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**PLANO DE ESTRUTURA DA BEIRA E DONDO**

**THE NEED FOR A STRATEGIC APPROACH  
TO URBAN PLANNING AND MANAGEMENT WITHIN THE SOUTHERN AFRICAN URBAN  
SECTOR**

**REFLECTIONS OF THE EVIDENCE FROM A CASE STUDY OF THE CITY OF BEIRA AND  
THE MUNICIPLALITY OF DONDO, SOFALA PROVINCE, MOZAMBIQUE**

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**by Graham Smith, Neil Klug and Caroline Pitt, formerly of Palmer Associates/Scott  
Wilson/Projecta Joint Venture**



**PALMER ASSOCIATES PROJECTA SCOTT WILSON JOINT VENTURE**

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## ABSTRACT

As Mozambique overcomes the legacy of the civil war and advances in political and economic liberalisation, there is a parallel push to change the role and instruments of its national development planning system. This is reflected in three concurrent and interrelated trends, viz:

- A trend to open the development planning process to the scrutiny of elected politicians;
- A trend to decentralise planning functions and resources and to build local capacities; and
- A trend to switch the focus of planning from post war reconstruction to medium and long-term economic and social development. The challenge here is that this takes place in a macro-economic policy environment requiring increased rigour in the use of strictly limited public resources, and greater reliance on private sector initiatives and community contributions.

Since independence in 1975, the urban population in Mozambique has increased rapidly as a result of rural-urban migration caused by civil strife. It is now estimated that almost half of the country's population lives in urban centres (defined as 23 designated cities and 68 towns) or in areas within their direct influence. Post-war rural resettlement is likely to be a slow process in view of the considerable destruction of social and economic infrastructure in rural areas during the war. At the same time, those who sought refuge in the cities are becoming increasingly integrated into the economic and social life of the urban centres.

A major step in the process of decentralisation at the municipal level is the Local Government Report Project (PROL Project) covering the cities of Maputo, Beira, Quelimane, Nampula and Pemba. As part of this reform, the capacity of the local governments to plan, finance and manage municipal services and development is to be strengthened.

This paper intends to cover three issues:

1. Provide an overview of the evolution of the planning system within Mozambique from the colonial legacy up until independence in 1975, through the period of structural adjustment from 1975-1986 to the process of democratisation after 1987 leading to the initiation of PROL;
2. Highlight through the use of case study material from the City of Beira some of the challenges that urban planners and managers will face in responding to urbanisation pressures; and,
3. Table recommendations on how to strengthen the capacity for urban planning and management in the City of Beira to respond to these challenges, given the institutional fragmentation and contradictory policy positions within government, and severe financial constraints, staff shortages and limited physical resources at a local level.

This abstract is submitted by Ms. Caroline Pitt, an Architect/Urban Planner working as a consultant in Bristol, United Kingdom. Mr. Graham Smith, an Urban Economist/Planner working as a consultant in Lilongwe, Malawi and Mr. Neil Klug, an Urban Designer/Planner working as a consultant in Johannesburg, South Africa. All three were recently involved in the preparation of a Structure Plan and Capital Investment Program for the City of Beira and the Municipality of Dondo, on behalf of the PROL Project. The World Bank funded the project.

## 1. INTRODUCTION

Beira is situated in the middle of the Mozambican coast on the Indian Ocean. The importance of Beira as Mozambique's second city is based on its geographic position as a regional port with road and rail transport corridors serving the land locked countries of Zimbabwe, Zambia and Malawi and also as a terminal piping oil to Zimbabwe. The table below provides a thumbnail sketch of the key dynamics in the city.

Location: Coastal City, Sofala Province, Mozambique	
Population (1996):	470 000;
Growth (1980-91):	102 000 (Maputo = 120 000);
Future Estimate (2010):	900 000
Housing:	164 000 live in the "Cement City"; 306 000 live in "Spontaneous Areas"; of which, 183 000 live in "Precarious Settlement".
Role: Port City, Provincial Capital, Manufacturing Hub; Commercial Centre;	
Official Unemployment:	20%
Underemployment:	17%
Enterprise Structure:	540 enterprises = 1-10 employees; 75 enterprises = 11-30 employees; and, 48 enterprises = 30+ employees.
Employment Structure:	Government Jobs (9 500); Informal Activities (7 500); Commercial Enterprises (8 000); and, Industrial Sector (7 500);
Average Salaries:	Minimum: MT 420 000 (R 210) Per Month; and, Maximum: MT 5 100 000 (R 2 550) Per Month;
Women In Jobs:	Marginalised (In 1997 of the 2000 formal jobs only 180 went to women. In addition women, youth & migrants dominate the fragile informal economy).

This paper looks at the need for a strategic urban management approach following a specific and dramatic set of historical changes in the social, economic and political and cultural contexts that make up the operational environment. The colonial era had created a European city using Portuguese expertise. City management was based on centralised decision-making and bureaucratic control, and was physically guided using detailed plans. The final years before independence saw minimal investment in infrastructures for the African population.

Following a sudden transition to independence Beira saw the flight of professionals and investment, the nationalisation of property management and ambitious social and economic plans. These plans could not be implemented as droughts struck and internal armed conflict increased. The pressures of in migration from areas in conflict led to further deterioration of urban infrastructures. A physical Structure Plan prepared in Maputo was not approved or implemented. The introduction of structural adjustment in 1987 hastened the interest of the donor community. However, investment during this period concentrated on the port as a regional resource rather than the city that serviced it. A development of the Structure Plan by a donor agency was again not followed up. This period led to the peace process and elections, with donors encouraging decentralisation and international corporations becoming interested.

This paper looks at the background to the recent preparation by consultants of the Beira-Dondo Structure Plan that was prepared under the Mozambican Local Government Reform Project financed by the World Bank. The paper begins with a description of the historical background to Urban Planning and Management in Mozambique that has left Beira with lack of capacity, deterioration of infrastructures in an environmentally vulnerable physical situation.

## **2. BACKGROUND TO URBAN PLANNING AND MANAGEMENT IN BEIRA**

### **2.1. Urban Planning and Management Terms of Reference**

The Beira-Dondo Structure Plan was prepared under the Local Government Reform Project (PROL) financed by the World Bank within the Ministry of Local Administration. As part of this reform, the capacity of the local governments to plan, finance and manage municipal services and development was to be strengthened. A three-part programme comprised the institutional and legal, fiscal and financial, and urban and environmental, management of local government operations. The urban and environmental management components included the Structure Plan Project, which had four major outputs: a Structure Plan, a Priority Action Plan, a Training Program and an Urban Management Programme. Once approved by the Municipal Assembly, the Structure Plan and Priority Action Plan were to provide the physical policy framework to inform the annual action programs and associated budgets. The budget covers all the areas of activity of the Municipal Council, including investments, maintenance, and institutional development. The Urban Management Programme contained an overview of sectoral interventions recommended in the other documents and proposed mechanisms for their implementation, as well as more detailed institutional arrangements.

The terms of reference from PROL regarding Urban Management called for the preparation of proposals for the planning and management of urban development at the local level. This involved:

- Carrying out a brief study of existing practice and procedures, local by laws and regulations
- Preparing recommendations for a process of urban planning and management at the local level
- Presenting and discussing recommendations with technical staff and political leadership of the Municipal Council and with other public bodies involved.

Volume 1 (Analysis of Existing Urban Conditions) included a study of existing practice and procedures. Volume 2 (Structure Plan Proposals) and Volume 3 (Priority Action Plans) included recommendations for urban planning and management. The Analysis of Urban Conditions, Structure Plan and Priority Action Plan were each discussed with key stakeholders and later presented at three separate Consultative Forums respectively. This report focuses on proposals for the envisaged critical urban management interventions as an integral element of the Priority Action Plan. Throughout the project, these urban management proposals have been discussed with the Mayor, Directors and "Vereadores" (Councillors) and their inputs were included in the final draft.

The following section provides a brief historical overview of urban planning and management practice in Mozambique prior to the preparation of this Structure Plan and highlights the background to the enormous challenges facing municipal government over the coming decade.

