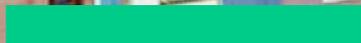




CITY PROFILING REPORT 2025

Maputo



Maputo

City Profiling Report 2025

The completion of this report benefited from the contributions of several individuals. Thank you to Sandra Roque and Dr Jéssica Lage of UN-Habitat for their valuable comments on geography, planning and institutional aspects and Pedro Laice of the National Association of Mozambican Municipalities for his assistance with local government data. Nick Graham externally reviewed the report. Katharine McKenzie provided editing services, and Helen Grange undertook the sub-editing. Brandon Janse van Rensburg designed the layout and visual presentation, and the map was prepared by Mischka Moosa. The report preparation also benefited from the guidance of Ian Palmer. The report was authored by Stuart Morrison.

COVER PHOTO: City of Maputo in Mozambique.

Photo: flickr.com/International Monetary Fund

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1. INTRODUCTION

This profile of Maputo is part of the African Cities Profiling Project, which aims to enhance the understanding of individual cities across the continent. With Africa's rapid urbanisation, cities face significant challenges, including the growth of informal settlements and deficiencies in service delivery. Addressing these requires a comprehensive understanding of city dynamics and the factors influencing them.

The report supports local authorities by providing comparative data to facilitate learning from peers and incentivise improvements in underperforming areas. It assists national governments in regulating and supporting local authorities and, for citizens, offers accessible information on the developmental context of their cities, fostering transparency and engagement.

By profiling multiple cities using standardised measures, the project enables stakeholders – local authorities, national governments, and citizens – to compare cities, identify best practices, and foster mutual learning. This comparative approach supports evidence-based decision-making and promotes improved governance, ultimately addressing urban challenges such as informal settlement growth and service delivery deficiencies.

Comparative data for 10 SADC cities has been collated: Bulawayo and Harare (Zimbabwe), Cape Town and Johannesburg (South Africa), Dar es Salaam (Tanzania), Lilongwe (Malawi), Luanda (Angola), Lusaka and Ndola (Zambia) and Maputo (Mozambique). Seven of these are primary cities in their respective countries. Two secondary cities are included (Bulawayo and Ndola) to allow comparisons with their primary counterparts. Cape Town is included as a comparator with Johannesburg.

The emphasis of the research is on cities as functional urban areas rather than administrative areas. Therefore, in studying Maputo, the report encompasses the multiple municipalities that make up the Maputo metropolitan area.

2. URBAN GEOGRAPHY AND HUMAN SETTLEMENT¹

The city of Maputo is the capital of Mozambique and, due to its urban scale and political significance, has held both provincial and municipal status since 1980. It is notable for its strategic location – on the southeastern shore of Maputo Bay near the borders of South Africa and Eswatini. It is the political, administrative, corporate, financial, and commercial centre of the country.

Maputo hosts one of the largest seaports on Africa's east coast and is connected by rail networks to South Africa, Eswatini and Zimbabwe. Road networks link it to other urban centres in the country and neighbouring states, and it has the largest airport in Mozambique. Maputo is considered the country's main development hub, with the highest levels of access to quality public services, education and healthcare. Infrastructure and economic sector services are concentrated in Maputo.

Maputo is divided into seven municipal districts, in turn subdivided into 63 neighbourhoods. This forms part of the Maputo metropolitan area, which also includes the municipalities of Boane, Matola-Rio, Marracuene and Matola. The latter is the capital of Maputo Province and the main industrial centre of the country. The metropolitan area also includes the district of Machubo (Figure 1).

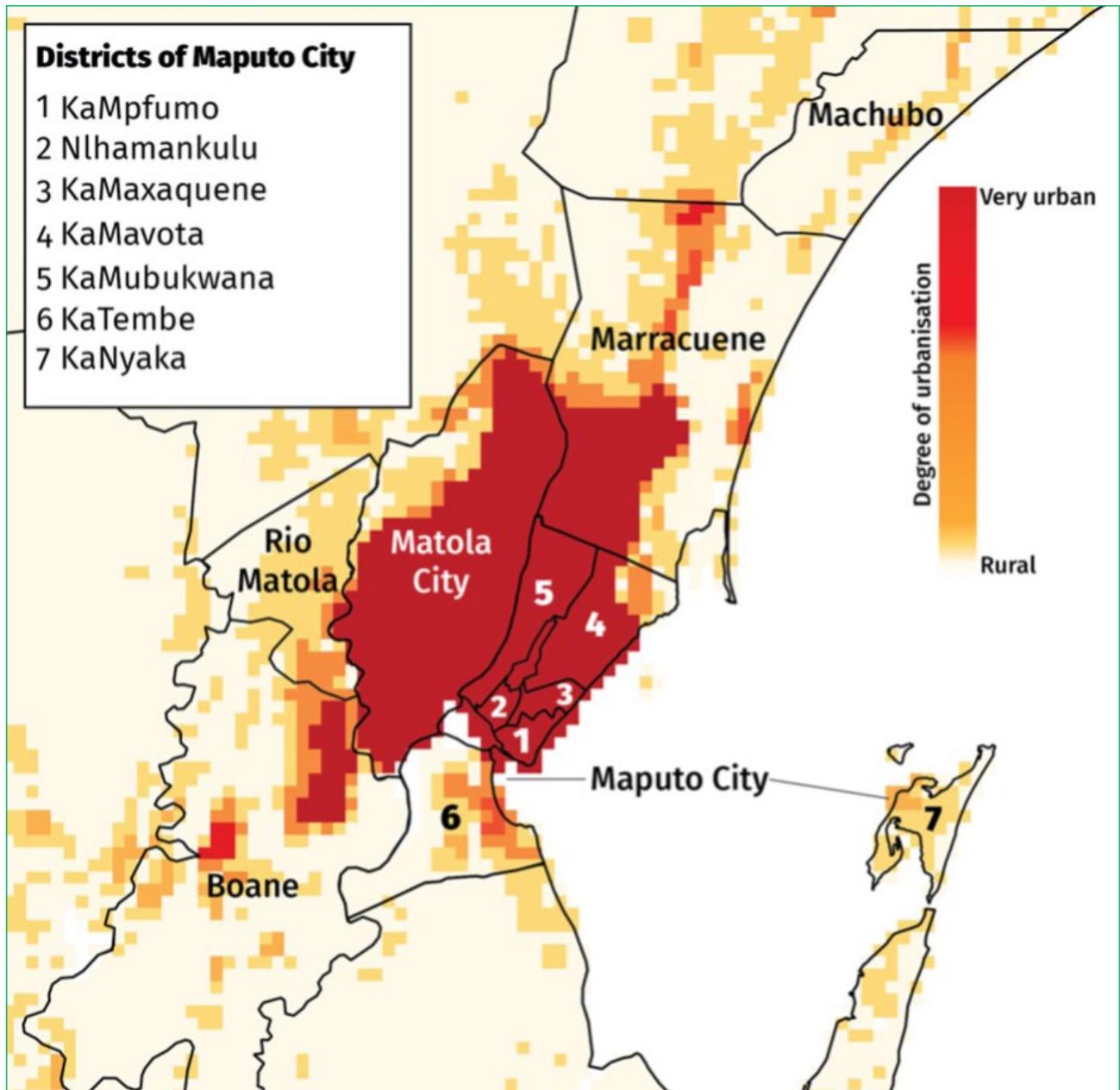
Although the Maputo metropolitan area is not an administrative unit, it is increasingly referenced in strategic plans and operational or scientific analyses due to its interconnected mobility and daily commuting patterns.

Maputo's location in the south of Mozambique, close to Eswatini and South Africa, enables close economic ties with these countries. Maputo lies at one end of an economic corridor stretching to South Africa's metropolitan complex of Gauteng, the largest urban economic concentration in Africa. The port of Maputo is a key node within this corridor.

At the same time, Maputo is far from the centre of the country and the country's northernmost town, Mocimboa da Praia, is 2,600 km away by road.

¹ The assistance of Sanda Roque and Jessica Lage of UN-HABITAT in editing this section is acknowledged.

Figure 1: Maputo metro functional area



Graphic: Prepared by author based on Global Human Settlements data

History

Originally called Lourenço Marques, the city was founded in 1787 by the Portuguese as a trading post and fort. Due to its location, it grew rapidly, becoming a busy town and then the capital of the Portuguese East Africa Colony. The municipality of Lourenço Marques was established in 1887, becoming an important part of the South African gold and diamond trade through the late 19th and early 20th centuries. Despite the growth and wealth of the city, racial segregation characterised the city's development throughout its history.

