



### **WIEGO Organizing Briefs**

The global research-policy-action network Women in Informal Employment: Globalizing and Organizing (WIEGO) contain analysis of organizing strategies and practices in the informal economy. This series aims to support organizing efforts and disseminate better practices. They complement worker education materials produced by WIEGO's Organization and Representation Programme.

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WIEGO Secretariat  
Harvard University  
79 John F. Kennedy Street  
Cambridge, MA 02138, USA

WIEGO Limited  
521 Royal Exchange  
Manchester M2 7EN  
United Kingdom

[www.wiego.org](http://www.wiego.org)

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Cover photograph: Aida, *catadora* at RECICLA cooperative

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## List of Abbreviations

ADASBU	Associação para o Desenvolvimento de Água e Saneamento do Bairro de Urbanização
AMOR	Associação Moçambicana de reciclagem (Mozambican Recycling Association)
CAFOD	Catholic Overseas Development Agency (UK)
CBO	Community-based organization
CMM	Conselho Municipal de Maputo (Maputo Municipal Council)
DANIDA	Danish International Development Agency
DMSC	Direcção Municipal de Salubridade e Cemitérios (Municipal Directorate of Cleansing and Cemeteries)
ECHO	European Commission's Humanitarian Aid Department
FERTILIZA	A cooperative of <i>catadores</i> being established by LVIA for composting organic waste
FOKAMAX	Forum of CBOs in Ka'Maxaquene Municipal District, Maputo
GDP	Gross domestic product
GTZ	German development agency
GTZ-AGRESU	Project of GTZ of Support to Solid Waste Management, Maputo Municipality
IMF	International Monetary Fund
INE	Instituto Nacional de Estatística (National Statistical Institute)
INSS	Instituto Nacional de Segurança Social (Mozambican Government Social Security Agency)
LIVANINGO	Mozambican Environmental NGO
LVIA	Lay Volunteers International Organization, an Italian volunteer organization
MBO	Membership-based organization
MICOA	Ministério para a Coordenação da Acção Ambiental (Ministry for Environmental Coordination)
MPD	Ministry of Planning and Development
MPF	(Former) Ministry of Planning and Finance
MSF	Médecins sans Frontiers
NGO	Non-governmental organization
PAGALATA	A buy-back centre
PARPA	Plano de Acção para a Redução de Pobreza Absoluta 2006-2009
PROMAPUTO	The 10 year strategic plan of Maputo Municipal Council
RECICLA	A <i>catadores'</i> cooperative set up to prepare plastic waste for recycling
SAANER	An environmental CBO in Laulane Bairro, Maputo
SW	Solid Waste
SWM	Solid Waste Management
UNDESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Programme
WIEGO	Women in Informal Employment: Globalizing and Organizing

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## 1. Introduction

The objective of this report is to provide background information and create initial contacts to help WIEGO determine whether and how to develop a more in-depth programme of support to *catadores*<sup>1</sup> in Mozambique, in particular in the capital city, Maputo.

In preparing the report a review was conducted of the existing literature on *catadores* in Mozambique and elsewhere, followed by a review of national and municipal legislation, policies and strategies and interviews with key informants and organizations, including local and central government bodies and organizations working with *catadores*. Then, over a two-day period, the study team observed the operation of the Hulene waste dump in Maputo and the activities of the *catadores* on the dump, and an interview was conducted with a group of *catadores*.

After completion of the draft report, Dr. Sonia Dias of WIEGO visited Maputo with a view to obtaining further information, in particular on organizations with the potential to support the organization of *catadores*. Further meetings were held with the municipality of Maputo, non-governmental organizations (NGOs) and *catadores*. This report also includes findings and recommendations from Dr. Dias's field trip.

Following this introduction, the structure of the report is as follows: Chapter 2 presents the context for waste reclaiming in Mozambique, including brief summaries of the political and socio-economic context and an analysis of national and municipal legislation, policies and plans in relation to informal *catadores*. The current situation of waste management and recycling in the city of Maputo is outlined in Chapter 3. Chapter 4 describes the *catadores* in Maputo, their activities and attitudes, and initiatives launched to support them. Chapter 5 discusses the need and potential for the organization of *catadores*. Chapter 6 provides a brief outline of non-governmental organizations NGOs and community-based organizations (CBOs) with the potential for supporting *catadores* in Maputo and, finally, Chapter 7 provides a recommendation for support by WIEGO. Appendix 1, "Voices and Pictures from the Ground" includes perspectives from the Maputo *catadores* from the Hulene Dump and from the cooperative RECICLA.

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1 Informal waste pickers; The term "catador" has been recently introduced into Mozambique from Brazil but is now in common use by organizations and institutions working in solid waste management.

## 2. Socio-Economic and Policy Context for Waste Reclaiming in Mozambique

### 2.1 Political and Governance Context

Since independence from Portugal in 1975, Mozambique has been governed by FRELIMO,<sup>2</sup> initially under a centralized one-party state with a socialist orientation, but since 1994 with a multi-party democracy and wide-ranging implementation of neo-liberal policies, required by the International Monetary Fund (IMF) and the World Bank. During the past decade FRELIMO has increasingly imposed itself as the predominant party (Hanlon and Smart 2008).

In urban areas, municipal governments are responsible for provision of public services, including solid waste collection and management. Municipalities are led by an elected Mayor and his cabinet (*Conselho Municipal*), accountable to an elected Municipal Assembly. While the administrative structure and formal responsibilities of the municipalities are clearly defined, all municipalities suffer from a severe shortage of human and economic resources.

Unlike neighbouring countries such as South Africa and Zimbabwe, which have historically strong civil societies, civil society in Mozambique is very new, weak and largely influenced by the governing party. In particular, trade unions are weak as there is no tradition of independent organized labour, as a result of both colonial and post-independence policies. CBOs are often promoted and funded by international NGOs and have little sustainability when funding is withdrawn. Most local NGOs have a gap-filling role of service provision at the community level and are inadequately qualified to undertake advocacy or political organization. Dialogue between municipalities and communities is generally weak and unsystematic, and local structures are entwined with ruling party structures.

### 2.2 The Socio-Economic Context: Urbanization and Urban Poverty

During the 35 years since independence, Mozambique has experienced very rapid urbanization: it is estimated that in 1975 only 8.7 per cent of the population lived in urban areas, but by 2009 this had risen to 37.6 per cent; by 2025 it is expected that over half the population will live in urban areas (UNDESA 2009). Throughout the post-independence period, rural development has been the priority of the Mozambican Government, supported by international development agencies. Urban growth has occurred without any national policy framework and urban issues have only entered the political agenda in the current mandate, following violent protests against price rises in Maputo and other cities in February 2008.

Mozambique remains one of the poorest countries in the world, ranked 167<sup>th</sup> out of 176 countries in terms of GDP per capita (The World Bank 2010) and 172<sup>nd</sup> out of 182 countries in terms of its Human Development Index (UNDP 2009). Over the past decade there has been strong economic growth, based largely on foreign-owned mega-projects including aluminium production and extraction of heavy industrial sands. Although these industries have contributed to strong growth in the national accounts, they use modern technologies and employ few people, and growth has hardly been translated into improved living standards.

In this context, poverty reduction has been the central objective of government policy and donor assistance since the late 1990s. Regular poverty assessments indicate that overall poverty rates have fallen from 69.4 per cent in 1997 (MPF et al. 1998) to 54.9 per cent in the latest survey, undertaken in 2009 (MPD 2010). In 2009 poverty rates were slightly lower in urban areas (51.5%) than in rural areas (55.3%) but poverty has fallen more quickly in rural areas. In Maputo city, in particular, surveys indicate that poverty may not have fallen at all, given the increasing cost of living in the city (MPF et al. 2004; MPD 2010). At the same time, a process of social polarization is taking place, particularly in Maputo, with increasing inequality as well as increasing poverty (INE 2004; MPF et al. 2004).

There is no recent data available on employment. However in 2002-3, only 24 per cent of the urban population countrywide had formal employment (INE 2004). Even in larger cities, formal sector employment opportunities are very limited as the formerly significant industrial sector has not recovered

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<sup>2</sup> Frente de Libertação de Moçambique

from structural adjustment policies and the civil war. In the city of Maputo, 36 per cent of the economically active population had formal employment, although for the poorest quintile only 15 per cent had formal employment (INE 2004). The activity of waste reclaiming should be seen against this background.

The proportion of female headed households is high at 31 per cent overall in Mozambique and 29.5 per cent in Maputo city (INE 2010). Several surveys and studies<sup>3</sup> show the countrywide “feminization” of poverty, meaning that female-headed households tend to be not only more vulnerable but also poorer than male-headed households; female-headed households also have more limited access to employment and earn less from it. Paulo et al. (2007: 4) indicate that women and female-headed households in the *bairros* of Maputo are generally constrained by a patrilineal kinship system and male-focused socio-cultural norms and practices. They suggest that the high proportion of female-headed households is the outcome of urbanization and poverty, as well as an increasingly common practice of “living-together” relationships which are less committed than formal marriages.