## 2.2. Historical Overview of Urban Planning and Management in Mozambique

### *2.2.1 Prior To 1975: The Colonial Legacy*

Centralised decision-making and bureaucratic systems of land use control and administration characterised urban planning under the Portuguese colonial administration. Planning was regarded as a technical discipline abstracted from the social, economic and political milieu within which it operated. Moreover, the Municipal Chambers invoked rigid zoning practices to further “social differentiation and domination” by excluding certain urban dwellers access to land, services, shelter and facilities. The result was the emergence of “precarious settlements” on the periphery of cities and it was only in the 1960’s that areas were reserved for “*assimilados*” and blocks of flats and a limited amount of basic company housing were built in suburban areas. In the early 1970’s basic utilities were provided in the precarious settlements in an attempt to gain local support but the beginning of polarisation between the central “cement city” and peripheral “precarious settlement” was evident.

### *2.2.2 1975 – 1987: From Independence to Structural Adjustment*

After independence in 1975 the available capacity of planning system was considerably depleted by the withdrawal of Portuguese expertise. This withdrawal was part of a much wider process of skills and capital flight that precipitated an institutional collapse in state and civil society, causing rapid economic decline that was accelerated by the war of destabilisation and natural disasters. Remedial measures of unifying the country included elevating Portuguese from the status of lingua franca to the official language, enforcing professional mobility through indigenisation programmes and sending Mozambican students to overseas educational institutions. A parallel process included the use of expatriate professionals from countries with social democratic and socialist governments in Europe who had the effect of inter alia tempering the Portuguese influence on urban planning and management practices.

During this period Executive Councils replaced the old Municipal Chambers but these new structures lacked the capacity and autonomy of their predecessors. Local revenues were not collected and increasing dependence was placed on central state transfers to fund urban planning and management functions within cities. By the mid 1980’s, as war and drought took its toll on the country’s resources, the funding for urban planning and management programs was provided largely by international donor agencies. The National Institute of Physical Planning (INPF) was established in 1983 to co-ordinate physical planning but its functions were largely restricted to planning in Maputo due to armed conflict and destabilisation in the countryside. Moreover, in practice national economic planning increasingly marginalised physical planning. At the same time as the INPF was established Mozambique had agreed to join the International Monetary Fund (IMF) which unlocked overseas development assistance and the United Nations Development Fund (UNDP) took up the role of co-ordinating donor agencies and non-government organisations with government officials. In practice this meant that a number of expatriate “*cooperantes*” were seconded to government departments but the accountability required by donors resulted in parallel structures being established within urban authorities. The best available in house staff were drawn into these parallel structures and further disempowered the Executive Councils.

Throughout this period urban areas were considered as secondary to the “socialisation of the countryside...” but attempts to minimise urbanisation were overtaken by the massive influx of refugees fleeing armed conflict in the rural areas. A series of urban interventions in the form of pilot projects, focusing on social upliftment, local economic development initiatives and

improved access to land, shelter and basic services, opened a dialogue between residents, local authorities and government ministries. The coverage of these interventions was limited by severe financial, logistical and political constraints. Donor funded urban projects followed donor priorities, mostly in providing transport infrastructure, notably relating to the ports of Maputo, Beira and Nacala. The neglect of urban planning and management throughout the period had a negative impact on the quality of the urban environment. Urban blight, unconventional land usage and deteriorating infrastructure were a dominant feature of the urban landscape. Rapid urban-rural migration saw the proliferation of precarious settlements increasing the stress on urban infrastructure, services and environment with the population of "cement cities" swelling to on average twice their designed capacities. The social fabric of cities also changed considerably with an unprecedented mix of cultures and peoples now residing in cities.

### *2.2.3 Institutions after 1987: The Process of Democratisation*

In 1987 the Mozambican government agreed to adopt a Structural Adjustment Programme aimed at stabilising the economy and opening up opportunities for private sector investment. Since 1991 the government has been involved in a comprehensive World Bank driven programme of local reform and democratisation leading to a United Nations sponsored peace negotiations and elections in 1994 that were won by FRELIMO.

Within the urban realm, responsibility for housing and utilities were passed between Ministries, National Directorates and parastatal companies, many of who are now being privatised. Executive Councils have become Municipal Councils as part of the decentralisation of urban planning and management to the local level. These reforms have placed increasing emphasis in the Ministry of State Administration (MAE) on development plans that focus on linking strategic planning to annual budgeting processes. Development plans are integrated in nature and holistic in scope. The success of their implementation rests on the extent to which the plan is agreed to by the people who are to be affected by the plan, and many of these people will be responsible for financing and implementing the programmes contained in the plan. Despite the recommendation by INPF for simple physical plans, the shift towards development planning was reflected by PROL in the terminology of the Structure Plan, which provides the strategic sectoral framework and associated physical plan, within which prioritised development interventions in the form of the Priority Action Plan are located. In the case of Beira, PROL also recognised that due to the physical constraints of Beira (low/lying) any long-term development must include planning and management integrated with that of Dondo, a small town on higher ground, and 25km along the Beira Corridor.

Nonetheless, serious capacity constraints in terms of skilled and experienced personnel limit the speed and efficiency of programme implementation and much of the necessary skilled planning personnel are expatriates or consultants, which has created a fragmented knowledge of urban planning and management practice within the country. Indeed, the collapse of the Soviet Union and a reduction of donor support from Scandinavian countries in the late 1980's coincided with the commencement of a Structural Adjustment Programme marked by a slow, and at times, divisive recovery. Dependency on aid has become more pronounced and in the absence of adequate planning from the state, donors have initiated their own urban planning and management frameworks to guide their own programmes. The initial focus in the late 1980's was on the rehabilitation of urban infrastructure but later interventions began to concentrate on aspects of urban management, notably around transportation infrastructure and system. In the mid-1990's an increasing focus began to be placed on social and agricultural programmes in newly accessible rural areas.

The stresses on the urban systems continued into this period. The development of strategic infrastructure has been seriously hampered. Existing infrastructure is deteriorating with increasing speed, and there is thus an increasing shortfall in the availability of essential services compared with the demand from the growing population. Urban expansion is not being directed as intended. Most new housing is unplanned and unregulated, and many areas reserved for strategic uses or protected for environmental reasons have been occupied. There has been a decline in living conditions among the urban population, notably in respect



of access to safe water supply and sanitation and environmental protection. Uncontrolled growth has also generated conflicts over the occupation of urban land, made more acute by the absence of an efficient land registration system. Furthermore, the “nationalisation” of land and property leases for land allocation granted for a nominal administration fee, are now exchanged on the informal market. Similarly, the nominal rentals paid for state flats and housing, which were only recently legalised created the conditions for an informal rental market. Class divisions in the Mozambican city began to emerge with richer people concentrated in better areas and poorer families being deflected into precarious settlements on the edge of cities. Donors and resurgent private enterprise are redeveloping City centre office and commercial space and the middle classes are increasingly occupying houses and apartments within the “cement city” (the urbanised area of colonial times).

Expectations that peace would lead to rural resettlement and relieve stress in the cities have not materialised. The United Nations High Commission for Refugees’ (UNHCR) efforts to create acceptable conditions in rural areas has provided improved access that has facilitated a further round of rural-urban migration. As in colonial times, when men dominated city life, women and old men are now left in rural areas with boys sent to school in the city and staying, whilst the most remote areas where the majority of people lived at independence have not been reached by rehabilitation projects. The disruption by war has been replaced by the uncertainties of peace, democratic processes and the dominant role played by the international community.

Against this background, the need to strengthen the technical, managerial and financial capacity of local authorities has become increasingly clear, along with the need to decentralise the responsibility for planning and management of urban development and to develop more effective methodologies and mechanisms for urban development planning.

The following section defines the scope of urban planning and management, its relationship to the question of decentralisation of local government and what the focus of should be in the context of Beira-Dondo.

