

FOCUS AREA 3 POLICY AND STRATEGY PAPER

# ACCESS TO LAND AND HOUSING FOR ALL



PRELIMINARY VERSION

**UN**  **HABITAT**  
FOR A BETTER URBAN FUTURE

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# ACCESS TO LAND AND HOUSING FOR ALL

### SUMMARY

There are over 1 billion slum dwellers globally and if no serious action is taken, the number is projected to rise over the next 30 years to about 2 billion. Unless radical efforts are made to provide a range of affordable housing options and legal and secure land at scale, cities will be host to hundreds of millions of new slum-dwellers. The situation is critical and unprecedented.

In response, UN-HABITAT aims to mobilize a global coalition of partners to address the challenge of unsustainable urbanization. UN-HABITAT's vision is "to help create by 2013 the necessary conditions for concerted international and national efforts to stabilize the growth of slums and to set the stage for the subsequent reduction in and reversal of the number of slum dwellers." This vision, derived from the Millennium Development Goals, cannot be realized without systemic reforms to promote access to land and housing for all.

As a strategic result, UN-HABITAT is committed to supporting Habitat Agenda Partners (HAPs) to improve access to land and housing. The Agency is further committed to the following three outcomes: first, implementing improved land and housing policies; second, increased security of tenure; and, third, promoting slum improvement and slum prevention policies. Some of the important activities to be undertaken include: a renewed effort to promote alternatives to eviction, the production of a major new global policy paper on housing, articulating a new normative framework for slum prevention, developing new land tools to implement pro poor land policies, promoting a range of land rights rather than just individual titles, and strengthening the UN systems capacity to address housing, land and property issues in post conflict and post natural disaster situations. A specific effort will be made to promote measures to mitigate or adapt to the risk associated with global climate change. All activities will be gender responsive. For more details and references, please refer to the extended version of the strategy paper.



Looking out over the Rift Valley

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## SECTION 1: FOCUS AREA 3 SITUATION

Unless radical efforts are made to provide a range of affordable housing options and legal and secure land at scale, cities will be host to hundreds of millions of new slum-dwellers. The situation is critical and unprecedented. In 2005, nearly 1 billion urban residents lived in slums and if no serious action is taken, the number is projected to rise over the next 30 years to about 2 billion<sup>1</sup>. These global figures have clear regional dimensions. Asia is already home to more than half of the world's slum population (581 million), followed by sub-Saharan Africa (199 million) and Latin America where nearly 30% of the population already live in slums (120 million). Slum growth will also vary by region, but will likely have the largest impact in Africa where, in many countries, urban growth will be virtually synonymous with slum growth.

The malfunctioning of the housing sector, resulting in a scarcity of adequate and affordable housing, and unequal access to land, is a critical factor which contributes to slum growth. By 2030, some three billion people will need access to housing and related infrastructure and services. This translates into the need to complete 96,150 housing units per day. Currently, there is an acute shortage of affordable housing in the world, one that is more severe in developing countries: India, for example, is estimated to require 40 million units; Indonesia, 735,000; 709,000 in Malaysia; 700,000 in Angola; 659,000 in Bangladesh, 650,000 in South Africa; and 240,000 in the Democratic Republic of Congo.

From a land perspective, the space occupied by cities is increasing faster than the population itself. Between 2000 and 2030, the world's urban population is expected to increase by 72 percent, while the developed area of cities is projected to increase by 175 percent<sup>2</sup>. Various factors drive the process of urban sprawl notably, unequal access to land, insecurity of tenure, dysfunctional land and housing markets and weak land governance. An estimated 2 million people each year, for example, are the victims of

forced evictions, the vast majority living in Africa and Asia. From another perspective, it is estimated that less than 30 percent of developing country land area is registered. Moreover, women hold less than 10 percent of registered land in the world.

Land tools often focus on delivering land to the middle and commercial classes. Associated with this, there is an unequal distribution of land in many countries in Africa, Latin America and Asia. Often elites hold vast amounts of land and hoard housing for speculative purposes. In some cities 60 percent of the poor live on less than 5 percent of the land. Often there is a lack of political will, sometimes linked to corruption, to address this. This often leads to conflict over the control of land which contributes to political instability, wars, Internally Displaced Persons (IDPs), refugees, poverty, a lower Gross Domestic Product (GDP), environmental degradation, poor quality of life for citizens and chaotic city management. Also, climate change is likely to increase the incidence of natural disasters, particularly in coastal areas, where 65 percent of urban populations live.

Concerted action is clearly required. While an important step forward was made with the adoption of the Millennium Development Goals Target 7/11, few countries, especially in Africa, are on track to meet this target. In 2008, the housing finance markets collapsed in many countries, pointing to the fact that new solutions in area still need to be developed. Land and housing reforms are key levers of change. The challenge is twofold. On the one hand, the need to create a conducive environment, knowledge and capacity for governments and Habitat Agenda partners to design and implement citywide slum upgrading and prevention policies and programmes; and on the other hand to promote and support the formulation and implementation of enabling land and housing reforms that will help boost the supply of affordable, secure and accessible land and housing, and finance at scale.

<sup>1</sup> UN-HABITAT, (2003), *The Challenge of Slums Global Report on Human Settlements 2003*, London: Earthscan.