The Ministry of Women and Social Action provides support to vulnerable women, through partnerships with NGOs and other organizations. Support to poor and marginalized groups is also provided directly by NGOs, most of which focus on women and children.

## 2.3 Legislative and Policy Framework for Urban Solid Waste Management

Policy and legislation relating to solid waste management and, potentially, the role of *catadores* is found in national policy and legislation regarding the environment and municipalities, and in municipal by-laws and regulations.

### National Level Legislation, Policy and Strategies

- The **Constitution of the Republic of Mozambique** of 2004 (Article 90) declares that all citizens have a right to live in a satisfactory environment and a duty to defend it; and that the state and the municipalities, with the collaboration of associations for defence for the environment, should adopt policies for environmental protection and observe the need for the rational use of all natural resources.
- The **National Environment Policy 1995**<sup>4</sup> (paragraph 3.7.1) defined Urban Environmental Management and, within this, management of domestic and hospital waste, as a priority for intervention. The strategy for achieving this was to build the capacity of municipalities for solid waste management and introduce mechanisms for community participation in solid waste management.

Activities proposed under this strategy were, in the immediate term, progressive introduction of mechanisms for the separation of urban solid waste and, in the medium-long term, adoption of legislative measures requiring polluters to recycle their waste. Although this policy was approved over 15 years ago, little progress has been made imposing requirements for separation and recycling.

- The **Environment Law**<sup>5</sup> establishes the basis for sustainable environmental management in very general terms. Under this Law, the Ministry for the Coordination of Environmental Affairs (MICOA) has produced regulations for various types of waste, including especially for bio-medical waste and urban solid waste.

For the latter type of waste, the **Solid Waste Management Regulations**<sup>6</sup> define categories of waste (hazardous and non-hazardous; domestic, commercial, garden waste, etc.), and are largely concerned with the requirements for licensing and auditing of public and private bodies involved in solid waste management.

In Article 4.3, municipalities are given the responsibility for deposition and treatment of waste, for approving specific standards for waste management; and for approving processes for removal, treatment and deposition of waste.

Under Article 9.1, waste-generating or waste-handling entities are also obliged to reduce the production of waste of all categories, to ensure the segregation of different categories of waste and to ensure treatment of waste before deposition, among other requirements.

3 INE 2004; MPF 2004; Paulo et al. 2007.

4 Resolution 5/95 of 3 August of the Council of Ministers.

5 Law 20/97 of 1 October 1997.

6 Decree 13/2006 of 15 June 2006.

- The **Environmental Strategy for Sustainable Development of Mozambique**,<sup>7</sup> approved in 2007, defines the following objectives for solid waste management:<sup>8</sup>
  - to continually improve services of water supply, sanitation and solid waste collection and treatment
  - to minimize the production of waste and maximize its re-use

Among the strategies defined for achievement of these objectives is the development of waste management systems which prioritize the prevention, minimization, re-use, recycling of waste and creation of environmentally-friendly facilities for deposition and collection, using technologies for making use of the energy contained in waste and encouraging small-scale initiatives for waste management which contribute to income generation and promote local development.

- Through a lengthy process, the Ministry is preparing a **Strategy for Integrated Management of Urban Solid Waste**. It is intended that this will provide more detailed directives and guidelines for re-use and recycling of waste.

#### *Legislation on Municipalities:*

43 municipalities, with decentralized powers and democratically-elected mayors and assemblies, have been created under a municipal legislation package passed in 1997.

The **Municipal Framework Law**<sup>9</sup> gives municipalities responsibility for “environment, basic sanitation and the quality of life.” Under the **Municipal Finance Law**,<sup>10</sup> municipalities are responsible for investing in systems of collection and treatment of solid waste and cleaning of public areas. Further, the **Regulations on the organization and functioning of municipal technical and administrative services**<sup>11</sup> allow municipalities to create autonomous public services and municipal public companies, managed as enterprises, or to concession public services to private firms through a public tendering process.

#### *Comments on National Legislation, Policy and Strategies*

The national-level legal framework for solid waste management remains very general and is particularly weak in the provision of policies and directives for re-use and recycling of waste. The obligations for waste reduction, segregation at source and treatment before deposition outlined in Section 9 of the Solid Waste Management Regulations are hardly enforced, and responsibilities are very generally apportioned to “all waste-generating or waste-handling entities.” Moreover, responsibilities for returning recyclable materials to the productive chain are not apportioned.

Perhaps not surprisingly, neither *catadores* nor the action of reclaiming materials from waste dumps are mentioned in any national policies, legislation or strategies. In particular, the Solid Waste Management Regulations take a technocratic approach to authorization and licensing of organizations and bodies involved in solid waste management, requiring the elaboration of quite complex waste management plans which could be difficult for community-based micro-enterprises.

*Catadores* and reclaiming are thus invisible in the law and their activities are not legally sanctioned. This invisibility brings a risk that local authorities may ignore or marginalize *catadores* and exclude them from any processes and activities to promote or formalize re-use and recycling (Samson 2009).

On the other hand, the strategy of encouraging small-scale waste management initiatives<sup>12</sup> which contribute to income generation provides support for actions promoting or formalizing waste reclaiming.

Surprisingly, there are no orientations in the **Poverty Reduction Strategy Paper (PARPA II)**<sup>13</sup> which might inform policies on *catadores*, except for a vague reference to economic development being achieved through

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7 “Estratégia Ambiental para o Desenvolvimento Sustentável de Moçambique,” approved by the Council of Ministers on 27 July 2007.

8 Section 3.2 “Strategy for a Healthy Environment”.

9 Law 2/97 of 18 February 1997, Article 6.

10 Law 11/97 of 31 May 1997, Article 25.

11 Decree 51/2004 of 1 December 2004, Articles 24/25.

12 “Estratégia Ambiental para o Desenvolvimento Sustentável de Moçambique,” Section 3.2 “Strategy for a healthy environment”.

13 Plano de Acção para a Redução de Pobreza Absoluta 2006-2009.



development of the productive sectors, including through formalization of the informal sector.<sup>14</sup> However there are no strategic objectives or indicators relating to formalization of the informal, except in the specific case of the mining sector.

### **Municipal Legislation and Policy in Maputo City**

The **By-Laws and Regulations on Cleansing of Urban Solid Waste, 2008**<sup>15</sup> establish the framework of principles and norms for the system of cleansing urban solid waste in Maputo Municipality. In particular, they aim to:

- a) improve social conditions of citizens, through progressively involving them in cleansing of solid waste;
- b) improve conditions of the environment, hygiene and public health, as well as aesthetic aspects, with particular emphasis on reduction, re-use and recycling; and
- c) promote greater and progressive participation of the private sector, not only in the activities of collection, transport and deposition of waste but also, and especially, in activities of recycling and re-use.

Within this, the by-laws seek to apply the fundamental principles of wide participation of the municipality, the private sector and society in general; the polluter pays principle; reduction, re-use and recycling; responsibility of the producer for dealing with waste; and elimination of waste at source where possible.

Article 17 states that re-use, recycling and recovery will be carried out by municipal services or by licensed private entities and that the municipality should encourage the private sector to become involved in this field. Furthermore, Article 21 states that the municipality must support the creation of cooperatives, micro-enterprises and associations of citizens seeking to participate in the waste management system.

The **Regulation on the components of cleansing in the Municipality of Maputo**<sup>16</sup> provides detailed rules for citizens and all those involved in respect of solid waste. It is clearly antagonistic to the activities of *catadores*, as shown by the following articles:

- Article 17(d) states that withdrawing, rummaging or selecting waste in the containers or other equipment (such as trucks) is punishable by a fine.
- Article 26 states that all solid waste arising from cleansing of the municipality of Maputo, whether collected by the municipal services or by duly licensed entities is the property of the Municipal Council of Maputo, from the moment it is placed in the containers or equipment, the property of the Municipal Council of Maputo.
- Article 31.4 states that unlicensed or unauthorized re-use, refining and recycling<sup>17</sup> is punishable by a fine.
- Article 33.1 states that nobody shall be permitted to rummage in the dumps for any purpose, except with a special licence from the Municipal Council.
- Article 36 states that waste deposited in any municipal dumps or landfill is the property of the Municipal Council.

### *Comments on Municipal Legislation*

Article 21 of the By-Laws is very favourable for the organization of *catadores*; it is strongly worded and appears to require the municipality to support the formalization of groups of *catadores* wishing to participate in urban solid waste management.

In contrast, the municipal regulations seem designed to limit and even criminalize informal reclaiming. For example, the definition of all solid waste as municipal property could potentially result in *catadores* being charged with theft. However, in practice, the municipality has neither the capacity nor the will to prosecute people sorting through rubbish in the containers or elsewhere.

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<sup>14</sup> Paragraph 482 of PARPA II.

<sup>15</sup> Resolution 86/AM/2008 of 22 May.

<sup>16</sup> Resolution 89/AM/2008 of 22 May.

<sup>17</sup> "aproveitamento" = gaining advantage from.

Together with the By-Laws and Regulation, in 2008 the Municipality published its Master Plan for Solid Waste Management<sup>18</sup> for the period 2008-2017, prepared with the support of the German Development Agency (GTZ).<sup>19</sup>

One of the stated intentions of the plan is that “urban solid waste management will contribute actively to the fight against poverty through the advancement and integration of the informal sector and contracting micro-enterprises” (CMM 2008: xviii).