### 2.3. What is meant by Urban Planning and Management?

The traditional process of urban planning and management was **prevention and control** using zoning and regulations to guide development in the future. Over the past 15 years there has been a shift to the need for local authorities to **create enabling conditions** for rapid urban growth through a **proactive** approach to the management of cities. This approach focuses on processes that integrate social (health, education, recreation), economic (commercial, industrial, employment, small-scale enterprises) and environmental (land use, water supplies, garbage collection, roads) issues together into a co-ordinated set of citywide development programmes. This approach acknowledges the importance of consultation with public sector agencies, private sector interests, and civil society organisations whose experience and resources are key to successful urban management. With this increased responsibility, **there is a need to improve the capacity of urban planning and management functions** within urban administrations.

Indeed, new conceptions of urban planning and management:

- Build on a platform of **strategic planning**, in which the focus is on issues that really matter and on linkages and synergy’s that make a real difference to the development process;
- Are strongly focused on **implementation and action**;
- Are focused around collaborative discussion of shared concerns, and draw on principles of **conflict mediation** and **consensus building**;
- Are concerned with **developing institutional capacity** and building institutional coherence;
- Avoid prescriptive, linear and rationalistic methodologies, and focus instead on a process of **learning from experience** and learning by doing; and,
- Encourage **diversity of approach** and process.<sup>1</sup>

The terms urban planning and management are used in tandem but if a distinction is to be drawn between urban planning and management, it may be that:

...**Urban Planning** is concerned primarily with anticipating and preparing for the future, and particularly with the spatial and land use dimension of urban development. Strategic Plans like Structure and Priority Action Plans are plans in which social, economic, institutional and development programs find spatial form. It provides a framework, in terms of which both public and private sector investments can be made with greater confidence; while,

...**Urban Management** is concerned more with the immediate operations of a range of public services, and with a wide variety of public interventions that affect urban conditions as a whole. Urban management typically involves six key processes:

- **Planning:** Preparing Strategic and Action Plans;
- **Co-Ordination:** Establishing Institutional mechanisms and procedures that encourage democratic decision making through consultation with key stakeholders;
- **Development:** Targeting projects that are appropriate to the needs of the population;
- **Resource Management:** Enabling access to available financial, human and physical resources within the public and private sector to perform urban planning and management functions;
- **Operations:** Ensuring an effective operational structure and sufficient managerial and technical capacity to undertake the “core business” of the municipality; and,
- **Maintenance:** Ensuring the sustainability of development through the efficient monitoring of municipal functions, including the maintenance of municipal assets.

Urban Management Plans will typically outline possible public interventions in one or more of the above processes within the following fields of activity;

- Strengthening Urban Finances and Administration;
- Promoting Investment, Job Creation and Income Generation;
- Improving Land Management Systems;
- Supporting Construction and Upgrading of Housing and Residential Environments;
- Accelerating the Sustainable Delivery of Urban Infrastructure and Services; and,
- Managing Environmental Impacts and the Sustainable Use of the Environment.

This section commences with an overview of the planning mechanisms that are being put in place to effect better co-ordination of development between the different spheres of government. A recommended approach in the preparation of the urban planning and management recommendations for the Cities of Beira and Dondo is then made so as the focus on the strategic urban planning and management issues that can be addressed in the short to medium term.

### **3. PROPOSALS FOR URBAN PLANNING AND MANAGEMENT IN BEIRA-DONDO**

#### 3.1. Planning Mechanisms to Effect Better co-ordination of Development

The reforms since 1987 have placed an increasing emphasis on plans that focus on linking strategic planning to annual budgeting processes. A turning point in the introduction of a new system was the introduction in 1993 of the Three-Year Public Investment Plan (Plano Trienal de Investimento Publico – PTIP), which decentralised at provincial level a share of the national investment budget. This created the conditions for multi-sectoral planning exercises to be carried out by the provincial administrations through the **Provincial Directorate of Planning and Finance** (Direccao Provincial de Plano e Financas - DPPF) for the provincial financing and management of local projects.

The Five-Year National Government Program provides the strategic orientation of all development planning in Mozambique. The preparation and implementation of the PTIP is faced with considerable structural constraints, notably fiscal limitations imposed by the conditions of the structural adjustment program. Moreover the dependence on the financing of the PTIP by external donors (e.g. 85% in 1995) who have their own preferences and ongoing projects quickly absorb available limited domestic resources.

Since 1993 the **National Directorate of Planning and Budgeting** (Direcção Nacional de Plano e Orçamento – DNPO) has continued to increase the provincial share of the PTIP. It has also invested in the creation of province level capacity for planning and management of public sector investment and for the co-ordination of external aid directly supporting local level programs. A critical component of this has been the development of a methodology to prepare yearly Economic and Social Plan (Plano Económico e Social – PES) at provincial level. Emphasis is now being placed on the need to deepen the system of decentralised planning, by focusing on the District and Municipal levels.

The **Ministry of Planning and Finance**, through the **National Directorate of Planning and Budgeting**, has prepared a draft program for decentralised planning. The program seeks to develop a coherent framework for the gradual decentralisation of responsibilities to sub-national levels. To achieve this, the program will co-ordinate training and capacity building efforts to the provincial, district and municipal levels. The program is centred on two basic principles, viz:

- The necessity to harmonise and integrate the components of the national planning system into a coherent whole; and,
- The recognition of the distinct functions of each level of public administration, including the role of district and municipal authorities in land use planning and linkage with civil society.

The components of the program and the improvement and/or introduction of the planning instruments to effect co-ordinated planning are included below.

**Table 1. Planning Instruments**

Planning Time Frame	Administrative Level			
	<i>National</i>	<i>Provincial</i>	<i>District</i>	<i>Municipality</i>
<i>Long Term</i>	Government Program	Provincial Program	District Development Plan	Structure Plan
<i>Medium Term</i>	PTIP	PTIP	Investment Projects Portfolio	Priority Action Plan
<i>Short Term</i>	PES	PES	PES & Budget	Municipal Budget

The importance of the municipal program within the national planning system is underlined by the extraordinary growth of urban centres during the past two decades, and the grave shortage of institutional and financial capacity at the local level.

A major step in the process of decentralisation at the municipal level is the **Local Government Report Project (PROL)** that the **World Bank** is supporting in the form of a loan, covering the cities of Maputo, *Beira*, Quelimane, Nampula and Pemba. As part of this reform, the capacity of the local governments to plan, finance and manage municipal services and development is to be strengthened. A three-part program comprising the institutional and legal, fiscal and financial and urban/environmental management and development aspects of local government operations. The urban and environmental management components of the PROL project includes the preparation of Structure Plans and Priority Action Plans and the preparation of proposals for a local process for the management of urban development. Once approved by the **Municipal Assembly**, the Structure Plan and Priority Action Plan will provide the physical policy framework to inform the annual action programs and associated budgets.

The budget will cover all the areas of activity of the Municipal Council, including investments, maintenance, and institutional development.

A new municipal council was elected for Beira in June 1998. The Council is structured into a number of Administrations, with clearly defined responsibilities. The new administration allows for the appointment of councillors (*vereadores*), which suggests more democratic decision-making.

### 3.2 Recommended Approach to Preparing Urban Planning and Management Proposals for the City of Beira and Municipality of Dondo

The Council is faced with the following key urban planning and management problems<sup>ii</sup>.

- Severe problems of unemployment and low levels of household income;
- The growth of spontaneous settlement;
- Inadequate supply of basic services, refuse removal and solid waste disposal;
- Bulk water and sewage infrastructure, roads and coastal protection infrastructure that requires urgent rehabilitation;
- Inadequate provision of education and health facilities and services;
- Grossly distorted land and housing markets;
- A poor public transport system;
- Environmental degradation; and,
- Heightened demands on the resources of the municipality.

The municipal budget of Beira is only 12 billion MT per annum (US\$ 1million). This includes a 20% subsidy by the Provincial Government. The main source, some 40%, of income is from taxing “*tchungamoyos*” (informal markets) and are as a result difficult to collect. The main expenditure item is on urban services, sanitation and road maintenance, some 60%, but this only comprises US\$ 580 000 per annum, which falls short of what is needed to meet basic maintenance requirements. There are a total of 1123 workers in the Beira City Council, of which 95% are administrative and support staff. Most are employed in the Urban Services Department that is responsible for a range of maintenance functions requiring only unskilled workers. There are 20 technically qualified staff but of these only 3 are graduates and none of them have any management training. The Council has several twinning arrangements with international cities but improvements in the technical and managerial capacity of the City Council has been limited.