<sup>2</sup> Angel, S., Sheppard, S. C. and D. L. Civco, (2005), *The Dynamics of Global Urban Expansion*, Washington, D.C.:

## SECTION 2: LESSONS LEARNED AND KEY RESULTS

### 2.1 HOUSING, LAND, INFORMAL SETTLEMENTS AND SLUMS: AN OVERVIEW

Over the last 40 years, there has been a significant evolution in approaches to slum upgrading, and access to land and affordable housing. From the 1950s to mid-1970s, developing countries tried to meet the challenge of rapid urbanization through highly subsidized public housing provision associated with slum clearance and relocation policies based on a predominantly negative view of informal settlements. These responses succeeded in simply relocating the problem. Centralized public provision of housing was difficult to sustain and housing remained unaffordable for poor households. A master planning approach was the dominant planning paradigm during this period, but proved costly, time consuming, overly prescriptive, and set standards that could neither be implemented nor attainable by the poor. These policy responses simply could not keep pace with the demand for affordable housing and land, resulting in an explosion of informal settlements.

From the mid-1970s, self-help housing became the dominant approach in an effort to decrease standards and costs. Based on the concept of incremental housing (whereby people improved or extended their houses gradually as their resources permitted) four broad variants emerged: (i) sites and services schemes - provision of vacant public land with basic services for residents to construct their own dwellings; (ii) embryonic or core housing units, consisting of as little as a main room and toilet, to be built upon over time; (iii) regularization programmes, whereby residents of an informal settlement were given legally recognized land rights and, in some cases, access to some basic services; (iv) slum upgrading programmes, usually involving relocation and/or taking place in situ to avoid relocation of the entire slum. Some countries attempted sites without services (un-serviced plots) whereby basic infrastructure was incrementally provided while residents pursued their housing improvement activities.

In general, upgrading programmes have promoted a package of improvements such as access roads, water supply and sanitation, solid waste collection, and electrification. In many cases, the land component of an upgrading programme involved the regularization of tenure through the provision of individual title. Usually, upgrading programmes excluded housing provision, but at times building materials' loans were provided, thereby adding a housing finance component to support home improvements. During this period, upgrading was fundamentally project-based and not city wide. It neither went to scale, nor made systemic changes to the delivery systems. There was no promotion of the institutional reforms which were needed to deal with the slum issue. That is, systematic slum prevention had not been put on the agenda.

In situ upgrading became the preferred model through the 1990s, and in some countries became part of citywide slum upgrading programmes. It sought to avoid the intrinsic limitations of the project-based approach and the negative aspects of relocation, namely the displacement from livelihoods and social networks for the community and the high costs of investing in two locations simultaneously. Less positively, upgrading programmes were criticized for poor cost recovery, inappropriate building standards and planning regulations and insufficient maintenance of infrastructure. The lack of community consultation in the planning process was also frequently raised as an issue.

From the late 1990s and, in particular, following the adoption of the Millennium Development Goals and Target 7/11, the need to bring slum upgrading to scale had become evident. Firstly, complex and substantially funded citywide upgrading programmes have emerged in some countries such as Brazil, Uruguay, Colombia and South Africa. Secondly, community-driven solutions have emerged as an alternative paradigm, such as the Baan Mankong (secure housing) national upgrading programme in Thailand, where women's groups have been key. Thirdly, in countries such as Egypt, Morocco, South



**Barreda, Lima Photo**  
Photo ©: Claudio Acioly

Africa, China and Tunisia, central government-led planning and implementation by strong central institutions have demonstrated that significant results can also be achieved through this approach. The focus is now increasingly on moving to systemic slum prevention linked with slum upgrading at scale. Fourthly, there has been considerable innovation with respect to affordable housing finance, through such mechanisms as housing micro-finance, organization of savings groups and urban poor funds to access land and housing, however, more work needs to be done in this field to achieve scale.

Land is central to both housing delivery, slum upgrading and slum prevention, but land issues go beyond housing and slum issues and the history of land has its own historical trajectory. In summary, while individual titling and expensive technical solutions were the order of the day up to the 1960s, there was increasing emphasis on the socio-cultural land issues and the development of land policy from the 1970s to the 1990s. In over 12 countries in Africa, these policies introduced innovative forms of land tenure rather than just individual freehold. However, by the end of the 1990s and early 2000 it was recognized at the

global level that there were insufficient pro poor tools to deliver these policies. Without these pro poor tools it will not be possible to deliver slum prevention and housing at scale. It is also recognized internationally that there is currently insufficient trained human resources to go to such scale.

## 2.2 UN-HABITAT'S EXPERIENCE

Since its creation in 1978, UN-HABITAT has been active in both policy development and project implementation. During the last two decades UN-HABITAT has implemented approximately US\$2 billion in technical cooperation and assistance to countries in Asia, Africa, the Arab States, Latin America and the Transition countries. Nearly one third is shelter-related. It focused on housing and slum upgrading policies and implementation, combined with capacity building and institutional support. During the 1990's, as housing gradually became less of a priority in donor, development banks' and national governments' agendas, and UN-HABITAT's shelter portfolio virtually ceased to exist. Since the publication of its seminal work on "The Challenge of Slums," in 2003 the demand for UN-HABITAT support on housing,



### Afghanistan

Photo ©: UN-HABITAT

land and slum upgrading has significantly increased. Another trend has been the growth in the demand for UN-HABITAT support on post-disaster and post-conflict shelter and housing, land and property rights issues. In this regard, the framework has been set by the “Strategic Policy on Human Settlements in Crisis and Sustainable Relief and Reconstruction Framework”, finalized during the 21st Governing Council and adopted in November 2007 by the Committee of Permanent Representatives. Though the linkages between policy development and implementation have not always been as close as desired, the combined work provides a rich experience to draw upon in developing future programmes.