Mozambique's liberation war against the Portuguese colonial administration ended with independence in 1975, and the city's name changed to Maputo. Conflict returned with a civil war between the Frelimo government and Renamo forces supported by South Africa and what was Rhodesia. The civil war drew a great wave of internally displaced people to Maputo, rapidly increasing the population of the city, which did not have the resources to meet the related housing and services demand.

Table 1: Population distribution in the Maputo metro, 2017-2024

District	Municipality	Population 2017 ('000s)	Growth rate	Population 2024 ('000s)	Centrality of district ²
Administrative and commercial core					
Kampfumo	Maputo	81	1.1%	87	Central
Kamubukwana	Maputo	208	1.1%	224	Secondary
Matola Sede	Matola	239	1.5%	265	
Kanihamankulu	Maputo	129	1.1%	140	Tertiary
Kamaxaquene	Maputo	199	2.2%	232	
Machava	Matola	422	2.1%	488	
Kamavota	Maputo	332	2.5%	395	
Logistic and urban expansion area					
Marracuene	Marracuene	231	3.5%	294	Tertiary
Infulene	Matola	410	3.8%	532	
Katembe	Maputo	32	3.0%	40	Local
Matola Rio	Matola Rio	35	3.0%	44	
Boane Sede	Boane	107	3.0%	131	
Productive and environmental area					
Machubo	Machuda	10*	3.0%	12	Local
Kanyaka	Maputo	1*	1.0%	1	
TOTAL		2,435	2.4%	2,884	
Breakdown by municipality					
	Maputo	950 ³	1.7%	1,078 ^{4,5}	
	Matola	1,070	2.7%	1,285	
	Other	415	3.3%	520	

Note: * figures estimated

Source: UN-HABITAT and Ministry of State Administration, 2020.

2.1 POPULATION

In 2024, the Maputo metro had an estimated population of 2.9 million (Table 1), growing at a rate of 2.4% per annum between 2017 and 2024.

The overall growth figure for the metro is drawn from the Global Human Settlement Layer.⁶ Growth per district is estimated based on the assumption that population growth in the inner districts is limited by space, with the outer districts growing faster.

The metro has an area of 2,200 square kilometres⁷ with Maputo City occupying an area of 347 square kilometres (16%).

The structure of the city should be seen in the context of the entire metropolitan area, with the CBD linked by corridors to the north and west. The potential for a corridor to the south is growing in importance with the recent completion of the Maputo-Katembe bridge.

2 Centrality of district refers to where the district is in relation to the administrative and commercial core for each municipality.

3 Other reporting gives Maputo City a population of 1.08 million people but the Structure Plan figures are favoured here.

4 Macrotrends estimate for 2024 population of 1.19 million which is presumably based on the higher figure for 2017 population.

5 Macrotrends. "Maputo, Mozambique Metro Area Population (1950-2025)". <https://www.macrotrends.net/global-metrics/cities/21910/maputo/population>

6 Copernicus. Global Human Settlement Layer. <https://human-settlement.emergency.copernicus.eu/>

7 Mobilise your city, 2024, Maputo. https://www.mobiliseyourcity.net/sites/default/files/2024-03/13_Maputo%20Mozambique.pdf.

The centrality of the districts within the metro is based on a report by the National Directorate for Municipal Development⁸, which shows KaMpfumo as the commercial core with secondary districts located partially in Maputo City and Matola City. While commercial activity is centred in KaMpfumo, manufacturing is predominantly located outside Maputo City in Matola. The local districts have lower densities and are located on the periphery of the metro. They include KaNyaka Island and Katembe, located across the bay from the Maputo city centre (Figure 1) and recently connected by the Maputo–Katembe bridge. The strongest growth node in the city is towards the north in Marracuene, which is fast urbanising.

Settlement types

Urban space in Mozambique can be distinguished as urban and ‘urbanisable’ areas (suburban and peri-urban areas that lack some level of basic services and infrastructure, and that have deficiencies in their habitability).

UN-Habitat distinguishes between informal settlements and slums in Maputo:

- Informal settlements: areas “that arise as a result of a long and complex process through which families and individuals adjust to adverse conditions, finding ways to coexist in a precarious yet still internally recognised balance within the informal settlement, even though this does not always imply recognition by the authorities”.⁹
- Slums: the most deprived informal settlements, characterised by poor-quality housing, lack of infrastructure and basic services, absence of public spaces and green areas, and constant exposure to eviction, disease, violence, and external risks such as climatic events.¹⁰

Other literature is less certain when distinguishing between informal settlements and slums in Maputo. Cabrita et al., state that 80% of people in Maputo lived in informal settlements in 2016¹¹ while the Centre for Affordable Housing in Africa states that 77% of people in Mozambique live in urban slums.¹²

Another view can be obtained by looking at types of housing as set out in Table 2. It can be argued that 61.6% of people in ‘basic’ housing live in informal areas in Maputo City, with the likelihood that this is substantially higher in the metro area.

Table 2: Housing types in Maputo City, 2017¹³

Type of housing	Split
Conventional complete	14,2%
Conventional incomplete ¹⁴	14,1%
Flat/apartments	7,8%
Basic ¹⁵	61,6%
Other	2,3%
Total	100%

In considering the number of houses in the metro, figures from the National Institute of Statistics 2017 census indicate an average of 4.23 people per house in the country. Applying this to the Maputo metro population implies 683,000 households in 2024.

8 UN-HABITAT & Ministry of State Administration, 2020 'The Matrix of Functions to Strengthen Integrated Territorial Development in Maputo Metropolitan Area'. https://unhabitat.org/sites/default/files/2021/05/sdf_eng_a4_af.pdf

9 UN-Habitat Moçambique. (2018). Perfil do Sector de Habitação em Moçambique.

10 Ibid.

11 CMM. Manual de Intervenção Integrada em Assentamentos Informais; Conselho Municipal de Maputo: Maputo, Mozambique, 2016. Quoted by Sílvia Cabrita, José Saldanha Matos and Filipa Ferreira. 2024. "Critical Infrastructures in Informal Settlements of Maputo City, Mozambique: The Importance of Interdependencies for Interventions Prioritization". Urban Science.

12 Based on CAHF, 2024, data for all urban areas in the country. Centre for Affordable Housing Finance in Africa (CAHF). 2024. "Yearbook 2023". https://housingfinanceafrica.org/app/uploads/2023/10/2023-CAHF-Yb_Compressed-20.5.2024-corrected-May-2024.pdf.

13 Jéssica Canotilho Lage. 2023. "As formalidades do "informal". Da autoprodução à produção social do habitat. Um olhar sobre os bairros pericentrais de Maputo". PhD thesis submitted to University of Porto.

14 'Incomplete house' is one where the bathroom and/or kitchen are located outside the residence.

15 Basic house is defined by as a housing unit with only room(s), no bathroom or kitchen and built with durable materials (such as walls of cement blocks or bricks and zinc sheet roofing, tile or concrete slab).

3. DEMOGRAPHICS AND SOCIAL DEVELOPMENT

3.1 POPULATION

The population of Maputo City is currently 1.1 million (Table 1). The City is growing at a slower rate than the metro area as a whole, with more growth taking place on the periphery.

According to the latest census, 41% of Maputo's population is under 20, and 21% are aged 20-29.¹⁶ This implies a high demand for jobs, education and health services in the near future.

3.2 POVERTY

A useful indicator of broad-based poverty is the International Wealth Index (IWI), which measures the position of households regarding assets, access to services and housing. The value for Maputo was 74.0 in 2024, compared to the average for the 10 SADC cities in the GGA sample of 64.5 (ranging from 28.7 for Lilongwe to 89.4 for Cape Town).¹⁷

By this measure, wealth in Maputo City is increasing (the IWI index for 2011 was 55.7). Data for the Maputo metro as a whole is not available, but the IWI for Maputo Province was 63.9 in 2023. This implies that Maputo City residents are wealthier than those in the surrounding urban settlements that form part of the metro.

