



UN-HABITAT

**UN-HABITAT'S CONTRIBUTION TO REACHING MDG TARGET
11 IN AFRICA**

Shelter Branch / Global Division

**AFRICITIES CONFERENCE
18-24 SEPTEMBER 2006, NAIROBI**

“The Millennium Development Goals have to be implemented at street and neighbourhood level with municipal, provincial and national government working in partnership with the communities.”

(Anna Kajumulo Tibaijuka, Executive Director of UN-HABITAT)¹

Introduction

Since becoming the focal point within the United Nations system for the implementation of the MDG Slums Target, including for global monitoring of progress, slum upgrading has become a very important area of focus for UN-HABITAT. Increasing emphasis has been placed on policy and operational support to scaling up of slum upgrading projects and programmes within the context of city development strategies and through more innovative international and national financing mechanisms; urban water supply and sanitation, mainly through region-wide operational programmes; and pro-poor planning and management of the urban economy, so as to enhance income-generation opportunities for the urban poor.

UNHABITAT has developed a number of instruments that are specifically designed to assist countries in achieving the MDGs. Two Global Campaigns on Good Urban Governance and for Secure Tenure have been designed to help countries improve their policies and engage in long term programmes. Several global and regional programmes are implemented under the umbrella of these two campaigns, including Cities without Slums, Water and Sanitation, Disaster Management, Urban Environment, Urban Management, and Training and Capacity Building.

UN-HABITAT contributes to the achievement of the MDGs through its diverse activities. Some of the most related UN-HABITAT activities and programmes that contribute towards MDG attainment are briefly presented below.

1) The Global Campaign for Secure Tenure

The Global Campaign for Secure Tenure (GCST) helps achieve adequate shelter, promotion of security of tenure and equal access to economic resources for all, with a specific focus on gender equality. Through the strategies of promoting inclusiveness; improving governance and increasing municipal finance and developing pro-poor land management systems -that will enhance security of tenure and improve land management, the main focus areas are:

- Implementation of land, housing and property rights, particularly women’s secure tenure;
- Affordable land management systems and pro-poor flexible tenure types;
- Prevention of forced evictions.

¹ Habitat Debate, September 2005 Vol. 11 No. 3

Today the Campaign is in implementation in some countries in Asia, Africa and Latin America and is contributing through advocacy, technical advice, awareness raising and linking up and supporting the already existing initiatives of women slum dwellers who through innovative approaches have managed to collectively gain access to land and housing, e.g. through saving schemes and cooperatives. However, many countries are still to conduct city and country-wide campaigns and engage in large scale slum up-grading programmes.

The Campaign is implemented through several activities including national campaign launches; peer exchanges; identification, documentation and dissemination of best practices; establishment of networks and advisory groups; and information and media strategies.

Key among the Campaign's components is the housing rights issue, which reflects itself in a much contrasted situation in Africa with a few countries having adopted very progressive attitudes while many others have not yet been able to translate their policies into concrete actions.² The United Nations Housing Rights Programme (UNHRP), jointly implemented by OHCHR and UN-HABITAT, despite limited resources, has important normative capacities to assist countries in this area³

The African countries where the campaign has been launched are South Africa, Namibia, Senegal, Morocco and Burkina Faso. In Uganda, it will be launched soon.

2) Advisory Group on Forced Evictions (AGFE)

An important element of the Global Campaign for Secure Tenure is the UN Advisory Group on Forced Evictions (AGFE) which UN-HABITAT has established as a way of alleviating the plight of the urban poor by monitoring acts of forced evictions and promoting alternatives. In cases where eviction cannot be avoided, the GCST recommends that resettlement should be undertaken through community participation with provision for some form of alternative land with long-term security. By spearheading the fight against forced evictions the group advises the Executive Director on alternative ways of addressing the problem. AGFE has recently documented cases of imminent or on-going evictions in more than a dozen of countries and has successfully

² This is clearly reflected in the Revised report of the Secretary General on human settlements of 22.12.2003 which states: *"In Africa, although adequate housing as a human right per se has not been included in the constitution of African countries, with the exception of South Africa and Namibia, the right to housing has been reflected in some countries in various forms in housing policies or legislation. Egypt re-enforced the rights of the individuals and families to adequate housing, secure tenure, and to infrastructure and services, and in Mali, the protection of tenants from arbitrary eviction is guaranteed by government decree. Many governments have developed comprehensive national shelter strategies, and a number of countries revised and updated those strategies in recent years. Housing policies of some African countries include provisions for gender equality, for example, Chad's national housing policy, which establishes a 50% access quota for female-headed households to serviced plots. However, few countries have been able to implement their shelter strategies as planned due to lack of resources and capacities, in particular at the local level, and lack of coordination between the various institutions responsible for shelter, and price increases in the construction sector"*.