Within the general objective of sustainable management of urban solid waste, there is a specific objective for promotion of re-use and recycling: “The municipality promotes activities which aim at reduction, re-use or recycling of urban solid waste with the objectives of reducing the quantity of such waste to be deposited, promoting the creation of employment in a local market of recycling and re-use of waste and activities involving the citizen” (CMM 2008: 72). One of the indicators for monitoring this objective is the number of jobs created in waste separation and recycling (including, specifically, in the informal sector).

Among the activities to be developed in order to promote recycling are:

- extending and formalizing cooperation with the informal sector in the city of Maputo
- evaluating and, if appropriate and sustainable, replicating the model of RECICLA (a recycling cooperative described in section 4.4)
- promoting initiatives for recycling packaging and organic waste in markets and supermarkets (CMM, 2008: 64)

The formulation of this objective, indicator and activities demonstrates that the Municipality is aware of the important role of informal *catadores* in the recycling process and provides considerable scope for improving the livelihoods of *catadores*.

A major proposal in the plan is the development of a modern landfill to be shared with, and located in, the adjoining city of Matola. The Plan emphasizes that the operation of the landfill must be economically and environmental viable and therefore efficient systems of control and compaction will have to be established, together with “appropriate methods for mitigation of environmental impacts, especially regular and frequent covering of the waste in order not to attract vectors of disease such as flies and rats, and to improve its appearance” (CMM 2008: 63).

Clearly, the need to control access to the landfill and the methods for treatment of the waste in the landfill will restrict or prevent *catadores* from working within the landfill. In this situation, if they are not to lose their livelihood, *catadores* will have to have access to recyclable materials before these reach the landfill.

It is likely, though not yet decided, that the landfill will be operated by the private sector. Funding for development of the landfill has recently been secured from South Korea.

With funding from the World Bank, the municipality is currently preparing a Strategy for Recycling which will establish, among other aspects, how the municipality will work with its partners including, potentially, organized waste pickers. It also intends to carry out a study on integration of the informal sector in solid waste management activities, including an assessment of the socio-economic impact of the closure of the existing municipal dump.

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18 Plano Director - Gestão de Resíduos Sólidos Urbanos na Cidade de Maputo, Maputo 200.

19 Under the Project GTZ-AGRESU, which terminated in 2010. This project included institutional capacity building for solid waste management and also awareness-building of the activities and the plight of *catadores*.

### 3. The Solid Waste Management System in the City of Maputo

#### 3.1 Municipal Waste Collection and Deposition

As other Mozambican cities, Maputo has a planned central core (the “cement city”), originally built for the colonial settler population, surrounded by largely unplanned neighbourhoods (*bairros*) with mainly self-built houses, difficult vehicular access and low levels of public services.

For the purposes of solid waste collection, the municipality has divided the cement city into two areas: the high-density area which includes many tall apartment blocks, and low-density area of large houses and gardens (called *Sommerschield*). In the high-density area, the municipality (DMSC<sup>20</sup>) provides waste containers in the streets, in which households should deposit their waste. The waste should be collected during the night using compactor trucks. Collection is carried out by private contractors in some neighbourhoods and by the municipality itself in others. In all these areas, collection is often deficient, with waste accumulating in open piles over several days. In the low-density area, households place their waste in plastic sacks, which should be collected either daily or on alternate days. Businesses and offices that generate large volumes of waste must contract private firms to collect their waste. In the cement city, solid waste collected contains, by weight, about 68 per cent organic waste, 12 per cent paper and cardboard and 10 per cent plastics (CMM 2008: 18-19).

In the inner suburban *bairros*, domestic solid waste is collected from households by locally-based organizations (community associations and micro-enterprises) contracted by the municipality. The waste is taken, usually by handcart, to skips or roll-on/roll-off containers provided by the municipality and located on main roads. Waste in the containers and skips is transported to the dump by the municipality, using specialized trucks. In these areas, more than half the waste, by weight, consists of soil and dust. If this is excluded, contents by weight are 69 per cent organic waste, 5 per cent paper and card, 9 per cent plastics and 9 per cent other waste including rubble (CMM 2008: 18-19).

In outer suburban areas there is no municipal waste collection and households have to burn or bury their waste, or feed it to animals. In these areas there is a proliferation of informal waste tips.

In 2008 it was estimated that 1,052 metric tons of waste per day were produced in Maputo, though less than half of this was collected by the municipal system (CMM 2008: 23, 48). All urban solid waste collected in the city is deposited at the one official dump in Hulene, a densely populated *bairro* about 10 kilometres from the city centre and alongside the airport. This dump, covering 17 hectares, has been used for more than 50 years and is open for 24 hours per day. The waste lies uncovered and is therefore a source of smells, flies, mosquitoes, rats and other vectors of disease; a cloud of smoke hangs over it from the numerous uncontrolled fires. Local residents have campaigned for several years for closure of the dump.

The only treatment of waste at the dump is compaction by bulldozer. Waste is weighed on arrival but dumping of waste is carried out with little control and little compaction. *Catadores* are tolerated inside the dump, as the municipality is unable to enforce its regulations in practice, but are not allowed near the weighbridge. As waste deposited remains uncovered, *catadores* have easy access to reclaimable items. According to the municipality “[*Catadores*] complicate operations at the dump because they set light to the waste in order to collect usable materials, for example metals in tyres or cables, and stay very close to, or even on, the vehicles at the moment of dumping” (CMM 2008: 33).

It is likely that the Hulene dump will remain in use until 2015, when development of the new landfill is expected to be complete.

#### 3.2 Reuse and Recycling of Waste – Current Situation

Reuse of solid waste is very common, especially since most households suffer from a severe shortage of money. Food waste is often used to feed domestic animals. Glass and plastic bottles are often reused within the household or otherwise quickly removed from the waste stream. Large items, such as old furniture or electrical appliances, are reused wherever possible, even if they hardly function.

<sup>20</sup> Direcção Municipal de Salubridade e Cemitérios

Outside the Hulene dump, there is an informal market along the main road for buying and selling of reclaimed materials and objects. Articulated trucks loaded with reclaimed items packed in sacks were seen during this study, including a truck full of whole glass bottles reportedly for export to Malawi. Glass bottles are also purchased by the formal buy-back service PAGALATA, also located near the dump.

Recycling – the separation of products/materials and their use in the manufacture of new products – is undertaken in a very limited way and is largely a result of projects or individual initiatives. A major problem for the promotion of recycling in Mozambique is the shortage of local industries using recycled materials and consequently the lack of local markets for purchase of recyclable materials. With the exception of plastics and ferrous scrap, all recyclable materials have to be exported.

A factory in Maputo which used to make paper from recycled materials has now closed. There is currently no market for glass within Mozambique as the glass factory has closed and there is no longer any commercial collection of paper and card from offices for export to paper manufacturers in South Africa and Swaziland.<sup>21</sup> There is an active informal market in scrap metals, which are largely exported. In this situation, the market for recyclables is unpredictable and unstable as it depends on prices of materials on international markets. Thus for most materials recycling is not economically sustainable in Mozambique at present.

Nevertheless, some small recycling schemes are operating: the RECICLA cooperative produces plastic pellets from waste for sale to local factories which produce household utensils; FERTILIZA is a project for production of compost from organic market waste; and AMOR – the Mozambican Recycling Association – purchases recyclable waste at three “Eco-points” in the cement city. All these initiatives are described in more detail in Section 4.4, “Organizations providing support to *Catadores*.”

The only formal buy-back centre identified is PAGALATA, which buys all types of cans, pure plastics without fibres and glass bottles, and is also located near the Hulene dump. This is a commercial venture owned by the director of AMOR. It is reported that there is informal purchasing of ferrous scrap in Hulene, for recycling by a Chinese company in Maputo which makes utensils and components for the building industry.

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<sup>21</sup> This operation is referred to in the Master Plan for Solid Waste Management (CMM, 2008), p.34.

## 4. The Present Situation of *Catadores* in the City of Maputo

### 4.1 Geographical Locations and Numbers of *Catadores*

*Catadores* in the Maputo area are concentrated mainly at the municipal dump in Hulene. They also work at Costa do Sol Beach and in the city centre of Maputo, and at the Infulene dump, Malhampense dump and Machava dump in the city of Matola.

Estimates made by organizations contacted for this study suggest that more than 500 *catadores* are active at the Hulene dump alone. The total number of *catadores* working in Maputo and Matola is not known.

### 4.2 Characteristics of *Catadores* and their Work at the Hulene Dump

As mentioned above, in practice waste pickers have free access to the Hulene dump, despite municipal regulations prohibiting unlicensed rummaging. Within the dump, the waste pickers group themselves according to the type of material they reclaim.

The largest group of *catadores* at the Hulene dump are women aged between about 40 and 50 years. Secondly, there are young men aged between about 20 and 30 and, thirdly, older men.