A critical component of the crisis of local government in Mozambique is the lack of administrative, managerial and financial capacity in many local authorities, sufficient to enable them to function as viable entities. What is required is not an ever-lengthening list of things that local authorities must do, but a **strategic approach** to the question of their role and function. Consequently local government has to find a balance between the need to improve the quality of life of most urban dwellers and the need to support current industry and attract new investment to cities and towns in a context of national and world-wide competition for private investment. In the short term, the needs of the poor and the demands for an investor friendly environment with world-class infrastructure are very different. Local politicians and urban managers will need to understand these differences and choose the best combination of measures for their town, city or region. To deny the trade-offs in the short to medium term is to avoid the choices or be dishonest with the electorate.

These sentiments apply to the city administration where the Council is hard pressed to perform the most basic service delivery roles. To expect it to become a driver of development at this point in time is frankly unrealistic. Whilst the principle of devolution of responsibility is sound, care will have to be taken not to adopt a sink or swim position. Many capacity problems are very real and must be resolved if the developmental goals within the city are to be met. Apart from interventions to bolster local government, the principals of co-operative governance, including twinning arrangements, will have to be applied with a great deal of pragmatism. If the Council is not ready to perform some functions, special structures, other spheres of government, external donor agencies or a combination will have to be used as an interim measure.

A local authority's developmental role starts with service delivery and therefore cities should continue to receive support in the delivery of services. Such systematic transfers to municipalities should appear alongside incentives to plan and manage services properly and opportunities to engage communities through action planning approaches to the deliver of basic services, like water and sanitation.

There can be no one approach to urban planning and management. Practical experience suggests that a process to capacitate a local authority to assume a more developmental role, such as the one outlined overleaf is more likely to succeed because it takes the issue of financial, managerial and administrative capacity as a point of departure.

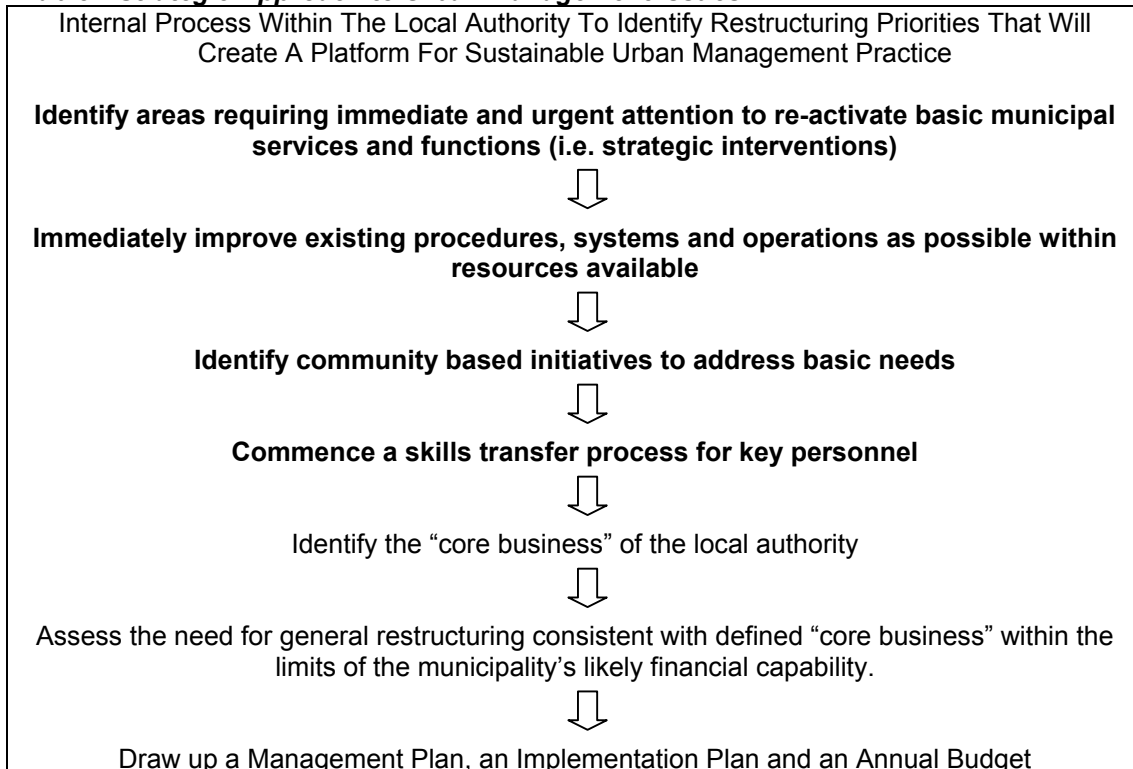
#### **4. STRATEGIC URBAN MANAGEMENT ISSUES TO BE ADDRESSED IN BEIRA AND DONDO**

##### **4.1. Strengthening Urban Finances and Administration;**

Privatisation and decentralisation have not duly considered the capacity of parastatals and municipalities to engage a wider range of urban management functions and this may still undermine the integrity of the privatisation and decentralisation processes. The Council has no independent substantive fiscal base to speak of and current sources of revenue are hardly stable. This renders the Council dependent of donor agencies funding to fund capital projects and certain operational expenses, such as the Solid Waste operation that has ceased to operate now that donor funds have dried up. Moreover, intergovernmental grants account for one-fifth of the Council budget and therefore significantly contribute to the funding many of the operational expenses which pay for the maintenance of the cities parks, roads, buildings and the like. The commitment by DNPO to increase the provincial share of the PTIP and to invest in the creation of provincial level capacity for planning and management of public sector investment and for the co-ordination of external aid directly supporting local level programs is a positive step towards decentralisation. However, the reality is that resources required to fund urban planning and management functions within the new municipalities are channelled through other spheres of government that fundamentally disempowers local government. The situation is not limited to the flow of resources as attested to by recent consultations concerning the proposed Free Trade Zone (FTZ) and its anchor project, the Hot Iron Briquette (HBI) plant, where the Council was bypassed until late into the planning phase of the project.

The need for an independent financial base is underscored by the fact that the preparation and implementation of the PTIP is faced with fiscal limitations imposed by the conditions of the structural adjustment program. Moreover the dependence on the financing of the PTIP by external donors who have their own preferences and ongoing projects not only tend to absorb the limited available domestic resources but are also sectorally defined projects that can hamper efforts to achieve integrated urban development at a local level. At present arguments for the need to directly intervene from the centre are based on the fact that the present urban administration is characterised by extremely limited managerial and technical capacity to perform many municipal functions. Therefore a simplified strategic approach is recommended in order to address urban management issues, as described in the following diagram.

**Table 2 Strategic Approach to Urban Management Issues**



The scope of the urban management proposals made in this paper only intends to focus on the first four elements highlighted in bold in the diagram above. An interpretation of the strategic urban management issues that will need to be addressed in Beira and Dondo in the short term are provided in the following section.

The lack of resources within the City Council is exacerbated by the fact that there are poor internal co-ordination procedures and public consultation processes, resulting in;

- Low levels of customer service and a tendency towards administrative secrecy;
- A loss of productivity due to low staff morale caused by perceptions of limited career prospects and low salaries;
- A lack of integration of service delivery programs based on rigidly separated line function departments, at both the provincial and local spheres of government, a situation that is exacerbated by the activities of parastatal organisations (see discussion on municipal services below);
- No strategic business planning processes linked to budgets; and,
- No performance management systems and, as a result, a focus on input rather than measurable output and outcomes.

