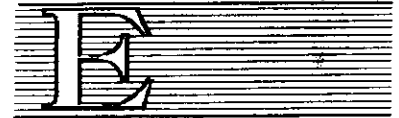


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ECONOMIC COMMISSION FOR AFRICA

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for Sustainable Development and the Environment

Addis Ababa, Ethiopia

**REPORT ON THE IMPLEMENTATION OF THE PLAN OF ACTION  
CONTAINED IN THE GLOBAL STRATEGY FOR SHELTER  
TO THE YEAR 2000**



## INTRODUCTION

1. In December 1987 the United Nations General Assembly adopted resolution 42/191 on the Global Strategy for Shelter to the Year 2000 in order to facilitate adequate shelter for all by the above time-horizon. The formulation of the objectives of the Strategy was based on two principles. The first one was that the Strategy was to be based on an "enabling" approach. Under such approach, the actual construction of shelter is undertaken by people through their own initiatives in the formal and informal private sector, as cooperatives or other voluntary associations, as non-governmental or community-based organizations, or as individual households. The second principle was that while the main focus of the Strategy was on low-income population groups, it was not limited to any one group but rather was based on a comprehensive view of all demand sectors.
2. The operational focus of the Strategy contains extensive guidelines for the consideration of Governments to define the roles of the public, private, non-governmental and community sectors in the delivery of shelter services within an enabling framework.
3. The General Assembly in its resolution 43/180 in December 1988 adopted three specific Plans of Action and timetables for the implementation of the Strategy covering the periods 1989-1991, 1992-1993 and 1994-1995 respectively. The fourth Plan of Action covering the period 1996-1997 should be considered by the fiftieth session of the General Assembly.
4. The present report covers the period 1991-1994. This report is based largely on information provided by Member States to the United Nations Centre for Human Settlements (Habitat). Additional information has been obtained through ECA's programmes and inputs received from a number of intergovernmental organizations.

### I. ACTION BY THE UNITED NATIONS SYSTEM

#### A. Action by the United Nations Centre for Human Settlements (Habitat)

5. In its role as the coordinating agency for the implementation of the Global Strategy for Shelter, the Centre focused its activities in Africa on the application of the Shelter Sector Performance Indicators. For example, extensive consultations have been held with a number of Governments including Burkina Faso, Senegal and South Africa. Regional meeting on the above application has been held in Senegal and future such meeting is planned to be held in Tunisia.
6. The Centre is developing a computer-based methodology, known as Visual Settlement Planning, which will have the capacity for thematic mapping for analyzing a large number of alternative solutions in settlement-improvement projects in low-income and informal settlements. The methodology is being field-tested in Kenya.
7. A Community-based Environmental Management Information System has been launched in Ghana. The system aims at providing community members and other actors with necessary information which can be used in planning, implementing and managing strategic interventions in low-income human settlements.



8. The Centre continues to publish the biannual Journal of the Network of African Countries on Local Building Materials and Technologies. A workshop of the Network, organized by the Centre in Nairobi in September 1993, addressed domestic capacity-building in the building-materials sector, as well as modalities to strengthen the Network.
9. A specific workshop on housing and development, was organized by the Centre in cooperation with the Katholieke Universiteit Leuven of Belgium for the Eastern and Southern African region in 1993 in Nairobi, Kenya.
10. Under the Centre/FINNIDA Support Programme for Preparing National Shelter Strategies, (NSSs) technical assistance has been provided to Uganda and Zimbabwe in the formulation of national shelter strategies.
11. Advisory services on the application of micro-computer technology in selected aspects of the shelter sector were provided to Djibouti, Egypt, Malawi, Uganda and Zimbabwe.
12. An extensive programme on training in community participation is being undertaken in cooperation with the Danish International Development Agency (Danida) in Zambia.
13. In addition, Benin, Congo, Guinea Bissau, Mali, Mozambique and Namibia have received assistance from the Centre and UNDP in the formulation of an NSS or in key components of an HSS.

#### **B. Action by the Economic Commission for Africa.**

14. Support in the implementation of national shelter strategies in the region was given through developing the guidelines on shelter indicators for the formulation and the assessment of national shelter policies in Africa within the framework of the Global Strategy for Shelter to the Year 2000.
15. Support to governments in projects for the improvement of shelter and services, enhancing the linkage between shelter, employment and poverty alleviation, involvement of women was done through the regional project for the Development of Building Materials Industries in Africa, which was implemented with the financial assistance of UNDP to demonstrate the viability of the commercial manufacture and utilization of soil stabilized blocks in Senegal, fibre concrete roofing tiles in Cameroon and Guinea and lime in Uganda.
16. The Bulletin on Human Settlements Situation in Africa was issued in 1993 to disseminate region-wide information on a built environment conducive to well-being of the people.
17. Guidelines on formulation of human settlements policies and their impact on the environment were prepared to suggest innovations for achieving ecological modernization of human settlements in Africa.
18. Ad-hoc expert group meeting on protection of the natural and man-made environment by measures on human settlements development provided recommendations on sustainable shelter delivery, physical planning and natural resources management.



## II. ACTION BY MULTILATERAL AND INTERGOVERNMENTAL ORGANIZATIONS

19. Shelter Afrique held a workshop on local building materials in Eastern and Southern Africa, in Zambia in May 1993. The African Housing Fund undertook a number of projects in several countries focusing on the poorest and most vulnerable groups.

20. The African Regional Organization for Standardization held its eighth General Assembly at Cairo, Egypt from 13 to 20 January 1992. The meeting highlighted the importance of performance-oriented standards in relation to the development of local technological capacity, which in the context of local building materials will require the formulation of standards for raw materials, instructions on testing methods, guidelines on quality-control procedures in protection, specifications and codes of practice.

