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peer learning in  
Maputo city, Mozambique  
" hygiene, health and  
markets "

" All towns and cities are  
different but seeing what others  
do is always inspirational "

Richard Dobson, NGO  
Asiye eTafuleni



Maputo, Mozambique  
October, 2012

# “Hygiene, Health and Markets” Learning Exchange in Maputo city, Mozambique

A learning event organized by the city government of Maputo in collaboration with ANAMM, the UCLG committee on Urban Strategic Planning in partnership with the ILO.

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## Preface

It is my great pleasure, on behalf of the Municipalities of Maputo and on a personal note, to foremost address my best wishes for a prosperous year full of success. In particular to extend these best wishes to local governments, UCLG collaborators and all those who directly or indirectly made this publication possible.

The City of Maputo, "City of Acacias", is the capital of Mozambique, located on the coast of the Austral region of the African continent. Covering an area of 308 km<sup>2</sup> the city borders the Indian Ocean and has a tropical humid climate that makes it an ideal and promising place to produce, develop tourism, conduct commerce, industry, invest and, most certainly, to prosper.

As pioneering Capital City and Municipality in the self-governing process in Mozambique, Maputo is responsible, like other national and international municipalities, for sharing the knowledge and experiences it acquires in its efforts to secure democracy, self-governing systems and consequently the participation of citizens in the search for solutions to meet basic needs and, in a more general sense, improve living conditions.

The Municipality of Maputo is therefore particularly grateful for the support provided from ANAMM and UCLG in collaboration with the International Labor Organization ILO, for the publishing of this present edition that will undoubtedly unveil itself to be a means and opportunity to disseminate the details and good practices from our City of Acacias.

Town markets hold a privileged place in the heart of the City of Maputo, and in African cities in general, both through the priority and challenges they represent for urban development, and owing to the fact that they carry the identity of our populations, they are therefore a dynamic expression of the culture and promoters of social development.

In view of this, the Municipality of Maputo and its partners organized a meeting at the end of 2012 on the topic, "Hygiene and Health in our Markets". This event featured the participation of over fifteen (15) national and international municipalities and allowed us to address and conduct multiple and profound reflections on town markets, chiefly in relation to health issues which are the focus of this publication.

To that end, we would like to take these few lines to express our extended gratitude to the Municipalities of Durban, Belo Horizonte and Porto Alegre for their assistance and technical guidance given at this encounter. This support contributed to the allocation of increased relevance and pertinence to the debate on Hygiene and Health in our markets.

Finally, we would like to reiterate our appreciation for the dedicated support given to urban development initiatives and to local governments in support of well-being for all citizens from various countries, particularly through the partner international institutions such as City Alliance, the European Union, UN-Habitat and ILO.

Our vision: *Maputo – Prosperity, Beauty, Cleanliness, Safety and Solidarity*, the basis of our cooperation that we hope will be effective, fruitful and lasting.



**Dr. David Simango**

**President of the Municipal Council of Maputo**

## Introduction

It was a great learning event between local city governments of the South, bringing together Mozambique, South Africa and Brazil. The City of Maputo together with UCLG, Cities Alliance, ILO, with the support of the Norwegian Ministry of Foreign Affairs hosted the event.

The invited Municipalities, INGOs and NGOs and representatives of the private sector explored in depth the topic proposed by the city of Maputo:

### “Hygiene, Health and Markets”

Markets face manifold challenges: not only in terms of regulations, design, construction and maintenance, hygiene, health and waste management, but also in terms of economic and ecological sustainability, formal and informal work and income generation, skills, education and gender. Markets can be considered the crystallization in that they provide testing point for the Millennium Development Goals. They provide an ideal ground for multi-fold partnerships between cities, institutions, the private sector, and NGOs.

## Partners and the reason of the learning exchange

UCLG supports its members to engage in cooperation, especially to support the establishment of South-South partnerships. The programme City Future targets city collaboration in the field of urban management. UCLG will support a cooperation programme on city partnerships between Brazil and Mozambique in the upcoming year supported by European commission.

The city council of Maputo proposed a peer learning activity in order to define possibilities for cooperation in the area of street vendors and markets and invited and sponsored the participation of 15 national delegates.



On 22 March 2012, the ILO Governing Body adopted a South-South and Triangular Co-operation Strategy (SSTC) that calls for the institution, its constituents and external partners, to work with a view of enlarging partnerships in the field of SSTC. The current activity will expand the SSTC network to Mayors and Local governments through work between the ILO and UCLG.



### The objectives of this peer learning were to:

1. Identify areas for cooperation between Maputo and its partners on decent work challenges and local economic development opportunities in the context of formal and informal markets.
2. Extract lessons from national and international experiences, especially in relation to human development, capacity building, inclusion of vulnerable groups and the creation of enabling conditions.
3. Define the strategic support needed by cities and their partners to develop a project enabling peer South-South collaboration, and to build local capacity for the efficient implementation.
4. Develop new learning opportunities with a view to reaching out to local communities and city management, fostering partnerships with global actors to address local economic development issues and identifying potential areas for South-South co-operation initiatives.