Recent data on poverty levels in Maputo was not located, but data for Maputo City from 2016 shows the poverty rate falling from 29.9% living under the national poverty line in 2008/9 to 11.6% in 2014/15, compared with 46% nationally.¹⁸

More recent data from the National Institute of Statistics indicates that levels of poverty in Maputo are increasing, based on expenditure per capita, which decreased between 2019/20 and 2022 by 24.5% in Maputo City and 0.8% in Maputo Province. On the other hand, in the same report, perceptions of economic circumstances are shown to

have improved between 2019/20 and 2022, with 17% of respondents in Maputo City¹⁹ stating things were better in 2022 compared to 10% in 2019/20.²⁰

3.3 SOCIAL DEVELOPMENT

Global Data Lab has created a Subnational Human Development Index (SHDI) based on the index created by the UNDP. The SHDI consists of four indicators that use the following indicators: Mean years of schooling; Expected years of schooling (EYS); Life expectancy at birth (LIFEX); and (Log of) Gross national income per capita.

The SHDI annual scores for Maputo City increased from 0.369 in 1990 to 0.610 in 2021, a major improvement. However, compared to other southern African cities in this study, Maputo has the lowest SDHI score, associated with comparatively poor economic health conditions. Notably, the circumstances in the metro area as a whole are likely to be worse than in Maputo City, which has a higher proportion of formal areas, employment opportunities and health services.

3.4 HEALTH

Health indicators

The health circumstance in Maputo is improving, but faces some key challenges. In terms of mortality rates, a study²¹ in 2019 estimated that:

- Infant mortality was 10 per 1000 live births
- Under-five mortality was 27 per 1000 live births

This puts infant mortality below SDG Target 3.2 of 12 per 1000 live births, while the under-five mortality is positioned slightly above the SDG target of 25 per 1000 births.

Compared to the other SADC cities, Maputo City fares better than most. One explanation is that much of the data does not consider the wider metropolitan area of Maputo, which includes Matola (see section 1), which makes up a greater proportion of the metropolitan population with less access to hospitals and clinics. Recent data, including the area of Matola, is not available.

¹⁶ ODA. c2021, 'Mayor's Dialog on Growth and Stability - City Profile Maputo Mozambique'

¹⁷ Global Data Lab. <https://globaldatalab.org/wealth/table/iwi/MOZ/?levels=4>

¹⁸ Ministry of Economics and Finance, 2016, reported in ODA. c2021. "Mayors Dialogue on Growth and Solidarity City profile: Maputo, Mozambique".

¹⁹ The trend in Maputo Province was not as good.

²⁰ National Institute of Statistics. 2023. "Household Budget Survey, 2022".

²¹ Ivalda Macicame et al., "Countrywide Mortality Surveillance for Action in Mozambique: Results from a National Sample-Based Vital Statistics System for Mortality and Cause of Death," *The American journal of tropical medicine and hygiene* 108, 5_Suppl (2023): 5-16.

On the other hand, the health situation is improving with the Health Index²² of 0.64, improved from 0.322 in 1996.²³ Comparing Maputo's health index to that of the other cities shows that Maputo has been the most consistent. Between 2017 and 2019, Maputo maintained a score of 0.6, increasing gradually from 0.67 to 0.69 in 2019. Interestingly in the post-Covid period it maintained a 0.6 score while cities such as Cape Town dropped quite significantly.

Life expectancy in Maputo was 63 years in 2022.²⁴ This can be compared with Lilongwe, where life expectancy was 52 years in 2017, and Johannesburg at 67 years in 2022.

Health facilities

According to the 2022 Mozambique Health Statistical Yearbook, there are 31 primary healthcare units in Maputo City. The ratio of people per healthcare unit is about 30,000 – well above the World Health Organization recommendation of 10,000 people per healthcare unit.

Local authority health responsibilities

Municipal responsibilities for healthcare in Mozambique include:²⁵

1. Disease prevention
2. Primary healthcare facility management
3. Environmental sanitation
4. Facility maintenance
5. Funeral and burial services management
6. Patient transportation
7. Healthcare network development

These are typical primary healthcare responsibilities, but it is evident that municipalities, including those in the Maputo metro, are only responsible for maintaining primary healthcare facilities and not for staffing them with nurses and doctors. This is the responsibility of the national Department of Health.²⁶ However, Maputo City's most recent five-year development plan²⁷ includes

initiatives to improve healthcare through Strategic Objective 16, which aims to “Contribute to reinforcing quality care in primary healthcare to citizens, through the expansion of the health network”.

3.5 EDUCATION

Data reported by globaldatalab.org indicates that in 2022, the mean years of education of the population aged over was 9.0. Comparatively, this is similar to Dar es Salaam, Luanda and Lusaka but considerably lower than South African and Zimbabwean cities.

Attendance at schools in Maputo is relatively high: 95.4% for children between 6 and 14 years, falling to 86% for children between 15 and 17 years.²⁸

Schools

Recent data on the number of schools in the entire Maputo metro could not be located, but a 2023 Education Survey²⁹ reported 256 schools in Maputo City, 136 being public schools and the other 120, private schools. It is likely that school numbers have grown in the outer areas of the metro where population growth is higher.

Regarding the quality of education, a 2013 SACMEQ report³⁰ indicated that 79% of grade 6 learners in Maputo City had an adequate reading level, somewhat lower than the figure of 85% in 2007. The report also found that the percentage of grade 6 learners with acceptable mathematics skills was 26%, a substantial decrease from 41% in 2007. While these figures are outdated, the decline in both literacy and mathematics is of concern.

In considering these figures, it must be noted that education is not a local government function in Mozambique. This is managed nationally with funding provided by the national fiscus.

22 The Health Index was created by Global Data Lab and is built off of life expectancy at birth.

23 “Subnational HDI Database” (Global Data Lab, n.d.); Jeroen Smits and Iñaki Permanyer, “The Subnational Human Development Database. <https://globaldatalab.org/shdi/table/lifexp/MOZ/>. Sourced April 2025.

24 Ibid.

25 World Bank. 2009. “Mozambique Municipal Development in Mozambique Lessons from the First Decade”.

26 <https://www.trade.gov/country-commercial-guides/mozambique-healthcare>

27 Maputo Conselho Municipal. Planode Desenvolvimento Municipal Parao Quinquénio - 2019-2023

28 “Subnational HDI Database” (Global Data Lab, n.d.); Jeroen Smits and Iñaki Permanyer, “The Subnational Human Development Database,” *Scientific Data* 6, no. 1 (March 12, 2019): 190038, <https://doi.org/10.1038/sdata.2019.38>.

29 Ministry of Education and Human development. 2024. Education Statistics: Annual School Census-2023. <https://www.mined.gov.mz/assets/docs/brochura-de-levantamento-2023.pdf>

30 Ministry of Education and Human development and National Institute for Education Development. c2014. The SACMEQ IV Project In Mozambique.

4. ECONOMY

The economy of Maputo City must be seen in the context of the country as a whole, with Mozambique classified as a least-developed country and ranked 173 out of the 177 countries for which the World Bank keeps data.

After the civil war ended in 1992, the economy grew rapidly, averaging 8% annually from 1993 to 2015 and benefiting from political stability, increased investment and post-war reconstruction. However, national economic growth slowed after 2015³¹, declining to below zero during the COVID period of 2020-21 and then recovered at an average of 3.9% over 2022-24.³²

4.1 GDP PER CAPITA

Maputo metro is “the heart of the Mozambican economy and a hub for economic investment. As the largest port in the country, much of the economic activity centres around the harbour. Maputo is responsible for around 20% of the GDP of the country, implying a GDP per capita for the city of around US\$1,928 in 2019.”³³

GDP per capita is confirmed by an EU/Copernicus study, which reported US\$2,066 per capita for the Maputo metro in 2022.³⁴ This places Maputo near the bottom of the GGA

sample of SADC cities, somewhat higher than Lilongwe (US\$1,126 per capita in 2024), comparable with Dar es Salaam, but much lower than Johannesburg (US\$16,370 in 2024).

4.2 ECONOMIC GROWTH

Recent data on the economic growth rate in the metro area is not available, but the GDP growth rate for Maputo City was 4.13% between 2020 and 2021, surprisingly high as this was during the COVID-19-related economic slump.³⁵ At the time, GDP growth for Maputo Province was 2.31%, indicating lower economic potential in the metro areas surrounding Maputo City. Considering more recent trends, it is likely that the economy of the Maputo metro has grown faster than the national economy, which implies a growth rate of 4-5% over the 2022-24 period.

Poverty in Maputo Province was increasing at this time, consistent with the recent trend of increasing poverty in Mozambique’s urban areas.