The younger men are based mainly outside the dump and collect metals, plastics and cardboard. They jump on the trucks at the entrance to the dump and sit on the load until the waste is dumped. They rummage through the waste as it is dumped and jump back onto the empty trucks to get a lift out of the dump.

Inside the dump, *catadores* are mainly women and children. Some of the women buy reclaimed waste, mainly plastics, from children who hunt through the waste. Other women sort through the waste themselves after the trucks and the young men have left. As the dump is always open, these activities are carried out at night as well as during the day.

Within the dump, there are also older male *catadores* who are mainly disabled or elderly, some of whom live in the dump. In the opinion of several of those interviewed,<sup>22</sup> the men work very little compared to the women and some were described as “addicts” and “delinquents.” However, the manager of RECICLA stressed that the main reason for becoming a *catador* is the lack of opportunities to do anything else, especially for the young and poorly-qualified.

The women who work at the dump often have other income-generating activities. Many of them collect food waste in order to feed pigs, which they raise for sale. Some older men also raise pigs.

Outside the dump, in particular in the cement city, there are three types of people who hunt through waste, wherever it accumulates: *catadores* (mainly older men); people who live in the streets, including street children; and drug addicts. These last two groups are searching for food rather than reclaimable materials.

### 4.3 Attitudes to *Catadores*

In Mozambique, reclaiming is not a respected occupation and *catadores* are usually seen as criminals, pariahs or failures. The world of reclaiming is little known and the general image of a *catador* is that of the men, almost always dirty, who wander through the city’s streets carrying sacks full of objects found in the waste containers. People who work with waste are designated as outcasts (“molwenes” in the local language), beggars, street children, etc. These attitudes affect not only *catadores* but also municipal employees involved in street cleaning and waste collection.

This stigma is reflected in attitudes and behaviour of the *catadores* themselves. In a study of *catadores* in Maputo in 1999, Colaço (2001) suggests that they re-create their own identities as “socially-excluded waste pickers.”

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<sup>22</sup> The President of AMOR, the Representative of LVIA and the manager of RECICLA/FERTILIZA.

*Catadores* are regarded by some as violent,<sup>23</sup> and during the study we observed aggressive conduct among the young male *catadores* at Hulene.<sup>24</sup> In general the *catadores* were wary of being identified and although some agreed to be interviewed informally, they initially refused to be photographed. However, the *catadores* (especially the young men) at the Hulene dump have recently received visits from various NGOs, filmmakers<sup>25</sup> and photographers,<sup>26</sup> and as a result they are becoming more approachable, more self-confident and perhaps cooperate more with each other.

Attitudes towards *catadores* on the part of the municipality have changed over the past few years. Whereas a few years ago, *catadores* were considered only a nuisance because they made a mess in the streets, now it is recognized that they gain a legitimate livelihood from reclaiming waste. Building *catadores'* capacity to operate as micro-enterprises in partnership with the municipality is seen by the officials interviewed as a way of contributing to poverty reduction. However, municipal officials also stressed that *catadores* hardly have an impact on waste reduction and that, overall, they complicate rather than contribute to municipal waste management.

#### **4.4 Projects Currently Providing Support to *Catadores***

Some support to *catadores* has been provided during the past five years by RECICLA, FERTILIZA and AMOR.

##### ***RECICLA and FERTILIZA***

RECICLA is a recycling cooperative which produces raw material for the local plastics industry. Its objective is to improve the lives of waste pickers and to contribute to improving the environment. It was started in 2006 by a partnership including LVIA Caritas, CAFOD, the Veneto Region (Italy), GTZ-AGRESU, the Netherlands Embassy in Mozambique and the Municipal Council of Maputo. Until 2010 it was funded mainly by LVIA/Caritas and GTZ and received technical assistance from LVIA. It is now financially autonomous, except for the salary of the manager who is shared with FERTILIZA.

The cooperative was formally established in 2007 with 14 self-selected founder members, men and women, all of whom worked as *catadores* at Hulene. There are now about 20 members who are all enrolled in the government social security system Instituto Nacional de Segurança Social (INSS) and earn the minimum salary. It is an economically-oriented organization rather than an organization which advocates for the interests of its members. The cooperative is formally licensed in accordance with the national solid waste management regulations.

RECICLA processes about 15 tons of plastic waste (polyethylene, polypropylene, plastic film and bags) per month. It purchases waste from anyone who brings it, but mainly from *catadores* in a simple commercial relationship. The plastic waste is manually processed (washed, sorted, cut and ground) and sold as pellets to local firms that make household utensils such as buckets, bowls, etc.

The project provides compulsory literacy classes for the cooperative members and, after completion of basic literacy, they receive specific training in business management. According to the manager, the women are more assiduous workers than the men. Many of the members have severe health problems, including HIV.

In 2008, Caritas/LVIA started another recycling project, FERTILIZA, which makes and sells compost from organic market waste, in partnership with the Municipal Directorate for Markets and Fairs. It is planned that FERTILIZA will be established as a formal cooperative in 2011. Currently there are 11 members, all previously *catadores*, of whom five are women and three are young men formerly considered to be delinquents. As in RECICLA, literacy classes are compulsory and several of the group suffer from severe health problems.

FERTILIZA is proving to be more complex than RECICLA as there is hardly any pre-existing market for compost in Maputo and the project needs to create one. As part of its marketing strategy and in order to diversify, FERTILIZA has set up a plant nursery.

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23 For example staff of LIVANINGO characterized the young male *catadores* as violent and unapproachable.

24 However, others minimize this assumption stating that "violence is not excessive, it is part of the context" (Interview with Joachin Stretz, formerly with GTZ currently a City consultant. In Dias, Field work notes, 29 March 2011).

25 The documentary "Maputo Dancing Dump" by Marco Pasquini, Italy/Portugal.

26 An Italian photographer recently trained some of the young men in the use of video and still cameras.

The Representative of LVIA stressed that in the development of RECICLA and FERTILIZA, great emphasis has been placed on ensuring the organizations' sustainability. They are designed as small-scale, low-risk businesses and have therefore been extremely time-consuming and labour intensive projects, partly because establishing a sustainable business takes a long time and partly because the cooperative members, formerly *catadores*, require long-term support. RECICLA is now financially autonomous and is breaking even.

There are signs that other groups are following the model of RECICLA. For example, the environmental association SAANER in neighbouring Laulane *bairro* has requested training assistance from RECICLA.

#### *AMOR (Associação Moçambicana de Reciclagem)*

AMOR was founded in July 2009 by environmentalists with the aim of promoting recycling and integrated solid waste management in the city of Maputo. AMOR has also established groups in the cities of Beira and Inhambane/Maxixe.

In 2010 AMOR opened three "eco-points" in the cement city where people can sell their recyclable waste; 12 more are planned for opening in 2011, depending on sponsorship from private firms. The eco-points are managed by members of a women's association from the densely populated *bairro* of Chamanculo; they buy recyclable waste from the public, sort it and sell it to AMOR, which sells it on to PAGALATA, a business established by the President of AMOR. A male *catador*, provided with a bicycle by AMOR, is attached to each eco-point and can collect/buy recyclable waste from households. The workers at the eco-points receive the cash difference between the expenditure on what they buy and income from what they sell and apparently earn more than the legal minimum salary in this way.

The President of AMOR estimates that approximately 300 *catadores* currently sell items which they have reclaimed from the waste stream to AMOR and PAGALATA, based on an estimate of 300 tons of recyclable waste received per month. With the creation of 12 more eco-points, it is hoped the venture will provide 24 more jobs directly, with a further 240 jobs created indirectly, almost all for *catadores*.

For the President of AMOR, the fundamental need of the *catadores* is to be able to increase and stabilize their earnings with dignity. Therefore AMOR's approach is based on a commercial buyer-seller relationship with the *catadores* and does not envisage providing any social support. Nevertheless, AMOR intends to assist the *catadores* in opening bank accounts, thereby opening up the possibility of obtaining micro-credits.

AMOR also hopes to contribute to the establishment of a complete value chain for recyclable materials, a prerequisite for implementing policies to promote recycling and securing sustainable livelihoods for *catadores*.

## 4.5 Organization of *Catadores* at Present

*Catadores* at Hulene are not organized at present. However, some former *catadores* from Hulene are now organized into a cooperative called RECICLA (see Section 4.4) which purchases recyclable materials from *catadores* and does basic sorting and baling before selling them to recyclers. With regard to the *catadores* on the dump, greater respect is given to those who have been there longest and to those who are physically the strongest among the men. The most respected are no longer involved directly in sorting through the waste, a task reserved for the youngest.

Various reasons are suggested for the *catadores'* lack of organization:

- Reclaiming in Maputo is a competitive and generally individualistic activity, undertaken by people struggling for survival in an unstable and unpredictable market. Organization might restrict their ability to maximize their individual gain.
- Working with urban solid waste is a stigmatized activity and, within this, informal (and strictly illegal) reclaiming is perhaps the most stigmatized. Thus, *catadores* have low self-esteem and hide from authority and strangers rather than engaging with them.
- Because of their low self-esteem and their insanitary working conditions, the *catadores* would prefer not to do such work anyway. For this reason, perhaps, they think of their current work as temporary and are therefore unlikely to invest energy in organizing.