The agenda setting turned out brilliantly indeed. The participants had three days to elaborate on their experience, to find similarities, discrepancies, and to explore joint learning opportunities with a view to reaching a better future. Presentations provided the participants with a broad background on which it was easy to base the following discussions. Visits to markets allowed exchanging experiences on the ground, and the dialogues organized with the market communities provided a lively picture of the partner country, Mozambique.

As a result, the participating municipalities could define, with ease, which concrete issues to focus on within their future partnerships, and the supporting international organisations agreed to further facilitate the exchange of local knowledge between all involved stakeholders and to communicate the “lessons” within the global agenda setting.



## Mozambique and its Markets

There was no single participant who did not become passionate on the topic of markets during the 3 days learning exchange. Markets are the places where changes in society, economy and policy have an immediate impact. The Maputo city team, under the leadership of the councillors for health and for markets, provided all necessary information to understand the Municipality's efforts and responses in one morning, while the Maputo vendors' community communicated entrepreneurial spirit, organization and pride of local culture. The starting point of Maputo and the other Mozambican municipalities is quite specific:

*Markets are centres of activity and exchange and part of the local identity. Markets are meeting points not only for the town's citizens, but also for the rural and urban population.*

Health challenges are related to sanitation and waste management, but also, significantly, to living animals and food production. The municipal tasks have been focused on regulating activities, controlling security, licences for selling, prohibitions and permits, and on the provision of basic services (waste, water and facilities). We briefly share what can be learned from these situations:



### Old and new urban work- and lifestyles

Mozambique and some of its towns have undergone a deep change, along with huge investments in natural resources in the countryside, in urban office spaces and transport infrastructure. Growing mobility increases the demand for accessibility and parking space in town and near markets to allow for convenient shopping and restaurant visits during work breaks or after-work. Internal migration from countryside to town, immigration of refugees from other countries, and growing sub-urban areas pose a challenge. The generation of income through self-employment in small businesses and the informal economy is thriving.

### Markets as vivid centres and hot spots

Markets – formal or informal - are vital living centres and working spaces and an important source of income in Mozambique and worldwide and countless people are dependent on income generation through markets. They are the producers of vegetables, fruits, meat, spices, and the ones dealing with second or first-hand clothes, commodities and beauty products.

The density of visitors and vendors grows alongside the urban population. Maputo has an amazing 22 formal markets, 40 informal markets, 5 fairs and 1 wholesale market.

## Challenges of markets

Amongst the challenges to be mastered by markets are the lack of appropriate infrastructure, including drainage, stalls, sanitary facilities and waste management. The hygienic conditions of food preparation are in some instances of concern, women's working conditions need further improvement and support, and small crime occurrences require mitigation measures. Competition but also co-operation between formal and informal traders is observed. An increasing number of shops offer selected goods through informal vendors, as the latter attract passers-by who otherwise would not make use of the shops' offers.

A **legal framework** regulates all markets and vending activities. These are rules setting out market locations and classifications and standardising vending processes and products. Stall fees are calculated as a product of stall size and product type. Accredited vendors have to carry ID and licences. **Ambulant vending is prohibited in Maputo.**

It is noted that the **administrative and organic organisation** of formal markets equals that of informal markets. A committee guides the on-site day-to-day management of the market and it is composed of manager and deputy, supervisor, tax collector and assistant. The vendors organize their representation through the universally-elected vendor committee. The committee uses 10% of the overall tax value generated by the market to organize pending activities.

## Maputo City Council response

O Conselho Municipal do Maputo (CMM) addresses the challenges with a number of measures. Answers are multifaceted, recognising the importance of an interdisciplinary co-operation between different town departments and other stakeholders.

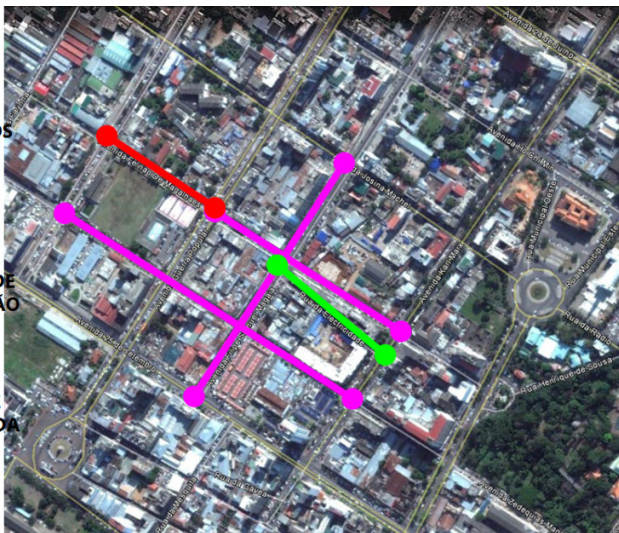
### Organizing Informality

Street vendors bring with them a visible impact: they hinder the traffic flow, produce waste, and suffer from a lack of sanitary facilities. The illegal vending and consumption of alcohol near schools, hospitals and police stations is another widely discussed problem.