## III. ACTION BY MEMBER STATES TOWARDS NATIONAL SHELTER STRATEGIES

21. The operational emphasis for the implementation of the Global Strategy for Shelter is on action at the country level. Many African countries are implementing their new or revised national shelter strategies in the context of difficult economic situations and structural adjustment programmes. Many countries have commenced a programme of privatization to encourage the private sector, and decentralization of responsibilities in the housing sector to local authorities. A brief review of the initiatives taken by governments in the period 1991-1994 is provided below, grouped under the major action areas endorsed by the United Nations Commission on Human Settlements for monitoring national shelter strategies.

### A. POLITICAL COMMITMENT TO SHELTER

22. General Assembly resolution 43/181 urges all governments to commit themselves to the objectives of the Global Strategy for Shelter by adopting and implementing shelter strategies in accordance with the guidelines contained in the resolution, and to renew this commitment annually by, inter alia, announcing on World HABITAT Day the concrete actions to be taken and targets to be achieved during each successive year.

23. A number of Governments have officially adopted a NSS based on enabling principles and are in the process of implementing them. These include **Botswana, Gambia, Lesotho, Malawi, Tunisia and Zimbabwe**. However, the adverse economic situation in many of these countries has affected the ability of the Governments to implement new strategies at a scale sufficient to make appreciable improvements to the condition of the shelter and services of the poor and disadvantaged. New national housing policies or shelter strategies have been completed or are under active formulation in **Benin, Congo, Ghana, Kenya, Mali, Mozambique, Namibia, Nigeria and Uganda**.

24. Some countries are continuously improving their approaches to shelter delivery and incorporating these into their national development plans without necessarily formally adopting a new NSS. These countries include **Cameroon, Egypt, Mauritius and Seychelles**.





25. **Djibouti** has issued a policy document, "Elements pour une politique de l'habitat", for public review. The newly established Ministry of Local Government and Housing of **Namibia** has prepared a draft housing policy which underscores the Government's role as a facilitator, providing support and incentives to individual households, communities and the non-governmental sector, in addition to enhancing the role of public-sector agencies.

26. **Sierra Leone** has formulated a housing policy under difficult economic circumstances with the objective of improving the availability of housing finance, reducing the high import content of building materials and reducing construction costs.

27. **South Africa** adopted a national Housing Accord at the National Housing Summit of all stakeholders held in October 1994. The Accord, which incorporates the enabling approach to shelter delivery, will be the basis of the national housing strategy to achieve the Government's goal of increasing housing's share in the total State budget to 5% to increase housing delivery on a sustainable basis to a peak level of 350,000 units per annum within a five-year period and to reach the target of 1 million houses in five years. The Government's overall approach to the housing challenge is aimed at mobilizing and harnessing the combined resources, efforts and initiatives of communities, the private commercial sector and the State.

28. **Swaziland** has adopted a national housing policy and established a separate Ministry of Housing and Urban Development.

29. **Zambia** has been implementing its revised housing policy in a framework of democratization of the political system, liberalization of the economy, restructuring of the public service and decentralization of power and functions to local authorities.

## B. SUSTAINABLE DEVELOPMENT POLICIES

30. In response to Agenda 21, adopted by the United Nations Conference on Environment and Development, held in Rio de Janeiro in 1992, some countries have incorporated approaches to sustainable development in their human settlements or housing policies.

31. In **Egypt**, the Governorate of Ismailia has assessed the sustainability of major natural resources (tourist attractions, fisheries, agricultural, reclaimable and buildable land, and underground water) and identified policy issues concerning development by competing and conflicting interests.

32. **Ghana** is addressing the deteriorating environmental conditions in and around the rapidly expanding city of Accra by strengthening local capacities to plan coordinate and manage urban development and growth with emphasis on <sup>im</sup>unproved multisectoral and community-based participation and by enhancing the availability and use of natural resources and reducing exposure to environmental hazards.