³ In March 2006, the High Court in South Africa gave reference to one of the UNHRP publications in an important ruling against evictions in Johannesburg.

engaged in conciliatory activities to propose alternatives to forced evictions in a number of countries world-wide:⁴ Ghana, Dominican Republic, Brazil, Italy and Sri Lanka⁵.

When in 2005 “Operation Restore Order” (or “Operation Murambatsvina”) in Zimbabwe through the demolition of housing and markets left some 700,000 people without homes or businesses, UN-HABITAT Executive Director Anna Tibaijuka led the UN Special Envoy on housing evictions in Zimbabwe in a two-week fact-finding mission. In her briefing to the UN Security Council and in her report to the UN Secretary-General, Mrs. Tibaijuka urged that the Government of Zimbabwe should stop the demolitions, pay reparations to those who lost housing and livelihoods and punish those who, “with indifference to human suffering”, carried out the evictions.⁶

3) The Cities Alliance

UN-HABITAT is a founding member of the Cities Alliance, a global coalition of cities and their development partners⁷ committed to scaling up successful approaches to poverty reduction, notably through the development of city development strategies (CDS) and slum upgrading. The Alliance brings cities together in a direct dialogue with bilateral and multilateral agencies and financial institutions. Alliance members promote the developmental role of local governments and help cities of all sizes obtain more coherent international support. By promoting the positive impacts of urbanisation, the Alliance helps local authorities plan and prepare for future growth. The Alliance helps cities develop sustainable financing strategies, and attract long-term capital investments for infrastructure and other services.

The Alliance provides matching grants in support of:

- City development strategies (CDS) which link the process by which local stakeholders define their vision for their city and its economic growth, environmental and poverty reduction objectives, with clear priorities for actions and investments;
- Citywide and nationwide slum upgrading in accordance with MDG Target 11⁸, including promoting secure tenure, access to shelter finance and policies to help cities prevent the growth of new slums; and

⁴ UN-HABITAT (2005), Forced evictions – towards solutions? First Report of the Advisory Group on Forced Evictions to the Executive Director of UN-HABITAT

⁵ Dealing with eviction threats during the reconstruction phase following the 2004 India Ocean Tsunami

⁶ “Operation Murambatsvina” was based on colonial-era Rhodesian law and policy that had been “a tool of segregation and social exclusion” and the Government of President Robert Mugabe should bring national laws into line with the realities of the country's poor and with international law (UN Special Envoy on Human Settlements Issues in Zimbabwe (July 2005), Report of the Fact-Finding Mission to Zimbabwe to assess the Scope and Impact of Operation Murambatsvina).

⁷ The Cities Alliance members are: Local authorities, represented by United Cities and Local Governments and Metropolis; the Governments of Brazil, Canada, France, Germany, Italy, Japan, Netherlands, Nigeria, Norway, South Africa, Sweden, United Kingdom and United States of America; the Asian Development Bank, UNEP, UN-HABITAT and the World Bank.

⁸ MDG Target 11 was inspired by the “Cities Without Slums” action plan that was developed by the Cities Alliance in July 1999 and launched by Nelson Mandela at the inaugural meeting of the Cities Alliance in Berlin in December 1999. The “Cities Without Slums” initiative was endorsed at the highest political level

- Sustainable financing strategies for cities to attract the long-term capital investments needed for infrastructure, including improving accountability for service delivery and demonstrating stable revenue streams to more effectively leverage domestic capital.

Based on these instruments, Cities Alliance has contributed significantly to achieving Target 11 in Africa.

4) Cities without Slums Sub-regional Programme for Eastern and Southern Africa⁹

Over the past years, UN-HABITAT has initiated and supported activities for slum upgrading and prevention in various parts of Africa. The most comprehensive initiative is the Cities without Slums Sub-regional Programme (CWS), launched in 2002 in Eastern and Southern Africa where 40 to 60 per cent of the total urban population live in slums. CWS covers the cities of Addis Ababa (Ethiopia), Arusha (Tanzania), Blantyre (Malawi), Durban (South Africa), Kampala (Uganda), Kisumu (Kenya), Maputo (Mozambique) and Maseru (Lesotho).