While removing a number of vendors from unauthorized locations, the CMM designated certain roads for vending and regulations help to organize the vending process in these locations. They describe the types of merchandise and services allowed, in which street to offer what merchandise and services, and

#### LEGENDA

-  1. VENDA DE PRODUTOS DIVERSOS
-  2. VENDA DE PRODUTOS DE RESTAURAÇÃO
-  3. VENDA DE ROUPA USADA



CMM Maputo: Roads designated for Street vending Photo of market or "tshova"

vending hours. Cleaning, before and after vending hours is a requirement. The circulation of "tshovas", the motorized tricycles, is prohibited in these road sections to guarantee traffic flow. The vendors pay a fee to put up their stall in the designated areas and all vendors operating



outside the areas are subject to fines, either in cash or by confiscation of goods or produce. It is a multi-sectoral endeavour, jointly supported by several municipal departments including Markets and Fairs) the Police, the vendors' associations and representatives of the city districts, to name a few.

## Hygiene and Public Health

Another co-operative project of the CMM is a joint task force drawn from the Health Department, Markets and Fairs Department, the Market Representatives and Vendors' Associations. The task force first analysed the hygiene and health situation of the markets. Hot topics were the general hygiene on markets and stalls, ablution facilities, handling and quality of produce, availability of health certificates and the prevalence and prevention of transmittable diseases. The task force designed a 360° approach for awareness raising and behaviour change, addressing vendors, consumers, supervision staff and the general citizenship alike. Messages have been streamlined and various media and sensitization formats employed. The target groups learned about basic hygiene rules and best practices, like handling of water, and many more. The education of citizens and behaviour change are key to this project.

## Waste Management

Waste is an issue on markets worldwide: packages and organic waste pile up, blocked drains, cause containers to overflow, and decomposition and incineration produces inevitable smells. Amongst all this, the selling of goods continues.

In Maputo, selective waste collection of recyclable materials has come to be accepted as a feasible solution. The selective collection distinguishes paper, metals, plastics and glass, and finally organic waste for composting.

At so-called **"Eco-Points"**, waste is collected, separated and sold for further processing.

The recycle concept aims to reduce the impact of waste on the environment and public health, and alleviates the burden of public containers on markets, and in the final garbage dumps. It is also a source of income for trained workers and small enterprises.

***Awareness campaigns need to motivate vendors and their associations to take over responsibility for the waste produced and to participate in the recycling process.***

### Why should vendors keep their work-places clean?

Good infrastructure appeals to a vendor's pride – naturally, he or she will keep their work-place clean to attract customers, but this will not help if your customers cannot reach your work place because of the obstacles they encounter on the pavements." **Richard Dobson, NGO Asiye eTafuleni**





### **Fish Market – To make the best out of a given potential**

Amongst the most popular markets in the city is the Maputo Fish Market. It is immensely popular for visitors, not only because of the fresh catch offered, but also for the on-site preparation of the fresh catch in the adjacent restaurants. However, to make use of this great potential, the handling and processing of the fish could be better and the infrastructure improved. Today, the stalls are a make shift style of raw wood, there is a lack of formal facilities for the cleaning and cooling of the catch, general hygienic conditions are not always observed, and parking is a challenge.

Therefore CMM has entered into a public-private partnership to upgrade the market. The new market will be located only a stone's throw away from the seaside and there will be professional stalls, cold rooms, sufficient water supply and sanitation, an integrated waste management and sufficient parking facilities to mention some of the main new features. If all goes well, this project will turn the fish market into another bustling prime location of Maputo.



### **The Central Market**

This is one of the cultural heritage treasures of Maputo. It was built between 1901 and 1903 with imported Italian and Portuguese construction materials.

The facilities offer space for stalls and shops in an appealing set-up. In the old "bilheteria", the vendors can pay their fees directly - these relate to the size of the stalls and type of produce sold.

Today the market is undergoing rehabilitation with future space provision for around 500 stalls and respective facilities. The transition time is well organized; phase by phase, approximately 150 stalls are being removed carefully and resettled on-site, so that day-to-day market business can continue.



## The situation in other cities in Mozambique

The 43 Mozambican municipalities, the majority small to medium sized, are quite diverse in terms of market sizes, location, turnover, facilities and equipment. However, some aspects are of utmost importance to many of them, as reported by their representatives, among these: regular waste disposal, community action, sanitation, acknowledging informality, and others.

**Lichinga** has very good experiences with community based cleaning actions and the dissemination of good practices. Mobile vendors were motivated to join markets.

**Pemba** is about to identify the area for a regular waste deposit. Today, collection and supervision is organized together with the wards. For the waste collection, Pemba has 21 containers, two trucks and four tractors.