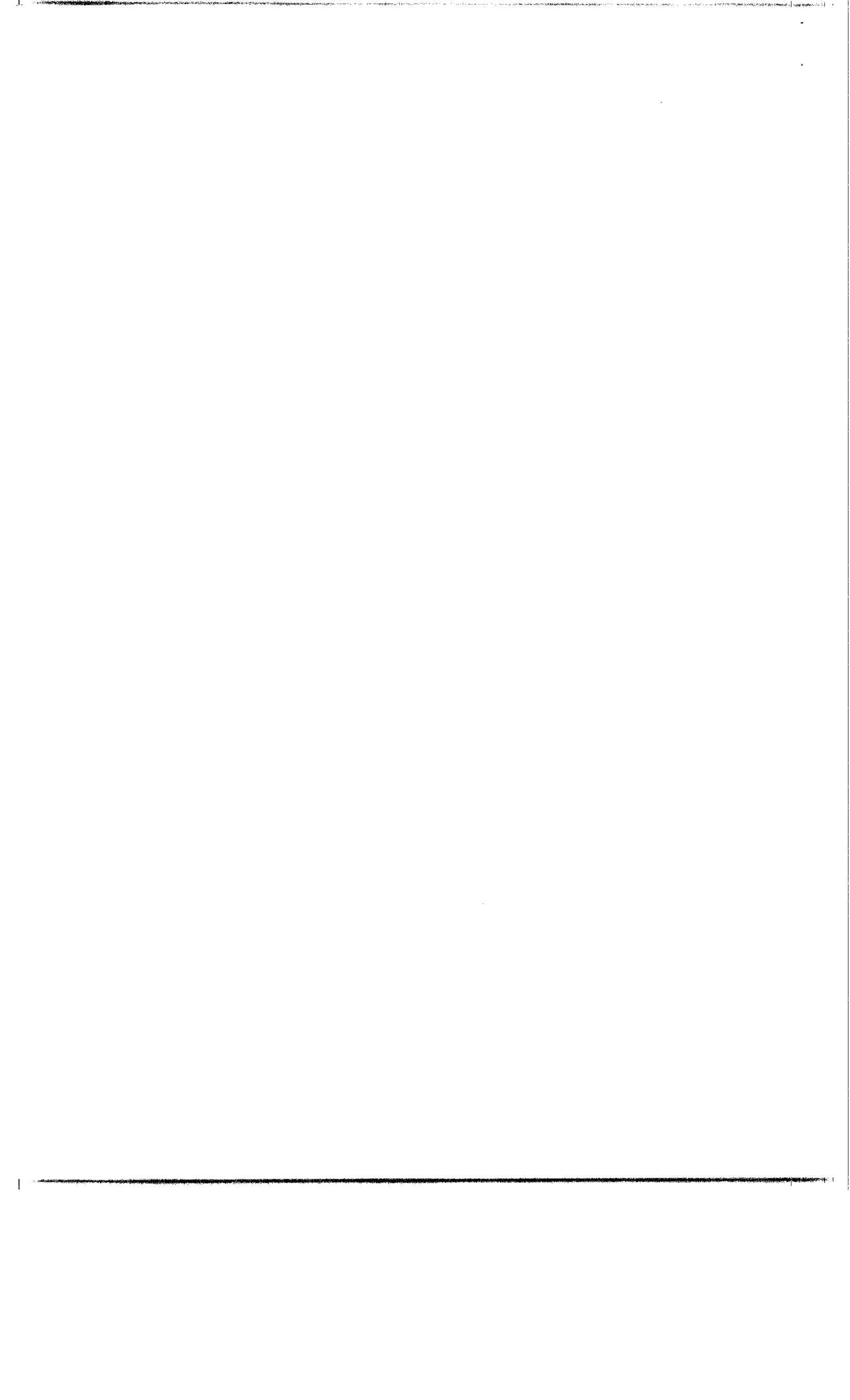
33. The **United Republic of Tanzania** has refined its housing strategy and produced a National Sustainable Human Settlements Development Strategy which is wide in coverage and focuses on Development Strategy and strengthening of local authorities. This Strategy is based on the experience of a successful project for the promotion of environmentally sustainable socio-economic development and growth of Dar-es-Salaam.



- ✓ 34. **Nigeria** has formulated a Natural Resource Conservation Policy.
- ✓ 35. Some countries have reported specific action towards developing a national energy policy. **Ethiopia** has prepared a national energy policy. **Kenya** has introduced a Woodfuel Conservation Subsidy Scheme to encourage alternatives to the use of charcoal and wood.
36. Some countries are preparing or have adopted a national land-use plan or a human settlements plan. **Ethiopia** is preparing a national land-use plan in order to integrate rural and urban activities. **Nigeria** has adopted a National Land and Settlement Development Policy.
37. Some countries have adopted standards and procedures for maintaining air quality and water quality. **Kenya** has set standards for maintaining water quality through a monitoring programme. **Nigeria** has established the Federal Environmental Protection Agency, which has published guidelines and standards for control of environmental pollution that are already being enforced.

### C. MACRO-ECONOMIC STRATEGIES

38. Successfully linking shelter sector policies with the macro-economy is reported by few countries only. Among the countries that have established institutional mechanisms for coordinating shelter policy with overall macro-economic and social policies are **Botswana, Egypt, Namibia, Tunisia, the United Republic of Tanzania and Uganda**. **Mauritania** is incorporating the enabling strategy into the housing sector and developing the institutional mechanism for coordinating the shelter sector with macro-economic and social policies. **Kenya** is undertaking revision of its housing policy within the framework of ongoing political and economic reforms and structural adjustment programmes.
- ✓ 39. Programme coordination between the shelter sector and other sectors of the economy is receiving attention in many countries. **Ethiopia's** national development plan indicates the share of investment for housing and urban development. In **Ghana**, the Ministry of Local Government has developed a strategic planning unit within the Department of Town and Country Planning. This unit has prepared a strategic development plan, investment prospectus, area-based action plans and a five-year implementation plan which has been agreed to by all concerned agencies. **Guinea** has strengthened the organization, management and planning capacities of the crucial economic sectors including housing and urban development. The evaluation of the housing sector was followed by the preparation of a housing development strategy which has been incorporated into the national development plan. Programme coordination between the shelter sector and other sectors in the economy is being achieved through the integration of sectoral databases for an increased contribution of the housing sector to national development. In **Kenya**, the Ministry of Planning and National Development coordinates all development through several sector committees, including one on shelter. **Nigeria** has established the National Housing Policy Council which will, inter alia, coordinate activities in the shelter sector with other sectors in the economy.



#### D. LINKS BETWEEN SHELTER OBJECTIVES AND SETTLEMENT MANAGEMENT

40. Linking shelter strategies with national and regional settlement developments is being attempted in several countries. In **Ethiopia**, the National Urban Planning Institute is formulating plans for a regional system of urban settlements. **Guinea** is implementing its new housing policy to develop a programme for capital city, Conakry. **The Libyan Arab Jamahiriya** is developing a settlements planning process as an essential means for guiding its development policy. It is updating the National Physical Perspective Plan to cover the period to 2010, incorporating the land needs of some 22 sectors, including urban development and housing. **Malawi** is strengthening its machinery for monitoring the implementation of the National Physical Development Plan to ensure institutional coordination at the central, district and local levels. A national physical development plan has been prepared to provide a framework for physical development in **Swaziland**. A Cabinet-level committee is addressing the question of the future administration of Swazi nation and a study of the feasibility of establishing a land information system has been completed.