4.3 EMPLOYMENT

The 2022 Household Budget Survey found the number of jobs in Maputo City to be 368,000 (Table 3), with Maputo Province supporting 784,000 jobs.³⁶

Table 3: Employment in Maputo City, Maputo Province and Mozambique by sector

Sector	Maputo City	Maputo Province	Mozambique
Agriculture	4.7%	16.9%	74.7%
Mining	0.1%	0.1%	0.7%
Manufacturing	6.7%	7.7%	2.5%
Energy	0.1%	0.4%	0.1%
Construction	4.9%	7.6%	1.8%
Transport & communication	4.3%	3.7%	1.4%
Commerce & finance	31.0%	25.6%	8.5%
Administration	7.9%	5.2%	1.6%
Other	40.3%	32.7%	8.6%
Total	100%	100%	100%

Source: Household Budget Survey, 2022.

31 IMF, quarterly Finance and Development magazine.

32 Statista. 2025. “Growth of the real gross domestic product (GDP) in Mozambique from 1980 to 2030”.

33 ODI. c2021, ‘Mayor’s Dialog on Growth and Stability – City Profile Maputo Mozambique’. https://media.odi.org/documents/hmi_mayors_dialogue_maputo.pdf.

34 EU, Copernicus and Emergency Management Services. 2024. ‘GHS-UCDB R2019A- GHS Urban Centre Database 2015’ https://human-settlement.emergency.copernicus.eu/ghs_stat_ucdb2015mt_r2019a.php.

35 Salome Ecker, Sofia Terragni, Alex Warren-Rodriguez and Eduardo Ortiz-Juarez. “The Cost-of-Living Crisis in Mozambique: Poverty Impacts and Possible Policy Responses” UNDP.

36 Instituto Nacional de Estatística. 2023. “Inquérito Sobre Orçamento Familiar, 2022” Julho 2023. Relatório_IOF_2022.pdf.

It is assumed that the employment category ‘other’ is predominantly wholesale, retail, personal and household services. Together with commerce, finance and administration, this suggests an economy dominated by tertiary activity, with low levels of manufacturing. Manufacturing is higher in Maputo Province, where Matola has a concentration of manufacturing activity.

The 2017 budget for the City of Maputo provides statistics on industrial sectors with the largest by value being beverages at 52%; fabricated products, chemicals and fibres at 13%; tobacco at 10% and rubber and plastics at 8%.

Household expenditure trends are shown in Table 4.

Table 4: Household expenditure trends: national, provincial and city

Area	Household expenditure (Meticals per annum)		
	2014/15	2019/20	2022
National	6,924	8,108	8,661
Maputo Province	14,865	17,630	18,803
Maputo City	25,912	19,664	17,076

Source: Household Budget Survey, 2022³⁷

Figures in Table 4 indicate a declining trend in household expenditure in the City of Maputo, in contrast with the country as a whole and Maputo Province. This is surprising given the upward economic growth trend in Maputo City, with the implication that economic growth (measured by GDP) is not benefiting households to the extent expected.³⁸

4.4 UNEMPLOYMENT

Mozambique measures unemployment as a percentage of the economically active population (above the age of 15) and according to the 2019/2020 Household Budget Survey, Maputo has an unemployment rate of 9.3%.³⁹ This is low

considering the limitations of the Maputo economy and may be related to the definition of unemployment used in the national household survey.

5. LEGISLATIVE AND INSTITUTIONAL FRAMEWORK

5.1 LOCAL GOVERNMENT OVERVIEW

The CLGF country profile of local government in Mozambique, 2019-20, provides a useful overview:⁴⁰

“Mozambique is a democratic republic with two spheres of government: national and local. Law 9/96, the local authority law, enshrines local government in the constitution while the municipality laws establish municipalities in all 33 cities and 20 of the country’s 154 towns. Local government, therefore only covers a proportion of the population and is predominantly urban. The Minister of State Administration and Public Service is responsible for the administration of the laws overseeing local government.

Following the 2019 national election, 37.6% of elected representatives were women. In 2005-06 local government expenditure was 1.8% of total government expenditure.”

The number of municipalities increased from 53 to 65 in 2022, including Marracuene and Matola-Rio within the Maputo metro area adding to Maputo City, Matola and Boane. The district of Machubo is included in the metro area but is not a municipality, does not have its own council, and is administered as a district under the Ministry of State Administration and Public Service.

5.2 LEGISLATION

Mozambique’s local government structure is enshrined in the 1997 Constitution, specifically chapter 4, which provides the overall structure, broad functions and powers of the

³⁷ Instituto Nacional de Estatística. 2023. “Inquérito Sobre Orçamento Familiar, 2022” Julho 2023. Relatorio_IOF_2022.pdf

³⁸ Further research is needed to understand this situation.

³⁹ In Mozambique, the definition of unemployment is used for individuals within the economically active population who were without work during the reference period, are available for work, and are looking for work. The definition has been adapted to include those who are available for work but may not have actively sought it due to the small labor market. It includes various groups such as casual or unpaid workers without regular work, self-employed individuals without employees and regular work, and those who were unable to work for economic reasons.

⁴⁰ Commonwealth Local Government Forum (CLGF). 2020. “The local government system in Mozambique. Country profile 2019/20”. http://www.clgf.org.uk/default/assets/File/Country_profiles/Mozambique.pdf.

municipalities. Since 1997, Mozambique's constitution has undergone several amendments to Chapter 4 improving the legal framework of local government.

Law 9/96 stipulates two main types of local authorities: municipalities and small town (vilas) councils overseen by a council made up of elected officials through proportional representation. Law 2/97 established the first 33 municipalities in the country including Maputo and other provincial capitals. Law 12/2023 deals with the functions of local government.

While this legislation provides for considerably increased decentralisation, de facto the local government system in Mozambique is underdeveloped with local government actually undertaking limited functions (see Section 5.4).

5.3 INTERGOVERNMENTAL RELATIONS

The Cities Alliance and UCLGA (2013) assessed the enabling environment for cities and local authorities in Africa including the extent of decentralisation. In Mozambique's case the institutional arrangements for decentralisation are rated as weak, sixth of the seven countries in the sample of SADC countries covered in this report, with Angola having the lowest rating.⁴¹

In the case of Maputo City there is a two-tier government structure, (local and national) with the City regulated by national government and service provision shared with national government. For other municipalities in the metro area a three-tier structure (national, provincial and local) is in place.

Maputo Province is therefore a neighbour of Maputo City in the south of the country and, while cooperation is important, the City and Province are independent. But cooperation between the municipalities in the metro is fundamentally important as they form part of a single functional urban area with shared transport, water, sanitation and electricity infrastructure.

In the case of transport this cooperation is structured in the form of the Maputo Metropolitan Transport Agency (AMT) (see section 5.7), which regulates and coordinates public transport across the metro area.

Water supply and sewerage sanitation is also the responsibility of a metro-wide public utility, Águas da Região Metropolitana de Maputo (AdeM) (see section 5.1), while electricity is distributed by a national public utility, utility Electricidade de Moçambique (EDM).

The Ministry of State Administration and Public Service regulates the administration of local government bodies across Mozambique and the Ministry of Finance regulates the financial activity of municipalities. Municipal auditing is the responsibility of Tribunal Administrativo de Moçambique,⁴² but no audit reports for municipalities in the Maputo metro are readily accessible.

5.4 INSTITUTIONAL FRAMEWORK

The functions of local government were recently expanded under Law 12/2023 to include:

- a) local economic and social development;
- b) the environment, basic sanitation and quality of life;
- c) the provision of water supply services and the supply of electricity;
- d) the provision of public transport services;
- e) primary healthcare;
- f) basic primary education;
- g) culture and sport;
- h) the promotion and development of tourism activities;
- i) funeral services;
- j) morgues, cemeteries and crematoria;
- k) urbanization, construction and housing;
- l) municipal police; and
- m) municipal public rescue services".⁴³

However, as indicated in Table 5, most of the major trading services (water, sanitation and electricity) are provided by parastatals and major social services (health and education) by national departments.

⁴¹ Cities Alliance and UCLGA. 2013. 'Assessing the Institutional Environment of Local Governments in Africa'.