Clearly, the strategic issues here include the need to **explore alternative sources of local revenue generation to create an independent local tax base**. In the short term it will be necessary to define more clearly the possibilities for direct transfers and/or dedicated facilities (such as the Maintenance Fund of Roads and Bridges in the Cities) to fund city-wide development programs. A related issue will be the need to ensure that the Priority Action Plan informs the annual Municipal Budget but also is used to leverage in donor agency funding for the implementation of priority projects. A central issue here will be the need to establish dedicated **institutional capacity and mechanisms within the local authority to co-ordinate the implementation of projects throughout the city**. This is in contrast to the present situation, such as in health, education, tourism, industry and commerce, where municipal departments appear to be mere functionaries of the provincial counterparts.

Specific proposals on interim measures to improve the local tax base include the following:

- Draft bye laws for the imposition of **higher land and construction license fees, new rates and development levies and limitations on the extension and transfer of licenses** (see improving land management systems below);
- Initiate a **pilot project to establish a valuation roll** (the value of the land and buildings of every property) to determine the amount of revenue that could be generated from levying municipal rates on land and property; and,
- To ensure **timeous payment for municipal services a consolidated billing system** is recommended. For this to work in practice will be necessary to compile an address book linked to a geographic information system (see improving land management systems). This would not only allow for monthly invoices to be sent and for monitoring payment but also to ensure that recipients of municipal services are getting value for money.

Additional interventions in other public bodies that could allow for financial reform include the following:

- **Re-evaluate the “economic” pricing of water.** Domestic piped water is sparse, but underpriced in the "cement city" and subject to resale and profiteering in spontaneous areas. This could increase the revenues of Beira Water (AdB) and provide the basis for a review of AdB's role in managing the costly sewage system and in increasing service delivery to residents living in spontaneous settlements (see accelerating the sustainable delivery of urban infrastructure and services below). It is acknowledged that this will require interventions at the national level as the National Directorate of Water (DNA) is the regulator and if the responsible authority for the setting of water tariffs;
- Rehabilitation of existing and development of new housing to induce incumbent residents of rental housing, such as the State Property Administration (APIE) and State Insurance Company (EMOSE) stock, **to become potential homeowners and ratepayers.** The sale of rental stock (probably en bloc) could be used to fund the management and maintenance of the remaining stock. It is acknowledged that this will require interventions at the national level, as they are national institutions.

Specific proposals to establish dedicated institutional capacity within the local authority to co-ordinate the implementation of projects includes the **establishment of a Technical Support Unit to co-ordinate the implementation of projects identified in the Priority Action Plan.** It is envisaged that three professionals, probably an architect/planner, a municipal engineer and a project manager/quantity surveyor will staff this unit. A interesting suggestion has been tabled by the City of Bristol for a collaborative venture between the Cities of Bristol and Amsterdam who could access European Union (EU) funds to staff the unit with expatriates, twinned with local counterparts for a period of three years. This period coincides with the period of the Priority Action Plan, is a sufficient period of time for the effective skills transfer and for an ongoing source of funding for the unit. It is also possible that the EU could also directly fund projects identified in the Priority Action Plan. A Vereador (Councillor) could be the “political” champion of the project and provide the necessary accountability for consultation in the planning and implementation of the projects over this period. The Technical Unit would report on a weekly basis to the meeting between the Mayor of the City Council and Departmental Directors and on a monthly basis between the Mayor of the City Council and the Mayor of the Municipal Assembly, the Deputies (Vereadores) and the Departmental Directors. Project Task Teams (see below) could provide a useful co-ordinating mechanism through the project planning and implementation.

Specific short-term measures to effect better consultation and co-ordination of urban development processes include the follows:

To improve communication with the general public **the activities of the Council should be publicised** and planning maps, land ownership maps, land and housing regulations and details of incentives made available. Existing Civic Education programmes, such as those administered by PROPECA should be extended to promote increased responsibility of the community for providing and maintaining shelter, common areas, urban services social facilities and the environment.

Given the elections of democratic local government the Council is seen to represent the local community and is used as the principal mechanism to mobilise support for urban planning and management functions. However, most local councils also recognise that there are other important stakeholder groupings that will need to be kept informed of and/or consulted during the planning and implementation of development projects. Such an approach is deemed necessary in order to ensure that the effects of development are not confined to an advantaged elite but also filter through to the people who are likely to be directly impacted upon by development. The requirements of participation are typically, that:

- The process must be open and all people must be included, as all sections of the community are equally important;
- As far as possible, the playing fields must be levelled so that all people have the ability to make a contribution to the process;
- People's needs and problems must be acknowledged in the process and that there must be a real attempt to plan accordingly; and,
- People need to be brought together during the process in so as to give them a sense of understanding the positions, needs, and potentials of other groups.

The following two mechanisms are usually proposed to ensure effective consultation and co-ordination to allow for maximum input into urban planning and management processes. One occurs at the programme level and the other at the project level; viz:

At the programme level:

- A **Beira Development Forum**<sup>iii</sup> made up of representatives of a range of interest groups come together at regular intervals for a report back on programme implementation and so ensure that the inputs of people interested in and affected by urban development processes can be acted on; and,

At a project level:

- **Project Task Teams** to ensure the necessary co-ordination of sectoral stakeholders of specific aspects of project implementation, and to ensure that future planning proposals of related sectors are consistent with one another and supports ongoing development processes<sup>iv</sup>.

The Council could undertake a certain amount of consultation and "pre-planning" before it officially initiates project planning. The Council could **before** resolving to begin project implementation make its intention known publicly and call for;

- Inputs on the substantive scope of the project or its extension;
- Key issues that need to be addressed;
- The delineation of the geographic area/s;
- The methods and procedures to be used in the participation process; and, the roles and responsibilities of interested and affected parties.

#### 4.2. Promoting Investment, Job Creation and Income Generation

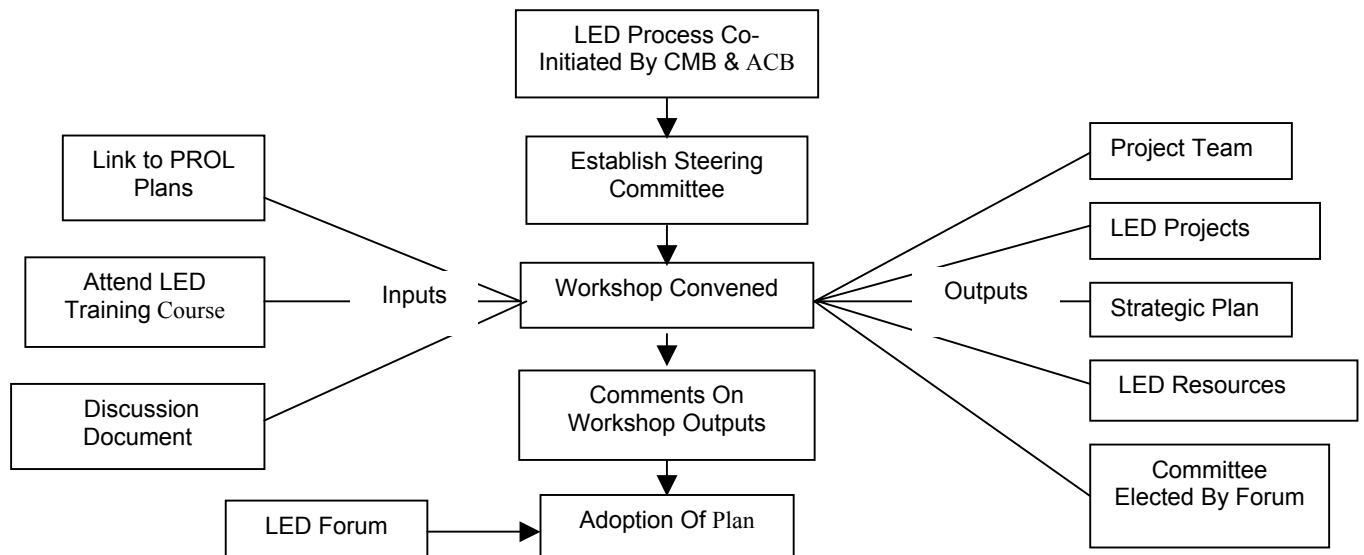
While one would expect urban management proposals to embrace both notions of redistribution and equity **and** economic growth and competitiveness, the latter aspects are often ignored, resulting in proposals being little more than a set of needs-driven strategies. Local economic development should be a process in which local people are involved, and can identify and harness resources and opportunities to promote investment, create jobs and generate income in response to local needs.