41. **Morocco** has commenced the preparation of a national land-use policy in order to reduce regional disparities, promote development and encourage public participation in development. In **Nigeria**, shelter programmes are incorporated in the Integrated Regional Development Programme. Links between shelter objectives and settlements management have been strengthened by the approval of the National Urban Development Policy in 1993. However, deregulation of the Nigerian economy is believed to have adversely affected the shelter sector.

42. Some countries are exploiting the potential of small and intermediate settlements. In **Burkina Faso**, a programme has been undertaken for strengthening the technical capacities of municipal authorities in two secondary cities. Technical units have been established in 10 medium-sized municipalities with support from the National Directorate of Town Planning for the purpose of implementing the new policies in the field of urban management. In **Burundi**, structure plans have been prepared for four urban centres with a view to, inter alia, strengthening national institutions for the management of the urbanization process and the role of urban centres in economic development. **Kenya** has a range of programmes for decentralizing urban development including the District Focus for Rural Development, Rural-Urban Balance strategy, and the Small Towns Development Projects. In **Uganda**, the NSS will be linked with the development of market towns. Its implementation envisages, inter alia, revision of the Building and Sanitation Rules and formation of a National Bureau of Standards.

43. A key element of the Government's urban reform agenda is a review of regulatory practices, particularly those performed by local government. Among the countries which have adopted new policies or legislation for urban development are **Burkina Faso, Djibouti, South Africa and Tunisia**. In **Cote d'Ivoire**, improvements have been made to the regulatory framework governing urban planning, land development and construction. In **the Gambia**, legislation dealing with land, housing, planning and other aspects of the built environment has been revised and the central system improved to facilitate further the management of the built environment. **Zimbabwe** has set up a Deregulation Committee in order to streamline regulations that inhibit the participation of different actors in the sector.



Revised minimum standards and innovative and affordable designs for housing and infrastructure are being implemented throughout the country. An urban data programme has begun to support the strengthening of the urban management capacity of municipal authorities in Kenya.

44. Inclusion of a shelter component in integrated rural development programmes is becoming common in most countries. In Uganda, people in the rural areas have formed building materials and construction cooperatives and building brigades to link house building with the rest of the rural development works.

#### E. IDENTIFICATION OF NEEDS AND RESOURCES

45. Several countries have taken action to assess national shelter needs and the resources required. The Gambia undertook a human settlements sector study and needs assessment and a new national shelter strategy is to be developed as a follow-up to this.

46. Kenya completed the urban housing survey some years ago while the rural housing survey is still in progress. It has prepared an assessment of housing needs and resources required up to the Year 2000. Sierra Leone has made an assessment of shelter needs towards the creation of a policy framework to reflect relevant sector priorities, the levels of appropriate technology, low-cost building-materials production and establishment of an effective mechanism for home-loan savings.

47. Uganda undertook an extensive assessment of shelter needs and available resources through detailed surveys in a pilot district, research in four sample districts and in-depth studies on key issues such as land, finance, building industry and materials, the economy, disadvantaged groups, physical planning and the environment.

#### F. PARTICIPATION AND REPRESENTATION

48. The cornerstone of the Global Strategy is enabling other actors in the shelter sector, with governments acting as a facilitator. These actors are usually local authorities, the private sector, community-based organizations (CBOs) and NGOs.

49. Among the countries that have taken recent initiatives to transfer responsibilities to local authorities are Burkina Faso, Cote d'Ivoire, Madagascar, Mali, Swaziland, Tunisia, Uganda and Zambia. A new law on roles, functions and resources at different levels has been adopted and, as a consequence, local municipal administrations have been strengthened in Burkina Faso. Cote d'Ivoire has moved away from the direct financing of housing and has encouraged local authorities to assume greater responsibilities for community projects. Infrastructure and basic urban services have been provided in squatter settlements and this function is being transferred to local authorities. In Madagascar, the capacity of local authorities has been increased in the technical and financial aspects of infrastructure provision.

50. Cape Verde has transferred to local administrations a greater role in the shelter sector but implementation of the enabling strategy is hampered by the shortage of human and material resources at the local level.





51. The private sector is becoming an active partner in housing production in many countries, including **Benin, Central Africa Republic, Libyan Arab Jamahiriya and Tunisia**. Measures taken to encourage this sector include strengthening of capital markets, reform of rental policies, according the private sector the same advantages as public-sector agencies, giving preference to lending for investment in rental accommodation, and tax reliefs. In **Tunisia**, the legislation on rental housing has been revised and private-sector activity in housing production has been liberalized. Further encouragement is to be given towards the development of partnerships between local authorities and private-sector developers in the areas of land development, infrastructure provision, construction and rental-housing production. **Egypt** is implementing a variety of programmes with the active involvement of the private sector in housing, finance, supply of building materials, lands development and housing construction. Local administrations are strengthened to undertake increased responsibilities relating to the provision and management of shelter and infrastructure services.

52. Another aspect of privatization is the sale of existing public rental houses. In **Cote d'Ivoire**, privatization of public housing is proceeding, and it is intended to facilitate private initiatives in housing and limiting action by the State to primary infrastructure and major works.