⁴² <https://www.ta.gov.mz/>

⁴³ FAO database. <https://www.fao.org/faolex/results/details/en/c/LEX-FAOC225319/>

Table 5: Functions of local authorities in the Maputo metro

Function	Responsibility for service provision
Electricity distribution	Although this is given as a LG function the service is provided by a state-owned utility Electricidade de Moçambique (see section 5.3).
Water and sanitation	Water supply service is run by a metro-scale public utility - Águas da Região Metropolitana de Maputo (AdeM) - and small providers (see section 5.1 and 5.2).
Solid waste management	Municipal function but most waste collection contracted out to private organisations (see section 6.5).
Roads	Local roads are the responsibility of municipalities (see section 6.6). National and regional roads, many within the metro area, are managed by Administração Nacional de Estradas (ANE).
Public transport	Planning and coordination are the responsibility of Agência Metropolitana de Transporte de Maputo (AMT) a public entity. ⁴⁴ Most public transport is operated privately. Maputo City also runs a bus service.
Pre-school education and primary schools	Although primary education is mentioned in legislation as a local government activity, both primary and secondary schools are run by Ministry of Education. Municipalities provide some pre-school and adult education support.
Primary health care	Although legislation allocates some health responsibilities to local government the staffing and management of health facilities is undertaken nationally.
Local police and fire services	Municipal function
Libraries, museums, parks, cemeteries and sports facilities	Municipal function but limited evidence of facilities owned by municipalities.
Markets, street traders and shop licenses	Municipal function.
Housing	No evidence of this being undertaken by municipalities in the metro area currently.

6. ACCESS TO SERVICES

6.1 WATER SUPPLY

Responsibility for water delivery in Mozambique is under the control of a public asset holder (FIPAG- Fundo de Investimento e Património do Abastecimento de Água) in the main cities, with the operation of water supply infrastructure given to autonomous public companies. The Water Regulatory Council is responsible for overseeing utilities in the water sector, approving tariffs, and protecting the public interest.⁴⁵

In Maputo, the public utility, Águas da Região Metropolitana de Maputo (AdeM) is the primary service provider for the Maputo metro and peripheral areas. AdeM is 73% owned by

FIPAG with the minority owned by the private Mozambican holding company Mazi. The FIPAG website states: “The concession area has around 2,120,000 inhabitants and it is estimated that 65% of these benefit from the supply of drinking water. The remaining part of the population depends on underground water sources, known as Small Systems. There are also cases where the population obtains water from private vendors or from simple boreholes.”

The World Bank⁴⁶ provides a similar overview but with different figures:⁴⁷ “In the Greater Maputo Region, where the average access to safe water is above 97%, the public water service only covers 56% of the population. Therefore, slightly above 40% of the urban population rely on services from private water providers (PWP)”.

⁴⁴ MobiliseYourCity Global Monitor 2022.

⁴⁵ Weststratea J, A Gianolib, J Eshuisa, G Dijkstra, I J Cossa. 2019. ‘The regulation of onsite sanitation in Maputo, Mozambique.’ Elsevier. Utilities Policy Volume 61. December 2019. <https://www.sciencedirect.com/science/article/pii/S0957178719303212>

⁴⁶ World Bank, 2023. Mozambique Urban Water Security Program-for-Results (P178653) - Technical Assessment (Final Draft) August 3, 2023. <https://documents1.worldbank.org/curated/en/099090623123027912/pdf/P1786530f51313040b4340f3ba4efc57fa.pdf>

⁴⁷ Difference may relate to definitions of the Maputo metro area and the supply area of AdeM.

Table 6: Key indicators for water supply services in greater Maputo, 2023

Indicator	Value	Source
a) Improved water coverage access – % of city residents with access to improved water supply	97%	World Bank, 2023
b) City population served by utility – Number of residents served by utility	60% AdeM 40% Small private providers	World Bank, 2023 For whole metro
c) Residential water consumption in city or utility coverage area – l/cap/day	98 l/cap/d converted from 12.6 kl/month	World Bank, 2023
d) Water sold by utility that is metered – % of water sold by utility	62%	Newbinet.org for AdeM
e) Collection rate – % of collection rate from population billed	No data	
f) Non-revenue water – % of non-revenue water from total water supplied into the system	47%	Newbinet.org for AdeM
g) % customers with 24/7 supply	30%	Newbinet.org for AdeM

Key indicators for the water supply service are provided in Table 6, including performance figures for AdeM.

Looking at the service provided by AdeM, their website contains little data on performance. However, data is reported on the International Benchmarking Network (see Newbinet.org) and the Eastern and Southern African Water and Sanitation Benchmarking Association (ESWAS). In 2022/23, AdeM had 296,000 domestic water connections.⁴⁸ If 10 % is added for non-domestic connections, this amounts to 325,000 connections, an increase of 36% from 2014 (3.9% increase per annum).

Based on international data sources AdeM performs poorly with figures from the international water utilities monitoring system, Newbinet, indicating non-revenue water of 47% in relation to the moderately good performance benchmark of 30%. Further, Newbinet reports that only 30% of customers had continuous 24/7 supply, a poor service level by any standard.⁴⁹

Small private water providers

The role of PWP in supplying water to poorer communities in the city is held to be an international success story. A

World Bank report⁵⁰ on a survey conducted by the National Directorate of Water Supply and Sanitation in 2018, identified 1,830 PWPs supplying water to 1.8 million people through piped connections mainly in urban areas from the Southern Region, with more than 75% of total share of this business, nearly 1.4 million in the Greater Maputo Region.

However, most are unlicensed and abstract groundwater from poorly drilled boreholes putting the aquifers at risk of contamination. In addition, PWPs charge a tariff 51% higher than the public utility, meaning that the poor living in the peri-urban areas pay more for drinking water.⁵¹

6.2 SANITATION SERVICES

Adequacy of the sanitation service

SDG Target 6.2 for 2030 is the achievement of “adequate and equitable sanitation and hygiene for all and end open defecation, paying special attention to the needs of women and girls and those in vulnerable situations.” Maputo faces significant challenges in achieving this SDG.

Sanitation can be divided into sewered waterborne systems and on-site systems which commonly include septic tanks,

⁴⁸ ESWAS 9th Large WSS Utilities Benchmarking Report. 2022/23.

⁴⁹ Note that the ESWAS 2022/23 benchmarking report give a figure of 15 hours per day (62%).

⁵⁰ World Bank, 2023. Mozambique Urban Water Security Program-for-Results (P178653) - Technical Assessment (Final Draft) August 3, 2023.

⁵¹ Ibid.

pour-flush toilets and pit latrines (either ‘improved’ with sound structures and ventilation, or ‘unimproved’). A functioning on-site system must include effective emptying of pits or tanks when they are full, treatment of the faecal sludge, and disposal of it safely into the environment. Therefore, unimproved pit latrines with poor faecal sludge management are not considered adequate.

In 2018, 9% of households in the Maputo metro were provided with a sewerage sanitation system with the balance relying on on-site sanitation with 35% using pit latrines, and 42% using septic tanks and pour-flush toilets.⁵² Data on the functionality of the sewerage system, including wastewater treatment works, was not located at the time of writing. But the number of households with sewerage connections have increased since 2018 and, even considering population growth, the percentage connected may be somewhat greater than 9%.

Overall, the adequacy of the sanitation service depends on the functionality of wastewater treatment works, quality of household on-site toilets and the functionality of the faecal sludge management system. World Bank open data for cities gives a figure from International Water Association (IWA) WaterWiki of 74% of people with an adequate service in 2012.⁵³ More recent data could not be located.

Waterborne disease

An outcomes-based approach can also be used to assess the effectiveness of sanitation in the city with the prevalence of waterborne disease being most useful. WUSP⁵⁴ quote research indicating that, “In Maputo, diarrhea is estimated to be the third leading cause of death among children aged 0-14, accounting for at least 10% of all mortality”. This is a major concern.

Sanitation service providers

The water and sanitation parastatal, AdeM, is responsible for the sewerage system with faecal sludge management for on-site sanitation systems almost entirely provided by small scale private operators. AdeM has not been performing well, with the wastewater treatment plant not properly maintained and lacking the capacity to treat faecal sludge in 2019. Though there was some effort to register sludge management operators using vacuum tankers, most contractors working in pit latrine construction and manual emptying stayed outside the regulatory ambit of municipalities in the metro.⁵⁵

6.3 ELECTRICITY AND ENERGY

95% of households in the city have access to electricity (globaldatalab.org) indicating substantial progress towards meeting SDG Target 7.1 to ensure universal access to affordable, reliable and modern energy services.

However, a relatively small proportion of the population use electricity for cooking. A 2014 study found that 90% of households in Maputo report using charcoal at least once a week with 75% relying on charcoal for all cooking.⁵⁶ The same study notes this is associated with poor air quality in the metro area and deforestation in areas within a 400km radius of Maputo.