**Nampula** has 32 markets and a fair, and shares similar experiences as Maputo. Amongst the challenges are the limitation of waste, its transport and disposal.

**Ulongwe** has two markets for horticultural products, however, people also occupy the old airport for vending. This small municipality does not have sufficient funds for a regular waste collection.

**Inhambane's** 13 markets are generally of good quality and cleanliness. Cleaning campaigns with mixed teams (Public staff, youth and women's organization supports) work really well. Some of the markets still need to be equipped with adequate sanitary facilities.

**Matola** also has some informal markets but unlike the formal markets, these are not so well organized and difficult to control. Good campaigns are judged important for future development.

**Macia** considers it is important to promote hygiene in parallel to the joint cleaning campaigns. However, the municipality is still working on solutions for sanitary solutions and regular waste disposal.



## Project Inspiration from South Africa

The city of eThekweni (Durban) is important to Mozambican municipalities for several reasons: Durban is only a drive away and is a well-known reference to Mozambique, especially since the Municipal Institute of Learning, MILE is helping to share information and learning in Africa.

The South African approach to manage the markets sounded familiar especially with respect to the organization of the municipal policies and regulation that is a core task of the municipal teams. This might be related to the similar history and political environment of the two countries, which, thanks to the translation, could be discovered during the whole event.

A critical point that emerged from the South African input was the need to move away from a mindset of REGULATION to a fundamentally different paradigm that views informal traders as being the lifeblood of cities, working in partnership with them, and creating an enabling environment that supports more sustainable livelihoods. The engagement and support programme for small and medium enterprises in South Africa ranks high on the agenda of councillors and administration.

Finally, the presentation of a project that was provided by a local NGO, came up with a lot of hands-on opportunities, inspired much reflection, and demystified the complexity assumed, when city councils work hand in hand with NGOs and vendors.

### Integrative town policies for informal markets and street vendors

Recent studies have shown that nearly 30 % of the economy is generated through the Informal Sector. With the rate of unemployment estimated 23 % to 40 % for South Africans aged between 15 and 35 years, this sector has become the alternate way of making a living for many families.

eThekweni, SA's second largest city, is taking an innovative and multifaceted approach towards the informal economy. Most importantly, it was the first city to adapt a policy on the informal economy and, today, a Public Realm Implementation Working Group overlooks the implementation. Most (2002)

A number of sub-policies aim to create proliferating framework conditions, tackle allocations, census, itinerants, and retail markets policy, and regulate impact assessment and more. Capacity building for the informal sector is an integral part of the city's approach and supports the vendors in food handling, financial literacy, machinists' training, customer care, exhibition and display. As a result, the town has a good number of well-equipped, organized and clean markets.





**Some challenges remain.** Despite all improvements, the overall income levels remain low. It is not an easy task to provide sufficient infrastructure for an ever-growing demand, and funds to cater for all capacity building and other needs, etc. Nevertheless, eThekweni is on the path to progress with its integrated approach to the informal market.

### eThekweni's Informal Sector

The informal sector is dominated by trade (48.5%) followed by services (11.9%). Currently eThekweni has 22,572 (total population 3.76 Million) registered jobs in informal trade & work on its database. They generate roughly R36.629,500 in monthly revenue. Each registered vendor holds a credit card type permit authorizing trading activities on allocated trading stalls.

### Access to skills, markets and finance - Understanding small businesses as engine of economic growth

SMMEs can become one of the engines of economic growth in South Africa. Access to skills, markets and finance is key to the SMME programme of eThekweni Municipality. The programme builds on a broad public support structure of national and local government entities, private sector, and financial institutions, and aims to make the best of the potential each sectors brings - through carefully matching demand and offer.

**Access to Skills:** The programme takes into consideration the demands of Women in Business, addresses the practical skills needed in the booming construction industry, and aims to close the capacity gaps that SMME

demonstrate in various areas, as entrepreneurship, leadership, financial management and events management. A business incubator was founded to support traders.

**Access to Markets:** SMMEs' access to markets is facilitated through establishing linkages between small and big businesses. Government, parastatals and big business compile a list of business opportunities for the small businesses that are profiled and matched with the opportunities available. An annual SMME Fair allows the participants to present their full potential to the public. International markets are opened up through carefully designed city partnerships.

**Access to Finance:** Financial institutions are approached and motivated to address the financing needs of SMMEs through a respective service portfolio what does this mean?. Financial Education programs for SMMEs – on how to handle loans and to develop a business plans - are a key feature of the Unit.

"We can easily compare South Africa and Mozambique. Both are young nations. Brazil is quite a different case: nation building terminated a long time ago, and meanwhile this country is overtaking the European planning standards in some respects.", **Sara Hoeflich de Duque, UCLG**

A considerable initial investment is judged crucial for kicking-off a successful SMME. Enterprise development is managed through a mandatory 3 % contribution from corporates. With its broad and resourceful partnerships, the SMME Programme makes a tangible impact.



