- Effective exchange by engaging the Brazilian and Mozambican experts in order to support and give continuity to cooperation initiatives.
- Bringing together academic institutions and local authorities and consolidation of knowledge mobilised by the project in academic curricula.
- Mobilisation and political commitment by Brazilian mayors and Mozambican municipal presidents.
- Positioning of the FNP and ANAMM as mobilisers of decentralised cooperation and to defend the importance of including the involved municipalities in international cooperation.
- Deepening of knowledge on urban development in both countries.
“If you want to go fast, go alone. If you want to go far, go together.”
- African Proverb -

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

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