Electricity is supplied by the national electricity utility Electricidade de Moçambique (EDM) (www.edm.co.mz). They produce an excellent annual statistical report (EDM, 2023) which reports the following figures for the Maputo supply area, noting that it is not clear how this supply area matches the metro boundary.

52 Water and Sanitation for the Urban Poor (WSUP). 2019. ‘Systems Reboot Sanitation sector change in Maputo and Lusaka - Discussion Paper’, November 2019.

53 More recent data is needed but has not been located to date for this report.

54 WUSP (Water and Sanitation for the Urban Poor). 2019. ‘Systems Reboot Sanitation sector change in Maputo and Lusaka - Discussion Paper’, November 2019. https://www.pseau.org/outils/ouvrages/wsusp_systems_reboot_sanitation_sector_change_in_maputo_and_lusaka_2019.pdf

55 Weststratea J, A Gianolli, J Eshuisa, G Dijkstra, I J Cossa. 2019. ‘The regulation of onsite sanitation in Maputo, Mozambique.’ Elsevier. Utilities Policy Volume 61. December 2019. <https://www.sciencedirect.com/science/article/pii/S0957178719303212>

56 Cleanstar Mozambique Lda. - Clean Cooking Solution. Climate Finance in Mozambique Maputo, 18 February 2014.

Table 7: Electricity supply statistics for the Maputo supply area served by Electricidade de Moçambique, 2019-2023⁵⁷

	2019	2020	2021	2022	2023	Increase pa 19-23	Split '23
ENERGY (MWh'000s)							
Total invoiced	965	901	930	987	1,042	1.9%	100%
Domestic	450	416	446	466	494	2.4%	47%
Commercial	119	113	108	124	143	4.7%	14%
Large consumers LV-BC	69	66	67	72	75	2.1%	7%
Large consumers MV-HV	317	296	300	323	329	0.9%	32%
Streetlights	7	7	6	7	8	3.4%	1%
Distribution losses	475	414	418	440	414	-3.4%	40%
NUMBER OF CUSTOMERS							
Total	324,377	339,615	355,625	376,697	391,839	4.8%	100%
Domestic	287,478	301,059	315,244	331,497	345,140	4.7%	88%
Commercial	35,137	36,777	38,572	43,340	44,863	6.3%	11%
Large consumers LV-BC	989	988	996	1012	997	0.2%	0.3%
Large consumers MV-HV	772	790	812	847	838	2.1%	0.2%

EDM is clearly a successful utility which is rapidly expanding access to electricity in the metro and the country. That said, EDM is facing very high distribution losses.

6.4 INFORMATION AND COMMUNICATIONS TECHNOLOGY

The growing role that access to information and communication technology (ICT) plays in economic development has led to a greater emphasis on this service by the Mozambican government in recent years. Maputo is considered the best-connected city in Mozambique with the most ICT infrastructure and sufficient population to support an internet market.⁵⁸ The rest of the country struggles with broadband connectivity partly due to high prices.

Household ICT connectivity

From a household perspective, in 2022, 96% of households had a cellphone, 35% had a computer and 50% had

access to the internet.⁵⁹ Compared to other SADC cities Maputo ranks quite high in its ICT indicators with Maputo scoring well above the SADC sample averages for the percentage of households with a computer,⁶⁰ cellphone⁶¹ and internet access.⁶²

Access to information

Access to the internet should be considered in conjunction with free availability of information. No comparative data on internet freedom could be found but there are concerns, government restricting access to the internet during recent civil unrest during and after the national election in October 2024, when protests erupted.⁶³

Regulation and ICT role players

Institutionally, the Instituto Nacional das Comunicações de Moçambique (INCM) is the communications regulator, including regulation of information technologies. Three

57 EDM. 2023. 'Annual statistical report'. <https://www.edm.co.mz/en/document/reports/relat%C3%B3rio-anual-de-estat%C3%ADstica-annual-estatistical-report>.

58 International Trade Administration, "Mozambique Country Commercial Guide: Information and Communications Technology (ICT)." Accessed May 22, 2025. <https://www.trade.gov/country-commercial-guides/mozambique-information-and-communications-technology-ict#:~:text=Almost%20three%2Dquarters%20of%20the,to%20carry%20out%20of%20Maputo>.

59 Global Data Lab, "Wealth, Poverty Assets Dataset v1.1." Accessed May 22, 2025. <https://globaldatalab.org/wealth/table/2022/iwi-computer+internet+cellphone/MOZ/?levels=4&interpolation=0&extrapolation=0>

60 SADC sample average for households with a computer is 25% (excluding Maputo).

61 SADC sample average for households with a cellphone is 90% (excluding Maputo).

62 SADC sample average for households with access to the internet is 40% (excluding Maputo)

63 HRW, "Mozambique: Post-Election Internet Restrictions Hinder Rights." Accessed May 22, 2025. <https://www.hrw.org/news/2024/11/06/mozambique-post-election-internet-restrictions-hinder-rights>

main telecommunications companies operate in Maputo: Vodacom, Movitel and Tmcel (state-owned), with Vodacom the dominant provider.⁶⁴ Recently, Starlink established operations in Mozambique, in an effort to increase internet accessibility.⁶⁵

6.5 SOLID WASTE MANAGEMENT

Solid waste management is the responsibility of municipalities on the Maputo metro. This includes the management of landfills, but collection of waste is contracted to private operators. No data for the metro as a whole could be located but within Maputo City, about 1,100 metric tons of solid waste was produced per day in 2018. On average, people in the formal areas of the city produce 1 kilogram of solid waste per person/day, while people in informal settlements produce 0.49 kilograms per person/day.⁶⁶

Tvedten and Candiracci describe how solid waste is collected, with different modalities for formal urban and informal peri-urban areas. Private contractors, from large firms to microenterprises, collect and transport waste in the inner, high-density formal city. A two-step collection system operates in informal peri-urban areas where households gather their waste for collection by small-scale enterprises twice weekly for transport to larger containers. These are then collected by the large private firms and transported to the municipal disposal site.

Tvedten and Candiracci note that the service had progressively improved in formal areas of Maputo City in 2018, but most of the informal *bairros* in Maputo were “still overflowing with solid waste in the form of valleys of trash, overfilled containers, and public spaces and roads littered with plastic and other ‘renewables.’”⁶⁷

6.6 ROADS

Roads are the backbone of a city, representing the largest asset and public investment when compared to other networked services. Based on data from OpenStreetMap, road lengths in the Maputo metro are given in Table 8.

Table 8: Road lengths for Maputo metro (2024)

Category	km	Split %
Trunk	137	1%
Primary	170	1%
Secondary	193	1%
Tertiary	551	4%
Residential and service	10,391	75%
Paths, tracks etc	831	6%
Unclassified	1,531	11%
Total	13,804⁶⁸	100.0%

Administração Nacional de Estradas (ANE) is responsible for the trunk and primary network within the metro area, which includes the N1 to the north, N2 to the west and N4 to the north-west. Provincial governments manage secondary and tertiary road networks with support from the ANE provincial delegations. Mozambique has a Roads Fund which is primarily responsible for strategy and planning, monitoring and financial management in the sector.⁶⁹

Some of the roads in the metro area outside Maputo City are the responsibility of Maputo Province, likely to be secondary and tertiary roads. The remainder, some 92% of the roads are the responsibility of local authorities in the Maputo metro. These are almost exclusively unpaved and likely to be in poor condition.

64 International Trade Administration, “Mozambique Country Commercial Guide: Information and Communications Technology (ICT).”

65 Club of Mozambique, “Starlink: SpaceX satellite internet has been approved in Mozambique.” Accessed May 2022, 2025. <https://clubofmozambique.com/news/starlink-spacex-satellite-internet-has-been-approved-in-mozambique-210120/>

66 Tvedten I and S Candiracci. 2018. “Flooding our eyes with rubbish”: urban waste management in Maputo, Mozambique! Sage Journals. <https://journals.sagepub.com/doi/10.1177/0956247818780090>

67 Ibid.

68 Based on OpenStreetMap figures, 19% of these roads are within the Maputo City boundary.

69 Cross-border Road Transport Agency (CBRTA). c2021. ‘Country Profile for Mozambique’. <https://www.cbirta.co.za/uploads/files/Country-Profile-for-Mozambique-report.pdf>

The total road length per capita is 4.79 km which is high compared with the average of 3.65 km per capita for other cities in the SADC sample. This higher length of roads per capita is likely to be associated with the low density of settlements in the peripheral areas of the metro.

