



Building Partnerships for Integrated City Planning in Nampula, Mozambique

Often considered the “capital” of northern Mozambique, the secondary city of Nampula is one of the most dynamic in the country. With its prime location in the centre of Nampula Province, the city benefits from highly productive agricultural areas and proximity to the Nacala Development Corridor that links landlocked Malawi and Zambia to the port of Nacala.

This dynamism has attracted many new residents to Nampula, which is growing at an unsustainable rate of 6.8 per cent annually. Most of this growth has been unplanned, with slums growing and the city’s aging infrastructure unable to meet demand for services. It is estimated that more than 80 per cent of Nampula’s 480,000 residents live in high-density squatter settlements, in substandard living conditions and without access to basic services.

In an effort to improve planning and reduce poverty in the city, the Nampula Municipal Council undertook the development of a citywide slum upgrading plan and city development strategy (CDS). The project, which was supported by UN-Habitat and UCLG, adopted a participatory, bottom-up approach to ensure that all residents had a say in the process.

One of the key results of the CDS and slum upgrading process is the establishment of strong partnerships between residents and the local government, which will have a long-lasting impact.

The slum upgrading plan comprised 11 Partial Urbanisation Plans – one for each neighborhood of the city. In order to integrate Nampula into a wider territorial context, a CDS was developed that included policy guidelines for transforming rural settlements into satellite towns and expanding infrastructure and services. The CDS also featured a strategy for attracting – and distributing – major public and private investments throughout the city and district.

Project: Slum Upgrading and City Development Strategy for Nampula City, Mozambique

Partners: UN-Habitat, UCLG, Nampula Municipal Council, and the University Eduardo Mondlane in Maputo

Cities Alliance Financing: USD 353,000

Duration: 2008-2013

Key Results:

- Local authorities gained the capacity to produce participatory, citywide slum upgrading plans and a long-term strategic plan for Nampula City
- Important partnerships were established during the process that continue to drive urban development in the city.

Building Capacity of Local Authorities

One of the key areas of emphasis was ensuring that the local authorities had the technical and institutional capacity to design and implement both activities. The Nampula Municipal Council had limited capacity for planning and managing new settlements, with little experience in slum upgrading activities and no clear strategy for the future development of the city. At the same time, land was being attributed to projects on an ad-hoc basis and without any consideration for the city’s outdated formal plan – creating an unsustainable situation.

With the support of UN-Habitat, the Municipal Council recruited a technical team for the Urban Planning Department, with improved office facilities. The strengthened Municipal Council then undertook workshops, surveys and public consultations involving all stakeholders, acquiring much-needed information about the entire city of Nampula and its environs.

This information allowed the Municipality to design a participatory, citywide slum upgrading plan to gradually eliminate slums firmly based in the city’s reality. The Municipality also established clear and widely accepted guidelines for the integrated development of Nampula City and surrounding rural areas, with a comprehensive vision for medium- and long-term growth.

Impact and Results

By far the most important result was the facilitation of an ongoing, constructive dialogue among the municipality, district and provincial authorities to establish an environment that reinforces urban-rural linkages in the medium to long term. This process is vital to the economy and sustainable development of the city.

It also fostered strong relationships between residents and the local government, with strong ownership of the urban planning process on all sides. The participatory process undertaken in both slum upgrading plan and CDS increased the Municipality's ability to carry out urban planning and management activities that represented all residents. Slum dwellers were duly consulted and integrated in the planning process in a transparent and democratic manner.

Best of all, citizens were pleased with the activities. The project experiences and results were disseminated via radio and television programmes with the support of the National Association of Municipalities of Mozambique (ANAMM), and testimonies collected showed that citizens were very satisfied.

The process has also built lasting partnerships between local stakeholders and international partners. The Nampula Municipal Council received technical support from UN-Habitat as well as the Centro de Estudos para o Desenvolvimento do Habitat (CEDH), a centre located at the Faculty of Architecture and Physical Planning of Eduardo Mondlane University in Maputo. This collaboration has played a crucial role in mapping and using remote sensing and GIS technology.

On a broader level, the CDS has helped Nampula attract additional investments. A major infrastructure project to build a road in a very centrally located informal neighbourhood of Nampula was implemented with funding from Spain. Additional funds were secured through the third phase of the Participatory Slum Upgrading and Prevention programme, supported by the European Union.

Lessons Learned

The Nampula slum upgrading and CDS collaboration provided important lessons for all stakeholders. First, the success of the initiative depended on ensuring the continuity of people involved in the design and initial implementation.

The second lesson was emphasis on quality. It was of critical importance that the Research Centre for Habitat Development, which signed a contract with the Nampula Municipal Council, was involved in the project and assumed leadership at a senior level to ensure the quality of technical deliveries and proper capacity transfer to the Municipality.

The project built on earlier UN-Habitat engagement in Mozambique through Cities Alliance, notably the 2002 activity "Slum Upgrading and Vulnerability Reduction in Flood-Prone Cities and Towns in Mozambique." These UN-Habitat country engagements successfully contributed to the foundation for the Cities Alliance Country Programme in Mozambique, which was launched in 2011.