### Case study: “Come, let’s negotiate” – How street traders integrate into a thriving cityscape

The Warwick Junction is Durban’s primary transport node that, on an average day, accommodates 460,000 commuters and at least 5,000 street traders.

Traders occupied an out-of-function road section of the junction to do their businesses. Amongst the most popular businesses are food stalls offering mealie-meals (corn on the cob) with a turnover of 26 tons a day and 125.000 USD per week, a herb market and handicraft. The informal market was unorganized and posed hygienic and logistical challenges on all target groups.

The Warwick Junction Project is an inner city renewal initiative. The project aims to integrate the street vendors sensitively into the cityscape. The initiative quickly realized, that the Warwick Junction was an ideal trading location, and, that a simple clearing of the area through resettlement would not carry any sustainable effect.

Beginning work with about 1.000 herb traders who were not in a space that was optimal, the project relocated the traders to a better suited space, and facilitated an accompanying livelihood project in which USD 21 million was being turned around each year.

In dialogue with the trading community, a more organized ?milli-cooking facility could be organized, so that the pavements were kept clean and would not suffer from the cooking fires any longer.

A partnership with an adjacent religious community and the municipality beard amazing fruits. To allow the religious community to gather and at the same time the formal and informal vendors to do their businesses, an initiative allowed to bring all interest groups under one “umbrella” in an organized and architectonical appealing way. Cleaning campaigns are organized with great success and broad participation of all stakeholders involved in the Warwick markets. At FIFA in 2010, the Warwick Markets proudly presented themselves to national and international visitors.





#### Lessons Learned:

1. It is important for city practitioners to accept and acknowledge that informal workers have a **RIGHT TO THE CITY**, but more importantly, they need to think creatively about how cities can rise to the challenge to work in partnership with informal traders. At the same time, the case study showed the importance of informal traders accepting responsibility for their actions and committing to working together.
2. The value of ensuring that a market is perfectly **LOCATED** cannot be underestimated. The Warwick Project has been going on for 15 years, with the city investing USD 16 m into the project - predominantly because the market is located in a major transport nodal interchange and it makes perfect sense for traders to locate there! City officials must understand this fact, and be cautious about relocations as it could affect the viability of livelihoods.
3. Integrated **URBAN MANAGEMENT** is fundamental, and more specifically there is a need for infrastructure that is relevant to each type of trading facility. Managers must understand these local needs and then respond.
4. A **NEW WAY OF DOING BUSINESS** at the local area must be adopted. In Durban the area-based management approach which brings local government closer to the people and is more responsive, was adopted from Porto Alegre.
5. City officials and informal traders must jointly develop a **SHARED VISION** and think about how this vision will be funded. Doing this incrementally and progressively was key to achieving the scale the size of a project like Warwick.





## International Labour Organization

The United Nations and its specialized agency, the International Labour Organization (ILO), stand for universal principles that can be applied in any context and country. In the market environment, vulnerable groups are women, but also extremely poor people and children that still suffer inequalities need to be highlighted. In a developmental approach, the ILO is keen to work hand in hand with UCLG, not only raising awareness and lobbying for local economic development and decent jobs, but also sharing the feasible solutions that cities provide, sometimes with surprisingly small budgets resulting in very innovative solutions.



### An ILO case study: Mozambican Women and the Markets

A case study on four markets in Maputo casts a light on the condition of male and female workers, employers and the self-employed. In general, women in markets work longer hours than men, contribute more to the income needed to feed and educate between six to ten family members in Mozambique. Women's level of education is lower than men's. Women struggle more than men to combine work, family duties and spare time. Dust, heat, lack of sanitary facilities and illumination can make markets a tough place to work during evening hours and the hot season. Worthwhile pointing out is that paid workers experience worse conditions than the self-employed. The paid workers interviewed did not have a work contract, can lose their licences during sick leave, and do not receive compensation when they lose their job. Female workers are less aware of their rights and social security, and not all male and female workers are aware of the vendors' association for their market. A majority of all participants requested more education on hygiene and health, and other training to improve their business skills.



When UCLG and the ILO signed their agreement of co-operation, Local Economic Development (LED) was identified as a key area for their co-operation. The Maputo peer learning activity fully illustrated and confirmed this possibility, along with the role of the local authorities in this domain. The latter can, and actually do, contribute to decent work when providing better working conditions, including through hygiene and sanitation. In addition, they can catalyze the involvement of social partners and other development agents.

The Maputo event added a second, but also essential, dimension to the ILO and UCLG interaction by adding a South-South and Triangular co-operation angle to their joint work. Municipalities engaging in Local economic development and decent work can benefit from one other: hands on experience, with adaptable and affordable solutions can be shared, and new forms of co-operation can be engaged in between cities. UCLG partnering with the ILO in this work provides a new dimension to the ILO South-South strategy. It offers a channel for local authorities of the south to exchange among themselves to foster decent work at the local level.