Box 1: Addis Ababa (Ethiopia): A dramatic shift in the slum upgrading paradigm

The city of Addis Ababa houses 26% of the national urban population with 4 million inhabitants. About 120,000 new residents are added to the city every year. Most of this growth takes place in the slum areas where more than 90% of Addis Ababa's inhabitants live. At the time the CWS Programme was initiated, the City authorities had designed a large-scale urban renewal operation. This threatened the tenure security of many slum dwellers. There was serious concern that residents would be relocated in inadequate housing such as unaffordable high-rise buildings. This would not have corresponded to their working and living traditions.

Through the CWS Programme and its exchanges with other cities in the region, this top-down approach has progressively given way to a more participatory process. Stakeholders acknowledged that success in slum upgrading depends on cooperation between target communities, local authorities and local development committees. The new paradigm for dealing with slums is based on the recognition of citizens' housing rights and of slums as integral parts of the urban fabric that need to be upgraded.

The aim is to establish the conditions for city-wide slum upgrading using a multi-level intervention strategy. At national level, CWS promotes the development and implementation of a national policy and regulatory framework for upgrading and prevention. At municipal level, the focus is on strengthening institutional arrangements and capacities as well as participatory decision-making processes. At settlement level, CWS includes demonstrative practical upgrading, combining tenure security,

internationally as a challenging vision with specific actions and concrete targets to improve the living conditions of the world's most vulnerable and marginalised urban residents. The "Cities Without Slums" action plan was subsequently endorsed by the 150 heads of state and government attending the UN Millennium Summit in September 2000, and is reflected in the UN Millennium Declaration. The goal is now reflected as MDG Target 11.

⁹ CWS is a joint initiative by the Global Campaigns, Regional Office for Africa and the Arab States (ROAAS), Urban Development Branch, Urban Secretariat and the Water, Sanitation and Infrastructure Branch. The Inception Phase was coordinated by Shelter Branch. The Programme is funded by the Governments of Germany, Italy and The Netherlands.

improvement of bulk infrastructure and basic services, participatory land use planning, and the promotion of micro and small enterprises.

Box 2: Arusha (Tanzania): The role of communities in settlement upgrading

Arusha, Tanzania's third largest city, has about 300,000 inhabitants and is growing at a rate of 6%. With limited resources, the City Council has failed to provide adequate services, especially the much needed surveyed plots for housing construction. As a result, 75% of the City's population live in unplanned areas. Through CWS in cooperation with the University College of Land and Architectural Studies (UCLAS) in Dar es Salaam, Arusha City Council mobilised communities and established partnerships with stakeholders.

Community Development and Ward Planning Committees comprising municipal officers, representatives of landlords, tenants, NGOs and religious organisations collected and evaluated data and proposed priorities for the upgrading of their settlements. These proposals were consolidated by professional planners into upgrading plans. The development of implementation and funding strategies, as well as division of tasks, were handled in the same participatory manner. The pilot initiative, carried out in a third of Arusha's unplanned settlements, is currently being scaled up to cover all unplanned settlements.

There are strong synergies between the CWS Programme, UN-HABITAT's Global Campaigns on Urban Governance and for Secure Tenure, as well as other programmes. As advocacy instruments, the Global Campaigns are tools with which urban stakeholders can focus on the tenure and governance aspects of upgrading and prevention of new unplanned settlements. As operational activity, the CWS Programme contributes directly to the realisation of the Global Campaigns' objectives.

Box 3: Kisumu (Kenya): Mapping and enumerations of slum dwellers as a first step to in situ upgrading

With a population of 500,000, Kisumu is Kenya's third largest city. During the first phase of the CWS Programme, an in-depth situation analysis of slums in Kisumu was prepared. The report is the culmination of several months of consultations with key stakeholders, including community-based groups, the public and private sectors, NGOs, and International Development Partners. The study proposes an integrated approach to slum upgrading, singling out issues of security of tenure, improvement of basic infrastructure and housing, access to health and social services and improving management of the environment to ensure enhanced quality of life and reduction in poverty levels.

Further, a complete physical mapping exercise was undertaken of the whole municipality using affordable but yet qualitative methods. A city-wide Geographic Information System (GIS) was established and Municipal Council staff was trained in managing the system. Enumerations of more than 60,000 slum households were carried out by the local communities in collaboration with Slum Dwellers International (SDI) and the Municipal Council of Kisumu. Subsequently, the enumeration database was linked to the GIS database at the Council's planning department to enable efficient planning of the slums using qualitative information.