Notwithstanding, capacity constraints the Council recognises, through the Industry, Commerce and Tourism Department its potential in promoting investment, job creation and income generation. The function of the department does not extend to facilitating a process of local economic development (LED) and consequently the co-ordination between Council, Organised and Informal Business is limited. The situation has improved with the nomination of vereadores from the private sector but multi-stakeholder processes around local economic development have yet to be initiated. Complaints of excessive "red tape" in obtaining the necessary permission to establish and operate a business and unnecessary harassment of informal market traders by Council officials continue to create the impression that Beira is not



an investor friendly city. This perception exists even where mega-projects of national strategic significance are concerned which often requires direct interventions from national agencies to shepherd applications through environmental impact assessments and local planning procedures. This is often why city stakeholders can be alienated from consultation processes around large-scale investment projects, such as those proposed in Nhangau, in spite of the fact that certain stakeholders have been instrumental in promoting regional initiatives like the Beira Development Corridor<sup>v</sup>.

It is very important for the City of Beira to be viewed as a place in which to do business. Consequently, **an important urban management process to be initiated in one around local economic development**, such as the one illustrated below.



Since detailed terms of reference and funding for this process may take some time to organise Council should, as a matter of urgency, **clarify its role in the establishment of the FTZ**. It will specifically need to develop informed strategies as to the institutional and financial arrangements regarding the capital investment in and maintenance of urban infrastructure and services to the proposed FTZ.

The **formation of a local economic development liaison group** should occur prior to the initiation of the LED process. It should comprising of at least the City Councils (CMB & CMD), Ports and Railways (CFM), Commercial Association (ACB), Investment Promotion Commission (CPI) and the FTZ authority. Their interim tasks could include:

- To draft a funding proposal to initiate a local economic development process that included all the key city stakeholders;
- To co-ordinate business opportunities along the Beira Corridor, port activities and the development of commerce and industry in Beira and Dondo;
- To review restrictive regulations on enterprise development in both the formal and informal sectors;
- To develop proposals for the establishment of “one-stop-shop”, including an SMME (Small Micro and Medium Enterprise) desk for both the formal and informal sectors. Contact with PODE (Enterprise Development Programme) currently being funded by the World Bank should be made as soon as possible.

#### 4.3. Improving Land Management Systems

The current problems with land management systems include a complex and lengthy land registry system operated by staff with inadequate capacity and equipment. Moreover, the system does not include the spontaneous settlements where the majority of residents live. The Chefe de Bairro's are excluded from formal land management processes but in reality

are influential players in informal land allocation practices. A critical underlying problem is that mapping is incomplete and out of date and many records are not properly archived and stored making it difficult to find relevant records or when they are found they are in a poor condition. Another stark reality is that an illegal market in land has emerged through local authorisation of land occupation. An informal market in land licenses has emerged through the easy transfer and extension of licenses. License fees do not even cover administration costs and developed sites can later be transferred for market values with no benefit to the Council. The activities of a vibrant informal land, housing and services market is also unregulated resulting in residents of spontaneous settlements paying up to 5 times more for access to land, 10 times for shelter and up to 20 times for the price of potable water. In short, the current situation is one where there is a conflict between the emergent market economy and state owned land (and buildings), with illegal concession of land in semi-urbanised and spontaneous areas. There is no legislation to control the expansion of spontaneous areas, often onto “machambas” (agricultural smallholdings), that are critical to the social survival of many households in the city.

The specific short-term urban management proposals include the following:

- A **review of Gothenburg cadastral project** by an independent expert with the objective of providing a system that is compatible with national standards set by the national Directorate of Geography and Cadastro (DINAGECA). The Council will have to work closely with DINAGECA and the Provincial Planning Service (SPPFS) to ensure that computer Aided Design/Geographic Information Systems (CAD/GIS) personnel are trained to operate and maintain the system. Notwithstanding the review findings an opportunity to contribute to the updating of the existing system is the proposed GIS project proposed at the Catholic University (UCM). The advantages of this system extend to support the local revenue generation strategies discussed earlier;
- Ensuring **accountability along the decision making process for the granting of land concessions** (Chefe de Bairro, Cadastro, Directorate for Construction and Urbanisation, President) will be essential for co-ordination of land management decisions. Procedures to assist co-ordination between the DCU and the Chefe’s de Bairro on the concessioning and use of land should be introduced as soon as possible. The regularisation of tenure in the cement city and the extension of tenure to spontaneous areas will be essential to address the gross distortions caused by the way in which the both the illegal and informal land (and buildings) markets currently operates.

#### 4.4 Supporting Construction and Upgrading of Residential Environments

Management of housing stock has been largely nationalised since independence and as a consequence there has been overcrowding and deterioration of buildings. There has been a massive growth in spontaneous housing, with poor standards of housing due to lack of tenure and affordability. In addition, most spontaneous areas are poorly supplied with basic urban services. Since independence, a large proportion of the housing stock in the Cement City has been under the control of the State Building and Property Administration (APIE) and recently housing administration is also the responsibility of the Mozambican Insurance Company (EMOSE). The Housing Supply Fund (FFH) and the National Institute for Housing and Urbanisation (INAHU) are responsible for the implementation of national housing policies in terms of funding construction, but the contribution is so far minimal. The rents collected by APIE are extremely low and are supposed to cover maintenance of the buildings. Until 1990 with the Urban Rehabilitation Programme, little maintenance was carried out and the housing stock deteriorated substantially.

Addressing the issues facing the housing sector in Mozambique will need to be directed by national housing strategy. At the local level, the key strategic issue in the short term includes identification and planning of residential land for release in phases. This includes the enablement (legal, financial and administrative) of the public sector, private sector; and donors to provide affordable levels of municipal services and to begin to create conditions for the emergence of more efficient housing market. A focus on these key issues allows for

serious environmental health problems due to spontaneous settlement in areas that cannot be serviced and/or drained to be ameliorated and bottlenecks in the availability of existing land and housing stock caused by inappropriate occupation or bureaucratic procedures to be addressed.

Urban management processes in supporting construction and upgrading of housing and residential environments are considered separately for newly identified sites, for existing spontaneous areas and for the existing Cement City. Given that households, who have settled informally in unserviced 'spontaneous' areas, constitute 65% of the households in Beira, addressing the shelter needs of low-income households should be the priority. This includes not only resettlement of residents from highly vulnerable areas, but also upgrading and improvement of the less precarious spontaneous areas.

Specific short-term urban management proposals include:

- The **Council should lobby the Ministry of State Administration to make positions more attractive to key qualified staff**, especially those originating from Beira. Moreover, the few able members of staff are often involved in short courses, leaving critical posts unattended. Requests for funds for fewer, longer courses combined with in-house training should be made to international donor agencies and continuous programme of support for key positions should be set up through non-governmental agencies (NGOs) and twin cities.
- The most pressing task is to **identify households living in areas that are prone to flooding** (land below the 2m contour line and/or land that cannot be protected) and to **package new sites on which they can be resettled**.

#### 4.5 Accelerating the Sustainable Delivery of Urban Infrastructure and Services

The complexities of the issues surrounding municipal services in Beira are considerable. This section will not discuss each service (water, sanitation, roads & stormwater, refuse removal & solid waste, energy and posts and telecommunications) as the engineering details have been dealt with elsewhere in the consultancy. Instead, it will focus on the institutional framework for service delivery.

The institutional framework is a mess. Parastatals are responsible for the delivery of water (AdB), electricity (EDM), posts (CCP) and telecommunications (TDM). The Council is responsible for sewage, roads & stormwater and refuse removal & solid waste. The national regulator (DNA) is responsible for setting water tariffs and national housing authorities, notably APIE and EMOSE, set rental prices that simply do not allow for cost recovery of urban services. Payments for water does not allow for the economic and equitable pricing. APIE and EMOSE are responsible for the ensuring that urban services are distributed within high-density apartment blocks under their control. Notwithstanding the financial constraints of the Council as highlighted earlier even key parastatals have limited autonomy for influencing the pricing structure. As a result they often run out of money and other service delivery agents have to cut of the service to other service providers.