53. Non-governmental organizations are taking an active part in some countries in the formulating of housing policy at the national level. For example, **Namibia** is testing the different components of the draft national shelter strategy with NGOs and CBOs under the Build Together programme. The Government has launched this programme to bring together all the actors involved in shelter at the community, village and local authority levels. The Programme is monitored by the Community Housing Development Group, consisting of community representatives, local government officials and other interested groups. The Group identifies the communities, carries out on-site planning, disburses and recovers loans. The experience of this Programme will be the basis for the finalization of the national housing strategy.

54. Some governments involve community groups in the formulation and implementation of shelter programmes at the local level within a framework of policies and programmes of decentralization. For example, **Ghana, Uganda and Zambia**, which are committed to a policy of decentralized planning and development through community participation at the local level are implementing programmes on community management which will serve as the basis for the formulation of a national policy for community management.

55. In **Kenya**, the national organization of shelter NGOs, the Shelter Forum, as well as two major NGOs, including the National Cooperative Housing Union are represented in the National Interministerial Committee on Human Settlements. The Government aims at consolidating the enabling approach by limiting its role to land-use planning and administration, provision of infrastructure, low-cost housing, research in building materials and technology and encouraging the private sector and community groups in housing development. **Uganda** undertook extensive discussions in different parts of the country between governmental organizations, NGOs and CBOs opinion leaders and the private sector. This process helped to create a national organization of NGOs and CBOs involved in shelter and services.



56. In **Nigeria**, the Housing Policy Implementation Committee includes representatives of the private sector, professional bodies and the Federal Mortgage Bank. **Zambia** is undertaking a food-for-work programme to upgrade infrastructure and improve sanitary conditions in the spontaneous settlements in Lusaka and other urban areas. The programme extensively involves NGOs, CBOs and the settlement residents. **Zambia** is also organizing a training programme in community participation in seven local council areas for district council officers, community leaders and representatives from NGOs from selected settlements.

57. In some countries non-governmental groups have arisen to fill a gap in the housing-delivery system or for other specific purposes. For example in **Benin** NGOs have emerged for the defence of tenants' rights.

58. In **Zimbabwe**, private institutions, private-sector developers, NGOs, housing cooperatives and similar organizations are being encouraged to engage in joint ventures with the Government in servicing of land and in construction.

## G. INSTITUTIONAL COORDINATION

59. National initiatives in this area include both the creation of new or restructured institutions and measures to achieve synergy between housing and other sectors of the economy. **Angola** has decided to establish an agency to manage the public housing stock of 130,000 houses and create a fund for housing development. However continued civil strife has so far interrupted the implementation of these proposals.

60. **Botswana** has upgraded the Housing Unit in the Ministry of Local Government, Lands and Housing to a Department of Housing to be responsible for policy formulation, preparation of the national housing plan and its implementation, the self-help housing programme and the management of the Government's real estate. In **Djibouti**, recent developments include improvements in the functioning of institutions and the preparation of their Code de l'urbanisme. **Mali** has reviewed the institutional framework in the housing sector and is in the process of implementing a programme of decentralization. Support institutions have been set up to implement infrastructure programmes at the community level. **Nigeria** is proceeding with gradual reorganization of the institutional framework for the shelter sector in order to implement the National Housing Policy adopted in 1991. **Sierra Leone** is strengthening the institutional capacity of the Government to implement the National Housing Policy through support to and collaboration with local communities.

61. **Zambia** has set up in the Ministry of Local Government and Housing a Planning Division responsible for infrastructure, and local authorities have established departments of engineering services. **Mozambique** is strengthening the capacity of the public and private sectors to provide for planned coordination of urban development with a focus on poverty alleviation, and to contribute to facilitating access to adequate shelter.

62. **Ethiopia** has created 14 regional authorities within a federal structure with full responsibility for local development.



## H. HUMAN-RESOURCES DEVELOPMENT

63. In **Burundi**, extensive training has been given to personnel of the National Housing Promotion Agency and, in particular, in issues such as credit operations, audit measures, plot and house design, selection of beneficiaries, coordination and supervision of construction works, management of credit portfolios and cost recovery. In **Ghana**, the Ministry of Local Government's Training Institute has commenced training programmes for community leaders, facilitators and government officials in community organization and participation, including gender sensitivity, leadership qualities, conflict resolution, needs assessment, information, communication and evaluation. **Kenya** has organized a series of national-level seminars for all interested groups, including the private sector and NGOs, on various subjects including slum upgrading, security of tenure in squatter settlements, savings and loans, low-cost housing technologies and disaster management in the shelter sector. In addition, the Government Training Institute has commenced training courses for local authority staff.