OpenStreetMap data shows 616 km of Maputo's roads are paved, only 4.5% of the total (compared to the average for eight SADC cities – excluding Johannesburg and Cape Town – in the GGA sample of 9.4%).

The most significant roads development over the past decade has been the completion of the Maputo/Katembe bridge, crossing the Umbuluzi River estuary, linking two parts of the metro. Chinese built and funded it is the longest suspension bridge in Africa. Opened in 2018, together with the national road upgrading to the South, it holds strategic importance for cross-border trade and travel, with travel time between Maputo and Kozi Bay on the KwaZulu-Natal border in South Africa reduced from six hours to around 90 minutes.⁷⁰

6.7 PUBLIC TRANSPORT

Table 9 shows the modal split for people travelling in the metro area provided by 'Mobilise your City.'⁷¹

Table 9: Public transport modal split for Maputo, 2024

Mode	Split %
Formal public transport	9.2%
Informal public transport	32.9%
Walking/cycling	45.9%
Private cars	10.2%
Private motorbikes or 2-wheelers	0.2%
Freight vehicles	0.7%

The profile is typical of a city with predominantly poor citizens, with a large proportion walking and using informal public transport services.

Responsibilities for public transport are summarised in Table 10.

Table 10: Organisations responsible for public transport in Maputo metro, 2025

Institution	Responsibility
Agência Metropolitana de Transporte de Maputo (AMT)	Coordination of transport across the whole metro area
Maputo City	Owns and manages the transport infrastructure. Runs a bus service.
Bus operators	Most have been informally run but the trend is to properly regulate services.
Minibus taxis (chapas)	Informal operators which currently dominate public transport services.

AMT was established in 2017 to coordinate transport across metropolitan Maputo. However, it reports to the Ministry of Transport and Communication rather than the municipalities, limiting its effectiveness.⁷²

Transport operators

The public transport system is mainly comprised of bus and minibus services, with a small number of rail and ferry services. The bus and minibus sector is fragmented but has some level of coordination through associations and cooperatives. A municipal bus operator, EMTPM, and a formal operator, MetroBus, provide some commuter rail services and a handful of connecting bus services.⁷³

Chapas

Minibus taxis (chapas), follow a "fill and go" system, usually waiting at terminal areas until fully loaded. Data from the climatechange.org campaign to count paratransit vehicles

70 Cross-border Road Transport Agency (CBRTA). c2021. 'Country Profile for Mozambique.' <https://www.cbrta.co.za/uploads/files/Country-Profile-for-Mozambique-report.pdf>

71 Mobilise your city. 2024. 'Factsheet; Maputo, Mozambique' https://www.mobiliseyourcity.net/sites/default/files/2024-03/13_Maputo%2C%20Mozambique.pdf

72 World Bank. c2022. 'TECHNICAL NOTE I. Connecting the Dots in the Maputo Metropolitan Area: Diagnostic of urban mobility and accessibility' <https://documents1.worldbank.org/curated/en/09942010623227348/pdf/P1710480a459ca07e080f40fd30100417a8.pdf>

73 Ibid.

in Mozambique reported 891 chapas in Maputo City in 2019, a decline from 1018 in 2015. Looking at the metro as a whole, paratransit vehicles in Matola, Boane and Maputo City totaled 2,360 chapas in the three municipal areas, the majority of the metro.⁷⁴

Trip times

The poor state of public transport in the metro is illustrated by trip times for people accessing health facilities and schools. World Bank reports on a compilation of household surveys over five years revealed that approximately 20% of greater Maputo passengers need more than 60 minutes to reach the closest health facilities by public transport. Similarly, children in Maputo have the highest walking time to primary schools, an average 56 minutes, followed by Harare at 26 minutes. Only 58% of children in Maputo can reach a school in less than 30 minutes of walking.⁷⁵

Public transport investment

The public transport system is being improved with notable developments being the establishment of bus cooperatives contracted to AMT, card-based fare collection systems and, most importantly, planning for a bus rapid transit (BRT) system is in the last stage of preparation.⁷⁶

This is consistent with the urban transport master plan for the Greater Maputo area prepared under JICA funding in 2014.⁷⁷ The master plan forecasts significant growth in mobility demand in forthcoming years. Urban trips are expected to double between 2012 (3.3 million trips/day) and 2035 (6.7 million trips per day).

7. ENVIRONMENTAL FOOTPRINT

7.1 GREENHOUSE GAS EMISSIONS

According to the Global Human Settlement Layer, Maputo emitted 0.32 tons of carbon dioxide in 2020. This is low in relation to the average CO₂ emissions of the ten cities in the GGA sample which is 1.13 tons per capita.⁷⁸ Maputo has the second lowest CO₂ emissions, just above Lilongwe at 0.12. This is most likely associated with low private car ownership in Maputo. On the other hand, the use of charcoal as the dominant fuel for cooking (Section 6.3) will be a significant contributor to carbon emissions.⁷⁹

7.2 DEFORESTATION

The extent of deforestation in and around Maputo is concerning. Within the metro the proportion of green areas decreased from 14.1% in 2010 to 5.3% in 2020, according to UN-Habitat.⁸⁰

7.3 AIR QUALITY

The air in Maputo has a particulate concentration (PM_{2.5}) of 15 µg/m³, with charcoal burning likely to be a significant contributor. This is just below the average for the 10 SADC cities in the GGA sample.⁸¹ However, it is still well above the WHO standard of 5 µg/m³.⁸²

7.4 WATER AVAILABILITY

Water supply is a key challenge for Maputo, both from a quality and an access perspective. According to the World Bank, the city's water supply has historically come from a single water source (the Pequenos Libombos Dam).⁸³

Low levels of water in the dam and tropical cyclones put immense pressure on the water system. This has been somewhat ameliorated through the construction of other dams, but water availability and quality remain a challenge.

74 Annual Counting Campaign of Chapas – Mozambique. 2022. <https://www.climate-chance.org/wp-content/uploads/2022/10/41-paratransit-vehicle-counting-campaigns.pptx.pdf>

75 World Bank. 2025. "Maputo Metropolitan Area Urban Mobility Project: Implementation Status & Results Report". <https://documents1.worldbank.org/curated/en/099060425022029110/pdf/P175322-b0078a5a-5c41-47e3-86e2-44e832b12aa6.pdf>

76 Ibid

77 JICA. 2014. 'Comprehensive Urban Transport Master Plan for the Greater Maputo'. https://openjicareport.jica.go.jp/pdf/12152633_01.pdf

78 Global Human Settlement Layer, "Urban Centre database." 2024. Accessed May 22, 2025. <https://human-settlement.emergency.copernicus.eu/ucdb2024Overview.php>

79 Cleanstar Mozambique Lda. - Clean Cooking Solution. Climate Finance in Mozambique Maputo.

80 UN-Habitat. *World Cities Report*. Nairobi: UN-Habitat, 2024.

81 Global Human Settlement Layer, "Urban Centre database." Accessed May 22, 2025.

82 WHO recommends that annual average concentrations of PM_{2.5} particulates should not exceed 5 micrograms per cubic meter and that 24-hour average exposures should not exceed 15 µg/m³ more than 3–4 days per year.

83 World Bank, "Turning on the Water Taps for Half a Million People in Mozambique's Capital". August 15, 2023. Accessed May 22, 2025. <https://www.worldbank.org/en/news/feature/2023/08/18/turning-on-the-water-taps-for-half-a-million-people-in-afe-mozambiques-capital>

8. ORGANISATIONAL PERFORMANCE IN THE CITY OF MAPUTO⁸⁴

8.1 ACCESS TO INFORMATION

Easy access to key information on city planning, budgeting and performance is a necessary part of citizen engagement.

For both the government of Mozambique and the Maputo City, accessing information is difficult. For example:

- Although the Ministry of State Administration and Public Service is responsible for local government oversight, it does not include cities and there is no obvious place to get regulatory information on Maputo City.
- Audit report: not available on the web, even from Mozambique's Supreme Audit Institution (SAI), Tribunal Administrativo de Moçambique (<https://www.ta.gov.mz/>).
- City website: the previous website <https://www.cmaputo.gov.mz/por/Cidade-de-Maputo> has financial statements to 2017 but is no longer active. A newer website <http://www.cmmmaputo.gov.mz/#> has no accessible documents.
- While expenditure statements for Matola were located, no financial statements for Maputo City could be located despite multiple attempts.