The state is often the worst payer of urban services. Particularly problematic in this regard is the situation that arises when EDM cuts of electricity to the sewage pumps in the city as this causes the build up of acid within the already stressed sewage system and further corrosion occurs. Similarly, if APIE or EMOSE don't pay their electricity bills and pumps that take water to storage tanks to be gravity fed to apartments don't work and an important source of income for AdB is lost. The need for awareness campaign for urban residents is also evident due to the amount of foreign matter in the water, sewage and stormwater networks. Stormwater drainage networks have been seriously damaged by inadequate maintenance regimes and this has contributed significantly to the rapid deterioration of a road network that is built on highly difficult sub-soil conditions.

The refuse removal service is seriously hampered when tractors and trailers break down or are not available. Moreover, the rendering of this service is made more difficult by the lack of co-operation from households for taking refuse to dumping points. This lack of co-operation is often in response to what is perceived to be a poor level of service in the first case. The solid waste disposal system was entirely dependent on donor funding for operational expenses and now that the funding is finished the rendering of this service has virtually collapsed.

The implications for this are simple and stark, a lack of co-ordination and resources have led to a system that increasingly unable to continue to deliver services let alone offer any possibility of extending services to those who have no services at all. This is a cause of major concern due to the public health implications for no services to people living in spontaneous settlements in low lying areas and in some cases in areas that are prone to regular flooding. It must be remembered that this constituency represents some two thirds of all the people living in the city and it is likely that this percentage will increase over the planning period. This constituency is the most disadvantaged in the urban system. Not only are they the poorest but they pay usurious prices to access land, housing and services and they are the most vulnerable to the environmental hazards of living in "precarious" conditions. The question of equitable access to resources for the urban poor will become a key concern for urban managers over the next decade.

Specific short-term urban management proposals include:

- The Council and APIE should **negotiate a secured supply of electricity** to pumps in the municipal sewage system and within common property of rental apartment blocks within the Cement City. This would assist in preventing further corrosion of the pipe network and would ensure piped water supply to flat dwellers. The Council together with other parastatals (APIE, EMOSE and AdB) should collaborate to **increase the awareness of urban residents** of the implications of introducing foreign matter in the water, sewage and stormwater networks. This campaign should also demonstrate why taking all refuse to designated collection points would assist the Council in rendering a better refuse collection service. The Council should focus strategic maintenance interventions on **repairing blocked or obstructed stormwater drainage channels** within the cement city; ensure that the **tractors and trailers used for the collection of refuse do not break down** for extended periods of time and when they are available refuse collection is correctly monitored. **Bridging funding** for the **operation of the solid waste disposal system** should be sourced as a matter of urgency and the **designation of and commissioning of a hazardous waste site** should commence as soon as possible.
- The distressing environmental health situation resulting from the inadequate coverage of municipal services, an inadequate water supply (insufficient quantity and quality), poor management of solid waste, malfunctioning of the sewage network and drainage systems. Settlement in areas that is prone to flooding makes urban construction and the delivery of basic municipal services precarious and expensive. Spontaneous settlements are places where the breeding and spread of diseases is rife because of irregular water supply, people relieving themselves in the open and the pooling of water for prolonged periods. The Council **should find funding for a detailed water, sewage, urban drainage and roads master plan** to direct the rehabilitation of existing systems and to extend basic levels of service to areas that are currently not serviced at all.

#### 4.6 Managing Environmental Impacts and Sustainable Use of the Environment.

Apart from the environmental health issues raised above there are concerns about the natural habitats, coastal zone erosion and the need to conserve urban landmarks within Beira.

The natural habitats are diverse and cover mangrove swamps, dune vegetation, open woodlands, reed swamplands, grasslands, forests and hydrophilous grasslands. The environmental concerns for the natural habitats include the cutting of mangroves especially in the Pungue and at Praia Nova and along the Chiveve river. The mangroves in Praia Nova need to be protected as they provide a useful function in stabilising the dunes, and those along Chiveve River trap sediments and provide a green area in the centre of the city. In addition, reedbeds between Praia Nova and Ponta-Gêa need to be conserved against development because they provide a habitat for birdlife, agriculture, plants and fish. Casuarina trees and ground cover on the lee side of the dune characterise the dune vegetation. This vegetation has declined with the erosion of the dune as a result of excessive sand mining, vehicle access to the dunes, groyne collapse and lack of maintenance of the sea wall;

The mosaic of freshwater and brackish swamps behind the dunes is important to conservation because they provide a habitat for birdlife, plants, amphibians and fish but these areas are threatened by the encroachment of spontaneous settlements. Grasslands along the Beira-Dondo corridor have termite mounds, which are particularly relevant for the growth of habitats of flora and fauna; and the woodlands on elevated lands around Beira have been progressively removed due to fuel wood harvesting and slash and burn agriculture by urban residents.

Urban environmental management policies should focus on the **establishment of a municipal body that is responsible for environmental management**. This body (possibly a development of PROPECA) should have a capacity for environmental research, intervention, monitoring and licensing. The policies should have their legal foundation in municipal regulations that should relate to environmental protection, hazards, zoning and the consequent environmental licensing, monitoring and control. Beira has a very serious problem with erosion of its coastline. Unless strong and continuous countermeasures are taken, roads, houses, and commercial buildings will be attacked by the sea and damaged. To address the problems caused by coastal erosion, notably the protection of beaches and dunes, requires the **establishment of a dedicated coastal zone management unit** with the Council. This could effect better co-ordination of the bodies involved with coastal management; improved regulation of urban development; the rehabilitation and maintenance of coastal protection devices<sup>vi</sup>; improved public awareness on use of the coastal zone and the development of sustainable capacity for coastal protection at the municipal level.

As far as urban conservation is concerned **the management of historic archives should be improved** and historical and architectural research carried out, specifically in the period post 1946. The Council should also extend Civic Education to include aesthetic, historic and cultural aspects to promote stakeholder interest. The Council should **identify Conservation Areas** in which incentives for maintenance are offered. Bylaws should also be introduced to protect buildings and areas of special interest. The architectural quality of new buildings should be improved through the **reintroduction of the Aesthetic Committee**, and higher qualifications required to make licence applications for construction projects in specific areas.

### **3.0 SUMMARY OF URBAN PLANNING AND MANAGEMENT INTERVENTIONS.**

**Urban Management** is concerned more with the immediate operations of a range of public services, and with a wide variety of public interventions that affect urban conditions as a whole. Urban management typically involves six key processes **planning, co-ordination, development, resources operations and maintenance**. Urban Management Plans will typically outline possible public interventions in one or more of the above processes within fields of activity defined in the summary matrices overleaf.