In terms of housing policy, UN-HABITAT was at the forefront of the global debate regarding affordable housing when it published the Global Strategy for Shelter to the Year 2000 (GSS), which was adopted in December 1988 by UN resolution 43/181. A watershed in the evolution of housing policy, the GSS was the first global housing policy framework providing guidance

for both global and national action. It made three key recommendations: first, it encouraged governments to shift towards programmes and policies to assist people and communities to house themselves; second, it advocated legal and institutional reforms to ‘enable’ the housing sector to work more effectively; third, it advised Governments to drop their role as a housing provider, and instead encourage a range of public, private and NGO actors to produce shelter and manage the housing sector as a whole<sup>3</sup>.

A recent review of two decades of experience of executing an enabling shelter strategy<sup>4</sup> provides us with useful lessons. A significant number of national housing policies have been reviewed and revised, and reflect a shift in the role of governments from that of producer to enabler, in addition to an attitude change towards slums and informal settlements. However, reforms are still needed in various areas such as decentralisation (legislative and fiscal reforms to enable local governments to generate resources to ‘municipalize’ housing policies and responses); participation (civil society participation and

<sup>3</sup> UN-HABITAT (1991), “Global Shelter Strategy for Shelter to the Year 2000”: Angel, Shlomo and Mayo, Stephen (undated), “Enabling Policies and Their Effects on Housing Sector Performance: a global comparison”.

<sup>4</sup> UN-HABITAT, United Nations Human Settlement Programme (2006c), *ibid*.

empowerment to achieve equity and equality in access to land and housing); partnerships (to enable an integrated multi-stakeholder approach to housing, with governments becoming coordinators and facilitators and enablers of private sector, NGO's, savings groups and grassroots organizations engaged in housing developments) and public land management (to enable housing delivery at scale, upgrading and slum prevention).

In retrospect, the publication of the GSS was a high point in UN-HABITAT policy work and was very influential, but it did not result in the desired impacts at country level. Building on the GSS, in 1993 the World Bank produced its own landmark publication: "Enabling Housing Markets to Work." The publication, which emphasized housing markets rather than the housing sector, proved more influential. Governments in developing countries retreated from the housing sector, leaving housing provision almost entirely to the market. The rate of slum formation experienced by various countries during the last 15 years is the ultimate evidence that this approach did not result in affordable and accessible housing and land for the poor.

With demand for housing policy work decreasing, UN-HABITAT shifted its focus to rights-based programming via three major initiatives. First, the United Nations Housing Rights Programme (UNHRP) was established in 2002, with the UN Office of the High Commissioner of Human Rights and produced a series of highly regarded publications. The focus on housing rights, however, came at the expense of UN-HABITAT's broader global role in housing policy development. Housing became disconnected from other urban sectors, such as infrastructure and land, and more broadly from its important role in building the national economy via its backward and forward linkages with the rest of the economy<sup>5</sup>. The UNHRP led to the establishment of a second major initiative, the Advisory Group on Forced Evictions (AGFE) in 2004. AGFE has undertaken advisory missions in a number of countries to promote

negotiated alternatives to forced evictions. While AGFE services are in demand, it has lacked the normative tools, guidelines and methods to deliver results at scale.

The third major rights-based initiative was the Global Campaign for Secure Tenure, which operated from 2000 to 2006. The campaign promoted debate on land issues, developed tools, indicators and guidelines and launched national campaigns in over ten countries. Evaluations<sup>6</sup>, concluded that the campaign had been successful in awareness raising, mobilizing political will, and promoting dialogue on important issues. However, it was seen as a stand-alone programme within UN-HABITAT and did not linking its advocacy work to follow-up investment sufficiently.

Though not rights-based per se, UN-HABITAT's Cities without Slums Programme (CWS) (2003-06) suffered a similar fate as the campaign. While it produced slum upgrading action plans with eight cities in East and Southern Africa, CWS only rarely succeeded in mobilizing funds for implementation.

More recently (2006), UN-HABITAT established the Global Land Tool Network (GLTN) as a global partnership of more than 36 key international actors including the World Bank, FAO, SDI, Huairou Commission, International Federation of Surveyors, and others in the research and training sectors, to address land reform issues. The network consisted of organizations which had identified the lack of pro poor land tools delivery land policy towards the end of the 1990s and early 2000s. GLTN was started when an extensive gap analysis was conducted which drew several important conclusions. First, the analysis noted that while there are many examples of good land policy, few policies have been fully implemented due to a shortage of pro poor, large-scale land tools. A second conclusion was that conventional land titling approaches have largely failed to deliver their expected results: existing technical solutions are too expensive,

<sup>5</sup> UN-HABITAT (1991), "Global Shelter Strategy for Shelter to the Year 2000"; Angel, Shlomo and Mayo, Stephen (undated), "Enabling Policies and Their Effects on Housing Sector Performance: a global comparison".

<sup>6</sup> See UN-HABITAT Governing Council, HSP/GCI/20/INF/7 "Evaluation of the UN-HABITAT Global Campaigns for Secure Tenure and Urban Governance," 8 March 2005. See Economic and Social Council, E/AC.51/2005/1 "In-depth evaluation of the United Nations Human Settlements (UN-HABITAT) Programme," 28 March 2005.

inappropriate for the range of tenure found in developing countries, unsustainable financially or in terms of available capacity, and that instead a range of land tenure options is more appropriate. A third conclusion was that land sector work cannot be done at scale successfully without greater donor coordination at country level, consistent with the Paris Declaration (2005). While the work of GLTN partners is still relatively new, it has already made important contributions in several areas: recognition of the need to move beyond titling to promoting a range of land rights; moving from policy development to policy implementation; the critical importance of linking land governance with the more technical side of land; and the placing of gender at the centre of the global land agenda.