- There is little recent experience of workers organizing themselves in Mozambique, especially in the informal sector where exploitation and ill-treatment are widespread.
- The most dedicated *catadores* are women, who are traditionally subordinate to men and probably less likely to organize themselves for political/economic purposes.
- Finally, the *catadores* are unaware of the possible advantages of organizing. They do not know of municipal policies to promote the formalization of informal groups that work in reclaiming and recycling, or of the plan to build a landfill in Matola and close the Hulene dump. Almost certainly they cannot imagine the achievements of the *catadores* in Brazil in obtaining legal recognition and rights and self respect, or global networking among *catadores'* groups.

Some of those interviewed who work with *catadores* were sceptical about the possibility of their organization. In the first interview with the Coordinator of LVIA, who has worked with *catadores* in Mozambique for five years, she indicated that they may not be organizable as they are not united and that, further, they are not interested in becoming organized. However, at the in-depth interview carried out later by Dr. Dias during her field work, this Coordinator expressed extreme interest in finding out more about examples of cities in the world where *catadores* have been organized, and also learning more of integration policies adopted by progressive municipalities.



## 5. Justification and Potential for Organization of *Catadores*

Although *catadores* outside of RECICLA are not formally organized, they expressed some interest in organizing and learning more about organizing when they met with Dr. Dias. The municipality and LVIA also showed an interest in the organization of *catadores*. It is important to note at least three important reasons why the *catadores* would benefit from organization.

First, the planned development of the landfill and closure of the Hulene dump within five years will adversely affect opportunities for reclaiming and *catadores'* livelihoods. If they were organized, they would be more able to enter into dialogue with the municipality and other bodies to negotiate alternative opportunities.<sup>27</sup>

Secondly, institutional conditions (the legal context and municipal plans, policies and staff attitudes) are quite favourable to organized *catadores*. The municipality would like to work with *catadores* but it cannot deal with dispersed and disunited groups. In particular, the municipal by-laws and Master Plan for Solid Waste Management provide encouragement for partnerships between the municipality and formal associations of *catadores* or micro-enterprises of *catador* groups. The Director of the DMSC indicated that, under the recycling strategy (currently being prepared) the municipality might provide institutional support, such as assistance in obtaining land and licences, to organized *catadores*. Clearly, *catadores'* associations and micro-enterprises would need considerable capacity building in order to prepare them for undertaking formal contracts with the municipality.

Thirdly, if a sustainable local market for recyclable materials were to be established, *catadores* must be in a position to be able to benefit from such a market. They will be in a stronger position to negotiate prices and other conditions if they are organized in associations or micro-firms. Furthermore, whether organized or not, small-scale *catadores* could be excluded from the market or exploited by larger and more powerful firms. *Catadores* will therefore need to organize and gain from capacity building so that they can negotiate preferential partnerships, for example with the municipality or with AMOR, in order to secure their niche in the field. Partnerships with public institutions or NGOs could also assist in protecting the livelihoods of *catador* groups even if a sustainable local market for recyclables does not develop.

For these reasons, there is quite a strong and urgent case for *catadores* to organize. However, organization is very unlikely without external stimulation and support, given the *catadores'* lack of self-esteem, lack of awareness of the threat to their livelihoods and possible opportunities, and lack of awareness of the achievements of *catadores* elsewhere in the world. It is therefore recommended that WIEGO promote some initial awareness-building activities for the *catadores*, in particular the women, with the immediate intention of raising their self-esteem and broadening their horizons in order to stimulate their interest organizing in the medium term.

<sup>27</sup> For example, the World Bank has a safeguard framework to provide compensation for loss of livelihood in the case of Bank-funded landfill projects.

## 6. Organizations with Potential to Provide Support to *Catadores*

### *LVIA*

LVIA is an Italian NGO which provided technical assistance to the successful establishment and development of RECICLA and is currently assisting the development of FERTILIZA.

LVIA was founded in 1996 with the aim of fighting social inequality, food insecurity and poverty and of operating concretely for peace and human development. One of its main areas of intervention is solid waste management, including economic, environmental and social aspects. It is carrying out pilot projects for development of small recycling centres involving *catadores* in five African countries: Senegal,<sup>28</sup> Burkina Faso, Mauritania,<sup>29</sup> Mozambique, and Guinea Conakry. LVIA provides close support to the recycling centres for at least three years in order to ensure their sustainability.

LVIA was invited to work in Mozambique by Caritas Italy in 2005, in order to undertake a pilot project similar to those of other countries, in partnership with the municipality and other agencies. In 2006, the RECICLA centre was built; LVIA then started working with its founder members, all *catadores* at the Hulene dump (see section 4.4).

LVIA has also built a pre-school centre in Hulene for children who were working on the dump, and assisted their official registration and obtaining identity documents. About 200 children attend the centre each year.

Beginning in April 2011, LVIA will take part in a three-year European Union (EU) funded social project that will include a baseline study of people living in the streets of Maputo and the eventual creation of a formal organization, made up of *catadores*, to collect reusable waste from households in the most affluent part of the cement city. Agreements for implementation of this project have already been signed with the Municipality (DMSC) and the Ministry for Women and Social Work.

As it has a successful record of working with *catadores* to develop small-scale income-generating initiatives in Mozambique and elsewhere, and is continuing to develop this work, LVIA would clearly be a suitable partner for WIEGO in any future programme of support to the organization of *catadores* in Mozambique.

### *ADASBU (Associação para o Desenvolvimento de Água e Saneamento do Bairro de Urbanização)*

ADASBU is a community-based association created in the wake of the 2000 floods with assistance from *Médecins sans Frontiers* in order to improve the sanitation and water supply in *Urbanização*, a low-lying neighbourhood close to the cement city. It has since become a well-established CBO with about 20 active members and has, in the past, received support from Water Aid, UN-Habitat and Danish International Development Agency (DANIDA) for activities such as emptying latrines, water supply management and solid waste collection.

Since 2004 ADASBU has had a contract with the Municipality of Maputo for solid waste collection in *Urbanização*. It employs seven people to collect waste from households, using handcarts to take it to the municipal containers located on the main roads on the perimeter of the neighbourhood. It also has a paid secretary and a treasurer who manage the association's activities and finances.

Similar waste collection systems operate throughout the suburbs of Maputo but in all other *bairros* they are run by micro-enterprises rather than CBOs. In other *bairros*, NGOs have sought to create CBOs for water and sanitation but none are yet as well-established as ADASBU. As it is now experienced and reasonably stable, ADASBU could provide a model of a sustainable association which *catadores'* organizations could eventually follow. ADASBU willingly receives visitors from other organizations, both local and foreign, and could eventually contribute to building capacity of organized *catadores*.

### *LIVANINGO*

Livaningo is a Mozambican environmental NGO founded 12 years ago. Among its other campaigns has been one to secure the closure of the dump at Hulene and other informal waste dumps in Maputo and Matola, and it is monitoring the environmental pollution caused by the dumps.

In general, LIVANINGO develops its own projects and seeks funding from donors, including foreign environmental NGOs.

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<sup>28</sup> In Senegal, LVIA has worked with eight local cooperatives that are engaged in door-to-door waste collection.

<sup>29</sup> In Mauritania, for instance, they have supported a group of 1,500 women grouped in 130 cooperatives.

The main activity of LIVANINGO at present is a project of environmental and civic education in the Municipal District of Ka'Maxakene, funded by a Danish NGO. The project includes training of environmental activists, creation of community-based organizations for environmental service provision and demonstration projects for environmental improvements.

LIVANINGO sees the activities of *catadores* as a problem for resolving the issues of the dumps. It has, therefore, held workshops with *catadores* and residents of the Hulene neighbourhood and developed two projects with the objective of assisting *catadores* to diversify their activities. One project aimed to organize the activities of *catadores* in reclaiming reusable and recyclable materials at the main market in Matola, to the west of Maputo. Unfortunately, it was halted after six months due to misunderstandings with the Matola Municipality. The second project is a training centre for the innovative use of waste, for which funding has not yet been found.

Despite a lack of success so far in the implementation of these projects, LIVANINGO might be interested in participating in further projects to support the organization of *catadores*, but would require funding.

#### **AMOR**

AMOR's functioning and activities are described above in Section 4.4. Although it is an association, it is linked to the buy-back business of PAGALATA, and the support it has provided to *catadores* is through development of markets where they can sell reusable and recyclable waste.

## 7. Recommendations

The study has shown that there is an incipient interest in, and a need for, organizing *catadores* in Maputo. There are also some capable organizations, in particular LVIA, which could be interested in assisting *catadores* to become organized. However, the *catadores* themselves are far from expressing an interest in organization.

Therefore, it is recommended that a gradual and cautious approach be taken to the organization of *catadores*, including further studies to gain a more profound knowledge of the situation of *catadores* in Maputo.

As a first stage, it is recommended that WIEGO undertake the following actions:

- i) Provide support to a study by LVIA on the impact of RECICLA on the lives of its members (ex-*catadores*).
- ii) Provide support to LVIA for networking of information on its activities and its experiences of supporting *catadores* in Mozambique and elsewhere.
- iii) Hold a workshop jointly with LVIA for sharing experiences and knowledge about *catadores* in Mozambique and other countries.