**Table 3. APPLICATION OF URBAN MANAGEMENT CONCEPTS TO KEY ISSUES IN BEIRA - DONDO**

	<i>Key Issues</i>	<i>Current UM Concepts</i>	<i>Priority Action Plans</i>
<i>Economic</i>	Severe problems of unemployment and low levels of household income;	Promoting opportunities for investment, job creation, income generation and reducing urban poverty;	<p><b>Actions for Economic Development:</b> Reinforce the role of the port in the regional economy; Expand the industrial component of the local economy; Create conditions for SMME's; and, Consolidate the role of the city as a regional service centre.</p> <p><b>Actions for the Improvement of Human Settlements:</b> Study for the improvement of housing conditions in swamp areas; Integrated project for improvements in the Central Administrative Post; Integrated project for improvements in the Munhava Administrative Post; and, Integrated project for improvements in the Inhamizua Administrative Post.</p> <p><b>Actions related to Primary Infrastructures:</b> Integrated Drainage and Coastal Management Study; Rehabilitation of the sanitation system; Rehabilitation of the water supply; Rehabilitation of roads; Rehabilitation of rubbish disposal system; and, Improvement of Public Transport.</p> <p><b>Actions for Institutional Strengthening:</b> Creation of the Technical Support Unit; Urban Management Study; Land Management Study; Creation of the Drainage &amp; Coastal Management Office; and, Elevate the status of the Environmental Office.</p>
<i>Social</i>	Inadequate provision of education and health facilities and services;	Providing access to appropriate health, education and recreational services in an equitable way	
<i>Land</i>	Growth of spontaneous settlement; and, Distorted land markets.	Improving land management systems;	
<i>Housing</i>	Distorted housing markets; Inadequate formal housing provision.	Supporting construction and upgrading of housing and residential environments;	
<i>Environment</i>	Poor standards of environmental health.	Protecting the environment and using it in a sustainable manner;	
<i>Infrastructures</i>	Inadequate supply of basic utilities and services; Physical infrastructures require urgent rehabilitation; Coastal Erosion.	Accelerating the sustainable delivery of urban infrastructure and services;	
<i>Institutional</i>	Heightened demands on the limited resources of the municipality.	Strengthening urban resources and administration within institutions using an appropriate legal framework.	

The institutional proposals, with regard to the strengthening urban finances and administration can be described in more detail as:

- Create a **Technical Support Unit** to co-ordinate the implementation of projects within the framework of the Structure Plan and the Priority Action Plans, implemented by Project Task Teams and discussed at regular Beira Development Forums;
- **Commission proposals for alternative sources of local revenue generation** to create an independent local tax base (increase licence fees, introduce property and development taxes, improve billing and charging for urban services);
- **Commission an Urban Management Study to streamline roles and responsibilities at City, Provincial and National Levels** and make proposals for more efficient use of staff, equipment and buildings. This would include integration with Dondo and the possibilities of forming a Combination Authority, as well as examining the role of the Association of City Councils; and,
- **Open a Public Information Centre to publicise the activities of the City Council** and extend civic education programmes, and a 'One Stop Shop' to promote Local Economic Development.
- **Provide attractive employment conditions** for competent professionals (male and female) to work in the city council

Finally, as a way forward, the project looks to the President of the City Council for leadership in the Urban Management Process, and to the Directors involved in the preparation of the Structure Plan to implement the proposals of the plan. As an immediate action the Gothenburg Twinning Project has undertaken to support the handover of the Structure Plan through the secondment of an architect-planner.

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## ACRONYMS

ACB	Beira Commercial Association
AdB	Beira Water
APIE	State Building and Property Administration
CMB	Beira Municipal Council
CMD	Dondo Municipal Council
CFM	Mozambican Ports and Railways
CPI	Commission for Promotion of Investment
DCU	Directorate of Construction and Urbanisation
DNA	National Directorate of Water
DPPF	Provincial Directorate of Planning and Finance
DNPO	National Directorate of Planning and Finance
DINAGECA	National Directorate for Geography and Cadastro
EDM	Mozambican Electricity
EMOSE	Mozambican Insurance Company
EU	European Union
FFH	Housing Supply Fund
FRELIMO	Mozambican Liberation Front
FTZ	Free Trade Zone
HBI	Hot Iron Briquette
IMF	International Monetary Fund
INAHU	National Institute for Housing and Urbanisation
INPF	National Institute of Physical Planning
LED	Local Economic Development
MAE	Ministry for State Administration
NGO	Non-Governmental Organisation
PES	Economic and Social Plan
PODE	Enterprise Development Programme
PROL	Local Government Reform Project
PROPECA	Project for Environmental Promotion
PTIP	Three-Year Public Investment Plan
SPPFS	Sofala Provincial Planning Service
TDM	Mozambican Telecommunications
UCM	Catholic University of Mozambique
UNDP	United Nations Development Fund
UNHCR	United Nations High Commission for Refugees'

## GLOSSARY

<i>assimilados</i>	Africans accepted as colonial staff
<i>cooperantes</i>	expatriate professionals, originally on Mozambican state salaries
<i>cement city</i>	area of city urbanised in colonial era
<i>vereadores</i>	deputies appointed proportionally after municipal elections
<i>tchungamoyo</i>	informal market
<i>Chefe de Bairro</i>	neighbourhood representative appointed by the municipality
<i>machambas</i>	informal agricultural smallholdings



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## ENDNOTES

<sup>i</sup> A useful account of a new approach to planning - which is concerned with integrative planning and overcoming fragmentation - is to be found in Patsy Healey's 1997 book, *Collaborative Planning: Shaping Places in Fragmented Societies*.

<sup>ii</sup> These problems are not reported in detail here as they are discussed at length in the Report of Survey. The following list reflects the consultants' interpretation of the strategic issues that the Municipal Council should focus on to improve its urban planning and management capabilities in the short term.

<sup>iii</sup> This Forum could also be used to initiate specific processes such as the Local Economic Development process discussed in the following section or could be used as a platform to establish a Service Providers Forum discussed in the sections on housing and urban infrastructure & services.

<sup>iv</sup> For example in the implementation of housing program activities of all the institutions currently involved with housing (e.g. FFH, INAHU, APIE and EMOSE) are brought together with the relevant Province and Council directorates such as Education, Health, Commerce, Recreation and Transport in the form of a Service Providers Forum.

<sup>v</sup> The economy of Beira and Dondo is fundamentally based on the rendering of rail-port transport services to the hinterland countries. It will therefore be critical for the City of Beira with the Beira Corridor Authority to lobby at both the national and regional levels for the strengthening of the regional transportation network. Opportunities for economic development exist in the agricultural, forestry and fisheries sector, and for agro-processing linked to natural resources. These sectors are however threatened by environmental degradation and pressure on existing resources, notably water and land. Current export products include prawns, sugar, citrus fruits, timber and energy from the Cahora Bassa Dam, but current proposed or identified possibilities to expand existing, and broaden the range of, exports are reflected in the following macro projects associated with the corridor:

- Proposed US\$ 660 million HBI (hot briquette iron) plant near Beira;
- Possible development of a US\$1,2 billion oil refinery near Beira;
- Projected US\$ 750 million investment in Moatise Coal in Tete;
- Oil and gas exploration projects off the Sofala coast;
- Proposed 250 000 ha forestry concession to MONDI in Muanza valued at US\$ 86 million and the potential for further forestry concessions totaling 250 000 ha, notably in Cheringoma and Marromeu districts;
- Proposed US\$ 95 million rehabilitation of the Sena Sugar Estates in Marromeu and the potential for further US\$ 85 million investment for the rehabilitation of sugar mills in Buzi district;
- Possible fishing port rehabilitation estimated at US\$ 50 million and the potential expansion of fish processing capacity and development of an aquaculture industry;
- Possible additional private sector port-related agro-processing or storage/ handling facilities
- Rehabilitation of the Gorongozo National Park and Marromeu Buffalo Reserve valued at US\$ 12 million and the possible rehabilitation of the other game reserves in the Marromeu, Cheringoma, Maringue and Caia districts estimated at a further US\$ 20 million;
- Sena Railway; and,
- The corridor incorporates a highway, a private concession for the railway lines, a pipeline to the HBI plant and investment in roads and bridges of approx. US\$ 40 million and proposals for the construction of the Bue Maria dam to alleviate water shortages in the City of Beira.

Clearly, substantial opportunities exist for the continued growth of the manufacturing sector. This is currently constrained by the obsolescence of existing capital stock, although investment is currently focusing on the acquisition of new equipment, but with significant implications for the balance of payments. There is also a severe scarcity of skilled manpower especially in managerial, professional and technical professions. Capitalising on the synergies generated by the use of the transport infrastructure and available natural resources could lead to a diversified economy. This could be achieved through the creation of a Free Trade Zone to activate economic activities with an export bias, as well as the establishment of advanced industries, technology management and specialised industrial employment.

<sup>vi</sup> Perhaps the key coastal zone management problem has been the inoperable Palmeiras drainage outlet, which controls the flow of storm-water into the sea. It needs rehabilitation in the short term and re-routing along the Chiveve River in the long term.