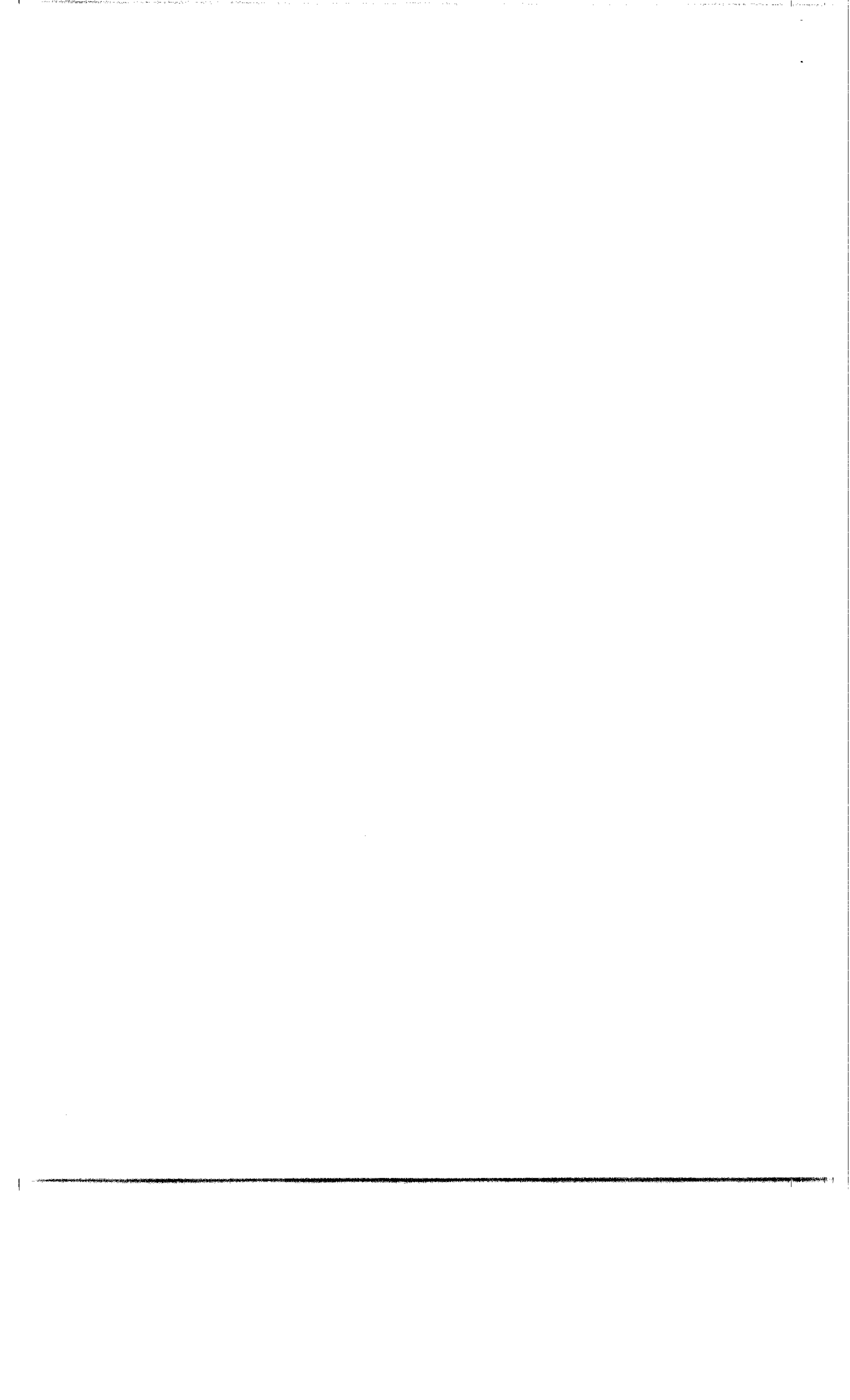
64. **Nigeria** has expanded vocational training centres and set up training programmes for local contractors. **Zambia** has undertaken a special training programme in the field of quantity surveying to strengthen the capacity of the National Housing Authority for its management of the increasing level of investment in shelter development. Appropriate forms of training for community participation have been institutionalized. This training is enabling communities to develop skills and awareness to identify their own problems and priorities and formulate proposals for housing improvement and settlement upgrading. **Uganda** has implemented a large-scale training programme which includes training of trainers, training of mobilization teams and evaluation of workshops with participation of community leaders and local government staff.

## I. LAND MANAGEMENT

65. The Global Strategy urges governments to stimulate the supply of sufficient and affordable serviced land and to recognize the practical importance of informal land markets. Only a few countries have reported action or practical measures and incentives to release land. **Benin** has gradually liberalized operations in land development for housing resulting in new sites-and-services projects with an extension of water supply and electricity networks. The Accelerated Land Servicing Programme had a positive impact on land supply for housing in **Botswana**.

66. In **Guinea**, the land management system has been reorganized and new legislation is in operation in the town planning and building construction fields.

67. Among the countries which are undertaking a total review or amendment of land legislation are **Burkina Faso**, **Lesotho**, **Swaziland**, and **the United Republic of Tanzania**. In **Burkina Faso**, legislation on land development, housing finance and rents has been revised as was taxation on property. Extensive sites-and-services programmes and upgrading of informal settlements are under implementation. In **Lesotho**, the Land Act has been amended in order to improve the functioning of the land market. The roles for public and private institutions involved in the provision of land and housing are clearly defined and equal housing opportunities are ensured to all groups. In **the Swaziland** a Commission is reviewing the management of Swazi nation land with a view to formulating proposals to increase access



to lands held under customary tenure. The country is undertaking an urban development project to provide serviced land with secure tenure for approximately 100,000 people who currently live in informal settlements. In the **United Republic of Tanzania**, a Land Development Revolving Fund programme has been established in order to implement the new policy of land developers being required to meet the cost of infrastructure in housing developments. A Presidential Commission of Inquiry into Land Matters is reviewing land policy and a new Banking Act has been enacted to, inter alia, encourage the establishment of private financial institutions, including mortgage institutions.

68. In **Nigeria**, land under government control is allocated to private developers for the large-scale development of housing. The National Urban Renewal Programme ensures tenured security for all who are resettled and priority attention is given to squatters on public land. In **Tunisia**, sites-and-services programme have been expanded and measures are being taken to optimize the use of urban land through encouraging measures towards densification. New legislation on urban planning and management is to be introduced. **Kenya** is operating a system for conversion of temporary occupation licences to long-term leases.