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## Annex 1: “Voices and Pictures from the Ground”, Field Notes of Dr. Sonia Dias

### Maputo Exploratory Research in Organizing

#### 2<sup>nd</sup> Phase –Dias’ Field Work

#### Brief Notes

#### Interviews with NGOs, Consultants, Public Officers, Community Associations

#### Brief Introduction

- Who is WIEGO (not an organizer; builds capacity); WIEGO’s interaction with *catadores* worldwide within the Inclusive Cities Project;
- Purpose of the exploratory mapping research: (1) identify the local context with regard to legal framework in Solid Waste (SW); the existence of organizations of *catadores*; integration level within SW systems; existence of NGOs working with *catadores*; (2) importance of building knowledge from the ground to establish a baseline scenario for future evaluation of progress in the state of organizing in Africa in general, and Mozambique in particular; (3) prepare the ground for future potential cooperation/exchange between organized *catadores* in the world in general, and Brazil in particular due to language proximity.
- Explanation of the nature of the complementary work done by Dr. Dias: in-depth interviews (2<sup>nd</sup> phase of the exploratory mapping) to identify potential synergies, NOT organizing of waste pickers.
- Dr. Dias’ qualifications: researcher, former public officer, social activist in the field of inclusive solid waste management

#### Interview Questions:

- In your point of view are there any reasons why *catadores* should get organized?
- How do you see the work the *catadores* do? (in the case of interviewing a wp : how do you see the work you do?)
- Is there any organization of *catadores*? Have you ever engaged with this organization? (in the case of a *catador*: do you belong to it? )
- What are the 3 main constraints to organizing *catadores*?
- In your point of view what is needed to get the *catadores* organized?
- Are there any examples of cooperation/partnerships/or policies involving the *catadores* in Maputo? What were the results/impacts (positive and negative)?
- Would you be willing to support organizing (how)? In the case of *catadores*: would you be willing to get organized?

As way of concluding, the interviewer briefly mentioned examples of waste pickers’ organization around the world and some integration policies in various countries.

Interviews were recorded for future transcription. Some of the findings are already incorporated into the main research report.

**Engaging with RECICLA Catadores**

The approach taken with *catadores* at RECICLA was to visit the premises and tape an interview with one cooperative member, Aida. She gave permission to use this interview in a short “urban story” piece. After transcription, the text will be prepared both in Portuguese and English to be posted on our website as well as to be sent to RECICLA’s members as a way of giving them some feedback.

*Photo: Aida, catadora at RECICLA cooperative*





### Engaging with Hulene Dump Pickers

I playfully explained who I am, a Brazilian who has worked with *catadores* for many years and proposed to add more later. I asked whether they would agree to talk with me for about 40 – 60 minutes. I got them to each say their name, age, how long they have worked in the dump. The meeting went as follows:

- The group of *catadores* was asked to look at two pictures: one depicting *catadores* in an open dump and the other depicting *catadores* in uniforms and protective gear in a recycling warehouse environment.
- *Catadores* were asked what the main differences are between the two photos. I enticed them to explore the work conditions.
- *Catadores* asked why in their opinion the conditions of *catadores* in the two photos are different.
- We explored if there were similar differences (as illustrated by the 2 pictures) in Maputo, i.e. *catadores* working in dumps and other in co-ops. Which differences, what happened? Why are some enjoying different work conditions?
- We explored if they have any organization of their own, if they ever talk of getting organized, what would be the necessary conditions to enable them to get organized. Are there any NGOs or groups who engage with them?
- Have they ever heard whether there are membership-based organizations (MBOs) of *catadores* in any places in the world?
- By way of concluding, I briefly told them about the different organizations of *catadores* around the world, about the LAWPN, the Indian Alliance, organizations in Africa, Brazil, etc. I explained the nature of the exploratory research work and emphasized that is NOT organizing.
- I asked them what they thought of the meeting.
- As they allowed picture taking I promised them I would send copies of the pictures via the two research consultants (Charlotte and Elisio).
- I thanked them for their cooperation.

The meeting began with four *catadores*. We were soon joined by many others. Eventually 20 *catadores* participated in the meeting. Although they were suspicious at first, the *catadores* became engaged in looking at the pictures and related straightforwardly to the scenes depicted. They mentioned that the pictures were like the difference of the Hulene dump and the work environment of RECICLA. They managed to associate that the differences in working environment were related to the fact that one group was organized and the other not, just like the difference between their current situation and that of RECICLA. They went on to say that many organizations came to the dump but few remained to do work with them. They said also they sometimes talk about getting organized. They reported that they have a kind of internal organization amongst *catadores* with “chiefs”. They mentioned that a previously circulated sign-up list of workers showed that there were 2,000 people working in the dump (but I fear this is an overestimation from what I saw when I entered the dump). One of them said he worked six days a week and earned 50 Mozambique Metical (MT) a day (as no socio profile study was available, it is hard to say in which way this corresponds to the reality). The *catadores* spoke of some of the difficulties in getting organized. These included heavy work and little time. Some reported that they are currently attending school. At a certain point they jumped to invite me to enter the dump to show me the harsh conditions they work in. I asked to take pictures of them and promised I would send them a printed copy of our group photo. In order to identify natural leaders I asked to whom I should send the copies of the photos for distribution to the group and they pointed to Nando, but we were interrupted by the intervention of Victorino, the city employee in charge of the dump. He said that any photos should be sent to him and he would be in charge of appointing the *catador* in charge of distributing them. The visit to the dump work front was incredible, with the *catadores* very eager to show me how they worked and even showing me a practical example of hazards they face (exposure to toxic fumes, cutting materials, etc). The photos below illustrate some moments.

### Methodological Observations:

- No note taking or tape recording during the meeting to avoid resistance.
- Halfway through the meeting I asked *catadores* if it was ok to carry on with the conversation or if they were pressed to go back to work. It is very important to respect the *catadores'* time and show them you do not want to overstay your welcome.
- I asked permission for taking photographs only at the end of the meeting as good relations had already been established.
- I did not expect to be invited to go into the dump (the meeting was carried out at the main entrance of the dump) and did not want to raise it because it is always better not to force an invitation as entering their territory usually requires building trust in numerous encounters. However, they invited me in so I jumped at the opportunity. It is important to show them you are comfortable in that environment and are not disgusted by its harshness.
- I memorized as many names as possible. I tried to address some of the *catadores* by their names to build trust. I got some of them right and others wrong – I just honestly acknowledged my mistake and playfully asked to be pardoned. Some of the participants names are: Nando, Ernesto, Luiz, Arnaldo, Luiz and João.

### Pictures from Meeting



*Focus group meeting with Hulene dump pickers*



*Group photo at the Hulene dump*



*Toxic fumes at the Hulene dump*

## Annex 2: Meetings held

Date	Institution/Organization	People met
01/02/2011	Maputo Municipal Council Directorate of Municipal Service of Cleansing and Cemeteries	<ul style="list-style-type: none"> <li>▪ Isabel Kinlim (Head of Department)</li> <li>▪ Herlander Namuiche</li> <li>▪ Abdul Barros</li> </ul>
02/02/2011	LVIA/Caritas Moçambique	<ul style="list-style-type: none"> <li>▪ Katia Ferrari (Representative)</li> </ul>
09/02/2011	Maputo Municipal Council Municipal Directorate of Cleansing and Cemeteries	<ul style="list-style-type: none"> <li>▪ Isabel Kinlim (Head of Department)</li> <li>▪ Abdul Barros</li> <li>▪ Stephane Temperman (President of AMOR)</li> </ul>
10/02/2011	RECICLA	<ul style="list-style-type: none"> <li>▪ Sr. Tomás (Director)</li> </ul>
18/02/2011	Municipal Waste Dump, Hulene	<ul style="list-style-type: none"> <li>▪ Vitorino Xerinda (Manager of the dump)</li> </ul>
23/02/2011	Municipal Waste Dump, Hulene	<ul style="list-style-type: none"> <li>▪ Vitorino Xerinda (Manager of the dump)</li> <li>▪ A group of 5 <i>catadores</i> (3 women and 2 men)</li> </ul>
10/03/2011	Ministry of Environmental Coordination, National Directorate of Environmental Management, Department of Urban Environment	<ul style="list-style-type: none"> <li>▪ Sr. Matine</li> </ul>
<b>MEETINGS held during the visit of Sonia Dias</b>		
29/03/2011	LIVANINGO	<ul style="list-style-type: none"> <li>▪ Antonio Reina (Director General)</li> <li>▪ Isménia Rosário</li> </ul>
29/03/2011	Joaquin Stretz	<ul style="list-style-type: none"> <li>▪ Advisor to Municipal Directorate of Cleansing</li> </ul>
30/03/2011	Maputo Municipal Council Municipal Directorate of Cleansing and Cemeteries	<ul style="list-style-type: none"> <li>▪ Háfido Abacassamo (Director)</li> </ul>
30/03/2011	Municipal Waste Dump, Hulene	<ul style="list-style-type: none"> <li>▪ A group of about 20 young male <i>catadores</i></li> </ul>
30/03/2011	RECICLA	<ul style="list-style-type: none"> <li>▪ Brief visit</li> </ul>
30/03/2011	LVIA	<ul style="list-style-type: none"> <li>▪ Katia Ferrari</li> </ul>
31/03/2011	ADASBU	<ul style="list-style-type: none"> <li>▪ Francisco (Chico)</li> <li>▪ Euclidio Nhantumbo</li> </ul>