A range of lessons has also been learned about going to scale at country level. These lessons are being embedded in cross agency work, such as with post conflict programmes, as well as the regional offices, building up the ENOF side of

the MTSIP. Also, GLTN, which executes through partners and through working with other parts of the agency, has learnt a number of lessons about partnership such as:- how to develop a shared agenda with partners; how to embed activities in partners work programmes; create institutional in house arrangements across the agency to ensure outputs; and coordinate multiple outputs produced by a range of partners against agreed overall goals.

### 2.3 LESSONS-LEARNED: IMPLICATIONS FOR THE WAY FORWARD

Several important lessons are highlighted below as they will shape UN-HABITAT's strategic approach to land and housing for the period 2008-13. Firstly, housing must be re-introduced onto the global and national development agenda as a major economic sector with a clear normative view and holistic approach<sup>7</sup>. This is key for countries to benefit from its sizeable impacts on national development. Development banks



**Stakeholder meeting with women in Khartoum**

Photo ©: UN-HABITAT

<sup>7</sup> Buckley, R. and J. Kalarickal (2006). "Thirty Years of World Bank Shelter Lending. What have we learned?". Washington: The World Bank.

and bilateral agencies have largely stopped their support for shelter. A concerted effort will be required to revive housing as a development priority at global and country levels.

Secondly purely market-based approaches have not worked. Likewise unilateral, state-driven initiatives have also had their drawbacks. Both extreme approaches have failed to address adequate access to land and housing in a satisfactory manner usually resulting either in homelessness or in the formation of slums. A new conceptual approach is required based on a better knowledge about the functioning of the housing sector, of both formal and informal housing and land markets and a re-definition of what constitutes 'appropriate regulation' and the enabling function of governments.

Thirdly, promoting security of tenure based on the legal recognition of a range of land rights is far more effective, equitable and sustainable than an exclusive reliance on conventional land titling programmes. In urban areas an incremental approach to upgrading land rights over time is preferable; for example, group and collective rights (e.g. cooperatives) can avoid unnecessary displacement. Also, it is not possible to deliver security of tenure at scale without the development of the underlying land administration system which support rights. Experience from GLTN partners' work at country level is that the development of new pro poor land tools and systems is difficult, time consuming and can take years rather than months and that to go to global scale will require significant resourcing in many organisations. Fourthly, UN-HABITAT's capacity needs to be strengthened and re-aligned to be able to respond in a sustained manner to the

global shelter challenge and be able to support an increasing demand from countries and Habitat Agenda Partners for its shelter-related assistance.

Fifthly, there is a clear need for inclusionary efforts to secure rights for women, youth and other often vulnerable groups in access to land and housing. Women's inheritance rights must, for example, be addressed, particularly in the context of the HIV/Aids pandemic. Women are critical to the achievement of shelter objectives and the access to land and housing. Many women play a pivotal role in housing-related livelihood strategies, including through home-based enterprises, urban agriculture, water collection and managers of rental housing. Women's savings groups are similarly a critical element of many slum upgrading strategies.

Sixthly, the need to address climate change must shape the development of new approaches to housing, land, slum upgrading and slum prevention. There are ample opportunities to pursue climate change mitigation by promoting the use of low-cost and sustainable building materials and construction technologies, rational use of land resources and environmentally sound designs in deprived urban areas and new developments.

Finally, housing, land and property issues in crisis-prone and post-crisis contexts require a fresh approach. More effort is required first, to identify and address land-related issues that can contribute to the impact of a natural disaster or transform a dispute into conflict or war; and, second, to ensure that land-related entry-points for risk reduction and peace-building are addressed early and effectively.

## SECTION 3: FOCUS AREA 3 KEY RESULTS AND STRATEGIES

UN-HABITAT's vision is "to help create by 2013 the necessary conditions for concerted international and national efforts to stabilize the growth of slums and to set the stage for the subsequent reduction in and reversal of the number of slum dwellers." This vision cannot be realized without improved access to land and housing for all.

As a strategic result, UN-HABITAT is committed to supporting national and local governments and Habitat Agenda Partners (HAPs) to improve access to land and housing. The Agency is further committed to the following three outcomes: first, supporting enabling land and housing reforms; second, increased security of tenure; and, third, promoting slum improvement and slum prevention.

UN-HABITAT's approach will be guided by the recognition that access to a range of affordable land and housing options at scale are sine-qua-non conditions for slum prevention. A well-functioning housing sector, for example, requires a variety of inputs, including land, infrastructure and services, finance, building materials supply and skilled labour, (see Fig 1), in order to enable individuals and different social groups to access the best shelter option that suits their needs and capacity. The institutional, legal and regulatory frameworks that govern the sector are essential for maximizing its impact on slum formation. Each of these inputs is regulated by their specific normative frameworks. For example, a functional infrastructure and services sector must be supported by an appropriate maintenance system.

Land is cross cutting and underpins a range of issues such as slum prevention, housing delivery, city management, infrastructure and service delivery, environmental management, community facilities, economic growth, finance and investment, among other things. Frequently, the responsibility for land is vested at the central or federal/state level government. Therefore, the

point of entry for land is often the national level, while for housing it is at the national and city level. Also, the underpinning land systems which support rights are generally national rather than urban or rural systems. The housing and land sectors have a different range of functions some of which converge for housing delivery and slum upgrading.

This section begins with a short description of the outcomes, including some key activities at the global, regional and national levels. The broad normative approach and strategy are then presented, including the gender mainstreaming strategy. The section concludes with an overview of the partnership strategy.