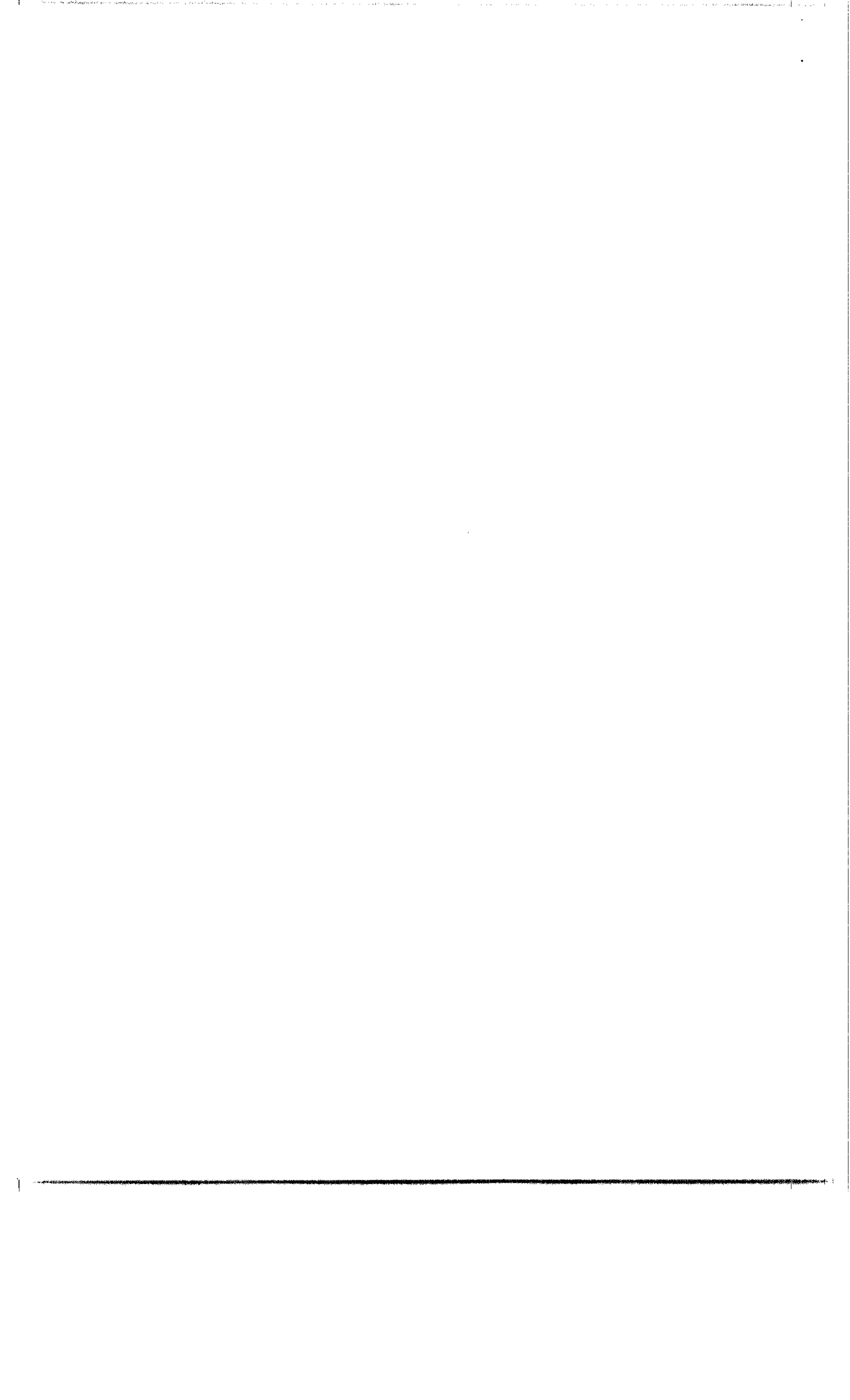
## J. INFRASTRUCTURE MANAGEMENT

69. Providing infrastructure at a scale commensurate with demand is one of the key enabling actions to be taken by governments. Several countries have increased expansion of public investment in shelter-related infrastructure networks.

70. **Benin** has developed a programme to provide basic communal infrastructure for low-income population in 40 disadvantaged locations of the country. The facilities include primary schools, maternity homes, social centres and health centres. The programme has been able to mobilize people's participation and has achieved partial cost recovery. In **Chad**, a programme has been prepared for short-term and long-term interventions with regards to the construction and maintenance of infrastructure. In the **Gambia**, improvements to and upgrading of blighted urban areas and squatter settlements is proceeding, as opposed to their demolition. Included in this programme is the design and implementation of an urban environment project for implementation of labour-intensive technologies to provide communal infrastructure.

71. In the field of low-cost sanitation, **Mozambique** has established a national unit which advises communities on sanitation and the construction of appropriate and affordable infrastructure in peri-urban areas. The programme includes training of artisans in production techniques and the creation of small enterprises to manufacture building components in urban areas throughout the country. **Niger** is undertaking a programme of introducing basic infrastructure in the Yantala area of Niamey, the capital city. Activities include roads, drainage and sewerage facilities, credit facilities for landowners, and cost recovery mechanisms for the construction and maintenance of infrastructure.

72. **Nigeria's** Infrastructure Development Fund makes loans available to state and local governments for development. The country has a programme of urban prioritization studies which assists local-government bodies to prioritize their urban infrastructure development and maintenance needs and identify ways of enhancing their revenue. **Uganda** has launched a programme of assisting communities and local authorities in strengthening and promoting





community-improvement programmes at the village or neighbourhood level. The programme specifically deals with community management strategies, construction of service and facilities, housing improvements, environmental awareness and protection.

#### K. HOUSING FINANCE

73. A number of countries are undertaking a review or reform of shelter-finance systems. **In Burundi**, the Urban Housing Promotion Fund has been established to mobilize finance for housing and to take over the credit functions of the housing promotion agency. **Botswana** is considering the feasibility of establishing a housing-finance institution. A new code on promoting investment in housing development has been adopted and a study is being undertaken for setting up new housing-finance institutions in **Burkina Faso**. An Association of Tenants and Consumers has been formed.