## Annex 3: Organizations which support or could support *catadores*

ADASBU (Associação para o Desenvolvimento de Água e Saneamento do Bairro de Urbanização)			
Contact Person & Details (name, position, tel., fax, address, e-mail, web page)	Year Formed	Type of Organization	Members (m/f)
Chico (Secretary): Tel + 258 82 8922100/82 8719460 email: <a href="mailto:adasbu@tdm.co.mz">adasbu@tdm.co.mz</a>	2000	Community association	
<b>Why and How the Organization was Formed</b> Formed with assistance from Médecins sans Frontiers (MSF) following cholera and malaria epidemics in the <i>bairro</i> after flooding in 2000, in order to improve sanitary conditions with involvement of the community.		<b>Geographical Areas</b> <i>Bairro</i> of Urbanização, City of Maputo	
<b>Organizational Structure and Processes (including funding)</b> Typical structure of community association: elected President and Council. Funding from MSF (2000-2004), UNICEF, UN-Habitat, Water Aid (until March 2011). Contract with DMSC for primary solid waste collection in the <i>bairro</i> .			
<b>Objectives</b> Contribute jointly with the community to the prevention of cholera and malaria, promoting activities of preventive education, organizing the community to act in response to threats of disease.	<b>Main Activities</b> <ul style="list-style-type: none"> <li>• Rehabilitation of public standpipes</li> <li>• Installation of new water supply network (with Water Aid) with pre-paid standpipes</li> <li>• Construction of secondary drainage channels</li> <li>• Promotion, sale, installation and emptying of improved latrines</li> <li>• Building awareness of good hygiene practices</li> <li>• Primary solid waste collection</li> </ul>		
<b>Livelihoods Information</b> (what work members do e.g. collecting waste, collecting recyclables, sorting recyclables, selling recyclables, scaling, etc., where members work, average monthly earnings, etc.) 7 salaried workers for solid waste collection, funded through contract with municipality. Other salaried staff for other activities, including especially installation and emptying of latrines.			
<b>Challenges Encountered by Members</b> Low incomes mean that very few members pay membership dues.	<b>Challenges Encountered by Organization</b> Funding for activities – for example, contract with municipality for waste collection transfers the “waste tax” paid by residents of Urbanização to ADASBU; therefore payment is not related to costs of operation of service.		
<b>Future Plans</b> Continuation of present activities, looking for new partnerships and funding.			
<b>Networking Partnerships and Linkages</b> FOKAMAX, LIVANINGO.			

<b>AMOR (Associação Moçambicana de Reciclagem)</b>			
<b>Contact Person &amp; Details</b> (name, position, tel., fax, address, e-mail, web page) Stephane Temperman (President) Tel: (+258) 825789767 / 844617764 Email: <a href="mailto:amor.mocambique@gmail.com">amor.mocambique@gmail.com</a> . This e-mail address is being protected from spambots. You need JavaScript enabled to view its Web page: <a href="http://www.amor.co.mz">www.amor.co.mz</a>	<b>Year Formed</b>  2009	<b>Type of Organization</b>  Non-profit association	<b>Members (m/f)</b>  Not known
<b>Why and How the Organization was Formed</b>  Formed by environmentalists in order to promote recycling of waste in Mozambique		<b>Geographical Areas</b>  Maputo Inhambane/Maxixe Beira Matola (expected 2011)	
<b>Organizational Structure and Processes (including funding)</b>  Association – elected council Funding from private sector partners (Millennium BIM bank, Maersk Shipping which sponsors “eco-points”)			
<b>Objectives</b>  To raise awareness of the public in general and public and private institutions about the importance of recycling waste  To implement a system of integrated management of waste recycling for the city of Maputo	<b>Main Activities</b>  Installation and management of 3 “eco-points” in the city of Maputo where people can sell their recyclable waste to AMOR; Education campaigns and training in schools and workplaces, production of campaign material, publicity in website, TV and newspapers; Creation and sustaining of markets for a wider range of recyclable materials		
<b>Livelihoods Information</b> (what work members do, e.g. collecting waste, collecting recyclables, sorting recyclables, selling recyclables, scaling, etc., where members work, average monthly earnings, etc.)  AMOR works with women from Xitsuki, an association of PLWHA, that manages the eco-points, sorts the waste and sell in on to the buyback centre PAGALATA. It also works with <i>catadores</i> who collect recyclable waste from households and sell it to the eco-points. Each eco-point has one <i>catador</i> attached, who is provided with a bicycle by AMOR. Both the women managers and the <i>catadores</i> attached to the eco-points earn more than the national minimum wage (about \$80 per month).			
<b>Challenges Encountered by Members</b>  Low incomes mean that very few members pay membership dues.	<b>Challenges Encountered by Organization</b>  Incomplete value chain for recycled materials in Mozambique – no internal market for many recyclable materials, such as paper, glass, cans		
<b>Future Plans</b>  Opening of at least 3 more eco-points in 2011, in Maputo and Matola Expansion of collection network to include schools, universities, offices, factories, etc.			
<b>Networking Partnerships and Linkages</b>  Municipal Council of Maputo – DMSC			

<b>LIVANINGO (“Illumination” in Shangane)</b>			
<b>Contact Person &amp; Details</b> (name, position, tel., fax, address, e-mail, web page) Tel: +258 82 3000450, e-mail: <a href="mailto:reina@virconn.com">reina@virconn.com</a> Isménia do Rosário, Officer Tel: +258 82 4381420 e-mail: <a href="mailto:ismenia.pedro@gmail.com">ismenia.pedro@gmail.com</a> <a href="http://www.livaningo.org.mz">www.livaningo.org.mz</a>	<b>Year Formed</b>  1998	<b>Type of Organization</b>  National NGO	<b>Members (m/f)</b>  250 total, of whom about 100 are active, including community members in Maputo, Matola and Hulene
<b>Why and How the Organization was Formed</b>  LIVANINGO grew out of a successful campaign by individual environmental activists against government plans for incineration of out-of-date pesticides in 1998		<b>Geographical Areas</b>  Mozambique (all areas)	
<b>Organizational Structure and Processes (including funding)</b>			
<pre> graph TD     AG[Assembleia Geral Presidente] --- VP[Vice Presidente]     AG --- S[Secretaria]     VP --- CD[Conselho de Direccao Director]     S --- CF[Conselho Fiscal Presidente]     CD --- DA[Director-Adjunto]     CD --- SE[Secretario]     CD --- PV[Primeiro Vogal]     CD --- SV[Segundo Vogal]     CF --- VCP[Vice Presidente]     CF --- SEC[Secretario] </pre>			Funding for each project, from donors including Oxfam-Novib, GEF, FAO, IUCN, French Embassy, Canadian Embassy, Mozambican Government Environment Fund
<b>Objectives</b>  The general objectives of the organization are to: a) Contribute to nature and biodiversity preservation; b) Promote protection of natural resources, (water and soil, air); c) Build awareness of communities through education to avoid and minimize pollution; and d) Promote environmental rights.		<b>Main Activities</b>  a) campaign against obsolete pesticides –1998–2010 b) environmental monitoring of mega-projects c) campaign for safe treatment of hospital waste d) environmental education in primary schools e) pilot project for waste collection and separation in Matola (with <i>catadores</i> ) f) sustainable urban development, KaMaxakene municipal district, Maputo	
<b>Livelihoods Information</b> (what work members do, e.g. collecting waste, collecting recyclables, sorting recyclables, selling recyclables, scaling, etc., where members work, average monthly earnings, etc.)  Not applicable.			
<b>Challenges Encountered by Members</b>  Not applicable		<b>Challenges Encountered by Organization</b>  <ul style="list-style-type: none"> <li>• funding is the greatest challenge, and the organization survives only through project funding from donors.</li> <li>• lack of interest of some local/national authorities</li> </ul>	
<b>Future Plans</b>  Preparation of more projects in order to secure funding for functioning of LIVANINGO Increase voluntary activities of members themselves in environmental education, awareness campaigns, etc. in Maputo Areas of interest: sustainable energy, climate change, urban sanitation, reference centre for innovative use of solid waste			
<b>Networking Partnerships and Linkages</b>  Local: In Municipal District of KaMaxakene, ADASBU and FOKAMAX (Forum of 34 local associations) National: FESMO (Mozambique Forum for Sustainable Energy), JOINT (Organization of Mozambican NGOs), International: Greenhouse, South Africa; KOEE, Kenya.			