### 3.1 EXPECTED ACCOMPLISHMENTS AND RELATED ACTIVITIES

#### 1ST EXPECTED ACCOMPLISHMENT: IMPROVED LAND AND HOUSING POLICIES IMPLEMENTED

##### (i) Improved knowledge of innovative land and housing policies and programmes.

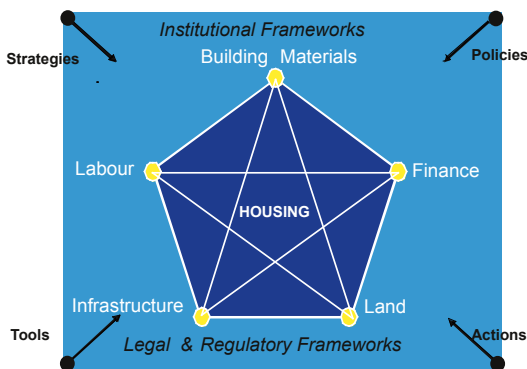
A major new global policy document on housing will be developed. The last global statement on housing issues was UN-HABITAT's "Enabling Shelter Strategy" (1988) and the World Bank's "Enabling Housing Markets to Work" (1993). In the context of the on-going financial crisis, there is a clear need to revisit this issue. A better understanding of land and housing markets, both formal and informal, as well as a review of regulatory frameworks will be undertaken in addition to increase knowledge on the functioning of the housing sector through expanding shelter profiles of countries. The policy linkages between land and housing, as well as between housing and land and other important sectors, such as planning, infrastructure, finance and the building sector will also be reviewed. Partners' networks will continue to be mobilised to ensure global experience and the documentation of innovative



**Housing in Addis Ababa**  
Photo ©: Claudio Acioly

practices is part of the new policy development, and to maximize ownership. Evidence-based knowledge is key in this strategy and its success will also help to bring housing policy back on the international development agenda, and further increase the land policy profile.

#### FIGURE 1: THE SYSTEMIC VIEW OF THE HOUSING SECTOR



Source: Acioly, C. 1994; 2003.

New tools and methodologies will be developed for housing sector and housing policy analysis and applied in priority countries and the GLTN partners will continue with the work of pro poor and gender responsive land tool development. Work will also continue to collect, analyse, disseminate, and mainstream land indicators and reintroduce housing indicators (disaggregated by sex) within global, regional and national mechanisms. This should include initiatives with the Global Urban Observatory, Shelter Profiles, African Union/UN Economic Commission of Africa/African Development Bank, and the World Bank. This should be done to support country level activities carried out within the framework of the Enhanced Normative and Operational Framework (ENOF). Key findings and recommendations from these activities will be widely disseminated, including through partners networks, regional Housing, Construction and Land Ministerial conferences (AMCHUD, APAMCHUD and MINURVI<sup>8</sup>), the Global Campaign for Sustainable Urbanisation, the Best Practices database, UN-HABITAT flagship reports, and Urban World (former Habitat Debate). An important advocacy objective for the MTSIP

<sup>8</sup> African Ministerial Conference on Housing and Urban Development -AMCHUD, Asian and Pacific Ministerial Conference on Housing and Urban Development -APAMCHUD and Latin America and Caribbean Ministerial Conference on Housing and Urban Developments,



### **A settlement in Cairo, Egypt**

Photo ©: Claudio Acioly

period will be to mainstream land, housing and slum improvement/prevention objectives in the policy documents of global partners, and, at the country level, in national development plans and poverty reduction strategies.

#### **(ii) Increased capacity to implement land and housing policies.**

Policy activities in this area will focus on transforming knowledge of innovative practices into priority guidelines and practical tools, including evidence-based tool kits for policy makers; quick guides to establish an enabling policy environment; monitoring tools; and guides to establish sustainable land and housing sectors. Knowledge and experience gained through country-level activities, including pilots, will trigger knowledge generation for the tools and guidelines. These guidelines and tools will be developed through partner networks, including GLTN and AGFE, and will be further utilised through linked training and capacity building programmes.

The major hurdle in any new policy is the capacity of institutions responsible for its formulation and implementation. The role of government, both central and local, is of particular importance. Generic training materials will be produced, tested and adapted to local situations. In line with ENOF, it envisages the close cooperation

between different units of UN-HABITAT, namely the Shelter Branch-SB, the Regional and Technical Cooperation Division-RTCD and the Training and Capacity Building Branch-TCBB in this endeavour. Cooperation with partners in capacity development will be central to success. The cooperation with UNESCAP and the Asian Coalition of Housing Rights focusing on the mainstreaming of the Quick Guides for Policy Makers on housing the poor in Asian Cities, currently being adapted to Africa and translated to several languages will be brought to scale in country-level capacity building activities in the different regions. A number of GLTN partners are working together to support the African Union/UNECA and African Development Bank development of guidelines for land policy in Africa, as well as indicators. These partners include SDI, the World Bank, FAO, IFAD, International Land Coalition.

At the country level, support to Governments for the design and implementation of improved land and housing policies and programmes will be provided by UN-HABITAT and external partners. Government priorities, as defined in national development plans and poverty reduction strategies, will guide the exact nature of support. Important areas are expected to include the strengthening of legal, regulatory and institutional frameworks for housing, land and property, including the governance

dimension and institutional strengthening of land and housing related institutions in general. UN-HABITAT will also work to support improved coordination in the land sector, in line with the Paris Declaration. Lessons learned and recommendations from the country level will cross-fertilise internally and externally the technical advice of UN-HABITAT.

**(iii) Increased capacity to promote hazard resistant and sustainable housing construction.**

Through SUD-NET, UN-HABITAT will raise awareness and provide guidance to Ministries of Housing and local authorities to develop policies and guidelines to foster production and utilisation of low-emitting greenhouse gas building materials and construction technologies as one of the vehicles for climate change mitigation. The strategy is to undertake a global scoping assessment and develop tool kits and policy guidelines that will enable governments to move to low-cost and sustainable building practices. Particular attention will be given to hazard resistant housing construction to support post-disaster and post-conflict reconstruction. Methods to improve traditional and vernacular building practices will be documented and disseminated through partners for application and adaptation at the country level.