5) Slum Upgrading Facility

One of the constraints in attracting private capital is lack of adequate "bankable" projects that reduce and share risks. This is the reason why in 2005 UN-HABITAT, in association with other partners, established the Slum Upgrading Facility (SUF). The central objective of SUF is to assist developing countries to mobilise domestic capital for their own slum and urban upgrading activities. The focus of SUF will be on facilitating links among local actors, and help prepare local projects for potential investment by international donors and financial institutions, and, potentially, investors in the global capital markets – with

the specific intent of leveraging further, domestic capital for slum upgrading. SUF's key clients are municipal authorities, civil and non-governmental organizations, central government departments, as well as the local, private sector, including retail banks, property developers, housing finance institutions, service providers, micro-finance institutions, and utility companies. The Facility is being designed to work with governments, slum dwellers and local financial institutions. Its objective is to develop, test and apply new and innovative means of financing pro-poor urban development with a strong emphasis on the mobilization of domestic capital.

With initial funding of USD 11.8 million¹⁰, SUF has identified potential operations in ten cities in Africa and Asia and will conduct a pilot programme in selected locations. Implementation of a pilot credit guarantee scheme started in Tanzania, for example, with women's housing cooperatives. Under this scheme, a high leverage 1:4 ratio has already materialized. Thus, for every 1 US dollar equivalent guaranteed, a commercial bank has agreed to give loans of 4 dollars to the low-income borrowers supported by the project. This is very promising and indicates a huge potential ahead.

Field projects are established in three other countries – Ghana, Indonesia and Sri Lanka. In Accra, Ghana, the City Council has agreed to work with SUF and a local bank to secure a loan that will enable the Council re-assess property rates throughout the city.

6) UN-HABITAT in the water and sanitation sectors

UN-HABITAT is increasing resources to bring safe water to all. The “Water for African Cities Programme” is the first comprehensive effort to improve water management in African cities. The main goal of the programme is to support African countries to effectively address the growing urban water crisis and protect water resources from being polluted.

UN-HABITAT recently established a “Water and Sanitation Trust Fund” to provide a fast-track mechanism to cities and municipalities and enable them to reach out to the poorest of the poor. This Fund will provide a much-needed mechanism to foster pro-poor investment in cities and municipalities and will be the principal funding source for further implementation of the Water for African and Asian Cities Programme as well other regional programmes. Drawing upon UN-HABITAT's core competencies, experience and networks, the Trust Fund will offer its members the opportunity to enhance their aid-effectiveness.

UN-HABITAT puts basic sanitation among the top of its poverty eradication and sustainable development agendas. UN-HABITAT is assisting countries and partners in establishing the conditions that allow people to live and meet their basic needs, such as having access to sanitation, hygiene and dignity. In addition to the serious dignity issue, inadequate sanitation, through its impact on health and environment, has considerable implications for economic development. People miss days at work due to sickness resulting from excreta-related diseases. Moreover, lack of excreta management poses a fundamental threat to global water resources.

¹⁰ from the Governments of the United Kingdom and Sweden

7) Joint programme UN-HABITAT and UCLG (United Cities and Local Governments) on localizing the MDGs

As the focal point for local authorities in the UN system, UN-HABITAT has done substantial work on decentralisation and strengthening of local authorities. In response to the Millennium Declaration, UN-HABITAT has developed a programme on localising the MDGs in partnership with the international local authority body, United Cities and Local Governments (UCLG). This programme seeks to engage local authorities and other stakeholders in developing local action plans to meet the MDGs. As a part of this programme, UN-HABITAT, in collaboration with its partners, is developing tools and guidelines for localising the goals.

In the pilot phase, a sample of cities has been selected. A local monitoring facility is being established in each selected city, or strengthened where they already exist. The UN-HABITAT tools and guidelines are used to prepare a blueprint of all relevant MDG targets and a city profile that would identify opportunities and constraints to meet the time-bound targets. In city consultations, local stakeholders discuss their MDG profile and develop action plans to achieve all or most targets.

These action plans will become an integral part of local development plans and budgets to ensure sustainability and mainstream pro-poor participatory processes in the routine work of the local authorities. National level capacity-building programmes to promote replication of city experiences and scale-up localisation of the MDGs are planned.

At the national and global levels, UCLG through its local authority networks and associations is involved in the Millennium Cities and Towns Campaign to create awareness and build commitments of local authorities on the MDGs.¹¹

¹¹ Habitat Debate, September 2005 Vol. 11 No. 3, p. 10