Finally, the Maputo experience also demonstrates how UCLG, and ILO together, can help channel the experience of local authorities related to the improvement of jobs and livelihood in to the processes leading to the definition of the global development agenda, and especially through the Post Rio+20 and Post 2015 framework.

## Project Inspiration from Brazil

Brazil is a country of enthusiasm and passion for work and for community involvement and participation. The delegation confirmed this, as the participants were very open, supportive and friendly.

All towns and cities are different – and so are their urban solutions. However, seeing what others do is always inspirational.' **Richard Dobson, NGO Asiye eTafuleni**

The context of each country is very different, for example, the cities of Brazil involved city officers but also communities and the private sector. The presentations of the Brazilian cities were very comprehensive and motivated lively discussions.



A more formalized and regulatory entrance point was provided by the city of Belo Horizonte that has been in contact for some time with the Maputo team in order to explore co-operation opportunities. The outline of public market management as a part of public space and urban management brought back the spatial dimension to the discussion that should not be underestimated: markets are spatial reference points and also spatial centres that need to be embedded into urban regulations.

Both Brazilian cities, Belo Horizonte and Porto Alegre, have much experience in supporting local economy and small enterprises. Belo Horizonte is also implementing "decent work principles" and has had a long standing co-operation with ILO. They forged partnerships with the private sector and banks to support training measures to small scale business with a very open business community. This experience proves that if a clear objective is set at the beginning, more partnerships can add support and increase performance of programs. Maputo also has a strong business community but has not yet started to build bridges between small and large scale enterprises. Reflections revealed the need for understanding private sector as a precondition for encouraging them along public policies.

The representative from Porto Alegre had already visited Mozambique municipalities in several UCLG engagements and was praised for the mature perspective he had that enabled him to draw conclusions on the situation. He said that regarding the effort with markets, it is more the way of doing- creating conditions and team- than details of programs that make the programs of Porto Alegre rich in impact. During the learning process, this experience was seen as increasingly feasible. Despite Mozambican municipalities only starting to open their decision making to communities, markets were considered good spaces for effective education and involvement in campaigns, as well as vendors' organizations making good negotiations partners.



## How to realize the vision of your town - Porto Alegre access for all to economic clusters

Local solidarity is key to Porto Alegre's vision. Similar to Durban, South Africa's experience, the municipality's policy aims to create a sustainable environment, to be socially inclusive, and to strengthen local economy and employment. Areas with economic potential, as tourism, the construction industry, technology and agriculture are made centre of the town's activities.

An inter-sectoral team constantly tracks the implementation and progress of the municipal programmes. The handling of informal trade is less about control and focuses more on creating an enabling environment for income generation. A policy of incentives guides all activities. An example is low fees that motivate vendors to formalise their economic activities. Capacity building looks first into productivity rates and then provides business and technical skills. A bus with trained personal circulates through city districts to find out about the training needs of the communities and related capacity building is undertaken in the communities to gain maximum outreach. Transport, lunch and compensation for loss of earnings are subsidised. Fairs and other events facilitate the turnover of agricultural produce. Having received support for agricultural production, the producers share a small part of their produce with schools. Vendors of foodstuff receive a tailor-made training. One tangible result of the overall municipal policy is the comparably low unemployment rate of around 6% in 2012.

### Tailor-made outreach to local business – Belo Horizonte

Within its business development programme for individual entrepreneurs, small medium and huge enterprises, Belo Horizonte also created an efficient space to improve local entrepreneurship through capacity building.

Trained personnel systematically assess the communities' demand in terms of business and technical skills, and their socio-economic situation.

With the help of local agents and facilitators, a huge number of local small entrepreneurs have been visited and

received counselling, have reflected on how to improve their businesses, and some have participated in formal training courses. The programme is not only based on the dialogue between municipal staff and

the communities, but also on the dialogue with other stakeholders such as the federal government, training institutions, the private sector and banks.

"Financial literacy is of course an integral part of the capacity building of small entrepreneurs!"

**Rene Souza, Porto Alegre**

"The municipality takes the lead in capacitating its informal entrepreneurs and makes small and informal businesses move",  
**Stephania Aleixo, Belo Horizonte**

### Public Private Partnerships create a "Living City Centre" – Belo Horizonte

The Belo Horizonte experience is a very good example of integrated development grounded in a sound urban planning and design process that allows the participation of all citizens. In the 1990s, many green spaces and little economic vitality were the predominant situation. The programme "Living Centre" proposed integrated actions through a detailed and participatory master planning

#### Successful intervention axis of Belo Horizonte:

- ✓ Urban planning
- ✓ Security
- ✓ Social inclusion
- ✓ Urban requalification

process. The objective was to rejuvenate the city centre. The planning exercise even took up memories dating back to the 1920's to 1950's when the town was characterized as a "garden town" with appealing public spaces. At the outset, the programme removed kiosks, traders and other sellers. The public space was greened, traffic regulated, pedestrians received room to move properly and secure, residential areas were designated or improved. Old buildings were rehabilitated in partnership with the owners and transformed into spaces for shopping. The City accommodated the traders in a new building, and then successfully replicated the model in other parts of the city. This has been a highly successful public-private partnership project that facilitated social inclusion and transformed the landscape of the city that now celebrates public life.