**2ND EXPECTED ACCOMPLISHMENT:  
SECURITY OF TENURE INCREASED.**

**(i) Improved knowledge of equitable land and housing rights**

Activities in this area includes the documentation, dissemination and evaluation of innovative approaches to promoting the full and progressive realization of the right to adequate housing as provided for in international instruments<sup>9</sup>, as well as practices that promote the legal recognition of a range of land rights, not simply individual freehold. A major effort will be made to develop a robust approach (methodology and network) for monitoring forced and market-driven evictions. Increasing the support to mainstream the unique documentation and mediation work of AGFE

into programmes of UN-HABITAT and partners is an integral part of this strategy. Through the Global land tool network partners there will be a major focus on developing pro poor land tools at country level working with Member States to assist them to unroll affordable land documents and undertake better city management. Specific stakeholder groups (for example, bilateral development agencies, training institutions or large consulting firms) will be engaged within an advocacy framework to further mainstream the recognition of a range of land rights and to promote its application at the country level. High level forums such as regional Ministerial meetings, the Commission for Sustainable Development and the World Urban Forum will be used to promote innovative forms of land and housing rights.

**(ii) Strengthened capacity to achieve equitable land and housing rights.**

Guidelines, tools, and training materials will be developed and disseminated. Evidence collected from country experience and research will be documented and integrated into training materials. The knowledge generated will be transformed into guidelines, for example on alternatives to evictions and negotiated resettlement approaches, post crisis, gender and land administration systems (Social Tenure Domain Model). In view of the financial turmoil started by housing market malfunctions, UN-HABITAT will revisit the role of land and housing markets especially for the poor. The objective would be to promote growth and poverty reduction objectives, design and implement for among other things, improved enabling legislation and regulatory frameworks for land and housing. This will retrofit into training and capacity building. At the country level, governments and partners will be supported to develop and implement improved land and housing strategies. In response to a specific demand, technical and policy advice will also be provided, including to UN reform pilot countries and in UN-HABITAT or partner priority countries. Innovative tools will also be piloted. Improved donor coordination in the land sector will also

<sup>9</sup> *Istanbul Declaration (paragraph 8) and Habitat Agenda (paragraph 39).*

be supported in line with the Paris Declaration. Figure 2 below details the land tools and objectives of the GLTN and shows how land reform and land tools are linked.

**FIGURE 2. INTERACTION BETWEEN THE GLTN OBJECTIVE, CROSS CUTTING ISSUES, THEMES AND TOOLS (SOURCE: GLTN, 2008).**



**(iii) Alternative approaches to forced evictions utilized.**

In response to the increasing trend of evictions, UN-HABITAT, through the Advisory Group on Forced Evictions (AGFE) and other partners, will make a renewed effort to promote alternatives to forced and development-induced evictions. At the request of Governments, advisory missions will be carried out to document, explore, implement and report on negotiated alternatives to evictions. Eviction impact assessment tools, mediation guidelines and training packages will be enhanced and/or developed to support such initiatives.

**(iv) Strengthened capacity to address housing, land and property issues in crisis-prone and post-crisis contexts.**

In 2008, UN-HABITAT assumed major new responsibilities, particularly in the areas of shelter and housing, land and property rights, when becoming a member of the U.N. Inter-

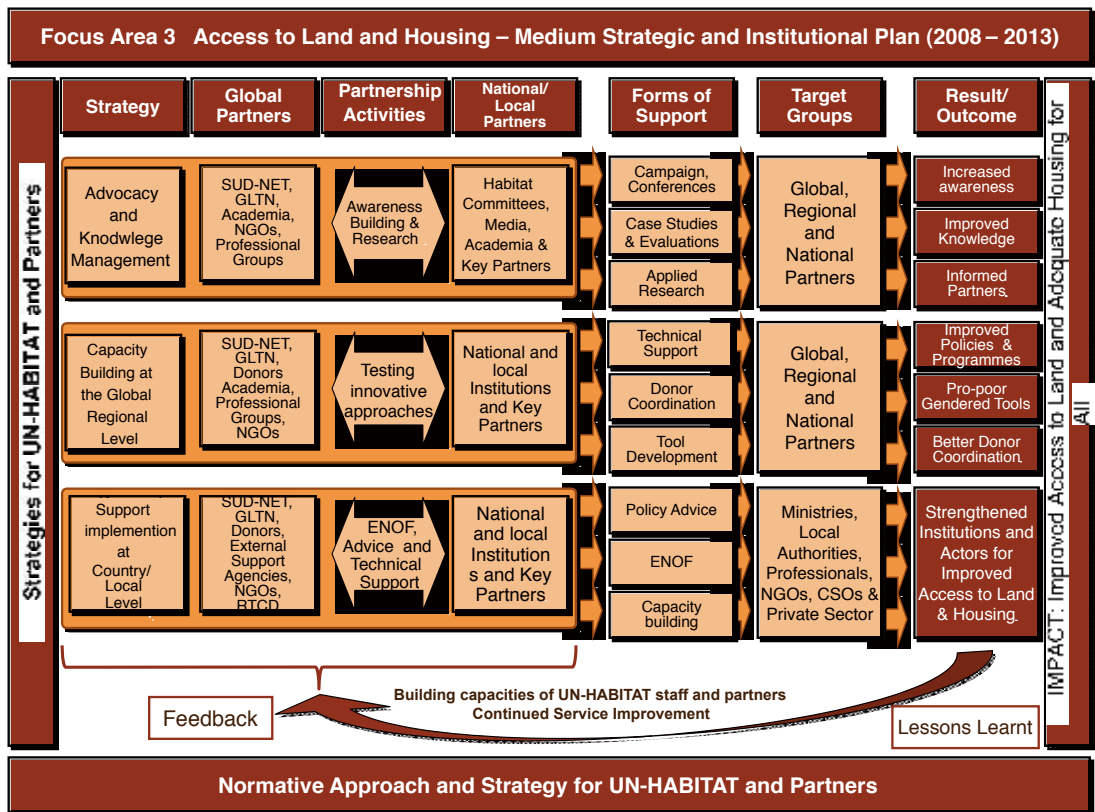
Agency Standing Committee (the key strategic coordination mechanism among major humanitarian actors). To meet this challenge, UN-HABITAT is developing new normative approaches and strengthening its in-country response capacity. Guidelines on a range of issues, including post-disaster and post-conflict land, are being developed to target both the broader humanitarian community, as well as land and housing professionals. Toolkits and training materials are also being developed. Country-level response capacity is also being strengthened through strategic partnerships with organisations such as the International Federation of the Red Cross and Red Crescent Societies and UNHCR. In addition to post-crisis response, a major objective for the MTSIP period will be the development of new approaches and tools to support housing and land-related conflict prevention, analysis and mediation.