8.2 ORGANISATIONAL ARRANGEMENTS

The City of Maputo has administrative and financial autonomy with two main structures of governance: the Municipal Council of Maputo, an executive body, and the Municipal Assembly, a deliberative body. Below these representative structures is a local administrative structure divided into district divisions.⁸⁵

Below the municipal structure are informal 'bairros'. These have networks of power and influence that include leaders of quarters (quarteirões), 10 houses (dez casas), churches and community-based organisations.⁸⁶

8.3 MUNICIPAL STAFF

The only information on staffing is from the 2017 Budget Report which reports that the City of Maputo had a workforce of 15,045 employees, including 1,441 state agents. 55.7% were women.

8.4 INSTITUTIONAL QUALITY

The Auditor-General of South Africa (AGSA) conducts Comparative perceptions of African city administrations are available from the Afrobarometer⁸⁷ Institutional Quality Index⁸⁸ (Table 11). Afrobarometer Round 9 provides insights into how citizens perceive the transparency and responsiveness of Maputo City. Based on this, citizens of Maputo and Matola cities do not have a positive view of their local government (scoring 1,1 and 1.0 out of 3 respectively). However, their perception does not differ much compared to the other SADC cities.

Table 11: Comparative Afrobarometer scores for institutional quality of local government, (2023)⁸⁹

Cities	Country	Institutional quality index (0-3, higher is better)
Bulawayo	Zimbabwe	1.1
Harare	Zimbabwe	0.9
Johannesburg	South Africa	0.9
Cape Town	South Africa	1.1
Da es Salaam	Tanzania	1.3
Lilongwe	Malawi	1.0
Luanda	Angola	0.8
Lusaka	Zambia	1.0
Maputo	Mozambique	1.1
Matola	Mozambique	1.0

⁸⁴ The organisational arrangements cover Maputo City only. It has not been possible for this report to cover the arrangements for all the municipalities in the Maputo Metro.

⁸⁵ Jéssica Canotilho Lage. 2023. "As formalidades do "informal". Da autoprodução à produção social do habitat. Um olhar sobre os bairros periféricos de Maputo". PhD thesis submitted to University of Porto.

⁸⁶ Inge Tvedten and Sara Candiracci, 2018 "Flooding our eyes with rubbish": urban waste management in Maputo, Mozambique".

⁸⁷ Afrobarometer. 2023. "Merged Round 9 data (39 Countries)". <https://www.afrobarometer.org/data/merged-data/>

⁸⁸ The Index was developed by GGA using Round 9 data from Afrobarometer. The following questions were used in developing the index as referenced in the round 9 codebook: Q35B, Q35C, Q36A, Q36C.

⁸⁹ Ibid.

Table 12: Transfers to local government under the Municipal Compensation Fund (MCF), 2024⁹⁰

Local authority	Population used in MCF formula ('000)	Split	Amount (Mt million)	Amount (USD million)	Split
Matola	1,390	47%	55,253	0,86	43%
Matola Rio	107	4%	5,127	0,08	4%
Marracuene	210	7%	9,930	0,16	8%
Boane	143	5%	11,863	0,19	9%
Maputo City	1,136	38%	45,352	0,71	36%
Total	2,986	100%	127,525	2,00	100%

9. LOCAL GOVERNMENT FINANCE

Reporting on local government finance for the Maputo metro area is limited, with recent municipal budgets and financial statements inaccessible, and with the added complexity as there are multiple municipalities within the metro area.

The limited available data is only for municipal expenditure by activity (employee costs, for example) and is not presented by function (roads or solid waste management, for example).

9.1 REVENUE

Local authorities recognised by the Ministry of Finance and the funding they receive in transfers from the national fiscus through the Municipal Compensation Fund is shown in Table 12.

According to the Commonwealth Local Government Forum, there are additional, smaller transfers: “Further finance is provided for local development projects. A percentage

of revenue from certain national taxes is also transferred to local government – for example 30% of the tourism tax collected by local establishments, 75% of vehicle taxes, and certain income taxes for people working locally”.⁹¹

Local authorities also raise their own revenue from property rates and other sources including fines, licenses, penalties, levies and permits. This may be a substantial portion of revenue. For example, in 2009 this amounted to 54% of revenue compared to 19% from property rates and 26% from transfers for Maputo City.⁹² While more recent data on revenue split is not available, property rates have trended upward, increasing 118% from 2011 to 2018.⁹³ Transfers also increased substantially, representing 43% of Maputo City’s budget in 2020.⁹⁴

In interpreting these revenue figures, the fact that Maputo City only represents 38% of the metro population must be considered. Matola and the smaller municipalities in the metro area have a lower property rate base, and probably less revenue from ‘general’ sources such as fines, licenses, penalties, levies and permits. Therefore, it can be expected that they are more dependent on transfers.

90 Ministry of Finance. 2024. <https://www.mef.gov.mz/index.php/publicacoes/relatorios/2242-mapa-de-monitoria-das-transferencias-fiscais-intergovernamentais-autarquias-locais-e-ogdp-s/file>

91 CLGF. 2020. The Local Government System in Mozambique Country Profile 2019–20. https://www.clgf.org.uk/default/assets/File/Country_profiles/Mozambique.pdf

92 SA Cities Network. 2011. “The State of South African Cities Report 2011”.

93 World Bank. 2020. Mozambique Promaputo, Maputo Municipal Development Program (Mmdp I and II). <https://documents1.worldbank.org/curated/en/777631588168466281/pdf/Mozambique-ProMaputo-Maputo-Municipal-Development-Program-MMDP-I-and-II.pdf>

94 Club of Mozambique 31 January 2020. “Mozambique: External financing “skyrockets” in Maputo Council budget – report”.

9.2 OPERATING EXPENDITURE

In 2020, the expenditure budget for Maputo City was 7.3 billion meticals (US\$114 million), of which 2.8 billion meticals (US\$44 million) was for operating expenditure.⁹⁵ This has increased at an average of 16% per annum since 2016. Assuming this rate of increase was maintained until 2023, and then adjusting budgeted expenditure down by 30% to give actual expenditure for 2023, the result is an estimated actual operating expenditure of US\$48 million. This can be compared to US\$10.5 million for Matola, based on actual figures for 2023.

If it is assumed that smaller municipalities spend 10% of the total of Maputo City and Matola, the total operating expenditure for the metro in 2023 can be loosely estimated at US\$64 million, or US\$22.2 per capita. This can be compared to other cities in the GGA sample from \$9.4 per capita for Lilongwe to U\$704 per capita for Johannesburg. Thus, although expenditure by municipalities in Maputo metro is growing fast, they remain significantly under-resourced.

9.3 CAPITAL ACCOUNT

The amount of 4.3 billion meticals (US\$67 million) is reflected in the Maputo City budget for capital expenditure in 2020, the most recent figures available at the time of writing. For Matola, actual capital expenditure in 2023 is given as 706 million meticals (US\$11.1 million). These amounts are likely to be funded primarily from transfers.

For a metro of this size, with high infrastructure backlogs, these are small amounts. However, most capital expenditure is likely taking place outside of the municipal accounts and funded directly by development partners and central government.

10. CLOSURE

The GGA city profiling initiative aims to compare cities as functional urban areas. In this respect, the Maputo metro, with its multiple local authorities, has an unusually complex institutional arrangement compared to other SADC cities. This is bound to hamper development initiatives.

The metro population of 2.9 million lives primarily in two core municipalities: Maputo City, which is not part of a province, and Matola, which is in Maputo Province. In addition, 18% of the metro's population lives in four smaller municipalities on the periphery of the metro, all in Maputo Province.

Maputo City is dominant economically, although manufacturing activity is concentrated in Matola. While national policy makes the decentralisation of powers and functions to municipalities a priority, this is not carried out in practice, and municipalities in the metro have limited functions compared to their Zimbabwean and South African counterparts.

Although Maputo metro benefits economically as the core city of Mozambique, it retains the legacy of a brutal civil war and political instability. Recently, its economy has grown at a moderate rate (4.7% in 2021) by African city standards, with questions regarding the extent to which this growth has benefited the metro's poorest households.

Growth notwithstanding, Maputo is one of the poorest primary cities in the SADC region. State infrastructure is generally inadequate, particularly with respect to local roads, but prospects for investment are improving, driven by the Mozambique state and international development partners.⁹⁶

⁹⁵ Ibid.

⁹⁶ World Bank. "Maputo Metropolitan Area Urban Mobility Project: Implementation Status & Results Report".



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