## Lessons learned

1. The universal challenge affecting all cities is the increase of informality.
2. **Regulatory frameworks are important**, and should not engender fear but productivity. Policies must go further than regulatory frameworks and build on potentials of communities. Vendors will not only expect and protest, but contribute to the development.
3. **Urban dimension of the markets is key** and needs to be taken in development plans, not only as architectural phenomena, but also as an urban centre and meeting point. If there is a clear policy and public investment in public space, the streets and sidewalks can be reclaimed, and vendors will understand why they cannot use any public space.
4. **Waste management is intimately related to health and the future of markets.** The waste management is an overall challenge for the city and in the meantime inside markets campaigning can help to have clean and healthier working, shopping and consuming conditions. Low cost sustainable technology can help to recycle and reduce service costs of water, energy, collection. A good Mozambican example of this is the city of Inhambane.
5. **Small initiatives can be a start**, and do not need to be cost intensive. The proposal of the university to gather a group of students to train sellers of living animals on more hygienic slaughtering was applauded, such as the discussion on stall design which became very detailed.
6. The need for vendors to be aware of necessary market organization should also encourage self-organization, building management capacity and also attendance and registration to the social security system (INSS), which is an opportunity for people to move people up the socio-economic ladder
7. **The urban development speed is also pushing to think on a bigger scale**, as currently, many markets will be relocated or enlarged. It is important to preview these central places in new developments.
8. **The context of every experience makes them unique.** However, there are some qualities that accompany successful projects such as the ability to listen to stakeholders, tolerate backlogs in the process and have patience and perseverance in leadership.
9. **Change in behaviour is needed on all levels.** Many city officials started this learning expecting that the community change, and the learning opened their eyes to change themselves.
10. **Markets are a place of local culture**, Maputo is an example of this, in the atmosphere, the restoration and the origin and quality of the goods and food offered.

## Methodologies to ensure learning South-South and triangular cooperation

The market management issue that is so relevant in South Africa and Brazil is not the same in the North. The references of South Africa and Brazil are of particular interest in management and policy development. This is not confined to the countryside and cities, but also applicable to people who have gone through important transformation processes that can be shared in the learning agenda. This knowledge is unblocked in the peer learning agenda. It is important to encourage lively discussion and build opportunities for sharing knowledge as well as concerns. The participants in Maputo were exposed to action learning through 3 methods:

1. Received relevant inputs and background
2. Were exposed to the reality and in touch with all the actors involved
3. Reflected on impression, lessons and feasibility to apply



"In a market we see maybe half the number of people that are ultimately dependant on the incomes that are generated at the workplace." **Richard Dobson, NGO Asiye eTafuleni**

### Learning spaces and exchange during the event

The mix created a positive and constructive environment that was marked by punctuality, attention, openness and optimism.

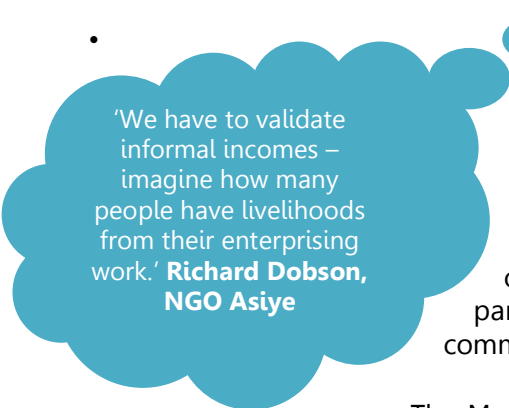
The municipalities, but also the organizations will continue some immediate activities:

- Innovation (fish market + restaurant, health and safety, tourism) by Maputo is recognized as a smart decision to utilize a plentiful resource, to develop it in a number of ways, and to address the secondary challenges coming with it –market produces a daily commodity, raising the challenge of health and hygiene. Durban wants to look closer at this in the South African situation.

- The Brazilian cities see the opportunities of the broader concept to understand and formalize the vendors, and the focus of public policies can be a starting point for other economic areas.


- Maputo sees immediate opportunities in a more active role for the vendors organizations, and in the opportunities to open the scope and development of partnerships in the markets (with the private sector and communities),

- The Mozambican municipalities will undertake some actions to turn markets into more attractive spaces, and increase recognition of vendors by offering to facilitate dialogues between vendors' associations and governments and lobby on the importance of capacity building for informal vendors in small business management.



'We have to validate informal incomes – imagine how many people have livelihoods from their enterprising work.' **Richard Dobson, NGO Asiye**

- The international organizations of UCLG and Architects without borders will pursue the topic of markets in relation to Social inclusion, urban strategic planning and public management. A lesson for supporting South-South mentoring in Mozambique is that it is best Looking upon a process, and entering from there, not from a purely critical analysis as learning is more effective when transformation has already begun
- ILO sees the relevance of markets for global and national policy development that confirms the role of cities. Markets are a laboratory of issues (relevance for MDGs, Health, Poverty, Education, and Employment). Markets have very active stakeholders, as people are all active to resolve their problems.