**3RD EXPECTED ACCOMPLISHMENT: SLUM IMPROVEMENT AND SLUM PREVENTION PROMOTED.**

**(i) Improved knowledge of slum improvement and slum prevention.**

UN-HABITAT's strategic approach is twofold: consolidate and enhance its own global experience with documenting, monitoring, analysing and disseminating slum improvement practices through case-studies, policy notes, publications, practical guidelines, workshops and policy and implementation toolkits; and, second, developing, with key partners a new normative approach to slum prevention that includes, but is not limited to, Cities Alliance, The World Bank Institute, GLTN partners and global research networks. Specific areas of attention will be the design, implementation and institutional and management aspects of citywide slum upgrading, and institutionalisation of programmes. On the prevention side, documenting, monitoring and critically analysing the link between large scale serviced land and housing provision will be undertaken. This will be linked to the development of guidelines and evidence both on addressing systemic problems which prevent land and housing delivery at

FIGURE 3: SUMMARY OF UN-HABITAT'S APPROACH AND STRATEGY TO LAND AND HOUSING



scale, including dysfunctions in the market, as well as further research into slum formation and house-price-to-income issues.. This process will also be supported by strengthened efforts to develop country level baseline data and monitor slum formation and growth, together with the Global Urban Observatory and local and national partners.

**(ii) Improved capacity to develop slum upgrading and slum prevention policies and strategies.**

The strategy is to involve education and capacity building institutions in research, publication, communication, and advice focusing on the twofold aspect of the slum problem. Evidences from UN-HABITAT programmes, such as the Participatory Slum Upgrading Programme (covering 30 countries), and further documentation of citywide slum upgrading

programmes, will support the development of generic and tailor-made training and capacity-building materials to enhance competencies and actual capacity of national and local government officials and Habitat Agenda Partners. Promotion of good practices on slum prevention and knowledge on how to design and implement slum prevention policies is an integral part of this strategy.

**(iii) Slum upgrading and slum prevention policies and strategies supported.**

In pursuance of the Enhanced Normative and Operational Framework (ENOF), UN-HABITAT and its partners will support Governments and Habitat Agenda partners to formulate and, where feasible, implement, slum improvement and slum prevention strategies. Efforts will focus on UN and UN-HABITAT priority countries and on ongoing programmes such as the

Participatory Slum Upgrading Programme and that of the Slum Upgrading Facility. A combined package of technical advice, capacity building and knowledge generation and application will be undertaken to maximise impact.

### 3.2 NORMATIVE APPROACH AND STRATEGY

UN-HABITAT's approach to realizing access to land and housing for all will rely on three cross-cutting strategies: knowledge management and advocacy; capacity-building at the global and regional levels; and, supporting implementation at the country/local level. Throughout this approach, issues of gender (as well as youth and the elderly) will be mainstreamed. The approach is summarized in Figure 3. These strategies will be implemented in parallel. Implementing this approach will not follow a linear process. Knowledge and lessons learned, for example, could be reaped from existing successes and could thus be used in advocacy campaigns and

capacity building through ENOF. On the other hand, where tools do not exist, they would have to be developed, tested (at country level) and then advocated for, translated into policy and used in capacity building.

The Gender Action Plan (GEAP) will guide UN-HABITAT in strengthening gender equality and women's empowerment in all areas of its work related to land and housing. The gender evaluation criteria developed by GLTN will serve as a concrete tool for gender analysis, not only of normative products but also at the country level, to assess the gender sensitivity of areas such as housing design and construction, land administration procedures, taxation systems, and dispute mechanisms when addressing housing, land and property rights following natural disasters or conflicts.

At the country level, UN-HABITAT's engagement in land and housing issues will be shaped by several factors: first, the need to respond to government



**Informal settlement in Monrovia, Liberia**  
Photo ©: Mohamed El Sioufi



**Udon Thani Thailand, low income settlement**

Photo ©: Asa Jonsson

demands for UN-HABITAT assistance where there is commitment to policy reform; second, countries undergoing post-disaster and post-conflict processes where assistance to housing and land related issues are on top of the agenda; third, the identification of priority countries in line with the ENOF; fourth, to fulfil commitments made through global programmes; and finally, UN-HABITAT's capacity to undertake prolonged and sustainable assistance. An important aspect of the strategy will be to develop a measured response to country demands, ranging from implementation support, through back-stopping to engagement via global and country partners.