74. The National Council of Churches of **Kenya** is establishing a revolving fund based on community savings to provide credit through small loans to build, improve or extend houses. **The Libyan Islamic Jamahiriya** has withdrawn the public sector from most housing-production activities and responsibility is being transferred to the private sector, which is also being encouraged to participate in the housing-finance system. Substantial growth has been achieved in private-sector construction activity.

75. **Madagascar** has simplified the procedures for obtaining development approvals and improvement has been achieved in the mobilization of savings.

76. **Nigeria** has established a National Housing Fund as a source of long-term loans to the 251 primary mortgage institutions operating in the country and the Urban Development Bank to cater for large-scale development of housing and infrastructure. The National Prototype Housing Programme was initiated in 1994 to build 121,000 housing units in 30 states. **In South Africa**, housing-finance mechanisms are being reviewed and strengthened with a view to developing the capacity to support the eradication of the housing deficit over a period of 10 years. **In Swaziland**, measures are planned to encourage wider participation of financial institutions in the provision of finance for services sites to low-income earners. **The United Republic of Tanzania** has rehabilitated the Tanzania Housing Bank to enable it to attract institutional sources of funding. **Zambia** has established the Zambia Housing Development Fund to work in partnership with other societies and funds. **Zimbabwe** is introducing measures aimed at mobilizing funds from external sources to supplement local resources to promote sustainable housing development.

#### L. BUILDING MATERIALS AND TECHNOLOGY

77. The Global Strategy for Shelter urges governments to take special actions to support local production and use of indigenous materials, and encourage small-scale building-materials production. Several countries are strengthening local small-scale industries in the building-materials sector. **Kenya** is supporting the small-scale building-materials producers in the informal sector in several ways, including the development of the national standard specifications for fibre-cement roofing tiles and stabilized-soil blocks to facilitate acceptability of products. **Malawi** has stepped up training small-scale entrepreneurs in low-cost building-



materials production and house-building technologies, and is assisting them to obtain small business loans to establish themselves.

78. In **Swaziland**, new building standards have been adopted which recognize traditional construction methods. **Zambia** has reviewed national and regional experience in the field of low-cost building-materials and construction techniques and has trained local officials and artisans in building materials production and technology for low-income housing.

#### M. TARGETING OF SUBSIDIES

79. Some countries are increasing access to shelter by the poor through cross-subsidy schemes. For example, in **Guinea**, under the implementation of the new housing policy the pricing of plots in the urban expansion programmes are based on a two-tier system which provides provisions for cross-subsidy in favour of the low-income sector. In **Swaziland**, it has been decided not to introduce any form of rent control nor to provide subsidies in the housing sector. All housing projects will be undertaken on a full cost-recovery basis but in order to provide access to low-income households a system of proportionate ownership of sites with the Government is being investigated.

#### N. MONITORING OF THE SHELTER SECTOR

80. Among the countries which report that data on the housing sector are regularly collected and made available are **Benin** and **Tunisia**. **Kenya** is implementing the City Data Programme which aims to produce and maintain critical data on housing and urban indicators in order to assist policy-makers and administrators. Some countries have applied selected shelter sector performance indicators. These include **Congo** and **Uganda**. **Namibia**, as part of its NSS formulation exercise, is developing a housing database and identifying key indicators for monitoring the performance of the shelter sector. **Tunisia** has developed a computer system for rapid data classification and retrieval in the housing sector, particularly, for strengthening the implementation of the National Programme of Integration of Rudimentary Dwellings.

#### CONCLUSIONS

81. The account given in this report activities undertaken at the national and international levels indicates that many initiatives are being made to improve the functioning of the housing sector. Many African countries have made achievements in spite of difficult economic environment. Most governments have moved away from direct construction but have not yet been able to fully mobilize the flow of public and private funds to support the development of the private sector. The introduction of the large-scale improvements, whether legal, institutional, financial or other, is happening in only a few countries.

82. Many countries have made changes towards an enabling strategy but have not been able to intensify actions in the three crucial areas of access to land, infrastructure and finance. The ECA's own assessment reflects the sober recognition that while some progress has been made in individual countries to improve shelter conditions for people, the over-all outlook for shelter region-wide remains not very encouraging. Not only is the current situation intolerable



in which the majority of population still lacks adequate shelter, the adverse impact of such additional complicated factors as rising population, rapid urbanization, and stagnating, or even diminishing economic capacity in many African countries threatens to make a bad situation that much worse.

83. Governments should implement strategies for sustainable provision of adequate shelter for rapidly growing populations and for the currently deprived urban and rural poor through an enabling approach to shelter development and improvement that is environmentally sound. Formulation of such strategies should involve: (i) recognition of the national shelter problem, (ii) development of political will and commitment, (iii) identification of responsible agencies, (iv) review and assessment of current policies and performance of the shelter sector, affordability analyses on various shelter solutions, (v) matching needs with resources including land, finance and manpower, (vi) planning the implementation of the strategy including responsibilities of the main actors and time-frame for action; and co-ordinating shelter strategies with those of the construction industry and other related sectors, (vii) monitoring and evaluation of implementation.

84. Special regard must be paid to progressive increases in the level of public funding to assist community groups to generate their own housing and related facilities. Upgrading and self-help programmes and projects can be supported by the methods developed for uniting formal and informal resources and capacities. New methods and institutions should be implied to encourage and support volunteer social service activities undertaken in conjunction with both the formal and informal sectors.



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