'Cleaning up is not enough  
– informal and formal  
economic activities need to  
be strategically integrated  
to realise the full economic  
potential of all enterprises.'

**Richard Dobson, NGO  
Asiye eTafuleni**



"Markets as  
multidimensional spaces:  
The social dimension  
behind the spatial and  
managerial dimension has  
to be carefully taken into  
consideration." **Sara  
Hoeflich de Duque,  
UCLG**



## Roadmap of Maputo

The participants agreed on an agenda and follow up commitments in the following announcement

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### MAPUTO Roadmap ON SOUTH-SOUTH COOPERATION FOR LOCAL GOVERNMENTS:

Participants from the Workshop organized by the city of Maputo, UCLG, ANAMM, ILO, Norwegian Ministry of Cooperation, Cities Alliance and originating from Maputo, Mozambique cities, Belo Horizonte, Porto Alegre (Brazil) and Durban (South Africa)

- 1) Express their satisfaction with the SOUTH-SOUTH AND TRIANGULAR (SSTC) knowledge exchange initiated in Maputo in the field of formal and informal markets, Local Economic Development and the promotion of Decent Work. The workshop put emphasis on the role of local governments in bettering the conditions of work, hygiene, health, waste management, and in creating decent work conditions and employment in the city markets.
  - The sharing of experience from other cities (Belo Horizonte, Durban, Porto Alegre and cities in Mozambique) along with in-depth presentation and field visits to the Maputo market helped identify strategic areas for co-operation : inclusive approach to community development; involvement of local association, social partners, markets leaders. Critical areas such as waste management, cleaning and toilet facilities, hygiene conditions surrounding animal selling have also been highlighted. Practical approaches have been suggested by local actors.
- 2) Reiterate their intent to continue working jointly in capacity building and knowledge sharing across municipalities in the same horizontal framework and to contribute to developing a local government South-South co-operation program.
  - To pursue the exchange, a number of opportunities have been laid out and participants have taken note of their role in the preparation and organization of these events. Already in the planning, activities are scheduled in Dakar, December 2012, within the framework of Africities, in March 2013, in Durban, to build the capacities of intermediary size cities for local development (from South Africa, Malawi, Namibia, Kenya, Mozambique, Brazil) in April, a political roundtable on south-south cooperation will be set up in the framework of the National Congress of Local Authorities in Brazil. UCLG will provide support to these activities and the involvement of ILO will be sought, specifically with respect to the cities of Belo Horizonte and Durban connecting to the respective national ILO offices.
- 3) Invite other local and regional governments both from the North and the South to join in the SSTC experience, as similar knowledge could be gained by reinforcing SSTC networking among mayors and local/regional governments to develop information sharing and peer learning activities in the area of decent work and local development.
  - Existing and foreseen co-operation agreement between cities of the South (between Porto Alegre and Mozambique cities, between Belo Horizonte and Maputo (in process), between Durban and cities from the South part of Africa), between Maputo and Barcelona, are viewed as opportunities to pursue knowledge exchange in the area of strategic planning, including local Economic Development and Decent work.

- 4) CALL UPON municipalities, local governments' associations and their partners participating in UCLG (United Cities and Local Government) to contribute to the SSTC at a practical and policy level.
  - Experience in SSTC is viewed as particularly relevant to the international development agenda building on existing and future UCLG policy papers, joined research developed by municipalities.
  - In this perspective, joined research and knowledge sharing should contribute to the inclusion of LED, decent work and in the Post2015 framework and the follow up of Rio+20 (contributing to the realization of sustainable cities).
  
- 5) Invite UCLG and the ILO to increase their involvement in SSTC in their joint activities.
  - Local and regional governments are leaders in the promotion of LED, decent livelihood and decent work, through strategic and inclusive planning processes.
  
- 6) Commit to share this roadmap in their networks with a substantive report stating the GOOD practices, following CRITERIA OF SUSTAINABILITY, INNOVATION AND HORIZONTAL COOPERATION
  
- 6) Will welcome and commit to the organization of a special session dedicated to LED during the UCLG congress in Rabat.
  - This session will be an opportunity to assemble the knowledge and experience in SSTC accumulated in the above mentioned events.
  - It will also bring to the forefront of the international agenda the contribution of the cities to poverty eradication, to access on basic services, to slum upgrading and sustainable urbanization, and to the promotion of LED and decent work.

Maputo *[Signature]* UCLG: *[Signature]* ~~10/10/2015~~  
 Porto Seguro - *[Signature]* NamPula - *[Signature]*  
 Município de Beira *[Signature]*  
 Município de Matola *[Signature]*  
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Cities Alliance  
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