### 3.3 PARTNERSHIPS FOR SYSTEMIC CHANGE

Consistent with the MTSIP's partnership vision that UN-HABITAT facilitates the emergence of a "network-of-networks" of urban development actors, existing networks will be strengthened maximizing UN-HABITAT's role as an enabler

and catalyst. The GLTN model of assembling a coalition of diverse partners around a shared vision will also be adapted to the context of housing and shelter-related stakeholders. Collaboration in critical areas, such as the development of a new analytical framework and global housing policy linked to the creation of a new normative approach to slum improvement and prevention, will serve to expand and deepen UN-HABITAT's relationships with external organisations, pool of international housing experts as well as with other parts of the Agency.

Within this partnership strategy, UN-HABITAT will deepen its engagement with its existing 36 GLTN partners, while expanding its network by bringing in new strategic partners, including multilateral and bilateral donors (who are in a position to promote 'systemic' change and significantly advance the land agenda at a global level). UN-HABITAT will also be proactive in the coordination of international partners to assist them to jointly work on global and regional programmes.

## SECTION 4: FOCUS AREA 3 MANAGEMENT

UN-HABITAT faces a specific set of challenges and opportunities in managing the implementation of the Focus Area 3 strategy both internally and externally, and in its quest to improve land and housing policies in the world. The challenges include the following: first, the urgent need to rebuild the Housing Policy Section in Shelter Branch, which has lost significant capacity over time and has become increasingly driven by external priorities; second, the institutional fragmentation of housing issues within UN-HABITAT, in particular, impels the need to improve coordination and cooperation with Focus Areas 4 and 5 namely Sub-Programme 4 (Human Settlements Finance) and Sub-Programme 3 (Regional and Technical Cooperation), as well as Focus Area 1 and 2; third, the development of a global housing policy vision requires strategic resource mobilization and political support from partners, constituent groups and the Governing Council; fourth, the range of administrative issues to improve the absorption and delivery capacity of established programmes such as GLTN (for example, the effective operation of a basket fund arrangement and the limitations of existing contracting mechanisms) need to be addressed in order to go to scale and meet the enormous demand for support in the land sector related activities. On the other hand, there are a range of opportunities to improve impact and results such as:- the arrival of new staff, the increasing demand for land and housing support from governments, the start up of new programmes such as the Participatory Slum Upgrading Programme and Shelter Profile Programme, management innovations such as in-house agreements, the use of retainers (standing agreements for the supply of specific expertise and services), information

systems and the development of a programme management systems.

The implementation of the results framework will be driven along four parallel management tracks. First, significant energy will be invested in the first two years of the MTSIP period to develop new approaches to housing policy and slum prevention, and to translate these concepts into a coherent, fully-resourced programme that builds on the Shelter Profile Programme and incorporates additional donors and funding sources. The new vision will be crafted with the close engagement of external and internal partners. The current housing policy work programme will be reviewed to determine whether certain aspects should be scaled-down or even phased out. Second, UN-HABITAT, through GLTN, will continue to promote management innovations to enable it to scale up its delivery without sacrificing quality or accountability. Major management goals include, on the one hand, bringing additional donors into the GLTN basket, while, on the other hand, significantly increasing the delivery of outputs by partners as opposed to by UN-HABITAT itself. Third, land and housing will become key entry points for implementing the ENOF, both in UN and UN-HABITAT priority countries, as well as to ensure more effective institutional response to post-disaster and post-conflict contexts. Cooperation with RTCD is crucial in this respect. Finally, during the 2010-11 biennium, once UN-HABITAT's approaches to housing policy and slum prevention are strengthened, and the institutional aspects of ENOF have been further streamlined, a review will be carried in line with the Results Based Framework and the recommendations implemented in the final biennium of the MTSIP (2012-13).

## SECTION 5: MONITORING AND EVALUATION

Table 1 summarizes the indicators used to measure the achievement of the strategic result and expected accomplishments for land and housing. (With reference to the table, ‘implementing’ is context dependent and may mean under formulation, adopted/approved, being tested, and/or under implementation. Policies mean policies (including legal and institutional reforms, strategies, development plans and programmes. Also, “Habitat Agenda Partners” include: National Governments, local authorities, private sector, professional groups, non-governmental organisations, civil society groups, academia at global, regional, national, country and community levels.

By 2012-13, these indicators will be harmonized with UN-HABITAT’s Strategic Framework and Work Programmes, as well as with the logical frameworks of specific ongoing programmes such as the GLTN and the Shelter Profile Programme. For each indicator, agreed performance measures will be developed and targets and baselines harmonised for the number of governments and HAPs implementing different reforms. Data will be established for the indicators to facilitate monitoring and evaluation and will be sex-disaggregated, where possible.

**TABLE 1: SUMMARY OF INDICATORS OF ACHIEVEMENT**

Strategic Result	Summary Indicators of achievement
Improved access to land and housing	SR1 Increased number of Habitat Agenda Partners improving access to land and housing
	SR2 Increased number of countries implementing policies to improve access to land and housing
EA 1: Improved land and housing policies implemented	1.1 Increased number of Habitat Agenda Partners implementing improved policies
	1.2 Increased number of countries implementing improved land and housing policies
EA 2: Security of tenure increased	2.1 Increased number of Habitat Agenda Partners implementing policies to improve security of tenure
	2.2 Increased number of partners implementing policies to reduce forced evictions
EA 3: Slum improvement and prevention policies promoted	3.1 % increase of slum communities being upgraded in select cities
	3.2 Increased number of countries implementing policies to deliver land and housing at scale

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