<b>LVIA (Lay Volunteers International Association)</b>			
<b>Contact Person &amp; Details</b> (name, position, tel., fax, address, e-mail, web page)	<b>Year Formed</b>	<b>Type of Organization</b>	<b>Members (m/f)</b>
Katia Ferrari, Tel. +258 822812660 Fax. +258 21419578 Email. <a href="mailto:mozambico@lvia.it">mozambico@lvia.it</a> web page. <a href="http://www.lvia.it">www.lvia.it</a>	1966 (in Mozambique since 2005)	Solidarity and international cooperation	
<b>Why and How the Organization was Formed</b> Italian volunteer organization formed in 1966. Exists in 12 countries, including Mozambique. Operates in Mozambique since 2005, invited by Caritas Mozambique to implement environmental project related to urban waste management in Maputo City.		<b>Geographical Areas</b> Maputo (Also works with <i>catadores</i> in Senegal, Burkina Faso, Guinea Conakry and Mauritania)	
<b>Organizational Structure and Processes (including funding)</b> Funding from the United Nations, the European Union, ECHO, USAID, the Italian Ministry of Foreign Affairs and other international cooperation agencies. We are supported by local institutions, foundations, Italian and European companies and associations, as well as thousands of private individuals.			
<b>Objectives</b> Poverty reduction, social inclusion and fighting unemployment  Building awareness about waste separation and recycling as a means of increasing the income of poor families		<b>Main Activities</b> Environmental education Urban solid waste management Support to vulnerable groups (children and youth)	
<b>Livelihoods Information</b> (what work members do, e.g. collecting waste, collecting recyclables, sorting recyclables, selling recyclables, scaling, etc., where members work, average monthly earnings, etc.)  In 2006, LVIA and its partners formed RECICLA – a cooperative for recycling of plastic waste – working with selected <i>catadores</i> working at the municipal dump.  In 2008 LVIA launched a project for composting organic waste (FERTILIZA), in partnership with Xiquelene municipal market.			
<b>Challenges Encountered by Members</b>		<b>Challenges Encountered by Organization</b>	
<b>Future Plans</b> In 2011 LVIA plans to start a new project with EU funding, with three components: street children, <i>catadores</i> and the mentally ill. The project aims to provide social security for <i>catadores</i> and selective waste collection in Sommerschild, Maputo City. Its final objective is to create a group of <i>catadores</i> with their own identity, adequate working tools and social recognition.			
<b>Networking Partnerships and Linkages</b> Municipal Council of Maputo – DMSC, GTZ-AGRESU (now terminated), Regione Veneto (Italy), Netherlands Embassy in Mozambique; CAFOD, Associação Phambeni MKWERU; Associação Saaner; Centro Terra Viva; Caritas Italiana.			



<b>Maputo Municipal Council – Municipal Directorate of Cleansing and Cementeries (DMSC)</b>			
<b>Contact Person &amp; Details</b> (name, position, tel., fax, address, e-mail, web page)	<b>Year Formed</b>	<b>Type of Organization</b>	<b>Members (m/f)</b>
Háfido Abacassamo Director DMSC Tel (+258) 82 3209240 Email: <a href="mailto:hafidoa@gmail.com">hafidoa@gmail.com</a>	1998	Local government	N/A
<b>Why and How the Organization was Formed</b> Municipal Directorate established to provide services to citizens, including especially solid waste management.		<b>Geographical Areas</b> City of Maputo	
<b>Organizational Structure and Processes (including funding)</b> Director responds to “Vereador” for Cleansing, who is a member of Municipal Council. The Municipal Council, led by an elected mayor, is accountable to the elected Municipal Assembly, who must approve annual plans and budgets and other important proposals. Funding from the Municipality’s own funds and from international agencies supporting the Municipality’s Strategic Plan “PROMAPUTO”.			
<b>Objectives</b> Sustainable management of solid waste in the city		<b>Main Activities</b> Management of whole system of solid waste collection, treatment and deposition	
<b>Livelihoods Information</b> (what work members do, e.g. collecting waste, collecting recyclables, sorting recyclables, selling recyclables, scaling, etc., where members work, average monthly earnings, etc.)			
<b>Challenges Encountered by Members</b>		<b>Challenges Encountered by Organization</b>	
<b>Future Plans</b> See Master Plan for Urban Solid Waste Management in the city of Maputo (2008) – <i>Plano Director, Gestão de Resíduos Sólidos Urbanos na Cidade de Maputo</i>  One important component of this plan is to develop a modern landfill, to be shared with the city of Matola and close the existing municipal dump in Hulene.			
<b>Networking Partnerships and Linkages</b> AMOR, ADASBU, LVIA RECICLA and FERTILIZA Caritas Moçambique			

<b>RECICLA/FERTILIZA</b>			
<b>Contact Person &amp; Details</b> (name, position, tel., fax, address, e-mail, web page)  Tomás  Tel. +258 824838600 or +258 214556620  Katia Ferrari (Lvia) Tel. +258 822812660  Email. <a href="mailto:mozambico@lvia.it">mozambico@lvia.it</a> web page. <a href="http://www.lvia.it">www.lvia.it</a>	<b>Year Formed</b>  1. RECICLA – 2006  2. FERTILIZA – 2008	<b>Type of Organization</b>  RECICLA: Cooperative  FERTILIZA: Project (cooperative planned)	<b>Members (m/f)</b>  RECICLA – 2006/7 6 m 6 f 2010 – 20 worker / members  FERTILIZA 6 m 5 f
<b>Why and How the Organization was Formed</b>  <b>RECICLA</b> formally established in 2007 with 14 self-selected founder members, 6 men and 6 women, who previously worked as <i>catadores</i> at Hulene		<b>Geographical Areas</b>  Maputo	
<b>Organizational Structure and Processes (including funding)</b>  From 2007 to 2010 RECICLA was operating as a project, funded by LVIA / CARITAS and GTZ and with technical assistance from LVIA; since 2010 they are financially autonomous (cooperative)  FERTILIZA – still working as a project funded by LVIA.			
<b>Objectives</b>  RECICLA & FERTILIZA  To improve the lives of <i>catadores</i> and to contribute to improving the environment		<b>Main Activities</b>  1. RECICLA Produces raw material for the local plastics industry  2. FERTILIZA Makes and sells compost from organic market waste	
<b>Livelihoods Information</b> (what work members do, e.g. collecting waste, collecting recyclables, sorting recyclables, selling recyclables, scaling, etc., where members work, average monthly earnings, etc.)  1. Collecting and recycling waste plastics and selling raw material for plastic industries  2. Collecting organic market waste, transforming into compost for sale			
<b>Challenges Encountered by Members</b>		<b>Challenges Encountered by Organization</b>	
<b>Future Plans</b>			
<b>Networking Partnerships and Linkages</b>  Caritas, CAFOD, the Veneto Region (Italy), GTZ, the Netherlands Embassy in Mozambique and the Municipal Council of Maputo – DMSC.			

## Annex 4: Institutional Diagram

**Ministry for the Coordination of Environmental Affairs (MICOA)**

Urban Environmental Management policies: **Resolution 5/95 of 3 August of the Council of Ministers; Law 20/97 of 1 October; Decree 13/2006 of 15 June; Strategy for Sustainable Development of Mozambique, approved by the Council of Ministers on 27/07/2007; Regulations on the organization and functioning of municipal technical and administrative services (Decree 51/2004 of 1 December, Articles 24/25)**

**Maputo City: Municipal Directorate of Cleansing and Cemeteries (DMSC)**

**Partners of DMSC  
Caritas-Moçambique; LVIA; AMOR**

**Law and Regulations on Cleansing of Urban Solid Waste, 2008 (Resolution 86/AM/2008 of 22 May); Regulation on the Components of Cleansing in the Municipality of Maputo (Resolution 89/AM/2008 of 22 May); Master Plan for Solid Waste Management (2008-2017)**

**Private companies  
for waste collection and  
buyback (PAGALATA)**

**Community-based  
association (ADASBU)  
and microenterprises  
for waste collection  
in *Bairros***

**Informal sector  
& cooperatives  
(RECICLA; FERTILIZA;)  
- working with  
waste pickers (*Catadores*)**

## Mapping of the Policy Context and *Catadores* Organizations in Maputo, Mozambique

**About Inclusive Cities:** The Inclusive Cities project aims to strengthen membership-based organizations (MBOs) of the working poor in the areas of organizing, policy analysis and advocacy, in order to ensure that urban informal workers have the tools necessary to make themselves heard within urban planning processes. Inclusive Cities is a collaboration between MBOs of the working poor, international alliances of MBOs and those supporting the work of MBOs. For more information visit: [www.inclusivecities.org](http://www.inclusivecities.org).

**About WIEGO:** Women in Informal Employment: Globalizing and Organizing is a global research-policy-action network that seeks to improve the status of the working poor, especially women, in the informal economy. WIEGO builds alliances with, and draws its membership from, three constituencies: membership-based organizations of informal workers, researchers and statisticians working on the informal economy, and professionals from development agencies interested in the informal economy. WIEGO pursues its objectives by helping to build and strengthen networks of informal worker organizations; undertaking policy analysis, statistical research and data analysis on the informal economy; providing policy advice and convening policy dialogues on the informal economy; and documenting and disseminating good practice in support of the informal workforce. For more information visit: [www.wiego.org](http://www.wiego.org).